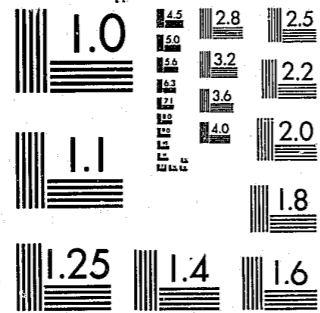


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UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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NATIONAL INSTITUTE OF LAW ENFORCEMENT
AND CRIMINAL JUSTICE

SUMMARY NOTES
MEETING OF THE
ADVISORY COMMITTEE OF THE
NATIONAL INSTITUTE OF LAW ENFORCEMENT
AND CRIMINAL JUSTICE

September 27-28, 1979
Dulles Marriott
Chantilly, Virginia

SUMMARY NOTES
MEETING OF THE ADVISORY COMMITTEE TO THE
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

September 27-28, 1979

Dulles Marriott

Chantilly, Virginia

TABLE OF CONTENTS

Meeting of the Advisory Committee: September 27-28, 1979

Final Participant List 1-4
Agenda 5-6

Proceedings of the First Day (September 27) 7-32

Institute Update--Harry Bratt. 7
Overview of the Priority Planning Process--John Pickett. 8
Introduction to the Priorities--W. Robert Burkhart 11
Presentation on Correlates and Determinates--Richard Barnes. 12
Agency Update--Homer Broome. 14
Presentation on Violent Crime--Lois Mock 15
Presentation on Utilization of Police Resources--
Dave Farmer. 18
Presentation on Pretrial Process: Delay Reduction and
Consistency--Cheryl Martorana. 20
Presentation on Sentencing--Cheryl Martorana 23
Presentation on Rehabilitation--John Spevacek. 27
Presentation on the Career Criminal--Richard Barnes. 29

Proceedings of the Second Day (September 28) 33-47

Presentation on Community Crime Prevention--
Fred Heinzelmann 33
Presentation on Performance Measures--Ed Zedlewski 39
Presentation on General Deterrence--Richard Linster. 40
Summation and General Discussion of the Institute's
Research Priorities. 43

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September 27-28, 1979

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Agenda
NILECJ ADVISORY COMMITTEE MEETING
Dulles Marriott
Chantilly, Virginia
September 27-28, 1979

September 27, 1979

9:00 - 9:10 a.m. Welcome. Review of Agenda -
Lloyd Ohlin, Chairperson

9:10 - 9:30 a.m. Institute Activity Update -
Harry M. Bratt, Acting Director

9:30 - 9:45 a.m. Overview of Priority Planning Process -
John Pickett, Analysis, Planning
and Management Staff

9:45 - 10:00 a.m. Introduction to ORP Priorities -
W. Robert Burkhart, Director
Office of Research Programs

10:00 - 10:15 a.m. BREAK

10:15 - 10:45 a.m. Correlates & Determinants of Criminal
Behavior -- Richard Barnes, ORP

10:45 - 11:15 a.m. Violent Crime -- Lois Mock, ORP

11:15 - 11:45 a.m. Utilization of Police Resources -
Dave Farmer, ORP

11:45 - 12:15 p.m. Pre-Trial Delay -- Cheryl Martorana, ORP

12:15 - 1:15 p.m. LUNCH - Guest Speaker, David Austern, Esq.
Maintaining Municipal Integrity

1:15 - 1:45 p.m. Sentencing -- Cheryl Martorana, ORP

1:45 - 2:15 p.m. Rehabilitation -- John Spevacek, ORP

2:15 - 3:15 p.m. Community Crime Prevention --
Fréd Heinzelmann, ORP

3:15 - 3:30 p.m. BREAK

3:30 - 4:00 p.m. Performance Measures -- Ed Zedlewski, OREM

4:00 - 4:30 p.m. Deterrence -- Richard Linster, OREM

4:30 - 5:00 p.m. Summation and Discussion of Possible New
Priorities: Harry Bratt and Bob Burkhart

September 28, 1979

9:00 - 9:10 a.m. Welcome. Review of Session's Objectives
Lloyd Ohlin

9:10 - 11:30 a.m. Discussion of Advisory Committee Activities

9:10 - 10:00 a.m. Review of Advisory Committee Activities

10:00 - 10:15 a.m. BREAK

10:15 - 11:30 a.m. Recommendations to the Future NIJ
Advisory Board

11:30 - 12:00 Noon Closing Business

PROCEEDINGS OF THE FIRST DAY

SEPTEMBER 27, 1979

Advisory Committee Chairman Lloyd Ohlin called the meeting to order shortly after 9 a.m. The minutes of the June meeting were approved.

Institute Update--Acting Director Director Harry M. Bratt

Mr. Bratt said that this meeting was extremely important for several reasons: The Institute was already in the process of developing its 1981 program plan, and this meeting's focus on the Institute's priority research areas would provide valuable input for the staff; the second focus on the activities of the committee, as it has evolved over the past five years, should provide valuable ideas to administrators during the current period of transition as well as to the next advisory body.

The status of the OJARS (Office of Justice Administration, Research and Statistics) legislation would be discussed more fully later by Homer Broome, Mr. Bratt said. The task force planning for transition to OJARS, a group on which he served, has completed a draft plan, Mr. Bratt said. At this point, it appears that the impact of the legislation on the Institute is less than on other parts of the Law Enforcement Assistance Administration (LEAA). Among the major effects on the Institute are an extended role in evaluation, which is

still somewhat uncertain, and loss of training funds from other parts of LEAA. In fact, the entire agency will have few funds available for training, he said. Dissemination is also likely to be affected. Although the National Criminal Justice Reference Service is very popular, it is also expensive and may be examined with a view to cutting costs, for instance, through cost sharing with other parts of the agency. Some areas that have not yet been fully resolved in the legislation, Mr. Bratt continued, concern the Institute's role in civil justice and juvenile justice research.

As the fiscal year ends, the Institute has obligated all but \$1 to \$1.5 million of its budget, he said. There is still a freeze on hiring new personnel throughout LEAA largely because it appears that the agency will suffer a severe cut in personnel in FY 1980. The Institute's FY 1980 Program Plan is in final draft and should be published shortly.

Finally, to follow up on some issues that arose during the last meeting, Mr. Bratt said that a breakout of budget funds allocated for minority research programs had been prepared for the Committee. Also, as recommended by the Committee, funds for the Unsolicited Research Program have been increased substantially with one-third of the funds reserved for grants of \$60,000 or less and the ceiling on awards lowered from \$150,000 to \$120,000.

Overview of the Priority Planning Process--John Pickett, APM

Mr. Pickett explained that the formulation of Institute's priority research areas in 1976 partially as a result of the efforts of the former Institute Director, Gerald Caplan, and the Advisory Committee. Staff were asked to

nominate broad priority topics which were eventually narrowed down to the present ten. Strategy papers were developed and the ten priority topics were presented to the Advisory Committee in May 1978. Through an annual planning survey, initiated in 1977, outside comments on the topics have also been solicited.

The priorities have evolved through a process of consensus building. Thus, the Institute is not putting them forward as the definitive issue areas in criminal justice nor is any position taken on which may be more important than another, he said. Rather, the consensus was that in all of the priorities either there was a potential for real results through long-term research (for example, the performance measures area) or the area was open ended but required both attention and periodic synthesis of research (for example, the correlates and determinants of crime area).

Finally, Mr. Pickett distributed copies of North Carolina Governor James Hunt's July letter to LEAA Administrator Henry Dogin with an attached resolution passed by the National Governor's Association Committee on Criminal Justice and Public Protection. The resolution, which named state criminal justice priorities and called upon the Institute for support, said:

Therefore, be it resolved that all state criminal justice councils consider in developing their plans and programs to the greatest degree possible the following eight priorities as identified by the Governors' survey. States are called upon to review present efforts being undertaken within the state to further address these eight priorities.

1. Criminal justice system planning and program development
2. In-service training for criminal justice personnel
3. Assistance to victims and witnesses

4. Criminal justice information systems development
5. Crime prevention activities
6. Career criminal prosecution
7. Overcrowding of prisons and jails
8. Community-based treatment alternatives for juveniles

FURTHERMORE, LEAA and the National Institute of Law Enforcement and Criminal Justice are called upon to expand their evaluation, research and development activities for the following issues which were identified as being important from the Governors' survey, and for which there is a clear need for greater knowledge:

1. Efficient law enforcement manpower utilization
2. Sentencing disparities
3. Speedy trials
4. Restitution
5. Handling of violent juveniles

Adopted by National Governors' Association Committee on Criminal Justice and Public Protection on July 9, 1979.

Mr. Pickett said he believed the Committee would see some congruence between the governors' priorities and the Institute's.

Noting that the priority research areas seemed to cut across a number of Institute office divisions, Mr. Ohlin asked if staff were organized and had mechanisms in place to monitor development of the priorities or whether review really took place under duress such as the request of the Committee for a review. Mr. Pickett noted that this presented a difficult management problem, but going toward office organization strictly around the priority areas did not seem to be a step that was desirable. Mr. Ohlin suggested that the Institute may need to consider better ways to ensure regular and complete staff review of developments in the priority areas.

Douglas Cunningham suggested that in the practitioner-oriented end of the research continuum, the Institute might consider addressing now some of the program requirements spelled out in Senator Biden's so-called sunset report. He said he found this lacking in the otherwise excellent staff reports on the priorities. Mr. Pickett said the Institute had already supplied the Administration with a report on those areas that have already been addressed by specific programs and was looking in the agenda now to see what was underway. He added that he felt the Institute should be cautious, however, in making funding decisions for the future based on the Biden amendments, particularly in the area of problem-exploring research where results will not be forthcoming for three to five years.

Introduction to the Priorities--W. Robert Burkhart, Director of the
Office of Research Programs

Mr. Burkhart said that following the presentations on the priorities, he hoped that the Advisory Committee, in its general discussion as well as in the discussions of the individual priority areas, would address some of the overriding issues and questions about the priority research agenda: How do you establish priorities? What about questions of long-term versus short-term research? How do you address the various and sometimes conflicting needs in the priority areas? For instance, how do you weight the relative inputs of the groups who help establish the priorities? Another area of concern is the need to consider future issues, especially since a research project can take three to five years. Finally, in times of shrinking dollars and concomitant increasing responsibility for the Institute, the priorities become very important, but they are also quite broad now, and there may need to be priorities within priorities,

even a ranking of the various priorities for funding purposes, or elimination of some.

Presentation on Correlates and Determinates--Richard Barnes, Director of the
Center for the Study of the Correlates of Crime and the Determinants of
Criminal Behavior---and Discussion

The development of this priority area grew out of concern expressed in the research community and the NAS study that emphasis was not being placed on studying the causes of crime, Mr. Barnes explained. As a result, the priority research area was established as well as a division in the Institute in which to place it. As the name indicates, there are two thrusts: studying factors that show strong evidence of having a correlation to crime, for example, unemployment; and taking a step beyond correlation to look at possible causal relationships--the area we have termed determinants, he said.

In terms of methodology, there seems to be general agreement on the need to pursue three avenues: long-term research, longitudinal studies, and interdisciplinary research. The Institute does not have the resources to fund longitudinal data collection but fortunately can build on some existing data banks in this area, Mr. Barnes noted.

Since this priority can encompass almost limitless topics, one of the major problems that the Center is wrestling with is finding the most appropriate methods to use in selecting topics and in narrowing the priority to fit the limited resources available. Mr. Barnes then asked for discussion of the priority.

Russell Monroe noted that, as the only representative of the medical profession on the Advisory Committee, he felt it important to point out that this research area, in particular, demands input from the medical profession but to date has received little. Dr. Monroe said he believed this area represented the basic science research area and needed to focus on prevalence data as well as longitudinal data, and emphasize biologic as well as sociologic perspectives. To do this will require a full range of physician involvement. He noted that at several recent meetings he had attended, the correlates of crime research agenda had been criticized for its failure to support more of the so-called basic research efforts. Also, the person who is applying for grant support to conduct research in this area needs clarification about whether to seek support from NILECJ or the National Institutes of Mental Health, he said.

Mr. Ohlin suggested that the decision mechanism for selecting the research topics for the "external centers" where long-term projects will be carried out is very important and needs careful consideration, especially since the priority is so broad and funds limited.

Egon Bittner said he felt it was time to make a point about priorities in general, a point that applied to all ten and not just this area. It makes sense for any goal-directed agency to establish priorities, he said, but once done, many seem unable to live with the consequences. Once certain commitments are made to follow certain priorities, this necessarily means that some areas will be excluded and this is what we must live with.

Mr. Cunningham said that he believed that there was a very strong public demand for action based on research findings about the causes of crime--a demand

that could not be ignored. For example, he noted that the California legislature had recently created a statutory commission with a three-year life whose task is to review the existing research on the causes of crime and somehow translate the work into specific policy recommendations for the legislators. Such action points up the fact that there is a politicizing factor influencing some of the lines of research, he said, for instance, on television violence or nutrition. Mr. Cunningham suggested that the Institute, at the national level, should pay some heed to this public demand for conclusions, results, and action.

Agency Update--Homer Broome, Deputy Administrator, LEAA

In the absence of LEAA Administrator Henry Dogin, who was out of town, Mr. Broome advised the Advisory Committee on the status of the federal legislation and appropriations affecting OJARS. The President signed the appropriations on the last Monday in September, he said, authorizing \$486 million for the agency or approximately \$160 million below the year before. The time table for passage of legislation authorizing the creation of OJARS is uncertain, but Mr. Broome said he expected to see a continuing resolution for the agency passed soon. Lack of new legislation will mean that the Institute and all LEAA will continue to operate only in the same areas as the year before and cannot engage in any OJARS activity. As for the cut in funds, Mr. Broome said both he and Mr. Dogin believed they could still create a strong program and that the cuts may have been good in the sense that the agency is being forced to weed out weak and ineffectual programs. It is still possible for the agency's funds to be reduced further by Congress, he noted, but Mr. Broome said he felt this was fairly unlikely. Finally Mr. Broome said the Institute could look forward to continuing to work with this Advisory Committee at least through the rest of the year, and

even with the passage of new legislation, it would probably take six months to a year to get appointments made to a statutory advisory board. Thus he expected there to be one more meeting of this group and possibly two as well as a joint meeting between the old and new advisors.

Alfred Blumstein asked Mr. Broome to discuss briefly how he and the agency view the research role in the shaping of the LEAA program, especially one like the career criminal program. Mr. Blumstein said he had the sense of independent instead of coordinated activities going on when such an important program as the career criminal one is being emphasized in the program development area while no new research funds for 1980 are being put into it. Mr. Broome agreed that coordination was not as good as it should be, but he said he believed it had improved. It might be an area for the Advisory Committee to make recommendations about or even oversee, he suggested, especially prior to the transition to the OJARS structure. Mr. Blumstein said he felt the Committee met too infrequently and was too removed from the actual operation of the programs to enforce mechanisms that would ensure that research and evaluation efforts are used to inform program development. Ultimately the impetus must come from the organization, he said.

Presentation on Violent Crime--Lois Mock, Office of Research Programs--and

Discussion

Since this is a priority research area that cuts across the work of many Institute offices, an informal steering committee has been formed with representatives from all the offices involved, Ms. Mock explained. The committee does not have regular procedures or meetings yet, but Ms. Mock said she hoped it would serve as a coordinative mechanism.

Violent crime is presently divided into three major subcategories: crimes of violence and the violent offender, which encompasses the bulk of the research; collective violence; and weapons and violent crime. After summarizing completed and continuing work in the three areas, Ms. Mock raised a number of questions about future research directions that she said the staff are grappling with: Should research focus more on the criminal justice system response to violent crime or on the crimes themselves and the violent offender? Should terrorism be a research area and, if so, what types of terrorism should be studied and should the focus be on responding to terrorism or on its causes? Should the Institute look at the issues of legally sanctioned or socially encouraged violence such as war and sports?

Arlene Becker opened the discussion by noting that she felt the emphasis in this area was appropriately on longitudinal research, but that the description of this priority area and most of the others set objectives for the research and evaluation of work only in very general terms. Ms. Becker said she would prefer to see some more specific information about what the research agenda was supposed to accomplish over the next five years. Also, as one looks at the whole spectrum of violence in this society, Ms. Becker said she felt it would be important to look at a number of societal changes that may affect the longitudinal studies, for instance, aging, recession, and the changing role of women. Finally, in deciding whether research should focus on issues of response to crime or on basic research about violence, it seems clear that NILECJ's mission is definitely the latter, Ms. Becker said, especially since so little has been done.

Mr. Blumstein commented that the various subject areas represented a good example of the difference between a rubric and a priority, and violence shows up

more as a rubric than a priority. If violence is characterized as an issue of high priority, that the point is to discover why some people are engaging in violent behavior. Thus the criminal justice system response to violence does not belong under this priority. A priority on violence should be looking at the factors that determine its use and that includes the social factors such as sanctioned violence. Arson and the role of the courts in non-stranger violence do not seem central to this priority. Also, the research on individual violence, which can be viewed as an individual abnormality, and collective violence, which can be seen as a rational, political activity, will not inform each other and do not seem to fit in the same priority. In general, the thrust here seems too diffused, and because this is clearly an important priority, it is unfortunate, he said.

Mr. Ohlin suggested that some of these problems may be rooted in the way the presentation was described, but, he said, he still saw a need to sort out the objectives and theoretical concerns that would guide and inform the setting of the research agenda for this and other priorities.

Mr. Cunningham said he had three specific points to make about the violence priority area. First, he mentioned that the (Biden) amendments to the reauthorization legislation call for reduction of violence in prisons and some attention to this in the research agenda might be profitable. Second, he said urban crisis management should be dropped from the agenda principally because the programs should be geared more toward broader emergency management, not just urban disorder. Third, with the Olympics scheduled for New York this winter and California in another four years, law enforcement agencies are becoming more interested in terrorist incident management, and research should examine the

criminal justice system's ability to anticipate and respond to such collective types of violence, particularly in light of apparent reduced intelligence capability.

Mr. Cunningham's comments provoked some disagreement. Ms. Becker disagreed with the last point, saying that such grants were not in NILECJ's purview. Hubert Williams noted that his state could use some urban crisis management assistance right then and he knew of other recent incidents requiring the ability of city officials to respond immediately. Mr. Williams said he felt the Institute should continue to support such efforts.

Mr. Ohlin, drawing discussion on this topic to a close, noted the emerging difference in perspectives on the Advisory Committee regarding the type of criteria to use in selecting topics. A tension has been identified, he said, between the need for basic research and application of the research.

Presentation on Utilization of Police Resources--Dave Farmer, Office of
Research Programs--and Discussion

The intent of this priority is to look at the police field services delivery system. It was chosen as a priority because the use of police resources is of increasing concern to practitioners, Mr. Farmer explained. Furthermore, the research to date--for example, studies on preventive patrol, response time, forensics, and detectives--have both challenged some basic assumptions about police work and pointed up the need to alter the delivery of services. Studies on the craft of policing may be added to supplement studies on the institutions, Mr. Farmer noted. The research in this priority has three main thrusts: to

look at the objectives of policing, current operations, and alternate ways of doing police work. Mr. Farmer outlined some of the research projects which were also described in his priority update paper. Finally, he said he would like to raise three issues for the discussion: Would it be appropriate to supplement the institutional approach with research on the "police craft"? Are any hard issues being avoided? In terms of improving the institution, who should have the largest say--the practitioners or the researchers?

Mr. Bittner commented that the presentation solved many of the issues surrounding priorities by at once prioritizing the research and taking into account just about everything, that is, what the police are doing, ought to do, and what else they might do. Furthermore, the plan to consider the possibility of looking at the craft--what the police worker actually does--will add the one area that to him has seemed the neglected research area. Although there have been many studies describing various aspects of the craft, Mr. Bittner said there is not sufficient knowledge on what constitutes effective use of the craft. We don't really know how crimes are solved, he said. Thus, a comprehensive program of studies describing in a methodical way how successful police officers solve a police problem is a wise priority.

Bruce Baker said he agreed that the craft should be studied but that the institutional side of the police environment could not be neglected. Mr. Williams agreed that the institution and process of policing needed attention and not just the craft. Indeed, he said, he saw in this discussion the tension between researcher and practitioner viewpoints. For his part, he felt practitioners needed models to effect institutional change and that information from past research still awaits translation into implementation strategies that will produce more effective services.

John Irving said he felt it essential to investigate further the area of police brutality, both how the police deal with the issue and whether or not there are more effective strategies. Mr. Farmer noted that the Institute had a project looking at the police use of deadly force but what may be lacking are ways of measuring police performance.

Mr. Blumstein said he found the priority update paper's description of a futures project on policing vague and diffuse and he questioned the rationale of the research. In fact, he said he was disappointed to see such a project since it seemed to imply that the people working closely in the field were less able to articulate future direction than someone farther removed and unconnected with policing.

Presentation on Pretrial Process: Delay Reduction and Consistency--

Cheryl Martorana, ORP--and Discussion

This is a problem-oriented and applied research priority area, explained Ms. Martorana, and its goal has been to obtain information for the courts to apply in resolving issues in two areas: delay and inconsistency. In the area of inconsistency, the focus has been on the prosecutor's office and two large studies have looked at decisionmaking in large offices and plea bargaining. In the area of delay, researchers are saying today that it depends on the "local legal culture," that is, informal rather than formal aspects of the system, Ms. Martorana explained, and Institute work in this area is just getting underway. The focus for the next year will also be on decisionmaking very early in the court process--when cases are screened and when bail decisions are made. Still other areas of investigation will be bail bondsmen and assigned legal counsel as

opposed to public defenders. In the discussion, Ms. Martorana said she would be particularly interested in obtaining input on other areas in need of investigation as well as on an appropriate sequence of research endeavors. Also, she said she would be interested in suggestions in the area of non-court options.

Joel Grossman opened the discussion by saying that he found the report on this priority area very comprehensive and was pleased to see that it was not tainted by futurism. He also wanted to comment on a few specific areas. He noted that attention was being paid to variations in the pretrial process, but he wondered if the impact of the pretrial process on defendants did not also merit some attention especially in light of the recent Supreme Court decision on pretrial detainees. Mr. Grossman said he supported fully the work on the alternatives to the pretrial process since he sees a very thin line between some crimes and civil justice disputes. Regarding the local legal culture, Mr. Grossman suggested that it might be useful to look at how it developed, not just how it operates in various places. The focus on assigned counsel is very important, Mr. Grossman said, since this is how most public defense is supplied and it is essential to know the capacity of this segment to provide even basic defense. Lastly, Mr. Grossman said he felt the agenda strikes a good balance between setting administrative priorities and following the capacity and interest of the research community--there is a good creative tension.

Don Gottfredson said he agreed with Mr. Grossman's comment on the importance of looking at the impact of the process on the people affected and not just on issues of equity and speeding up the process. Regarding bail, since there seems to be serious conflict and disagreement about its fundamental purpose, it would be important to address this issue, he said. A somewhat related issue that also

seems missing is competency to stand trial. Few studies address the legal issues involved, and there seems a clear need for better measures and procedures on which to base judgments, he said. Ms. Martorana mentioned that a new project is studying the mental health information needs of judges.

Vincent O'Leary noted that the trend to lower the age of jurisdiction of the criminal courts and a moving of "PINS" out of the system foreshadow a time when an increasing number of younger offenders will be in the adult system and attention may have to be turned to this issue.

Mr. Cunningham said he supported the focus on the bail process and hoped the Institute would not abandon its reformist perspective of the past. He suggested that since so few states had been able to initiate bail reform, he thought the subject was ripe for a political scientist's perspective on the process of reform in this area, the one part of the criminal justice system where a profit is realized. Mr. Cunningham suggested further that the use of bail for preventive detention, especially as associated with developing career criminal programs such as the one in California, was another area warranting investigation. Lastly, he suggested that the area of defendant competency seems to be related to mental health services in jails. In a small study in California, Mr. Cunningham said, it appears that some defense counselors file complaints about services because they want certain defendants to have mood-altering drugs prescribed. It may be too that some prosecutors want them withheld. In any event, this could be a serious issue of medical manipulation, he said.

Mr. Ohlin noted that one of the three major areas described for future priority research relates to theory building and seems to address the concern

about the way pretrial decisions relate to subsequent actions in the criminal justice system. He said he thought this was an important area to understand because through his own work on the juvenile level, he has seen that detention has a self-fulfilling aspect in relation to the perception of a person's dangerousness and decisions about later directions in the system. More than procedures are involved, he noted, since these pretrial decisions affect outcomes and even options.

William Gaiter commented that especially as a number of new criminal justice laws and procedures are being instituted by states, he felt it important that some concern should be given to the level of understanding of those charged in the system, not just concern about mental competency, but concern about ethnic, cultural, and language differences that affect understanding of the system and options available.

Presentation on Sentencing--Cheryl Martorana--and Discussion

Sentencing is one of the most visible and controversial aspects of the criminal justice system, noted Ms. Martorana. Furthermore, state legislatures have recently been passing laws that are affecting the approach as well as the rationale to sentencing in an effort to improve or at least make sentencing more consistent and perhaps harsher. These laws, however, are usually enacted without informed anticipation about their consequences, for instance, whether or not they may serve to double the prison population or create havoc in the courts. Accordingly, the Institute's research has focused on the effects of new legislation on corrections and the prisons, the courts, plea bargaining, and the attitudes of people sentenced in the career criminal program. In addition to studies

on the new laws, the Institute has been involved in the development and evaluation of one of the concepts designed to reduce disparity in sentencing, that is, sentencing guidelines. Next year, rather than focusing on differences between states, a study proposes to look at the sentencing variations within states, she said, and another project will be looking at the use of fines in lieu of sentences. Ms. Martorana said she would be interested in hearing the Advisory Committee's suggestions about how far the Institute should pursue studies on the new sentencing laws being passed and whether there are better ways of going about the research in this area.

Mr. Ohlin commented that the extent to which such studies are pursued ought to fit into some broader issue of sentencing, and the studies should be selected not just because they are interesting natural experiments, but because they make sense in exploring how the sentencing system ought to be structured. One of the underlying problems, Mr. Ohlin continued, is that you must consider the power to dispose of cases and where it lies, formally or informally, in the system. Much of the change fostered by the determinate or presumptive sentencing models is really a shift in discretion, with the prosecutor taking on more power. Then the question for study may be: What are the consequences for the offender, for the system, and for the achievement of objectives by locating the power to dispose of cases in different parts of the system? A more systematic scheme for addressing these issues is needed and then a strategy for getting into the system to look at the consequences.

Expanding on Mr. Ohlin's comments, Mr. Blumstein said he believed what was needed was an enumeration of specific research questions that are not simply evaluative of the individual laws, and one of those questions should be: What happens to discretion?

Mr. Grossman said he agreed and would like to add to these comments. The research agenda in sentencing must constantly be viewed in the context of the larger system of which sentencing is but a piece, since the system will often absorb or accommodate change in one part merely by adjusting a bit elsewhere. Mr. Grossman cited as an example a Michigan study of a jurisdiction where the district attorney abolished plea bargaining. The study found that the final dispositions of cases did not really change after this action since the system did apparently adjust somewhere else. In the study of sentencing reforms, he said he thought this was a particularly important accommodation to take into account, since a prosecutor, for instance, may undercharge in a jurisdiction where determinate sentencing is instituted if he considers a sentence too severe. A second issue relevant to this priority and to the research that has been discussed generally, he continued, is one he refers to as "institutional narcissism." Our society and groups like this in it, he said, tend to jump in too soon to study phenomena before they are ready to be studied or before responses have actually occurred. Related to this is the fact that many of the studies being described here do not seem to be leading to any substantial theoretical advances, he said. Sentencing might be one of the priorities that should be put aside for a few years in terms of resource investment because there is definitely a point of diminishing returns.

Mr. Blumstein said he disagreed that the priority should be diminished since sentencing was one of the major points in the criminal justice system to look for important research contributions. Still, the area needs a much more fundamental and theoretically based assessment of what should be done as well as more development of methodological skills--areas where the Institute could be

making contributions rather than looking at individual laws and their consequences. One model might be to follow an approach similar to the one used in the deterrence area, he suggested, where there was a great amount of research going on and much of it was either weak or conflicting. In that case, a multi-disciplinary group was convened to review and synthesize the work and then identify basic mechanisms to move the research forward to a new methodological and theoretical plateau. Further, the fact that there is a great deal of activity in the field centered around guideline development presents the Institute with an opportunity to step back and see what it can do through its research program to assist the sentencing commissions and policy makers. Finally, with regard to impact estimation, an area all the sentencing commissions must ultimately address, the current methodology is weak, and this is another area in which the Institute could sponsor some sophisticated research to develop a battery of tools for the various states to use.

Mr. O'Leary said that the fact that most studies were focusing on disparity suggested to him that the Institute should reconceptualize the area to see what is really being done in sentencing since disparity is only one piece. Although it is only one issue, it has become the whole issue, he noted. The question the Institute should be formulating might ask how can offenders be managed to optimize public safety, economy, deterrence, and so forth, even at a point where knowledge is incomplete.

Mr. Gottfredson commented that the research community seems unable to get organized to describe some cohort of people who proceed through the court system, look at their sentences, and follow them up to see what happened particularly in regard to the intention of judges in passing certain sentences. Although it

would be a very long-term study and difficult to justify funding for it, it would provide invaluable information to all the rest of the criminal justice system, he said. His second point concerned the current debate in sentencing over "just deserts" versus utilitarian aims, Mr. Gottfredson said. Fundamental concepts in this debate center on the seriousness of the offense and the severity of the sanction, both of which are essentially unmeasurable and will remain so unless some new tools are applied in this area.

Presentation on Rehabilitation--John Spevack, ORP--and Discussion

Mr. Spevacek opened his presentation by remarking that he thought the need for this priority in the corrections area was self-evident. During the first year, the research focus was on broad issues: how to define the concept; how to measure it or a correlate, recidivism; and how to measure program effectiveness. During the second year, the topic really expanded and included studies of the institutional environment and determinate sentencing, and evaluations of some quasi-experiments in the field, looking even at effects on clients in programs. During the third year there was more expansion to include studies not only on institutional environments but the community as well and another on the future of corrections, particularly corrections without rehabilitation. Also during the third year, the National Academy of Sciences work on a definition was completed but subsequently expanded to seven areas described in the priority update paper, Mr. Spevacek said. The measurement study should be complete shortly. But the program effectiveness study may remain unresolved because of the death of Robert Martinson, he said.

This is an area that has diminished in popularity, Mr. Gottfredson noted, for two principal reasons: the rise in popularity of the "just deserts" philosophy in sentencing and the lack of evidence that rehabilitation works, especially in relation to recidivism. Despite current disenchantment with the area, Mr. Gottfredson said he did not expect its demise. But in its long history, little about how to do it has actually been learned. The emphasis on conceptualization was a good one, he said, and he expected the NAS work to be very valuable. Another very important area to continue involves Mr. Martinson's work in the establishment of base rates, a very difficult concept, he said. Some areas that needed more emphasis involve the concepts of measurement and classification of people, especially in relation to treatment and treatment outcomes. Perhaps the most optimistic avenue to pursue would be the differential treatment concept and its outcomes, and such study would relate nicely to the search for alternatives in recidivism, he said. Unfortunately many treatment programs have ill-defined goals and mental health objectives despite the fact that many see prisons and jails as the mental health system for the poor, he noted. If this has any truth, then it is very important to define mental health goals and objectives as well as to focus on crime control.

Mr. Gaiter said that although he strongly supported research in this area, his personal experience warned him that there should be some serious consideration of just exactly what treatment is and who should be providing it. He said he thought there was also a need to question whether or not it is possible to rehabilitate and punish at the same time. Perhaps, he noted, rehabilitation is a poor choice of words; education might be a better choice.

Ms. Becker said she felt it would be appropriate to move away from treatment models and consider the use of positive and negative sanctions, for example, the withholding of privileges, and to look at how such strategies affect outcomes such as recidivism.

Dr. Monroe said he detected again the tension between the scientists and implementers. Classification is a very important issue, he said. In the criminal justice system, one of the problems is the tendency to classify individuals according to offenses. But classification will have meaning only in terms of prevention strategies or as a guide to treatment. And behavior modification in a broad sense is probably the appropriate model, he said.

Presentation on the Career Criminal--Richard Barnes--and Discussion

Noting that the career criminal program is a priority not only in the Institute but in the agency as well, Mr. Barnes said it represents an area that justifies doing research and action program development at the same time and indeed was an area where he had seen good cooperation between various agency offices.

The program has a theoretical framework that is easy to state but difficult to verify as to its assumptions. These assumptions include the hypotheses that a few offenders are responsible for a disproportionate amount of crime, that if they can be identified they should be treated specially in the criminal justice system, and that deterring or incapacitating them should have high payoffs in terms of actual crime reduction. Since 1975 the action part of the agency has been willing to run with these assumption and look at ways for providing special

treatment to selected groups of offenders, he said. At the same time, researchers are still struggling with the assumptions, attempting either to document them further or refine them. As an example of the type of coordination occurring between researchers and practitioners, Mr. Barnes cited the recent Special National Workshop on the Career Criminal at which researchers presented their findings to a large group of city and state officials. The topics of that workshop addressed issues that Mr. Barnes said he thought were also relevant for the Advisory Committee to consider, and these included: the research base establishing the need for the program; a review of the objectives of the program including an incapacitation objective; problems with predictive studies and theories; evaluation studies; the issue of the link between age and crime; the committing of crime by individuals on bail; and the implications of the career criminal program for the rest of the criminal justice system.

Cal Ledbetter commented that unlike some of the other priority areas, this one ranked high on almost everyone's priority list. He said he was particularly intrigued by the policy implications of the findings, for example, that juvenile records are helpful in predicting criminal careers, that careers largely end by age 30, and that career criminals seem to resist specialization in any particular type of crime. Mr. Ledbetter suggested that the area might benefit by some study using an historical approach, and it might also be useful to look at regional difference in the preponderance of career criminals to see if something in the political culture might influence their history.

Mr. Blumstein said he found it surprising that the area was receiving no new funding in light of the fact that the field is at once a priority area of LEAA and one that is ripe for both action and fundamental research. Mr. Barnes

explained that the Rand work underway in the area used funds from both this year and next. He said he also felt it appropriate to wait until the results of the Rand analysis were reported before launching new studies, and he personally did not see any gaps yet that urgently needed to be pursued. Mr. Blumstein said he disagreed and would argue that the Institute consider transferring funds from some of the marginal projects described, for example, the futures-oriented research, to the career criminal program, which is concerned with the really fundamental issues in crime and crime control. Mr. Barnes responded that he felt the work underway in a number of other priority areas also directly related to the fundamental research on career criminals, notably the work of Marvin Wolfgang in the violence area.

Mr. Baker said he agreed with Mr. Blumstein's comments that this area should probably have the highest priority and he also felt it a mistake to disperse the research into other priority areas. This area, he said, offered the opportunity both for specificity in research and continuation of a line of important research topics. In regard to gaps, Mr. Baker said he felt that it was highly significant that we do not know why criminal careers end at about age 30 and knowing this could have important implications for both deterrence and incapacitation. Also, we do not know, he said, what the impact is on various areas when we tie in the career criminal programs and ICAP, for example, and this is important for communities to know in relation to allocating resources. Mr. Baker said he would urge that more money be allocated for this priority even if it must be taken from another one.

Mr. Reppetto said he saw the need for researchers to define more clearly the career criminal target population for practitioners since the definition

does affect the programs that legislatures are funding. For example, he noted that in New York City there are several programs dealing with this general area but they are all dealing with slightly different populations. There is a program to apprehend violent felons, another to pursue predatory offenders, another to locate hardcore subway criminals, and still another to bring major offenders to trial. To the extent which the populations overlap, there may be a dissipation of resources, Mr. Reppetto suggested.

Mr. Bittner commented that he did not see the need to buy into the whole thing, but he did see the career criminal as representing an urgently important question and a center piece of every form of criminological research. He said he would thus urgently recommend what Mr. Blumstein already had.

In response to a series of pressing questions from Mr. O'Leary on whether the Institute was spending enough money on this priority, Mr. Burkhart answered, "Relatively, yes," after he explained that he felt that the Rand work would produce answers to some troubling definitional questions by which future research needed to be guided.

Mr. Ohlin noted that once again fundamental questions were being raised about the amount of resources and the scope of projects that various priorities should have. He suggested that further discussion on this be postponed until presentations on all ten priorities had been made. And he adjourned the meeting for the day.

PROCEEDINGS OF THE SECOND DAY

SEPTEMBER 28, 1979

Mr. Ohlin called the meeting to order shortly after 9 a.m., tentatively set the next Advisory Committee meeting date for January 24-25, 1980, and called for the final three priority update presentations.

Presentation on Community Crime Prevention--Fred Heinzelmann, ORP--and

Discussion

Mr. Heinzelmann noted that there has been strong support for this priority expressed by practitioners, researchers, and citizens in general in the national surveys assessing the priorities. He attributed this to the growing recognition of the need for strong citizen involvement not only in crime prevention but in all aspects of criminal justice system operations.

This priority area deals not only with crime but also with the effects of the fear of crime, Mr. Heinzelmann continued. It looks at the action of citizen groups and also at organizations and agencies in both the public and private sector. The research agenda focuses on two major areas: crime and the environment and citizen and community involvement in crime prevention. Initially, the research on crime and the environment studied public housing, looking at, for example, the effect of design features on crime and people's sense of security and control. The concept of defensible space emerged from this work. Next, research looked at environmental features that influence vulnerability to robbery,

burglary, and street crimes, and several field studies applying the research findings were initiated, for example, a project in Hartford, Connecticut. At this time it seems appropriate to evaluate and try to validate the research that has been done on crime and the environment, Mr. Heinzelmann said, and a number of efforts have been launched in this direction including a major synthesis of the research. The focus of much work now has expanded to study neighborhoods in general, including a study in Baltimore and the Northwestern study of a variety of neighborhoods. Some of the topics of these and other studies include how neighborhood locales affect citizen involvement in anti-crime work, what types of features influence social control in neighborhoods, the relationship between crime and changes in neighborhoods such as deterioration, and neighborhood factors that affect safety and security. In the area of citizen involvement in crime prevention and control, studies have looked at both individual and collective citizen actions. The Northwestern work in this area is now in review, he said. One of the problems uncovered by the Northwestern work, and an area receiving more study, is how to find strategies to encourage and sustain citizen involvement in anti-crime work. In the future, it seems appropriate here, as with the crime and environment area, to synthesize the work that has been done.

Mr. Heinzelmann said he wanted to present two issues that he hoped the Advisory Committee would address during the discussion. The first relates to fear of crime, which research indicates is not directly related to victimization. The Northwestern work suggests that fear of crime may be more directly linked to social disorganization and instability in neighborhoods. If this is so, then this might be an area in which further research would point to avenues for prevention or intervention, he said. The second issue relates to demographic trends that are likely to continue into the next decade, such as movements of

groups of people into or out of neighborhoods. These movements are likely to influence significantly how citizens can be mobilized to combat crime, Mr. Heinzelmann concluded.

Mr. Williams opened the discussion. Historically, he said, the system of policing was developed with intimate citizen involvement. Over the years, especially in this country and possibly through the cultural domination of the automobile, citizen involvement in policing has eroded and along with this citizen confidence in the police has also eroded. Thus, Mr. Williams said, he believes it is very important to have a program that emphasizes citizen involvement in public safety and encourages public officials to restore the perspective that police are part of the community. This is particularly important in urban centers where adversarial relationships have evolved, he noted. As a police chief, Mr. Williams said he has seen that the fear of crime can be more detrimental than the actual crime incidence, and any research that can lead to strategies to deal with this fear would be very useful for law enforcement officials. In general, any research, even if not well grounded in empirical evidence, that can point out the direction for engendering citizen participation in public safety is very important as police budgets shrink. This will most likely be the way also to restore the necessary confidence in the police, he said.

Mr. Gaiter said that he felt it was a good and proper interest on LEAA's part to be in the business of providing assistance for community crime prevention. From his perspective of community work, Mr. Gaiter said he felt there were some short-cuts that the priority agenda could take by considering, on the program side, simply how much something will cost and how long it will take. Also, he

said that some of the issues that arose at the recent minority task force workshop were relevant to this area and one in particular should be recognized, namely, the extent to which family modes affect crime prevention at the earliest stage. This involves the area of redevelopment family structures, which is a rapidly evolving movement, he said. Another area that should be studied is what type of community organization is really best suited to implement community anti-crime programs. If it is just announced that money is available for anti-crime work, organizations will appear to absorb it, whether or not they are able to do the work, he noted. Finally, Mr. Gaiter said he hoped that the Institute and others would recognize that community anti-crime programs need a sufficient period of time both for the program and the participants to establish themselves and what they can do before research and funding decisions are made that adversely affect them.

Mr. Baker commented that in considering the impact of the fear of crime, looking just at neighborhoods may be too narrow a focus since this fear apparently can have great economic impact on an entire city. He gave as an example the move of a major corporation from Portland to Atlanta and the need for the corporation to hire public relations experts to convince employees, frightened of reported crime rates, to make the move. Also, in this area, Mr. Baker suggested that the Institute had a good opportunity to tie into and build on programs in the Office of Justice Programming whose community crime prevention projects were dealing with the fear of crime issue.

Mr. Irving said he perceived crime prevention to be the most feeble area in the Institute's program. In terms of research, he suggested that the issue that should be studied is whether citizens action can be sustained in crime prevention

or only counted on in a crisis situation. Probably, he said, there has to be some kind of a full-time worker to give continuity to citizen efforts.

Mr. Blumstein said that research in this area had proved troublesome despite agreement that it was very important. He suggested that it may be an area that warrants using a different research modality to formulate the basic questions. He suggested that a less rigorous and more creative approach, perhaps journalistic exploration, might be suitable.

Mr. Bittner said he would like to answer Mr. Irving's question about what maintains citizen involvement in crime prevention or anything else. It has been shown over and over, he said, that citizen participation dies out unless it is maintained by government. If we want community crime prevention, there must be people paid to do it. Also, Mr. Bittner said, he was intrigued by the idea of the "criminal triad" consisting of an assailant, a victim, and a bystander, and how little is known about the latter. The ease of intimidation and the impotence of the bystander seem apparent, but we do not know how the evil doer acquired such far-reaching and awesome power, he said.

Mr. Cunningham said he would like to reinforce Mr. Gaiter's suggestion that some research should be conducted into the community organizations themselves and their leadership cadre, because the so-called community-based organizations have really become part of a highly organized system which does not merit special treatment. In a sense they have become the "banana republics" of the criminal justice system, receiving large sums of money while their legitimacy is not insisted upon, he said. Also, he said he felt that the small cadre of career participants in community service provision, the people who appear over and over

on boards and in programs, are worthy of investigation to identify who they are, what roles they play over time in the community, and whether these roles are truly rooted in the community or sustained by patronage. There is an urgency for this type of research, he said, because of the changes being made in LEAA's formula grant programs whereby large sums of money will be handed to majors' offices for distribution. There is great potential for mischief in this, he noted, because of the heavy political pressures on mayors' offices to reward certain constituencies with continued funding.

Mr. Gaiter added that he hoped LEAA could indeed look for and into the community organizations that have a good level of sophistication among the workers, either the professional organizers or the participants, and a good level of status in the community. These are the groups that in the long run are going to do the best job, he said.

Mr. Ohlin said he sees that many of the comments on this priority are concerned with enlarging the area of inquiry, and he too felt that the priority was defined too narrowly. The social fabric and the institutions of the community need to be studied and there is a possibility for comparative neighborhood research, he said. Ecological features need to be tied in more than they have been, and since so much of the crime problem is a youth problem, this aspect as well as drugs, organized crime, and so forth, need to be incorporated. And the comparative research has the potential to generate better indicators that might lend themselves to qualitative analysis, he said.

Presentation on Performance Measures--Ed Zedlewski, OREM--and Discussion

The long-range objective of this priority is to provide basic information from which states and local agencies can begin to make judgments on the performance of various components of the criminal justice system, Mr. Zedlewski said. The research in this relatively recently initiated priority area will be looking at a series of major issues: conceptualization and definitional issues; the sources of definitions of performance in the criminal justice system; what the outputs of various components of the criminal justice system are; whether the measurements in place are actually measuring what they say they are; and how measurement affects performance. Grantees are looking at each major component of the criminal justice system and the system as a whole, and their initial work should be completed in about six months.

Mr. Reppetto said that in reading over the material on this priority he was struck by what appeared to be the assumption that criminal justice agencies are run by logical and rational people, but this need not be the case. Also, he said he saw a great deal of emphasis on quantitative measures while in the real world of policy making, qualitative measures prevail. Mr. Reppetto said he would recommend that the research agenda make room for projects looking at qualitative questions and the influence of non-rational factors in determining agency performance, for example, political and media influences.

Mr. Irving noted that not only the performance of judges should be scrutinized, but the research should also address such questions as how judges can be motivated and what influence training would have on judicial performance.

Ms. Becker commented that she perceived in the tone of the paper that there was an attempt to measure performance solely along the lines of efficiency and that she felt it was dangerous to dissociate it from effectiveness. Prisons, she noted, tend to be rather efficient operations but are clearly not very effective.

Mr. Ohlin said he saw one caution emerging in the discussion, namely that performance measures can drive the system ultimately because people try to maximize performance according to measures, particularly when rewards are tied into performance. And if the measures are quantitative, people will try to manipulate them. Some type of qualitative measures, if they can be developed, could help to cushion that effect, he suggested.

Presentation on General Deterrence--Richard Linster, OREM--and Discussion

Mr. Linster said that the Institute had put about \$1.2 million into some 12 grants in this priority area and that all were less than a year old. Some grants are working with models of general deterrence; some are quasi-experimental studies, that is, studies of changes in legislation; and there is one small experimental study in California. Mr. Linster noted that the major issue he raised in the priority update paper was whether or not the priority should be broadened to include a focus on advances in crime control theory.

Mr. Blumstein said that the development of this research program was an important model that he hoped the Institute would employ in other areas. Initially

this was an area where diverse research existed, so this was first synthesized and new directions then identified. Mr. Blumstein said he was pleased to see the statement in the priority update paper that no studies on the perception of deterrence would be funded since he believed that there are presently no technologically adequate approaches for dealing with the subject. On the issue of broadening the priority, Mr. Blumstein said he was not in favor of this. He said he preferred to see a small number of narrowly defined thrusts as opposed to diffusion of the research agenda. Thus, Mr. Blumstein said he would prefer to see another priority defined as incapacitation, and then others as they arose and presented well-defined issues for research projects. In response to a question from Mr. Gottfredson on why deterrence and incapacitation should be separated, Mr. Blumstein said that although the areas were closely related, the research approaches to them were different, the people working in the areas were different, and in many instances the data bases and uses of the research would be different. In deterrence, there is predominantly quasi-experimental research and econometric-statistical research, while incapacitation research derives mostly from research on the nature of criminal careers, he said.

This is a highly quantified research approach with some excellent projects, Mr. Ohlin said. But there seems to be no room now in the program for probing the social psychology of deterrence. Although this may fall into the area of perception research, which some may consider "slippery," it may be, Mr. Ohlin suggested, that more time should be spent on this, or a group of social psychologist should be convened to discuss what can be learned about the social psychology of deterrence through research as opposed to a program that just manipulates the structural variables to achieve it. Mr. Ohlin suggested probing into different forms of subcultural developments and the way in which actions intended to have

deterrent effects are interpreted and dealt with in youth or other subcultures. It seems that there are ways that these social psychology issues could be stated, Mr. Ohlin continued, that could begin to generate some research.

Dr. Monroe suggested that until the data from the Rand studies were reported, it might be best to make incapacitation a low priority, especially since preliminary findings indicate that incapacitation may not be the most viable route in crime control.

Since he had to leave early, Mr. Ledbetter said he wanted to change the topic briefly and advocate another area for study--private policing and private police organizations. It may be that more money is being spent on private policing than public policing and little is actually known about it--about the training involved, the relationship between private and public policing, and many other aspects. It might be beneficial to make this a new priority area, he suggested.

Mr. Gottfredson, returning the discussion to deterrence, said that an argument could be made in the case of the deterrence, but also in other priority areas including criminal careers, community crime prevention, and determinance in sentencing, that the individual is left out of research considerations. For example, little is known about the internal controls that actually deter most people from committing crimes, he said.

Summation and General Discussion of the Institute's Research Priorities

Mr. Bittner opened the discussion by saying that he disagreed with Mr. Repetto's comment that it might be too difficult or remote to do quantitative measurement in criminal justice. What is needed is some hard thinking that will lead to precise statements of fact that are appropriate to apply to criminal justice. In the police area, for example, what is needed are more precise methodological approaches for conducting such studies. As to the priorities in general, Mr. Bittner said it was important not to get intimidated about what is not being covered in the research agenda. When priorities have been established, pursuing some lines of research necessarily means excluding others. He advised the Institute staff to adhere steadfastly to the program they have undertaken, not to neglect criticisms about what isn't being done or new suggestions, but not to be intimidated by them either.

Mr. O'Leary said he would like to recommend to staff and future advisors that the current priority list is a reasonably good one and should be continued, recognizing that many of the good arguments for changes advanced during this meeting applied really to strategies for research in these priority areas. He said he would resist adding to the list, but he felt Mr. Cunningham's point that the Institute's political survival was tied to some of the amendments before Congress was a good one. Where it is feasible to address the issues in the Congressional priority list, Mr. O'Leary said he felt it should be done, but he would be wary of altering the priorities just to do so.

Mr. Blumstein said that while he considered the list a good one, he did not consider it to be a priority list, but rather, a program structure list. It is

broad and Mr. Blumstein said he felt it should be in order to address the rich range of topics in the field as well as the diverse constituencies. In addition, he said he would like to see the research agenda augmented by what could be termed thrusts that represent the identification of the convergence of important problems with important research openings, emerging in part from the pursuit of these ten program areas. Two that appear ripe for pursuit now are sentencing and incapacitation/career criminal, he said. The effort to organize major thrusts in these areas should involve an Institute staff task force augmented by a task force of Advisory Committee members and other appropriate outside researchers and practitioners. Such an effort represents an opportunity for the Institute to mobilize itself and resources beyond it in an effort to link up with the operational programs in LEAA so that a major step forward could be taken in a few identified areas. And perhaps as much as 30 percent of the budget should be allocated to work in these major thrust areas, he suggested.

Mr. Williams warned that in the political climate of today and the one that can be expected to prevail over the next several years, it is critically important for LEAA and the Institute to keep a balance in their programs with sufficient emphasis on pragmatic aspects of survival.

Dr. Monroe suggested that it might be time for the Institute to develop a statement in response to the original National Academy of Science recommendations and to document which recommendations were followed and which were not with reasons for both. This seems as important if not more so than addressing the Biden amendments. Dr. Monroe said he generally agreed that the research priority list was a good one and it might be that the formula or methodology for allocating resources is what needs re-examination. That is, is the 8 percent of the

budget allocated for knowledge acquisition sufficient? This kind of examination and a summary evaluation seems important now especially since a new advisory body will be formed soon, he said.

Mr. O'Leary said he felt it might be very beneficial to pursue Mr. Blumstein's suggestion of identifying areas of high potential and then building on them. Just as a university builds its reputation by developing excellence in one department at a time, so it might be that the Institute should consider allocating some resources to build distinctive specialties, such as incapacitation/career criminal.

Mr. Cunningham noted that although most of his comments have emphasized the program aspects of the Institute's work, he said he too would like to argue for balance. He even felt that the Institute may have come too far toward the practical application of research when one looks at the budget (as Dr. Monroe suggested) and notes that only 8 percent is allocated for knowledge building and 20 percent for dissemination.

Despite the perhaps too wide-ranging aspects of some of the priorities (for instance, having overcrowding in prisons fall under the heading of rehabilitation or arson in community crime prevention), Mr. Cunningham said he had a "pet" idea that he would like to nominate, one he considers a new priority that is at once ripe for knowledge acquisition and is program oriented, namely, coping with austerity. The Institute is dealing with this issue under a program entitled Managing the Pressures of Inflation, but it comes up against the fact that there is almost no literature on organizational behavior in times of austerity, he said. Such a line of inquiry would have a double payoff, he suggested. It would

allow the Institute to help executives in state operations deal with reduced budgets for services and at the same time benefit LEAA in attempting to manage the changes associated with cuts in funds for criminal justice.

Mr. Gaiter said he wondered why the breakout of budget funds distributed to Advisory Committee members isolated funding for minority projects. In the future, he said he hoped to see these areas fully incorporated into the Institute's program so there would not be a need to separate them out. In addition, Mr. Gaiter said he would like to see more participation by minority researchers and advisors in meetings such as the present one. It is a strange picture, he noted, to be discussing the issues in criminal justice that arise at such a meeting as this one and yet have it take place in almost total exclusion of the members of the populations who are so highly affected by the criminal justice system.

Mr. Ohlin said that in the course of the discussions on the priority areas, a number of suggestions had been put forward about how work in the areas could be strengthened. In looking over the priority areas, Mr. Ohlin said he saw that many have developed quite differently and it might be useful to peruse them in an effort to extract a model or even more than one model on which to base future developmental work. Some of the areas, he noted, have a great deal of continuity and have built on earlier work while others have not, perhaps with good reason. Differences can also be seen in the solicitation processes, staffing, the review process, and so on. It may be time to look across the priorities and identify the strong points of each in order to apply the growth processes to new areas, Mr. Ohlin said.

A number of Committee members said that they felt this meeting was the best and most stimulating they had attended. Mr. Burkhart said that he considered it equally stimulating for the staff. In looking over his own notes, Mr. Burkhart said he felt the Committee had emphasized three areas of special concern about the direction of the priority research program: the need for the development of better theoretical frameworks, for more attention to the impact of pretrial processes, and for more emphasis on the career criminal program. Mr. Ohlin said he would like to add to that list the need for a better mechanism for translating research results into policy. He adjourned the meeting shortly before noon.

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