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AN EVALUATION OF POLICY RELATED RESEARCH ON
CITIZEN PARTICIPATION IN MUNICIPAL SERVICE SYSTEMS:
LEGAL SYSTEM

George Christodoulo

TARP Institute

NCJRS

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ACQUISITION

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ON
CITIZEN PARTICIPATION IN MUNICIPAL SERVICE SYSTEMS:
LEGAL SYSTEM

by
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1974

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as views of the National
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ABSTRACT

LEGAL SYSTEM

The purpose of this study is a review and analysis of the literature dealing with citizen participation in the municipal legal system -- police, corrections, and legal services. The study is intended to contribute to the capability of policy-makers to assess the usefulness of three citizen participation mechanisms -- committees, administrative procedures, and judicial procedures. The report contains a full description of the components of the three subsystems, including goals, decision-making structures, citizens, services, and the municipal environment in which the legal system operates. An extensive validation analysis classifies the literature and assigns a validation rating to each source.

Findings focus on the impact that the citizen participation mechanisms exert on citizen influence, program performance, and citizen attitudes. It was found that (1) satisfaction with police does increase when citizen advisory committees are implemented; (2) many programs fail to reach those individuals most in conflict with the police; (3) recidivism rates are lowered in probational programs utilizing volunteers; (4) volunteers expand the breadth of probational services; (5) offenders, volunteers, and citizens undergo positive attitudinal changes through the utilization of citizen programs; and (6) citizen involvement in governing bodies of neighborhood legal services systems is related to client satisfaction. The final sections of the monograph propose recommendations to policy-makers and offer suggestions for future research.

ACKNOWLEDGEMENTS

This study was sponsored by the Division of Social Systems and Human Resources of the National Science Foundation. The Principal Investigator was Joseph L. Falkson, Assistant Professor of Health Planning of the Program in Health Planning, School of Public Health, The University of Michigan.

The project benefited greatly from the excellent editorial assistance of Ann R. Pinkow and Christine Wendt. Special thanks are reserved for John Surmeier of the National Science Foundation who conceived and co-ordinated the research evaluation program of which this study was a part.

Robert N. Grosse
Director
Program in Health Planning
School of Public Health
The University of Michigan

Ann Arbor, Michigan
November, 1974

FOREWORD

This evaluation of policy-related research on Citizen Participation is one of 19 in a series of projects on the Evaluation of Policy-Related Research in the Field of Municipal Systems, Operations, and Services, funded by the Division of Social Systems and Human Resources in the Research Applied to National Needs (RANM) Program of the National Science Foundation.

A large body of research on municipal systems, operations, and services has been created over the last quarter century. However, its usefulness to decision makers has been limited because it has not been evaluated comprehensively with respect to technical quality, usefulness to policy makers, and potential for codification and wider diffusion. In addition, this research has been hard to locate and not easily accessible. Therefore, systematic and rigorous evaluations of this research are required to provide syntheses of evaluated information for use by public agencies at all levels of government and to aid in the planning and definition of research programs.

Recognizing these needs, the Division of Social Systems and Human Resources issued a Program Solicitation in January 1973 for proposals to evaluate policy-related research in 17 categories in the field of municipal systems, operations, and services. This competition resulted in 19 awards in June 1973.

Each of the projects was to: 1) Evaluate the internal validity of each study by determining whether the research used appropriate methods and data to deal with the questions asked; 2) Evaluate the external validity of the research by determining whether the results were credible in the

light of other valid policy-related research; 3) Evaluate the policy utility of specific studies or sets of studies bearing on given policy instruments; 4) Provide decision-makers, including research funders, with an assessed research base for alternative policy actions in a format readily interpretable and usable by decision-makers.

Each report was to include an analysis of the validity and utility of research in the field selected, a synthesis of the evidence, and a discussion of what, if any, additional research is required.

The following is a list of the awards showing the research area evaluated, the organization to which the award was made, and the principal investigator.

- (1) Fire Protection - Georgia Institute of Technology, Department of Industrial and Systems Engineering, Atlanta, Georgia, 30332; D. E. Fyffe
- (2) Fire Protection - New York Rand Institute, 545 Madison Ave., New York, New York, 10022; Arthur J. Swersey
- (3) Emergency Medical Services - University of Tennessee, Bureau of Public Administration, Knoxville, Tennessee, 37916; Myrum Plaas
- (4) Municipal Housing Services - Cogen Holt and Associates, 956 Chapel St., New Haven, Connecticut, 06510; Harry Wexler
- (5) Formalized Pre-Trial Diversion Programs in Municipal and Metropolitan Courts - American Bar Assoc., 1705 DeSales St., N.W., Washington, D.C., 20036; Roberta-Rovner-Piecznik
- (6) Parks and Recreation - National Recreation and Park Assoc., 1601 North Kent St., Arlington, Va., 22209; The Urban Institute, 2100 M St., N.W., Washington, D.C., 20037; Peter J. Verhoven
- (7) Police Protection - Mathematica, Inc., 4905 Del Ray Ave., Bethesda, Md., 20014; Saul I. Gass
- (8) Solid Waste Management - Massachusetts Institute of Technology, Department of Civil Engineering, Cambridge, Mass., 02139; David Marks
- (9) Citizen Participation Strategies - The Rand Corp., 2100 M St., N.W., Washington, D.C., 20037; Robert Yin

- (10) Citizen Participation: Municipal Subsystems - The University of Michigan, Program in Health Planning, Ann Arbor, Michigan, 48104; Joseph L. Falkson
- (11) Economic Development - Ernst & Ernst - 1225 Connecticut Ave., N.W., Washington, D.C., 20036; Lawrence H. Revzan
- (12) Goal of Economic Development - University of Texas-Austin, Center for Economic Development, Department of Economics, Austin, Texas, 78712; Niles M. Hansen
- (13) Franchising and Regulation - University of South Dakota; Department of Economics, Vermillion, South Dakota, 57069; C. A. Kent
- (14) Municipal Information Systems - University of California, Public Policy Research Organization, Irvine, California, 92664; Kenneth L. Kraemer
- (15) Municipal Growth Guidance Systems - University of Minnesota, School of Public Affairs, Minneapolis, Minnesota, 55455; Michael E. Gleeson
- (16) Land Use Controls - University of North Carolina, Chapel Hill, Center for Urban and Regional Studies, Chapel Hill, North Carolina, 27514; Edward M. Bergman
- (17) Land Use Controls - The Potomac Institute, Inc., 1501 Eighteenth St., N.W., Washington, D.C., 20036; Herbert M. Franklin
- (18) Municipal Management Methods and Budgetary Processes - The Urban Institute, 2100 M St., N.W., Washington, D.C., 20037; Wayne A. Kimmel
- (19) Personnel Systems - Georgetown University, Public Services Laboratory, Washington, D.C., 20037; Selma Mushkin

A complementary series of awards were made by the Division of Social Systems and Human Resources to evaluate the policy-related research in the field of Human Resources. For the convenience of the reader, a listing of these awards appears below:

- (1) An Evaluation of Policy Related Research on New Expanded Roles of Health Workers - Yale University, School of Medicine, New Haven, Connecticut, 06520; Eva Cohen
- (2) An Evaluation of Policy Related Research on the Effectiveness of Alternative Allocation of Health Care Manpower - Interstudy, 123 East Grant St., Minneapolis, Minnesota, 55403; Aaron Lowin

- (3) An Evaluation of Policy Related Research on Effects of Health Care Regulation - Policy Center, Inc., Suite 500, 789 Sherman, Denver, Colorado, 80203; Patrick O'Donoghue
- (4) An Evaluation of Policy Related Research on Trade-Offs Between Preventive and Primary Health Care - Boston University Medical Center, Boston University School of Medicine, Boston, Massachusetts, 02215; Paul Gertman
- (5) An Evaluation of Policy Related Research on Effectiveness of Alternative Programs for the Handicapped - Rutgers University, 165 College Ave., New Brunswick, New Jersey, 08901; Monroe Berkowitz
- (6) An Evaluation of Policy Related Research on Effects of Alternative Health Care Reimbursement Systems - University of Southern California, Department of Economics, Los Angeles, California, 90007; Donald E. Yett
- (7) An Evaluation of Policy Related Research on Alternative Public and Private Programs for Mid-Life Redirection of Careers - Rand Corporation, 1700 Main Street, Santa Monica, California, 90406; Anthony H. Pascal
- (8) An Evaluation of Policy Related Research on Relations between Industrial Organization, Job Satisfaction, and Productivity: Brandeis University Florence G. Heller Graduate School for Advanced Studies in Social Welfare, Waltham, Massachusetts, 02154; Michael J. Brower
- (9) An Evaluation of Policy Related Research on Relations between Industrial Organization, Job Satisfaction and Productivity - New York University, Department of Psychology, New York, New York, 10003; Raymond A. Katzell
- (10) An Evaluation of Policy Related Research on Productivity, Industrial Organization and Job Satisfaction - Case Western Reserve University, School of Management, Cleveland, Ohio, 44106, Suresh Srivastva
- (11) An Evaluation of Policy Related Research on Effectiveness of Alternative Methods to Reduce Occupational Illness and Accidents - Westinghouse Behavioral Safety Center, Box 948, American City Building, Columbia, Md., 21044; C. Michael Pfeiffer
- (12) An Evaluation of Policy Related Research on the Impact of Unionization on Public Institutions - Contract Research Corporation, 25 Flanders Road, Belmont, Massachusetts; Ralph Jones
- (13) An Evaluation of Policy Related Research on Projection of Manpower Requirements - Ohio State University, Center for Human Resource Research, Columbus, Ohio, 43210; S. C. Kelley
- (14) An Evaluation of Policy Related Research on Effectiveness of Alternative Pre-Trial Intervention Programs - ABT Assoc., Inc., 55 Wheeler St., Cambridge, Massachusetts, 02133; Joan Mullen

- (15) An Evaluation of Policy Related Research on the Effectiveness of Pre-Trial Release Programs - National Center for State Courts, 1660 Lincoln St., Denver, Colorado, 80203; Barry Mahoney
- (16) An Evaluation of Policy Related Research on Effectiveness of Volunteer Programs in the Area of Courts and Corrections - University of Illinois Department of Political Science, Chicago Circle, Box 4348, Chicago, Illinois, 60680; Thomas J. Cook
- (17) An Evaluation of Policy Related Research on Effectiveness of Juvenile Delinquency Prevention Program - George Peabody College for Teachers, Department of Psychology, Nashville, Tennessee, 37203; Michael C. Dixon
- (18) An Evaluation of Policy Related Research on Exercise of Discretion by Law Enforcement Officials - College of William and Mary, Metropolitan Building, 147 Granby St., Norfolk, Virginia, 23510; W. Anthony Fitch
- (19) An Evaluation of Policy Related Research on Exercise of Police Discretion - National Council on Crime and Delinquency Research Center, 609 2nd St., Davis, California, 95616; M. G. Neithercutt
- (20) An Evaluation of Policy Related Research on Post Secondary Education for the Disadvantaged - Mercy College of Detroit, Department of Sociology, Detroit, Michigan, 48219; Mary Janet Mulka

Copies of the above cited research evaluation reports for both Municipal Systems and Human Resources may be obtained directly from the principal investigator or from the National Technical Information Service (NTIS) U.S. Department of Commerce, 5285 Port Royal Road, Springfield, Virginia, 22151 (Telephone: 730/321-8517).

This research evaluation by George Christodoulo of TARP Institute on Citizen Participation in Municipal Service Systems: Legal System was prepared with the support of the National Science Foundation. The opinions, findings, conclusions, or recommendations are solely those of the author.

It is a policy of the Division of Social Systems and Human Resources to assess the relevance, utility, and quality of the projects it supports. Should any readers of this report have comments in these or other regards, we would be particularly grateful to receive them as they become essential tools in the planning of future programs.

John Surmeier
Program Manager
Division of Social Systems
and Human Resources

AN EVALUATION OF POLICY RELATED RESEARCH ON
CITIZEN PARTICIPATION IN MUNICIPAL SERVICE SYSTEMS:

LEGAL SYSTEM

EXECUTIVE SUMMARY

This monograph is a review and analysis of policy related research on citizen participation in the municipal legal service system. The legal system is comprised of three subsystems - police, corrections, and legal services. The major activities of the police include preserving order at public gatherings and public facilities; investigation and apprehension of criminals; and dispersion of information to the community concerning criminal activity, crime prevention techniques, and police services. The corrections subsystem has three components: court-oriented functions (court watching); prison incarceration (facilities, training, etc.); and the probational process. The legal services subsystem seeks to deliver legal advice to indigent clients, to assist in research and education into the areas of the law that affect the causes and problems of poverty, and to educate the impoverished as to the role of the law. The intention of this evaluation is to aid policy-makers in their assessment of the effectiveness of three citizen participation mechanisms -

committees, administrative procedures, and judicial procedures. These mechanisms are designed to facilitate citizen input into the municipal legal system decision-making process.

The committee citizen participation mechanism present in the police subsystem is the citizen advisory committee. These committees are usually formed by the police to disseminate information, to advance communications between citizens and police leaders, and to informally advise department leaders. The composition of these committees varies, though businessmen, attorneys, and leaders of minority organizations usually predominate in the membership. Generally, these members are not in opposition to police practices. The civilian review board is the administrative procedure citizen participation mechanism present in the police subsystem. These boards oversee investigations of citizen complaints regarding individual police action. They make recommendations based on the evidence and may also comment on police policies affecting police-community relations. The judicial procedure citizen participation mechanism enables citizens who feel they have a legitimate allegation against the police in a specific instance to bring criminal and/or civil charges against the police officer and/or the municipality. Citizens may institute a tort action in a state or federal court. Tort actions are confined to egregious police misconduct, are slow and expensive, and affect only the individual defendant. Criminal actions in a state court require a high burden of proof and bad faith on the part of the officer. Federal court actions are limited to cases where the policeman intended to deprive the plaintiff of a constitutional right.

The most active committee citizen participation mechanisms present in the corrections subsystem are regional and local planning conferences and local committees. These conferences and committees serve primarily a

coordinating function, ascertaining needs, shortcomings, and implementation issues facing the correctional process. Membership in these groups include professionals, citizen participation consultants, and local citizens. Generally, citizen involvement is limited to planning and operationalizing volunteer programs.

The only citizen participation mechanism affecting the delivery of legal services to indigents is the representation of citizens on the governing boards of these agencies.

The impact of citizen participation on the legal system is evaluated in terms of three outcomes of the municipal service process - citizen influence, program performance and citizen attitudes.

The operational measures of citizen influence regarding the police are (1) implementation of citizen proposals concerning police policy; (2) budgetary allotments for citizen activities; and (3) staff time expended on citizen activities. The operational measure of citizen influence in corrections is the implementation of committee or volunteer suggestions. The operational measure of citizen influence in legal services is the implementation of citizen-initiated proposals concerning the operations of the office.

None of the studies examined reported the incidence of implementation of citizen proposals in the police subsystem, the effects of citizen participation on decision-making in correctional work, or the effects of citizen committee input into the decision-making process of operating a legal services office. One study (San Francisco) did indicate that many citizen platforms were adopted, though they were not concerned with controversial and orthodox police policies. By their very nature, citizen advisory boards were given neither budgetary allotments nor power to determine overall police budgetary

structure. Staff time expended by the police was limited to meetings with citizens.

Although the civilian review boards in Philadelphia, New York, and Rochester had no formal power to decide cases, their decisions regarding disciplinary action were nearly always followed. It was also found that all civilian review boards suffered from lack of budgets for independent staffs and from lack of publicity concerning the operations and decisions of the board.

The operational measures of program performance regarding the police are (1) the degree of satisfaction citizens have with police practices; (2) the amount of meaningful information disseminated to the public concerning crime and police efforts; (3) the crime and arrest rates; and (4) police attitudes toward the citizenry as evidenced through the incidence of misconduct changes and convictions. The operational measures of program performance in corrections are (1) degree of offender satisfaction with rehabilitation, educational and re-entry programs; (2) recidivism rates of offenders participating in programs with volunteers; (3) volunteer commitment and career introductions; (4) amount of personal contact with offenders; (5) the breadth of services; and (6) reductions in costs of programs. The operational measures of program performance in legal services are (1) extent of client usage; (2) degree of satisfaction with services; and (3) staff ability to meet caseload demands.

Findings indicate that program administrators feel that satisfaction and appreciation for current police practices does increase with the utilization of citizen advisory committees. It is important to take note of the fact that not only are these committees usually made up of citizens who are not in opposition to police practices to begin with, but that

non-controversial topics predominate at these meetings. No evidence was found concerning the degree or changes in the satisfaction of the public regarding police practices because of the existence of the civilian review board. Most police organizations appear to be negative toward the operation of civilian review boards. No study has attempted to measure the input of the judicial procedure citizen participation mechanism on program performance.

No data have yet become available which measure offender perceptions of the quality and quantity of correctional programs with or without volunteer participation. It was found that recidivism rates were lowered in probational programs utilizing volunteers. Two studies reported that a majority of volunteers are dedicated workers whose attitude toward their work positively impacts on the effectiveness of correctional work. All available evidence suggests that volunteers expand the breadth of probational services and resources. Volunteers increase the amount of personal contact with offenders and decrease the caseload burden per professional. Two quite valid studies concluded that volunteer utilization reduces the length of the probational period, reduces the cost of services and aids in the accumulation of data concerning successful probational work. A moderately valid research analysis of court observer programs found that fewer juveniles are adjudicated delinquents when court observers are present in the courtroom.

A survey taken of clients of two neighborhood legal services systems indicated that their perceptions of ease of accessibility and satisfaction with services was somewhat greater in the city with more active citizen involvement on the governing board.

The operational measures of citizen attitudes regarding the police are (1) their trust of the police; (2) their feelings of power over the police; and (3) their feelings of alienation toward the police. The operational

measures of citizen attitudes in corrections are (1) offenders' attitudes toward authority and hostility and antisocial measures; (2) volunteers' perceptions of the role, goals and efficiency of the correctional process; and (3) the dispersion of these attitudes to the community. The operational measures of citizen attitudes in legal services are (1) perception of control over one's destiny; (2) perceptions of the ability to use the legal adversary process to one's advantage; and (3) feelings of alienation toward society in general.

All studies investigating attitudinal changes of advisory committee members indicated that some positive attitudinal changes take place among committee members. No data was found noting general attitude changes in the community for non-participants of such committees.

A major case study reported significant changes in offender attitudes and moral values through the use of volunteers, while another study reported mixed results. A highly valid quasi-experimental study compared attitudinal changes of probationers in two courts, with only one court using volunteers. Each probationer was tested for hostility, belligerence and antisocial attitudes during probation. A much larger percentage of offenders in the volunteer court showed improved as compared to those in the other court. Two studies reported favorable changes in volunteer perceptions of correctional work.

No empirical research has been published to date attempting to evaluate the impact of the committee citizen participation mechanism on citizen attitude related outcomes.

Legal system policy-makers and citizens should seek to accomplish the following objectives with regard to the citizen participation process:

- (1) Citizen advisory committees should be implemented in all cities.

This must be accomplished with the full support of all policemen and as many officers as possible should take part in the program.

- (2) Citizen advisory committees should not be limited to small, select groups of citizens; committees must be localized and neighborhood in scope to allow specific issues to surface; participants must be willing to carry on frank and open discussions.
- (3) Citizens should implement civilian review boards.
- (4) Citizen advisory boards should be implemented to oversee volunteer programs in corrections; professional staff must support volunteer programs; recruitment of volunteers should be expanded to include minority group and ex-offender participation; volunteers must be selectively screened; and orientation and training sessions, supervision and open communication must be present.
- (5) Citizen involvement on committees and advisory boards of legal services programs should be maximized; a locally representative group of indigents should participate.

INTRODUCTION

This is the seventh in a series of nine monographs evaluating policy related research on citizen participation in municipal service systems, produced jointly by the Program in Health Planning (PHP), School of Public Health, The University of Michigan, and the Technical Assistance Research Programs (TARP) Institute. The project has also produced a comprehensive evaluative bibliography on the citizen participation literature. The present analysis focuses on the Municipal Legal Service System.

The following monographs were produced in this series:

Monograph No.	Title	Author(s)
1.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems	Joseph L. Falkson
2.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Community Action and Model Cities Programs	Susanna Ginsburg
3.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Urban Renewal	Susanna Ginsburg
4.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Health	Joseph L. Falkson
5.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Education	Marc A. Grainer
6.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Welfare	Susanna Ginsburg

Monograph No.	Title	Author(s)
7.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Legal System	George Christodoulo
8.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Environmental Planning	John A. Goodman Elizabeth Hanson
9.	An Evaluation of Policy Related Research on Citizen Participation in Municipal Service Systems: Transportation Planning	Elizabeth Hanson

Three principal considerations governed the process of selection of municipal service systems for analysis: (1) the overall importance of the municipal service; (2) the breadth, depth, and length of past citizen participation experiences in the municipal service system; and (3) the existence and availability of literature which documents past citizen participation experiences.

I. SCOPE OF THE PROJECT

A. System Level Focus

In line with the NSF goal of producing materials relevant for municipal policy planning, the scope of this study has been limited to those components of the eight selected municipal service systems administered by units of government or private organizations located at the municipal level.* Although many urban service programs are state and/or federally supported, they may also be included in this analysis if they are administered at the municipal level.**

B. Definitions

The following set of operational definitions have been utilized in this study. These definitions have been formulated to fit the requirements of the study's overall analytical design.

1. Municipal (Urban)

"Municipal" refers to all levels of jurisdiction below and including the metropolitan (multi-county, SMSA, etc.) level. County, city, special district, area-wide, specified programmatic target area, neighborhood, precinct, and ward level organization may be included in this definition. The term urban and municipal will be utilized interchangeably.

2. Municipal Services

"Municipal services" are those sets of organized activities which provide for the maintenance of the well-being of an urban citizenry. Municipal services are often provided by a division of municipal government (e.g., police protection). However, some of these services are also delivered by the private sector (e.g., solo, private practice of medicine).

*In conformity with this limitation, citizen participation mechanisms which operate above the municipal level (e.g., federal, state) are not treated in this analysis. For example, the operations of State Medicaid Advisory Boards are not considered.

**The direct payment of Social Security benefits, for example, falls outside of this study's scope because the disbursement of such money is administered at the national level. The allocation of special needs state welfare grants, however, would be covered if the authority to administer such grants rested at the municipal level.

3. Municipal Service System

A municipal service system is an array of organized activities bound together by the primary goal of producing and delivering a particular municipal service. Municipal service systems are of two types: (1) personal service systems, designed to support directly the social and/or physical well-being of individuals and families, and (2) environmental service systems, designed to act directly on the physical urban environment, thereby indirectly improving the physical and social well-being of the citizenry.

In this project, four municipal service systems fall into the personal services category (health, education, welfare, and legal), two fall into the environmental service system category (environment and transportation), and two possess both attributes (urban renewal and community action/model cities programs).

4. Citizen

A "citizen" is any actual or potential beneficiary of a municipal service system. Citizens may be either participants or non-participants in the citizen participation process. Of the participating citizens, they may be more or less active in the citizen participation process. An inactive participant knows of the existence of a citizen participation mechanism, is generally sympathetic with its objectives, but is otherwise uninvolved. As activism increases, the participant takes a more active role in the citizen participation mechanisms, e.g., attends meetings and is vocal. The most active participants are leaders of citizen participation processes.

Non-participating citizens are ignorant of the existence of a citizen participation process.

5. Participation

An input into the decision-making process of a municipal service system.

6. Citizen Participation

Citizen input into the decision-making process of a municipal service system through one or more of the citizen participation mechanisms specified below.

7. Citizen Participation Mechanisms

An institutional arrangement which is designed to facilitate the organization of citizen input in municipal service system decision-making is considered a citizen participation mechanism. In this study, the operation of three principal citizen participation mechanisms are reviewed: (1) committees; (2) administrative procedures; and (3) judicial procedures.

C. Citizen Participation Mechanisms to be Studied

The citizen participation literature identifies five citizen participation mechanisms. One or another of these mechanisms comprise the focus of virtually all citations comprising the citizen participation literature. Of the five areas (committees, paraprofessionals, voluntary action, administrative procedure, and judicial procedure), paraprofessionals and voluntary action do not have as their primary objective the enhancement of organized citizen participation in the municipal policy process. These latter strategies, while themselves participatory vehicles, do not focus on the administrative or decision-making components of the municipal process; nor do they seek to develop structured, organized citizen input into the municipal policy process. Since our primary goal in this project is to review citizen participation literature manifestly related to the development of organized citizen participation in the structure and process of municipal management and administration, we have chosen to review citations relating only to the committee, administrative procedure, and judicial procedure citizen participation mechanisms. Only these mechanisms provide organized opportunities for citizens to influence, either directly or through their representatives, the policy agendas of municipal service systems.

1. Committees

The committee is an organized aggregation of people which consciously attempts to make an input into a municipal service system decision-making process.

A committee may be composed of citizens, citizen representatives and non-citizens. Depending on the nature of a municipal service system's beneficiary population, the non-citizen category may include, among others, the non-beneficiary general public, municipal service system professionals,

non-municipal service system affiliated professionals, special interest organizations, state and local governmental officials or representatives of any of these groups. For purposes of this study, only committees which include citizen members will be discussed.

Every committee has an internal authority structure. This structure generally consists of an executive decision-making body and a rank and file constituency. Committees may be classified by the degree of organization their rank and file constituencies exhibit. The "elite" committee is one where the bulk of the constituency is unorganized. The constituencies of the civilian police review board or a model cities citizens governing board fit into such a category. No formal membership is required to become a committee constituent. The "constituency organization" committee has an organized constituency. Groups like a neighborhood school PTA or a county welfare rights organization fit into such a classification.

A committee may be formally affiliated with a municipal service system or it may function as an outside pressure group. The "elite," Model Cities Citizens Governing Board committee would be an example of a formally affiliated committee. The "constituency organization" committees of the neighborhood school PTA or the county Welfare Rights Organization would not be formally affiliated with their respective municipal service systems.

Committees are usually of two types - advisory and policy-making. Advisory committees do not share in or control authority over municipal service system decision-making processes. Policy-making committees, however, possess varying amounts of formal authority in various decision-making areas.

2. Administrative Procedures

a. Hearing. A hearing is a procedure in which citizens of

a municipal service system supply information to a non-citizen officer or officers. This information may be utilized in municipal service system decision-making. This procedure may be initiated by the citizens or the professionals of the municipal service system. The hearing may concern the provision of services to an individual citizen or a class of citizens. The municipal service system officer and citizen meet face to face in this procedure. The hearing must be a non-judicial proceeding. A hearing before a prison disciplinary committee to appeal an administrative punishment of solitary confinement is an example of this citizen participation mechanism.

b. Citizen Comment. Citizen comment consists of the opportunity for citizens to transmit their written views concerning specific municipal service system decisions to the relevant non-citizen officer(s). No face to face contact between municipal service system professional and citizen is allowed. The written comments allowed in the environmental impact statement process fit the definition of this citizen participation mechanism.

3. Judicial Procedures

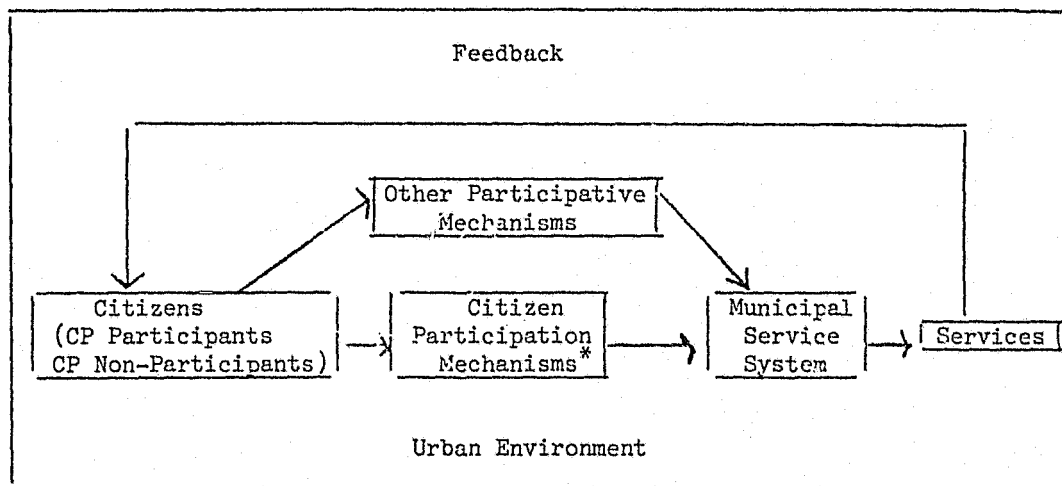
Judicial procedures consist of the initiation of judicial proceedings on behalf of an individual municipal service system citizen or a class of such citizens to modify the manner in which services are provided by the municipal service system (e.g., a suit against a police officer asking civil damages for false arrest or a private nuisance suit to enjoin the pollution of a cement plant).

II. STRUCTURE OF THE CITIZEN PARTICIPATION PROCESS

A. The Citizen Participation System Model

Each monograph in this series is organized around a set format so that the reader may easily make cross-system comparisons. We have adopted a standard model of the citizen participation process in order to compare and contrast common components, variables, and themes shared by each municipal system. This model is presented in Figure 1 and described below.

FIGURE 1



THE CITIZEN PARTICIPATION SYSTEM MODEL

The model identifies the principal components of the municipal service process. CITIZENS make demands and offer support to a MUNICIPAL SERVICE SYSTEM via CITIZEN PARTICIPATION MECHANISMS and/or OTHER PARTICIPATIVE MECHANISMS. These "other" mechanisms include such primary modes of

* Committees, administrative procedures, and judicial procedures.

political participation as voting, writing to politicians, etc. Citizen participation mechanisms, the focus of this project, offer essentially supplementary participatory vehicles, usually augmenting primary modes of participation. In fact, the growth in importance of citizen participation mechanisms parallels a generally perceived decline in both the effectiveness and responsiveness of regular channels for participation. The committee, administrative and judicial procedure citizen participation mechanisms then, are created by either citizens or municipal service systems to provide greater access for the citizenry to influence and/or support the municipal service systems' decision-making processes.

By influencing and/or supporting the decision-making processes of municipal service systems, citizen participation mechanisms either directly or indirectly influence the SERVICES outputted by the system to the citizenry. It is important to keep this point in focus: that the ultimate objective of any citizen participation mechanism (as defined by this project) is to affect the status of the services flowing out of the service system.*

B. Measurement of Citizen Participation

This project has as a primary objective the assessment of the quality of the available citizen participation literature (i.e., internal validity) in order to distill general conclusions and propositions that may be of use in managing municipal service systems (i.e., external validity). The citizen participation system model presented above provides standard units which serve as basic descriptive components for the citizen participation literature review that follows in subsequent pages of this

*Note that this definition neutralizes the motivational factors behind the origin of a citizen participation mechanism. Whether or not the citizen participation mechanism was citizen or "establishment" inspired does not negate the actual or potential effectiveness of any citizen participation mechanisms.

monograph. The reader is cautioned, however, that this model is used purely as a convenient means to organize descriptive items most often covered by the citizen participation literature, not as an analytical model which explicates rigorous causal or even associational relationships among model components. Where such relationships are found in the literature (a rare occurrence in the citizen participation field), they are faithfully reported. The utility of the model, however, is limited to ordering basic descriptive areas presented in the citizen participation literature. Table 1 presents a list of concepts and common descriptors often cited in the citizen participation literature discussed in subsequent pages of this monograph.

C. Outcomes for Analysis

1. Citizen Influence

A class of outcomes most often associated with the citizen participation process are alterations in the decision-making structures of a municipal service system. The presence and actions of the citizen participation mechanisms, it might be hypothesized, open decision-making processes to citizen viewpoints, and/or permanently alter the system's formal organization chart to reflect the presence of citizen input. These effects essentially measure the degree to which citizen influence has increased within the municipal service system.

"Citizen influence" is the degree to which a citizen participation mechanism can make a municipal system X do Y when X was planning to do Z. The influence which a citizen participation mechanism may exercise is best conceptualized by a series of continua. On every specific issue, citizen participation mechanism input into municipal service system decision-making may carry a different degree of influence. First, no formal or informal input may be made. A citizen participation mechanism may simply function

TABLE 1
LIST OF DESCRIPTORS OFTEN UTILIZED IN THE
CITIZEN PARTICIPATION LITERATURE

COMPONENT	CONCEPT	DESCRIPTORS (examples)
Municipal Service System	Formal Service System Goals	By-laws, Regulations, Guidelines
	Informal Service System Goals	Goals Actually Pursued by Urban Service System
	Decision Making Structure	Administrative Organization; Communications Processes; Elite-Rank and File Relationships
Citizen	Economic Status	Income Level, Type of Employment
	Physical Status	Health Status, Race, Homicide Rate, Accident Rate, Speed of Transportation
	Attitudinal Status	Feelings about Municipal Services, Politics and Society; Sense of Community
	Behavior, Knowledge, and Skills	Attendance at Meetings, Utilization of Municipal Service System, Educational Achievement, Automotive Driving Proficiency
Services (Performance)	Magnitude	Number of Units of Service (e.g., No. of Injections or No. of Doctors Working)
	Quality Type	Description of Unit of Service (e.g., Polio Injections or G.P. Doctors Working)
	Cost	Unit Cost, Non-Monetary Costs
Municipal Service System Environment	Economic Conditions	Type of Industry, Unemployment Rate
	Legal Conditions	State and Federal Laws, Regulations, Ordinances, Constitution
	Political Conditions	Local City Politics
Citizen Participation Mechanism	Social Conditions	Local Racial Distribution and Culture
	Internal Structure	Procedures Affiliation, Meeting Schedule, Access, Organizational Components

TABLE 1--Continued

COMPONENT	CONCEPT	DESCRIPTORS (examples)
Citizen Participation Mechanism	Cost	Staff Time, Expenditures (Item Budget)
	Decision Making Structure	Administrative Organization; Communications Processes; Elite-Rank and File Relationships

as a channel through which a municipal service system communicates with its target population. No direct influence is executed by such a citizen participation mechanism in this situation. Second, if an input is made, the citizen participation mechanism may exercise a degree of influence ranging from a nonbinding advisory input to binding decision-making authority. A weak citizen participation mechanism is one which exercises advisory influence on most major municipal service system decisions, while the policy positions of a strong citizen participation mechanism are binding on most important issues.

Influence may also be exercised by a citizen participation mechanism based in one municipal service system on issues concerning another municipal service system. For example, the neighborhood school committee may successfully pressure the public housing department to upgrade building maintenance. This would constitute an exercise of influence external to the municipal service system.

Influence is usually measured by a series of operational (proxy) indicators. One operational measure of citizen influence is leadership development. Another is the degree to which citizen input influences

municipal service system budgetary decisions. A third operational measure of influence is the degree to which a citizen participation mechanism influences particular decisions made by an urban service program.

2. Program Performance

Program performance refers to the effectiveness and efficiency with which the overall service objectives of municipal service systems are accomplished. Objectives may be "short-term" or "long-term." Short-term objectives refer to the immediate services offered by the municipal service system. For example, student academic achievement is a primary objective of the school system. Long-term objectives are usually the long-range performance outputs desired by the system. For example, a long-range objective of education is increased employment opportunity. In this study, short-term objectives will be the principal concern. It is often hypothesized in the literature that the presence of a citizen participation mechanism will have an observable impact on service system performance, e.g., amount of services provided or service quality.

3. Citizen Attitudes

As noted in Figure 1, the citizen participation mechanism is conceptualized to interact with (or mediate between) the citizen and the municipal service system. Citizens articulate demands on the system through the citizen participation mechanism. Their experiences with the participatory process might, in turn, impact on their attitudes, behavior, knowledge and skills. A prominent subset of the citizen participation literature focuses on the effects of citizen participation on citizen attitudes. This monograph, then, focuses on the attitudinal component as a second area for analysis.*

*The concept of attitude includes, for purposes of this monograph, behavior, knowledge, and skills. This somewhat expansive use of the attitude component is undertaken in order to maintain a simple classification scheme.

A second area where attitude change may be related to the citizen participation process is the response of the citizenry to changes in municipal service system performance. Here, a citizen participation mechanism might have influenced the municipal service system to alter some aspect of its programming, administration, etc. which was highly visible to ordinary citizen-clients. Their attitudinal response to these changes (e.g., staff of a neighborhood health center treats patients in a more courteous manner), is not in direct response to exposure to the citizen participation mechanism, but in response to the results of actions taken by the citizen participation mechanism. Much of the citizen participation literature dealing with citizen attitudes considers these indirect effects of the citizen participation process.

III. PLAN OF ANALYSIS

A. Overview

Each monograph produced for this series follows a standard analysis plan format consisting of five central components.

1. Literature Search and Classification

In each of the eight areas, available literature was sought out and examined. (See Appendix A for a detailed description of literature search procedures.) These sources fell into four standard classes: Published Books; Published Articles; Governmental Reports, Research Reports, Monographs, and Dissertations; and Governmental Statutes, Regulations, Guidelines, and Legal Briefs.

2. Validation Analysis

Described in detail below, this procedure systematically screened all available literature and assigned appropriate validity ratings.

3. Literature Review

The citizen participation literature was examined according to reported relationships between described citizen participation mechanisms and the three identified outcomes--citizen influence, program performance, and citizen attitudes. Literature of various levels of validity provided differing amounts of support for conclusions that could be drawn about the nature of the citizen participation process.

4. Policy Analysis

Based on results of the validation analysis and the literature review, an assessment of the policy utility of citizen participation was made for each municipal service system under review. Specific attention was paid to the potential breadth and scope of a policy prescription in light of data and evidence.

5. Future Research

Suggestions were proposed concerning the probable directions that future research could take.

B. Literature Search and Classification

Comprehensive bibliographies were compiled for the citizen participation literature in each of the eight municipal service system areas. Core bibliographies were available to the project team from prior research in the citizen participation area. The literature was pre-screened by project staff, prior to review by senior analysts. Two pre-screening criteria were employed: (1) Did the item discuss one or more of the citizen participation mechanisms being considered, i.e., committees, administrative or judicial procedures? and (2) Did the item discuss citizen participation within the general context of an identified municipal service system area?

All collected items were then classified as non-studies, impact studies, and non-impact studies. Literature that was exclusively polemical and/or prescriptive was considered to be non-studies. Literature which described citizen participation mechanisms but did not assess the relationship of such mechanisms to achievement of specific objectives was classified as non-impact studies. An impact study is considered to be literature which assesses the relationship between citizen participation mechanisms and any of the three citizen participation related outcomes. Impact studies provide the primary source of studies for the analysis in Section V of this monograph. Non-studies and non-impact studies have been used only to amplify central analyses of impact studies. Impact studies are classified as (1) experimental, (2) quasi-experimental, or (3) non-experimental.

The comprehensive bibliography accompanying this monograph only includes studies and those few non-studies (e.g., legal briefs) which

were found to provide useful information about some aspect of the citizen participation process. Non-impact studies have also been included when they were used in the body of the monograph. For the most part, however, the bibliography includes primarily impact studies that attempt to explicate empirical relationships between the citizen participation process and one or another hypothesized outcome.

1. Experimental Impact Studies

Experimental impact studies utilize control groups and test the causal effect of an independent variable (e.g., citizen participation mechanism) on a dependent variable (e.g., the operational measure of citizen participation relevant outcomes). For example, two neighborhood school districts which are the same in every characteristic might be selected for study (e.g., the aggregate student reading scores are the same in each district). One district is given a citizens' advisory board (experimental district), while the other district is not given citizen participation (control district). The difference between aggregate district student reading scores collected the year before and the year after citizen participation was implemented is computed for each neighborhood school district. In this design, differences between aggregate district reading scores can be associated with the implementation of citizen participation, assuming all other factors can be demonstrated to have remained unchanged during the hiatus between the first and second measurement of student scores.

	Before	After
Experimental School District		
Control School District		

Only experimental designs may properly support true causal inferences between a citizen participation mechanism and an operational measure of a citizen participation related outcome. And even then, the experimental design would have to control or measure all other exogenous variables that could also account for changes in the outcome variable. Obviously, few if any studies in the citizen participation literature approach the rigor required of the pure experimental design.

2. Quasi-Experimental Impact Studies

While pure experiments are possible in chemistry or behavioral psychology testing, they are rarely feasible in evaluating the impact of social action (e.g., citizen participation) programs. Therefore, there will probably be almost no true experimental studies reported in the citizen participation literature. As in most applied social research areas, then, citizen participation studies rarely report systematically measured, causally linked findings and conclusions. Instead, there may be some studies which imperfectly attempt to employ a control group and/or a before and after design. For example, rather than utilize a longitudinal study design with experimental and control groups, a researcher may conduct a one-shot study of two school districts, one possessing a citizen participation mechanism, the other having none. He may then try to relate differences found in the districts on key outcome variables to the presence or absence of citizen participation differences. In this instance, conclusions would be highly speculative, since exogenous variables have not been rigorously controlled and since the "experimental" variable, citizen participation, was not introduced with controlled and measured procedures. This study design, then, is a quasi-experiment since it approximates some of the rigor of the true experiment, but falls short in a number of key areas.

3. Non-Experimental Impact Studies

The non-experimental study comprises the bulk of the citizen participation literature. The descriptive case study is the most common form of non-experimental study and the most frequent study design found in the citizen participation literature.

Many case studies of citizen participation do not attempt to relate presence of citizen participation to one or another of the classes of outcomes described earlier. These studies are purely descriptive of the citizen participation process and mechanisms observed, drawing only the most limited inferences about service system, citizen, or service-related aspects of the municipal service process. Such studies have limited utility for the present project since few policy or program relevant conclusions of interest to municipal managers may be drawn from them.

However, we are interested in those case studies which purport to analyze the impact of citizen participation on some citizen, system, or service-related outcome. These studies form a subset of the non-experimental, case study citizen participation literature that are potentially useful for drawing policy and program relevant conclusions and generalizations.

C. Validation Analysis

This section outlines the steps followed in conducting validation analyses of studies reviewed in preparation of this monograph.

Following the classification of each piece of literature as either an experimental, quasi-experimental, or non-experimental study, each study was validated according to criteria presented in Table 2 below. The eighteen items presented in this "validation checklist" represent a summation of all procedures that would be followed by the optimally executed empirical social research study. Obviously, these standards of rigor are rarely en-

TABLE 2
VALIDATION CHECKLIST

<u>Validation Criteria</u>	<u>Study Design</u>		
	Non- Experimental	Quasi- Experimental	Experimental
1. Objectives stated	X	X	X
2. Study design (Explicitly or implicitly) clear	X	X	X
3. Explicit presentation of variables	X	X	X
4. Variables related to objectives	X	X	X
5. Measures good proxies for variables	X	X	X
6. Hypotheses explicitly presented	X	X	X
7. Hypotheses test study objectives	X	X	X
8. Data appropriate for measures		X	X
9. Data appropriate for variables		X	X
10. Data appropriate for hypotheses	X	X	X
11. Analysis plan presented (explicitly or implicitly)	X	X	X
12. Analysis plan appropriate to data	X	X	X
13. Analysis plan properly executed	X	X	X
14. Statistical tests of significance employed			X
15. Statistical tests of significance appropriate to analysis plan			X
16. Statistical tests of significance properly executed			
17. Conclusions proper for data and results	X	X	X
18. Conclusions proper for levels of significance achieved			

tirely met by modern social research, in general, let alone the citizen participation research field, in particular.

It was necessary, therefore, to utilize the validation checklist within the reality constraints of the extant citizen participation literature. Toward this end, ranges of minimum and maximum scores were defined for each type of study for three classes of validity--high, moderate, and weak. Ranges were "weighted" to reflect what we considered to be acceptable minimal criteria of validity for experimental, quasi-experimental, and non-experimental studies (See Table 3).

The minimal scores (by appropriate items) for achievement of a "highly valid" rating are shown for each study type, in Table 2. Thus, for example, a pure experimental citizen participation study should have completed all items through number 15, as well as item 17 to achieve high validity. We would allow, however, some slippage in the computation and/or interpretation of statistical tests of significance or (perhaps) the overstatement of conclusions (given statistical validation scores), without penalizing a study by reducing its validation rating. Similarly, we would allow a quasi-experimental study to achieve a high validation rating even though it did not perform statistical tests of significance. Finally, a non-experimental study could achieve high validity and not rigorously operationalize each measure and variable with appropriate data or provide statistical tests of significance.

We chose to allow relaxation of the aforementioned criteria because it was felt that (a) the probabilities were high that any citizen participation studies rigorous enough to achieve minimally mandated criteria would also probably achieve the others as well, and (b) the omitted criteria, while important, could be dispensed with without seriously weakening the overall validity of the study.

The validation checklist may be interpreted by applying the following procedures to each study and then by checking studies against each of the eighteen criteria.

1. Determine study objectives for each study being reviewed.
 - a. What are the main questions/issues under investigation?
2. Ascertain the nature of the research design.
 - a. Does the study appear to be of the type initially classified?
If not, re-classify accordingly.
 - b. How explicit or implicit is the exposition of the nature of the research design?
3. Identify the variables of the study.
 - a. Does the study explicitly identify variables?
 - b. Do these variables relate to the study objectives (questions/issues)?
4. Identify the measures selected to operationalize the variables.
 - a. Are these measures good proxies for the variables?
 - b. If not, Why not?
5. Investigate the execution procedures utilized by the study.
 - a. Are hypotheses explicitly stated?
 - b. Do they make sense as tests of study objectives? Do they fit the objectives under examination?
 - c. Were appropriate data collected in terms of (1) measures, (2) variables, and (3) hypotheses?
 - d. Was a quantitative (or non-quantitative) analysis plan followed?
 - e. Was the analysis plan appropriate to the kinds (and quantity) of data available?
 - f. Was the analysis plan properly executed?

- g. Were statistical tests of significance employed? Were they the correct tests of significance to use? Were they used properly?
6. Examine the conclusions drawn by the study.
 - a. Were they proper conclusions given the quality of data, results, and tests of significance?
 - b. Were they conclusions warranted by the scope of hypotheses, quality of data, etc., or did conclusions well exceed allowable scope?
7. Separate all studies into categories according to standard ranges of validity internal to each type of study. Studies should be classified as follows:

TABLE 3
RANGE OF VALUES ON THE VALIDATION CHECKLIST FOR THREE LEVELS
OF VALIDITY FOR EACH TYPE OF STUDY

Validity Rating	Type of Study		
	Experimental	Quasi-experimental	Non-experimental
Highly Valid	16+	14+	12+
Moderately Valid	6-15	5-13	4-11
Weakly Valid	0-5	0-4	0-3

After validating each study and assigning it an appropriate rating, studies were displayed (by their bibliographic reference number) according to type and validity rating (Table 4 in Section V below). Then, the studies were additionally displayed to indicate their individual scores on the eighteen point validation checklist (Table 5 or 6 in Section V below). This latter table enables the reader to determine precisely the methodological strengths

and weaknesses of each study.

D. Literature Review

Studies were reviewed in the following manner. In most instances, the few experimental and numerous quasi-experimental studies that were highly valid were reviewed first and their conclusions regarding each of the three outcome areas (citizen influence, program performance, citizen attitudes) were recorded. Next, moderately valid experimental and quasi-experimental studies were examined and their findings recorded. Finally, non-experimental studies that were highly valid were examined, followed by those that were moderately valid.

Findings and conclusions, sub-setted for each of the three outcome areas (See Table 6, Section V below) were then checked to ascertain frequency of corroboration among all studies addressing a particular outcome area. Those findings which appeared frequently in highly valid experimental and quasi-experimental studies, with supporting evidence provided by moderately valid studies, were rated as "very strong" findings (See Tables 7-9 in Section V below).^{*} If, in the judgment of the analyst, a finding emerged from a highly valid experimental or quasi-experimental study, but received only limited corroboration by other studies, it might nevertheless receive a "very strong" rating. This possibility could occur because, unlike pure scientific research, "lack of replication" in the citizen participation research area does not necessarily mean that a finding is less strong--perhaps only that other researchers have been less capable. Here, especially, the judgment and good sense of the project analysts guided the exercise of discretion.

^{*} We purposely did not attempt to quantify the rating of the strength of findings, preferring to allow the analyst the freedom to assign a rating through the interpretive application of the described criteria. Also, Tables 7-9 do not appear in all monographs.

"Moderately strong" findings were derived solely from the ranks of moderately valid quasi-experimental studies, or from moderately valid experimental studies. Again, the analyst looked for corroboration of findings among other studies examined.

"Weak findings" derive primarily from weakly valid studies of any type. For the most part, weak findings derive from non-experimental studies. This is because the validation analysis procedures described above make it exceedingly difficult for a non-experimental case study to achieve high validity. On the other hand, a poorly conducted experimental or quasi-experimental study could be rated "weakly valid." However, as Table 4 indicates, many of the weakly valid studies derive from the non-experimental type.

Non-experimental studies comprise the largest single category of the citizen participation literature. Many are poorly executed and, therefore, cannot support findings and conclusions of any level of strength. Occasionally, however, excellent non-experimental citizen participation studies have been found and have achieved a moderate validity rating. Only in rare circumstances could a non-experimental case study achieve a high validity rating, since the validation checklist emphasizes a scientific rigor few case studies could ever hope to realize. Those case studies which have achieved a moderate validity rating, however, have been used to corroborate findings derived from highly or moderately valid experimental or quasi-experimental studies. Case studies have also been carefully used for useful descriptive information which has been extracted and used at various points in the monograph. In no cases, however, have non-experimental studies alone been sufficient to justify a "very strong" or "moderately strong" rating for a conclusion.

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14. Statistical tests of significance employed			X
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 - a. Are these measures good proxies for the variables?
 - b. If not, Why not?
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 - a. Are hypotheses explicitly stated?
 - b. Do they make sense as tests of study objectives? Do they fit the objectives under examination?
 - c. Were appropriate data collected in terms of (1) measures, (2) variables, and (3) hypotheses?
 - d. Was a quantitative (or non-quantitative) analysis plan followed?
 - e. Was the analysis plan appropriate to the kinds (and quantity) of data available?
 - f. Was the analysis plan properly executed?

- g. Were statistical tests of significance employed? Were they the correct tests of significance to use? Were they used properly?
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- a. Were they proper conclusions given the quality of data, results, and tests of significance?
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and weaknesses of each study.

D. Literature Review

Studies were reviewed in the following manner. In most instances, the few experimental and numerous quasi-experimental studies that were highly valid were reviewed first and their conclusions regarding each of the three outcome areas (citizen influence, program performance, citizen attitudes) were recorded. Next, moderately valid experimental and quasi-experimental studies were examined and their findings recorded. Finally, non-experimental studies that were highly valid were examined, followed by those that were moderately valid.

Findings and conclusions, sub-setted for each of the three outcome areas (See Table 6, Section V below) were then checked to ascertain frequency of corroboration among all studies addressing a particular outcome area. Those findings which appeared frequently in highly valid experimental and quasi-experimental studies, with supporting evidence provided by moderately valid studies, were rated as "very strong" findings (See Tables 7-9 in Section V below).^{*} If, in the judgment of the analyst, a finding emerged from a highly valid experimental or quasi-experimental study, but received only limited corroboration by other studies, it might nevertheless receive a "very strong" rating. This possibility could occur because, unlike pure scientific research, "lack of replication" in the citizen participation research area does not necessarily mean that a finding is less strong--perhaps only that other researchers have been less capable. Here, especially, the judgment and good sense of the project analysts guided the exercise of discretion.

^{*} We purposely did not attempt to quantify the rating of the strength of findings, preferring to allow the analyst the freedom to assign a rating through the interpretive application of the described criteria. Also, Tables 7-9 do not appear in all monographs.

"Moderately strong" findings were derived solely from the ranks of moderately valid quasi-experimental studies, or from moderately valid experimental studies. Again, the analyst looked for corroboration of findings among other studies examined.

"Weak findings" derive primarily from weakly valid studies of any type. For the most part, weak findings derive from non-experimental studies. This is because the validation analysis procedures described above make it exceedingly difficult for a non-experimental case study to achieve high validity. On the other hand, a poorly conducted experimental or quasi-experimental study could be rated "weakly valid." However, as Table 4 indicates, many of the weakly valid studies derive from the non-experimental type.

Non-experimental studies comprise the largest single category of the citizen participation literature. Many are poorly executed and, therefore, cannot support findings and conclusions of any level of strength. Occasionally, however, excellent non-experimental citizen participation studies have been found and have achieved a moderate validity rating. Only in rare circumstances could a non-experimental case study achieve a high validity rating, since the validation checklist emphasizes a scientific rigor few case studies could ever hope to realize. Those case studies which have achieved a moderate validity rating, however, have been used to corroborate findings derived from highly or moderately valid experimental or quasi-experimental studies. Case studies have also been carefully used for useful descriptive information which has been extracted and used at various points in the monograph. In no cases, however, have non-experimental studies alone been sufficient to justify a "very strong" or "moderately strong" rating for a conclusion.

E. Policy Analysis

The policy analysis component of this project relied substantially on the prior experience and sense of judgment of the senior analysts. This section of the monograph, then, reflects the reasoned application of what can be gleaned from valid findings and conclusions drawn from the citizen participation literature in laying out definitive options to the policy-maker.

F. Future Research

Based on the presently available literature, suggestions were made describing: (1) future directions for research given the reported research design problems; and (2) future directions for research given the reported validation problems.

IV. DESCRIPTIVE ANALYSIS OF THE MUNICIPAL LEGAL SERVICE SYSTEM

This section of the monograph will focus upon three subsystems:

(1) police, (2) corrections, and (3) legal services. The police subsystem is unique among those subsystems comprising the municipal legal system in that police work takes place in full view of the public, and thus is often the subject of close scrutiny by the citizenry.

A. Overview of Components of the Municipal Legal Service System

1. Goals

a. Police

Local and municipal police departments have the general objective of enforcing the law and maintaining order. The major activities of the police include: (1) preserving order at public gatherings and public facilities; (2) investigation and apprehension of criminals; and (3) dispersion of information to the community concerning criminal activity, crime prevention techniques, and police services.

The significant characteristic distinguishing the police subsystem from the courts, corrections, and legal services subsystems is the fact that police work takes place in the street in full view of the citizenry. Thus, police work is becoming more complicated, conspicuous, and delicate as social unrest and public sensitivity increase (23).*

b. Corrections

The corrections municipal service subsystem is composed of three components: (1) court-oriented functions (court watching); (2) prison incarceration (facilities, training, etc.); and (3) the probational process. Courts strive to give alleged criminals a fair trial within constitutionally protected guidelines (right to counsel, right to confront witnesses, jury

*Numbers in parentheses refer to sequentially referenced citations in the annotated bibliography accompanying this monograph.

trial, etc.). The legal services subsystem attempts to ensure the attainment of this goal through representation of indigents in both criminal and civil cases. The main goal of the court-oriented correctional component is to court watch, especially in the cases of juvenile offenders, to minimize prosecutorial and judicial biases against youthful offenders. The period of detention in prison is the implementation of the judicial sentence for convicted criminals. In addition to the goal of detainment, state and federal prison officials attempt to aid prisoners through educational and vocational programs, work-release programs, etc. The probational component of the corrections subsystem oversees the process of prisoner re-entry into the community. Its main objective is to help ensure that ex-convicts return to civilian life in an orderly manner and do not return to criminal activity. State and federal probation/parole boards are the main decision-making body in the functioning of the probational process.

c. Legal Services

Civil legal representation agencies, as represented primarily by OEO Legal Services Programs, seek to deliver legal advice to indigent clients, to assist in research and education into the areas of the law that "affect the causes and problems of poverty, and to educate the impoverished as to the role of law." Public defender organizations have similar goals, except that their delivery service is in the nature of criminal representation.

2. Decision-Making Structures

a. Police

The internal organizational and decision-making structures of police departments necessarily vary throughout the country. A generalized description of police organizations should note that the head of the

department is often appointed by the mayor and/or city council. Departments are often divided functionally (homicide, detectives, traffic patrol, internal affairs, etc.), with a multi-level chain of command similar to that of the military. Actual authority possessed by upper-echelon officials relates to budgetary matters, personnel appointments, department reorganizations, and general policy statements to the policemen and the community. The latter authority, however, may be quite limited. Studies have shown that the extent to which patrolmen conform with official policy is related to the spirit and tone in which it is communicated by immediate superiors. Each of the many levels of supervision in this large agency, therefore, constitutes a point at which policies may be diluted or ignored (23). Compounding this dilution of policy implementation is the fact that since patrolmen must often react under crisis circumstances, individual performance depends on immediate perceptions of the dangers and problems present, and not on a concerted effort to implement policy.

b. Legal Services

While the actual internal and decision-making structures of these services differ among localities, most agencies have a board of directors composed of local attorneys, community leaders and indigent representatives. The board is the policy-making segment of the program. An executive director is the manager of the actual daily operations of the program, with a staff consisting of attorneys, secretaries, community aides, and volunteers.

B. Citizens

1. Police

The police department constitutes a public, municipal service offered to all members of the community. The composition of the

citizenry eligible to participate in the citizen programs discussed later varies with the population of each locality. While public opinion about police work is often rather critical, non-white citizens are among the most hostile in their feelings toward the police (23).

2. Corrections

All citizens and/or residents are potential "citizens" of the correctional subsystem, in that any person may be accused, convicted, or paroled at some point in his/her life. Actual "citizens" of the municipal service subsystem are persons who are currently a subject of the process.

The prison population displays certain characteristics which differentiate it from the community at large: it is less educated, 95% male, predominately young, and overrepresented by minorities that are economically and socially deprived (56). However, a recent study has concluded that criminality is the norm in American society, while non-criminality is deviant. The author examined the criminal histories of the middle class, the college student population, and other groups traditionally underrepresented in the prison population. Evidence showed that all these groups, while not convicted, incarcerated, and thus officially included in the criminal population, had committed representative amounts of crimes (35, 36).

3. Legal Services

Eligibility for legal services, criminal or civil, is principally dependent on the income level of the applicant. Each local program sets an indigence qualifying level based on local economic condi-

tions. Other criteria include number of family dependents and applicant's assets and liabilities.

C. Services

1. Police

Approximately 308,000 full-time law enforcement officers and civilians were employed by county and local police agencies in 1966. The ratio of city police employees to population served is 1.9 per 1,000, compared to 1.4 employees per 1,000 in the suburbs. Local law enforcement agencies spent approximately \$2 billion in 1965; it is estimated that these services will cost \$4 billion in 1975. Recruit training varies with each department, as does police expenditures as a percentage of city expense (23).

2. Corrections

Correctional services have grown in magnitude, type and cost in recent years. As of 1965, total operating costs (including juvenile corrections, adult felon corrections and misdemeanor corrections) totaled over \$1 billion. The average cost per offender was between \$1000 and \$3000 per year for institutionalized criminals, and approximately \$150 to \$300 per year for offenders in community programs. The total offender population was approximately 1.3 million in 1965, with government projections for 1975 of 1.85 million. Some 121,000 people were employed in the corrections municipal service subsystem in 1965 (56).

3. Legal Services

The quality and number of legal services programs for indigents grew in the 1960's, stimulated principally by federal funding. Today such services are offered in virtually every part of the country. These programs

offer complete legal representation for the client at no charge, though some agencies charge indigents for filing court papers. These services include advice, representation, litigation and appeal.

D. Municipal Environment

1. Police

The legal environment affects the work of police in two ways: (1) trial judges adjudicate individual cases, accepting or rejecting the police practices used in gathering evidence; (2) the Supreme Court rules from time to time on criminal procedure in accordance with the due process requirement of the fifth and fourteenth amendments to the Constitution.

The political environment of a city affects the police through the appointment of the police chief or commissioner, indirect pressures in time of crisis (riots, police brutality charges), budgetary allotments, and long term projects (minority hiring, recruiting, public relations). Local social and economic conditions (unemployment rates, racial and ethnic distributions) are key variables in public sensitivity, reaction, and attitude toward the police.

2. Corrections

State and federal laws and regulations govern the length of sentences for convicted offenders, as well as the terms of parole and probation for incarcerated offenders. State and local officeholders (Governor, Attorney General, Mayor, Legislature) also serve as important determinants in the correctional system through lawmaking, appointment of correctional professionals, and budgetary allotments.

3. Legal Services

Legal conditions which bear upon the operation of federally

funded legal services are principally manifested in OEO guidelines which deal with board membership representation, reporting requirements measuring office productivity, limitations regarding different types of legal services provided by the agencies, limitations on client eligibility requirements, budgetary constraints, and the like.

Local political conditions bear heavily on the initiation and operation of legal services programs. Local bar associations and local politicians have at times manifested hostilities toward the establishment of federally funded programs for indigents, minorities, and youth. This hostility has carried over to impeding progressive aspects of legal services programs, such as class actions, suits versus the city, etc. (59).

Economic conditions bear upon the operation of such programs in that unemployment rates increase the eligibility of the prospective client group.

The racial and ethnic composition of the community may be reflected in the quantity and type of criminal cases facing local offices and may also bear on certain operational aspects of providing legal services to indigents (black lawyers, Spanish-speaking publications, community aides, lawyers, location of branch offices, etc.).

E. Citizen Participation Mechanisms

1. Committees

a. Police

Citizen advisory committees (city-wide, precinct, neighborhood) are usually formed by the police to disseminate information to advance communication between citizens and police leaders, and to informally advise department leaders. Composition of these committees varies, though businessmen, attorneys, and leaders of minority organizations usually predominate in the membership.

b. Corrections

Numerous forms of citizen involvement are present in the corrections subsystem. Regional and local planning conferences (24, 52), as well as local committees, primarily regarding probational involvement, are the most active mechanisms. These conferences and committees serve primarily a coordinating function, ascertaining needs, shortcomings, and implementation issues facing the correctional process. Professionals (judges, correctional officials, etc.), citizen participation consultants (e.g., Dr. Ivan Scheier, National Information Center on Volunteers in Courts), and local citizens (both former offenders and non-offenders) are represented on these citizen groups.

The internal structures of these committees vary widely. Most often, their decision-making authority is limited to the formulation of specific programs and to the task of acquiring funding (private foundations, public, federal, state, and local). Since the most frequently implemented citizen committee program is the use of volunteers as aides to prisoners currently incarcerated (educational training) and to parolees in their re-entry into the community, and the committee mechanism is the only citizen participation mechanism with meaningful data studies evaluating its effectiveness, only committees will be discussed.

c. Legal Services

The only citizen participation mechanism affecting the delivery of legal services to indigents is the representation of citizens on the governing boards of these agencies. Federally funded local programs must adhere to the Economic Opportunity Act requirement regarding participation: programs conducted and administered with the maximum feasible

participation of residents of the areas and members of the groups served. This provision has been modified and reformulated by both federal and local officials; thus governing boards are quite different in their amounts of citizen representation. The principal manifestations of committee programs incorporating citizen participation are the employment of indigent para-professionals (legal aides) and subprofessionals (secretaries), and the involvement of local volunteers in agency tasks.

2. Administrative Procedures

a. Police

Police departments receiving citizen complaints regarding individual police action may resolve such allegations through internal investigation or through civilian review boards. These boards oversee the investigation, weigh the evidence, and make recommendations accordingly. They may also comment on police policies affecting police-community relations.

3. Judicial Procedures

a. Police

Citizens who feel they have a legitimate allegation against the police in a specific instance may bring criminal and/or civil charges against the police officer, and/or the municipality.

V. REVIEW OF THE MUNICIPAL LEGAL SERVICE SYSTEM CITIZEN PARTICIPATION LITERATURE

A. Classification of Studies

1. Range and Depth of Studies Examined

a. Police

A considerable amount of literature dealing with the police, particularly articles, has been produced following the massive rioting in American cities in the 1960's. A high proportion of these articles, approximately 60%, were non-studies. This material was polemical in nature, advocating police responsiveness to the public needs and urging citizen involvement in the workings of the police.

Table 4A displays the distribution of studies by each type. There were no experimental studies, eight quasi-experimental studies, and fifteen non-experimental studies.

b. Corrections

The increase in citizen involvement in corrections in the mid and late 1960's has resulted in a vast amount of literature. Most works describe the trend of increasing volunteer involvement. Approximately 50% of all articles examined were found to be non-studies.

Table 4B displays the distribution of studies by each type. There were no experimental studies, twelve quasi-experimental studies, and twenty-one non-experimental studies.

c. Legal Services

Much has been written about the War on Poverty and the Economic Opportunity Act. Yet only six works were identified as studies measuring citizen involvement in legal services. Over 80% of the articles examined dealing with citizen participation were polemical or theoretical. The difficulty and expense in undertaking a systematic, meaning-

ful study, exacerbated by a paucity of federal funding, accounts for the limited number of validated studies.

Table 4C displays the distribution of studies by each type. There were no experimental studies, one quasi-experimental study, and five non-experimental studies.

B. Validation Analysis

1. Summary Overview of Results of the Validation Analysis

a. Validated Non-Experimental Studies

(1) Police

There were fifteen validated non-experimental studies; two of which were highly valid, six moderately valid, and seven weakly valid (see Table 4A). About one-half of the studies related to citizen attitude outcomes, while the remainder were divided between citizen influence and program performance outcomes. Committees were the most frequently discussed citizen participation mechanism.

(2) Corrections

There were twenty-one validated non-experimental studies; two of which were highly valid, four moderately valid, and fifteen weakly valid. These studies dealt mostly with program performance, with the remainder focusing on citizen attitude outcomes.

(3) Legal Services

There were five validated non-experimental studies; two of which were moderately valid, and three weakly valid. These studies dealt mostly with paralegal programs under the auspices of citizen committees.

TABLE 4A

DISTRIBUTION OF STUDIES BY VALIDITY RATING AND TYPE - POLICE

Validity Ratings	<u>Type of Study</u>			Total
	Experimental	Quasi-Experimental	Non-Experimental	
Highly Valid	0 (0)	4 (1)	10,14* (2)	3
Moderately Valid	0 (0)	3,12,22,23 (4)	5,7,9,11,13,16 (6)	10
Weakly Valid	0 (0)	1,8,20 (3)	2,6,15,17,18, 19,21 (7)	10
Total	0	8	15	23

*Numbers refer to citations in bibliography

TABLE 4B

DISTRIBUTION OF STUDIES BY VALIDITY RATING AND TYPE - CORRECTIONS

Validity Ratings	Type of Study			Total
	Experimental	Quasi-Experimental	Non-Experimental	
Highly Valid	0 (0)	33,36,51,54,55 (5)	34,43* (2)	7
Moderately Valid	0 (0)	26,29,44,45,53, 56 (6)	27,35,37,38 (4)	10
Weakly Valid	0 (0)	48 (1)	24,25,28,30,31 32,39,40,41,42 46,47,49,50,52 (15)	16
Total	0	12	21	33

* Numbers refer to citations in bibliography

TABLE 4C

DISTRIBUTION OF STUDIES BY VALIDITY RATING AND TYPE - LEGAL SERVICES

<u>Validity Ratings</u>	<u>Type of Study</u>			Total
	Experimental	Quasi-Experimental	Non-Experimental	
Highly Valid	0 (0)	59* (1)	0 (0)	1
Moderately Valid	0 (0)	0 (0)	61,62 (2)	2
Weakly Valid	0 (0)	0 (0)	57,58,60 (3)	3
Total	0	1	5	6

* Numbers refer to citations in bibliography

b. Validated Quasi-Experimental Studies

(1) Police

There were eight validated quasi-experimental studies; one of which was highly valid, four moderately valid, and three weakly valid. All three types of identified outcomes--program performance, citizen attitudes, citizen influence--were examined by the studies, with major emphasis on citizen attitude outcomes. Committee and administrative procedures were most often discussed.

(2) Corrections

There were twelve validated quasi-experimental studies; five of which were highly valid, six moderately valid, and one weakly valid. Again, these studies emphasized program performance and citizen attitude outcomes.

(3) Legal Services

There was one validated quasi-experimental study which was highly valid.

c. Validated Experimental Studies

There were no experimental studies in any of the three municipal service subsystems.

2. Overall Quality of Studies Examined

a. Police

Utilization of the validation analysis plan uncovered basic similarities in the methodologies used and the rigor applied to studies of citizen participation in police work. Data collection methodologies included surveys, statistical indices, and interviews. Few studies applied any statistical test of significance, and in most cases, frequency distributions were the only statistics presented.

3. Individual Validation Ratings for Each Study

Table 5 displays individual validation scores for each refer-

TABLE 5

VALIDITY RATING FOR EACH BIBLIOGRAPHIC SOURCE ON 18-POINT INDEX

Validity Rating Score

Study Number	1*	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	Total
1	x																		1
2	x																		1
3	x	x	x	x	x		x	x	x		x	x					x		11
4	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
5	x	x	x	x	x			x	x								x		8
6	x	x																	2
7	x	x	x			x	x	x	x	x	x	x	x						11
8	x	x																	2
9	x	x	x														x		4
10	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
11	x	x			x														4
12	x	x	x	x	x	x	x	x	x	x	x	x	x						13
13	x	x	x	x	x	x	x										x		8
14	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
15	x	x																	2
16	x	x						x	x								x		5
17	x																		1
18	x		x	x															3
19	x																		1
20	x							x	x								x		4
21	x																		1
22	x	x	x	x	x	x		x	x	x	x	x	x				x		13
23	x	x	x	x	x	x	x	x	x	x	x	x	x						13
24	x																		1
25	x																		1
26	x	x	x	x	x		x	x	x	x	x	x	x				x		13
27	x	x	x	x	x														5
28	x																		1
29	x	x	x	x	x														5
30	x	x																	2

* See page 44 for legend

TABLE 5--Continued

Study Number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	Total
31	x	x																	2
32																			0
33	x	x	x	x	x		x	x	x	x	x	x	x				x		13
34	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
35	x	x	x	x	x														5
36	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
37	x	x	x																3
38	x	x	x	x	x	x	x	x	x	x	x	x	x						13
39	x																		1
40																			0
41																			0
42	x																		1
43	x	x	x	x	x	x	x	x	x	x	x	x					x		13
44	x	x	x	x	x												x		6
45	x	x	x	x	x												x		6
46																			0
47																			0
48	x																		1
49																			0
50																			0
51	x	x	x	x	x	x	x	x	x	x	x	x					x		14
52	x																		1
53	x																		1
54	x	x	x	x	x	x	x	x	x	x	x	x	x						13
55	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
56	x	x	x	x	x	x		x	x	x	x	x	x				x		13
57	x																		1
58	x																		1
59	x	x	x	x	x	x	x	x	x	x	x	x	x				x		14
60	x																		1
61	x	x	x	x	x												x		6
62	x	x	x	x	x	x	x	x	x	x	x	x	x						13

Legend

1. Objectives stated
2. Study design clear
3. Explicit presentation of variables
4. Variables related to objectives
5. Measures good proxies for variables
6. Hypotheses explicitly presented
7. Hypotheses test study objectives
8. Data appropriate for measures
9. Data appropriate for variables
10. Data appropriate for hypotheses
11. Analysis plan presented
12. Analysis plan appropriate to data
13. Analysis plan properly executed
14. Statistical tests of significance employed
15. Statistical tests of significance appropriate to analysis plan
16. Statistical tests of significance properly executed
17. Conclusions proper for data and results
18. Conclusions proper for levels of significance achieved

ence utilized in this monograph.

C. Evaluation of Validated Studies

1. Introduction: Outcome Analysis

The evaluation of citizen participation as a policy-relevant addition to the municipal management process requires that any operating citizen participation mechanism demonstrate an extrinsic impact on factors manifestly relevant to the functioning of a municipal service system.

We have been guided by the foregoing consideration in determining to focus on three outcomes of the municipal service process--citizen influence, program performance, and citizen attitudes. Quite simply, we have postulated that citizen participation ought to be evaluated as to: (1) the extent to which citizen participation mechanisms expand, contract, or are neutral with regard to the amount, type, and quality of influence exercised by citizens in the municipal service process; (2) the effects of citizen participation mechanisms on improving, hindering, or proving irrelevant to the performance of municipal service systems; and (3) the extent to which citizen participation mechanisms modify or do not modify, through either the direct or the indirect experience of citizens, citizen attitudes with regard to their community environment and to the municipal service process.

Thus, citizen participation has been evaluated in this monograph in terms of its observable consequences for municipal service systems. The application of this standard is a reasonable criterion for classifying the citizen participation literature. Sources that did not attempt to observe and report the effect of citizen participation on municipal service system related attributes were therefore eliminated from primary consideration and classified either as non-studies or as non-impact studies

The remaining sources were classified and examined and useful information was extracted from them.

The foregoing set of considerations was guided by our concern that citizen participation be reviewed in a context of program effectiveness assessment. We believe that, whatever the normative merits of citizen participation, it is only in the context of "real world" options and choices that the case for any social policy can be made. The development of options and choices, in turn, depends upon the availability of information of possible relevance for the explication of alternative courses of action.

Tables 6A, 6B and 6C display the studies which relate to each of the outcome areas. Since police work is often criticized and elicits opinions from the public, most of the studies related to program performance and citizen attitude outcomes. These two areas are somewhat similar in the minds of the citizenry. Over two-thirds of the studies dealing with the corrections subsystem related to program performance. All the legal services studies dealt with program performance, whose indicators are more easily measured.

a. Citizen Influence Related Outcomes

(1) Police

As noted previously, the legal and political components of the environment in which the police operate are major determinants of police policy. Citizens can only react to police decision-making through individual complaints aimed at disciplining officers and by bringing indirect pressures to affect general policy, such as police procedures on the street.

(2) Corrections

The correctional municipal service subsystem strives

TABLE 6A

DISTRIBUTION OF STUDIES BY OUTCOME AREA, VALIDITY RATING AND TYPE - POLICE

Outcome Areas

<u>Type of Study</u>	<u>Citizen Influence</u>		<u>Program Performance</u>		<u>Citizen Attitudes</u>		<u>Total</u>
	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	
<u>Validity Rating</u>							
Highly Valid		10,14			4	10	
	(0)	(2)	(0)	(0)	(1)	(1)	4
Moderately Valid	3	7,9	23	11,13,16	3,12,22, 23	5,11,13	
	(1)	(2)	(1)	(3)	(4)	(3)	14
Weakly Valid	1,8		8	2,15,17, 18,19,21	8,20	2,6,15	
	(2)	(0)	(1)	(6)	(2)	(3)	14

TABLE 6B

DISTRIBUTION OF STUDIES BY OUTCOME AREA, VALIDITY RATING AND TYPE - CORRECTIONS

Outcome Areas

<u>Type of Study</u>	<u>Citizen Influence</u>		<u>Program Performance</u>		<u>Citizen Attitudes</u>		<u>Total</u>
	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	
<u>Validity Rating</u>							
Highly Valid	33 (1)	(0)	33,36,51, 54,55 (5)	43 (1)	55 (1)	34 (1)	9
Moderately Valid	26 (1)	35 (1)	26,56,44 (3)	27,35,37, 38 (4)	29,44,45, 53 (4)	27,35,38 (3)	16
Weakly Valid	(0)	(0)	48 (1)	24,28,30, 31,32,40, 42,46,47, 49,50,52 (12)	(0)	25,39,41 (3)	15

TABLE 6C

DISTRIBUTION OF STUDIES BY OUTCOME AREA, VALIDITY RATING AND TYPE - LEGAL SERVICES

Outcome Areas

<u>Type of Study</u>	<u>Citizen Influence</u>		<u>Program Performance</u>		<u>Citizen Attitudes</u>		<u>Total</u>
	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	<u>Quasi- Experi- mental</u>	<u>Non- Experi- mental</u>	
<u>Validity Ratings</u>							
Highly Valid			59				
	(0)	(0)	(1)	(0)	(0)	(0)	1
Moderately Valid				61,62			
	(0)	(0)	(0)	(2)	(0)	(0)	2
Weakly Valid				57,58,60			
	(0)	(0)	(0)	(3)	(0)	(0)	3

rehabilitate and return offenders to our society. The programmatic and attitudinal issues noted below necessitate effective decision-making. Citizens, both offenders and non-offenders, may serve as a great reservoir of knowledge and experience in the formulation and implementation of correctional work.

(3) Legal Services

Involvement of indigents in the administration of legal services serves to meet the programmatic and attitudinal issues outlined below. The effectiveness of participation of citizens on the board, however, may be severely limited by hostility from other "establishment" board members and/or by general apathy from among the poor themselves.

b. Program Performance Related Outcomes

(1) Police

Law enforcement and crime prevention efforts are seriously undermined by the absence of cooperative citizen action to the point that bad community feeling toward police may even stimulate crime (23). Citizens may fail to report crimes, as evidenced by a St. Louis study which found that 43% of blacks and 36% of whites believed that most city residents were afraid to contact their police. Other impairments to program performance are evidenced by witnesses' refusals to testify, reluctance on the part of policemen to act out of fear of citizen charges against them, and negative attitudes toward police recruitment efforts.

(2) Corrections

Correctional programs are hampered by lack of sufficient manpower, lack of sufficient training for employees, and budgetary shortages. Citizen involvement, specifically in the case of volunteer programs, may serve as a stop-gap measure in alleviating manpower problems.

In addition, the use of volunteers may increase the satisfaction offenders experience with rehabilitation, training, and educational programs since citizens, especially ex-offenders, may be able to relate to offenders in a very beneficial manner.

(3) Legal Services

The delivery of legal services to indigents within a community involves numerous programmatic issues. The local administrator, usually the managing attorney of the office, must evaluate his/her program's accessibility to client needs, match office services to the target population's characteristics, evaluate client satisfaction with the program, etc., in the face of money and manpower restrictions (59). Citizens, both users and non-users of the services, are in a position to lend assistance in implementing and evaluating legal services programs (61).

c. Citizen Attitude Related Outcomes

(1) Police

Minorities, inner city youth, and the indigent account for more reported crimes and convictions than other segments of society. Numerous surveys have found that these same three groups exhibit the highest degree of feelings of alienation toward the police and society in general. These attitudes stem not only from dissatisfaction with specific police services, but also from feelings associated with the mere concept of "the police." A survey in Cincinnati characterized police as "mean," while in-depth studies of fifty boys from the slums of Washington concluded that the police were enemies based on real or perceived excessive use of force and humiliation (23).

(2) Corrections

Attitudinal perceptions of both offenders and citizens

of the community may serve as the greatest issue confronting correctional tasks involving imprisoned offenders and parolees. Offenders' assessment of their ability to succeed upon reentering the community and feelings of alienation from a society which has punished them may eliminate the possibility of successful correctional work. Citizens of the community may be hesitant to hire, work with, and associate with offenders.

Correctional programs emphasizing citizen-offender relationships may bridge this attitudinal issue, creating trusting relationships which aid in altering these perceptions.

(3) Legal Services

The general theme of OEO guidelines has been citizen involvement in programs serving their needs, adopting the "Culture of Poverty" rationale. Legal services, successfully representing the claims and rights of the poor, may ameliorate their feelings of alienation and ability to control their lives, concerning both the legal process and society in general.

2. Citizen Influence Related Outcomes: Analysis

a. Operational Measures of Citizen Influence

(1) Police

Measures of citizen input in decision-making in this context are: (1) implementation of citizen proposals concerning police policy; (2) budgetary allotment for citizen activities; and (3) staff time expended on citizen activities.

(2) Corrections

Direct citizen input into the decision-making process of correctional work may be manifested by implementation of committee or volunteer suggestions.

(3) Legal Services

An analysis of citizen-initiated proposals and their implementation in the operations of the office appears to be a valid measure of citizen influence.

b. Impact of the Committee Citizen Participation Mechanism on Citizen Influence

(1) Police

The committee operates in the citizen participation system model by forwarding proposals to the police bureaucracy for implementation in the police subsystem. No studies are available indicating the incidence of implementation of citizen proposals. A study of the San Francisco experience indicated adoption of many citizen platforms, though they were in the nature of upward bound programs and neighborhood youth centers and did not concern more controversial and orthodox police policies (8).

By their very nature, citizen advisory boards were given no budgetary allotments nor power to determine overall police budgetary structure. Staff time expended by the police was limited to meetings with citizens.

(2) Corrections

Advisory committees may directly impact upon program decision-making through policy implementation. Volunteers may suggest recommendations to professional staffs for consideration and implementation. Virtually no research has been addressed to the effects of citizen participation in decision-making in correctional work. One study described a citizen committee's implementation of correctional programs (35). Generally, citizen involvement is limited to planning and operationalizing volunteer programs. A survey of correctional literature noted that volunteers have a close working relationship with professionals (26). A questionnaire

survey of volunteers addressed the issue of "what change is there in staff discussion and consideration of volunteer suggestions regarding probational work?" Respondents indicated a high probability of staff consideration of their ideas (33). These same volunteers noted a harmony and closeness in their relationships with both supervisors and professional staff.

c. Impact of the Administrative Procedure Citizen Participation Mechanism on Citizen Influence

(1) Police

The citizen review boards in Philadelphia, New York, and Rochester had no formal power to decide cases (23). However, numerous commentators have indicated that citizen decisions regarding disciplinary action were nearly always followed (9, 10, 14, 19). In addition, citizen proposals regarding handcuffs, mistreatment of prisoners at station houses, and discourteous treatment to citizens making inquiries into police misconduct were all implemented in Philadelphia (19).

All citizen boards suffered from lack of budgets for independent staffs (10), and from lack of publicity concerning the operations and decisions of the board (1, 7, 9, 19).

Staff time from the police department was limited in the New York, Rochester, and Washington experiences (23). The Philadelphia board received more staff assistance at certain times of its existence, depending upon the wishes of the mayor and police officials (3, 9, 19).

Civilian review boards, often mandated by the mayor or city council, were entirely dependent on their granting authority for staff time and budgets. Board power seemed to be manifested in the case of adjudicating individual complaints, but it must be noted that these recommendations were received by police officials who were favorably disposed toward civilian participation.

3. Program Performance Related Outcomes: Analysis

a. Operational Measures of Program Performance

(1) Police

Police performance is best measured by: (1) the degree of satisfaction citizens have with police practices; (2) the amount of meaningful information disseminated to the public concerning crime and police efforts; (3) the crime and arrest rates; and (4) police attitudes toward the citizenry as evidenced through incidence of misconduct charges and convictions.

(2) Corrections

The impact of citizen/volunteer involvement upon the correctional municipal subsystem is described in terms of a variety of measures. Offender satisfaction with rehabilitation/educational/re-entry programs indicates program performance as viewed by the people for whom they serve. Recidivism rates of offenders who have experienced programs with volunteers provide a hard, factual data measure indicating program success. Volunteer commitment and career introduction are valuable parameters of program performance in interesting and retaining citizens in these programs. Various efficiency indicators, such as amount of personal contact with offenders, breadth of services, and reduction in costs of programs are pragmatic general measures of a program.

(3) Legal Services

A major program objective of legal services is maximization of client usage. Thus access of clients to the legal services office, and satisfaction with these services, are key measures of program performance. Given the limited amounts of federal funding and increased client usage, staff productivity in meeting caseload demands is a third measure of performance.

CONTINUED

1 OF 2

b. Impact of the Committee Citizen Participation Mechanism
on Program Performance

(1) Police

Citizen advisory boards, made up of police and citizens, meet together to discuss policing problems. The citizens who participate on such boards and the publicity these boards receive serve to disseminate information regarding police practices to the community at large. The policemen who participate in these discussions carry their observations and perceptions back to the police department and its members in hopes of sensitizing them to the concerns of the public.

The most notable attempts in implementing citizen advisory committees have been in St. Louis, San Francisco, New York, Cincinnati, and Houston (2, 23). Program administrators feel that satisfaction and appreciation for current police activities does increase. However, these committees have usually been made up of citizens who are not in opposition to police practices to begin with, such as local businessmen, civic leaders, and the clergy.

A Michigan State survey concluded that "all current programs have failed to reach the very segments which are in conflict with the police" (23). Compounding this shortcoming is the fact that noncontroversial topics predominate at these meetings. Police moderators have been found to become hostile when queried on controversial police practices such as "stop and search" in black neighborhoods or alleged harassment of certain youth.

Limited evidence suggests that police attitudes experienced positive changes regarding the public (8, 15). However, no evidence is available to indicate that these changes led to fewer civilian complaints and disciplinary actions against officers, or whether crime rates declined after these meetings.

(2) Corrections

Committees most directly affect the programmatic aspects of correctional services by instituting volunteer programs which aid the professional staffs in implementing their services. No data have yet become available which measure offender perceptions of the quality and quantity of correctional programs with or without volunteer participation.

A study by Judge Burnett of Denver validly concludes that recidivism rates are lowered in probational programs utilizing volunteers (29). Similar conclusions have been reached in less scientific attempts at exploring this relationship (38, 42, 43, 44).

Two studies have focused on volunteer commitment to the correctional process (33, 43). They conclude that a majority of volunteers are dedicated workers whose attitudes toward their work impacts positively on the effectiveness of correctional work. Less significant evidence is available that volunteer programs serve as a mechanism for recruiting dedicated professional corrections employees (26, 37).

All available evidence suggests that volunteers expand the breadth of probational services and resources (33, 35, 37, 46). A very recent review of this subject concluded that "mounting evidence (is available) that indigenous non-professionals can provide productive services--they (volunteers) frequently were able to intervene in cases where probation staff officers might have encountered problems" (27). Numerous articles have described the major impact of volunteers upon probational work as increasing professional/volunteer-offender personal contact and decreasing the caseload burden per professional (35, 37, 40, 54). Two quite valid research efforts have noted that volunteer utilization reduces the length of the probational period for offenders, reduces the cost of such services

per offender, and aids in the accumulation of empirical data concerning successful probational work (26, 55).

Evidence of the impact of citizen participation in prison and court observer programs is less plentiful. All the studies of prison volunteer involvement, particularly those in North Carolina and Bucks County, Pennsylvania, are rather subjective appraisals of the benefits of citizen work (27, 31, 42, 47). The one moderately valid research analysis of court observer programs forcefully concludes that fewer juveniles are adjudicated delinquents when court observers are present in the courtroom (37).

Although a recent survey of research efforts in this area commented that "the field of volunteer training and impact remains virtually unexplored" (51), all indicators are that the use of citizens in the correctional system will result in some degree of positive programmatic effect. As outlined in Table 7B, evidence conclusively shows that volunteers expand the professional services of probational programs, and less strongly demonstrates that committees reduce recidivism rates and increase citizen involvement and interest in corrections.

(3) Legal Services

The governing board affects program performance by establishing major policy decisions for the operation of the office, which in turn attempts to meet the needs of the indigent. A survey taken of users of two neighborhood legal services systems indicated that client perceptions of ease of accessibility and satisfaction with services was somewhat greater in the city with more active citizen involvement on the board (59). An evaluation of the use of legal service assistants in ghetto legal service offices in New York City concluded that these paraprofessionals enabled the office to reach certain types of cases more quickly and freed

TABLE 7A

SUMMARY OF FINDINGS RELATED TO PROGRAM PERFORMANCE - POLICE

Findings	Strength	Sources	Comments
1. Citizens are more satisfied with the police when committees are present.	Weak	2,23	
2. Committees increase the dissemination of information on police activities to the public.	Weak	23	
3. Police attitudes toward the public become more positive through the use of committees.	Weak	8	
4. Civilian review boards increase information dissemination of police activities to the public.	Weak	13,23	
5. Civilian review boards aid in decreasing crime.	Weak	17	

TABLE 7B

SUMMARY OF FINDINGS RELATED TO PROGRAM PERFORMANCE - CORRECTIONS

	Findings	Strength	Sources	Comments
1.	Recidivism rates are lower when volunteers are involved in probational programs.	Moderately Strong	21,38,42,43,44	
2.	Volunteer programs overseen by committees increase citizen interest in correctional programs.	Moderately	26,33,37,43	Volunteers, however, often are interested in programs prior to their participation in program.
3.	Volunteers expand the breadth of probational services.	Very Strong	26,27,33,36,37,40,46,54,55	

TABLE 7C

SUMMARY OF FINDINGS RELATED TO PROGRAM PERFORMANCE - LEGAL SERVICES

	Findings	Strength	Sources	Comments
1.	Client satisfaction and accessibility to legal services increase with citizen involvement.	Weak	59	
2.	Staff productivity increases with the use of paralegals.	Weak	60,61,62	

lawyers for the more demanding aspects of case preparation (60). An exploratory case study evaluation of the effectiveness of paralegals in public defender programs agreed that the major contribution of paralegals was to increase the speed of disposition of cases, while case productivity and favorable case outcomes marginally increased (62).

The implications of the results of these research efforts in evaluating committee impact on program performance must be limited. This data represents exploratory studies concerning a subject that has not been critically evaluated thus far (see Table 7C). All the studies cited suffer from experimental research design and validation shortcomings.

c. Impact of the Administrative Procedure Citizen Participation Mechanism on Program Performance

(1) Police

Citizen review boards hear complaints by citizens, oversee an investigation, and recommend disciplinary action. Citizens thus have a mechanism for ensuring satisfaction with police practices. Since the decisions of the board directly affect the department, police should theoretically become more sensitive to public concerns and perform their duties with a high degree of professionalism. No evidence was found concerning the degree of change in the satisfaction of the public concerning police practices because of the existence of a citizen review board.

All citizen review boards suffer from lack of publicity (23). However, a comparison of the Philadelphia and New York boards indicates that minorities and indigents were overrepresented as plaintiffs in board cases (13). Thus, the boards appear to be reaching the segment of the population most in need of recourse to a hearing.

Most police organizations appear to be negative toward the operation of citizen review boards. While no data has been collected measuring

the impact of these boards on the morale and attitudes of the department, a study has shown that police departments are split over the impact of internal disciplinary hearings on attitude and morale (11).

Philadelphia, which has had a civilian review board for many years, has had the highest proportion of arrests for major crimes among the ten largest U.S. cities, and the lowest crime rate of the five largest cities. In 1966, when the national crime rate rose 8%, Philadelphia's rate declined 5% (17). However, despite the existence of boards in Rochester and Philadelphia, both cities experienced riots along with other major cities which did not have boards.

d. Impact of the Judicial Procedure Citizen Participation Mechanism on Program Performance

(1) Police

Citizens may institute a tort action in a State Court, or in a Federal Court under section 1983 of the Civil Rights Act of 1971 following Monroe V. Pape. Tort actions are confined, however, to egregious police misconduct, are slow and expensive, and affect only the individual defendant (19). Criminal actions in a State Court require a high burden of proof (beyond a reasonable doubt) and bad faith on the part of the officer. Federal Court actions, since the Screws V. U.S. holding, are limited to cases where the policeman intended to deprive the plaintiff of a constitutional right. No study has attempted to measure the impact of these judicial procedures on program performance.

4. Citizen Attitude Related Outcomes: Analysis

a. Operational Measures of Citizen Attitudes

(1) Police

Attitudes citizens toward police are best ascertained by exploring the questions concerning: (1) their trust of the police; (2) their feelings of power over the police; and (3) their feelings

of alienation toward the police.

(2) Corrections

Attitudes of offenders regarding authority and hostility and antisocial measures are significant, scientifically quantifiable indicators of attitudinal issues. Volunteers' perceptions of the role, goals and efficiency of the correctional process are major attitudinal measures of correctional workers. The degree of dispersion of these attitudes to the community, presumably measured through a survey technique, is a supplementary indicator of community attitudinal change.

(3) Legal Services

Perceptions of control over one's destiny, perceptions of the ability to use the legal adversary process to one's advantage, and feelings of alienation toward society in general are all valid attitudinal measures relating to attitudinal changes among indigents and their contact with the legal services program.

b. Impact of the Committee Citizen Participation Mechanism on Citizen Attitudes

(1) Police

Citizens on the advisory committees may undergo attitudinal changes through their experiences in the group. The citizenry of the locality who are not on committees may undergo similar changes through their contact with committee-member-citizens and through knowledge of the program. All relevant studies on this subject indicated that some positive attitudinal changes take place among committee members. The San Francisco Police Department program included neighborhood committees which fed into larger committees. Black leaders in the community indicated that they had more favorable attitudes toward police (8). A Michigan study found that a trust relationship developed during these meetings (15, 20, 22).

A less experimentally valid study noted that two-thirds of the participants changed their attitudes more favorably toward the police, while only 5% experienced more negative feelings (2). No data was found noting general attitude changes in the community for non-participants of such committees. This would seem to indicate that to the extent citizen committees induced positive reactions, it was limited to individual participants.

Table 8A presents the findings, with sources, regarding citizen attitude outcomes.

(2) Corrections

Committees affect citizen attitude related outcomes through the implementation of volunteer programs which emphasize volunteer-offender relationships. These contacts serve as the prime mechanism for attitudinal change among the participants and the offenders. Attitudinal changes are then disseminated to the community-at-large through participants in their daily associations.

Commentators have long urged that the use of volunteers (both non-professionals and ex-offenders) significantly impacts on offender attitudes since volunteers bridge the social distance between professionals and offenders. Thus, volunteers are more easily able to establish trust relationships with offenders and effectuate modification in convicts' feelings toward authority (27, 53). One major case study noted significant changes in offender attitudes and moral values through the use of volunteers (38) while another study reported mixed results (14). A highly valid quasi-experimental case comparison explored the attitudinal changes of probationers in two courts. Both probational programs had the same caseload burdens and same budgetary allotments, but only one court used volunteers. Each probationer was tested for hostility, belligerence and

antisocial attitudes during probation. Seventy-seven percent of the offenders in the volunteer court showed improvement, while only 10% experienced positive attitudinal progress in the other court. A less scientifically significant study concluded that "ex-cons (as volunteers) help delinquent youth--an interesting result of the program was that its maximum effectiveness was felt by the most alienated boys (delinquents)--boys so distrustful of authority that they cannot bring themselves genuinely to accept placement have often become leaders in the program" (35). Studies of attitudinal change in delinquents as measures by perceptions of parents have been inconclusive (34, 45).

Correctional involvement of volunteers has been encouraged since citizens may revise their feelings toward offenders in a positive direction. Two studies have noted favorable changes in volunteer perceptions to correctional work (29, 41). One of these analyses indicated that two-thirds of the volunteers underwent such attitudinal modifications (29). These favorable perceptions were manifested in a survey of volunteer perceptions of the goals of correctional work. Rehabilitation and changing community attitudes were ranked ahead of protecting society and punishing criminals (29).

A survey of volunteers' recruitment efforts to encourage other citizens to participate in correctional programs indicated that 70% of the volunteers actively sought to introduce friends to the program (29). Other studies have similarly concluded that volunteers will spread positive feelings regarding corrections to the community (25, 37, 55). No major analysis has been undertaken to specifically measure general community perceptions toward offenders re-entering society.

Good research, though limited in amount, seems to indicate that both offenders and volunteers undergo positive attitudinal changes through

the utilization of citizen programs, as noted in Table 8B. The extent of these positive changes, however, remains unexplored. While a sound theoretical argument can be made that these attitudinal changes are dispersed to the non-volunteer community members, and while the limited evidence is in accord, more research is needed in exploring community attitudinal variances. ¹

(3) Legal Services

Committees may impact on attitudinal aspects of citizens in four distinct manners: (1) committee members may feel they have greater control of their destiny and the legal process by participating on the board, as well as feeling a decrease in alienation toward society's leaders as they work together on program issues; (2) participants in paraprofessional programs may experience positive changes similar to those of committee members; (3) users of the services (clients) may experience such attitudinal changes from using legal services whose delivery was enhanced because of committee input; and (4) non-users of the services (eligible indigent clients) may undergo positive attitudinal changes because of the knowledge of the workings of the committee and their citizen programs. No empirical research has been published to date attempting to evaluate the citizen attitude related outcomes connected with the delivery of legal services to indigents.

c. Impact of the Administrative Procedure Citizen Participation Mechanism on Citizen Attitudes

(1) Police

While citizens on a citizen review board may undergo changes of attitude toward the police, the feelings of individual plaintiffs and those of the general populace may also be affected. Those articles reviewed which concern attitudinal changes are divided. A study of citizen attitudes toward tactical and normal patrols concluded that direct police

TABLE 8A

SUMMARY OF FINDINGS RELATED TO CITIZEN ATTITUDES - POLICE

	Findings	Strength	Sources	Comments
1.	Committee members undergo positive attitudinal changes.	Moderately Strong	2,8,15, 20,22	Change more manifest when committee members are antagonistic initially.
2.	Civilian review boards yield positive attitudinal changes	Very Strong	3,5,10, 11,12,13, 16,18,19, 23	

TABLE 8B

SUMMARY OF FINDINGS RELATED TO CITIZEN ATTITUDES - CORRECTIONS

	Findings	Strength	Sources	Comments
1.	Offender attitudes undergo positive changes through committee programs utilizing volunteers.	Very Strong	27,35,38, 44,55	Some evidence suggests that greatest change occurs when ex-offenders are used as volunteers.
2.	Volunteer attitudes toward offenders and correctional work become more positive through the use of committee programs.	Moderately Strong	29,41	
3.	The positive attitudes of volunteers (Finding 2) are disseminated to the general populace.	Moderately Strong	29,37,44, 55	

contact on the street is the most important element of citizen feelings toward the police (4). Police commentators have noted that review boards may reduce police-citizen tensions, though conclusive statistical evidence is lacking (10, 11, 13, 16, 23). Others have argued that the existence of citizen review committees would be a valuable safety valve in times of crisis (5, 18, 23), although Philadelphia experienced rioting equal to that of other cities despite the existence of a review board (12). Two arguments have been advanced against the utility of civilian review boards in changing citizen perceptions toward the police. The Philadelphia board experienced problems in appearing as an independent board, and not merely as a rubber-stamp mechanism for police behavior (3). The citizen board hearing process places the citizen in an adversary position to the individual police defendant, which may heighten ill feelings (19). While conclusive statistical evidence bearing on this relationship is scarce, civilian boards apparently do decrease negative feelings toward police.

VI. POLICY ANALYSIS

A. Effects of Citizen Participation on the Municipal Legal Service System

1. Utility of Committees

a. Police

Citizen committees appear to be a valuable mechanism in impacting on citizen attitude related outcomes. These group encounters lead to feelings of trust by participants in the police, and consequently alienation toward law enforcement officials decreases. These committees may also be a vehicle for informal citizen influence in the police service subsystem. Concerted good faith efforts by citizens and police officials may lead to implementation of pilot programs or neighborhood-oriented programs dealing with specific social and economic issues of the locality. One should be careful not to view citizen committees as an immediate citizen power mechanism, as police will cooperate initially only on non-controversial projects. The trust and team building from these efforts may, however, allow citizens to eventually influence strategic police policy decisions.

b. Corrections

Committees affect correctional programs through the implementation of volunteer involvement, particularly in the probational process. Recidivism rates appear to decrease, community members (non-offenders) become actively involved in probational counseling, and overall program efficiency, scope, and breadth appear to increase. In addition, persuasive evidence exists that both volunteer participants and offenders undergo positive attitudinal modifications as a result of citizen involvement. The increased personal contact made possible by use of volunteers allows

professionals and volunteers to deal with offenders on an individual basis, thus alleviating the shortcomings of a program that is understaffed and cannot offer personalized services to offenders.

c. Legal Services

Committees seem to serve as a valuable mechanism in aiding the managing attorney in meeting the programmatic needs of the legal services operation. The utility of committees in addressing the citizen attitude and citizen influence related outcomes is unexplored and unknown.

2. Utility of Administrative Procedures

a. Police

Citizen review boards affect performance related outcomes by allowing minorities, indigents, and youth an access for redress against police short of civil or criminal suits. These categories of citizens have high crime rates and may be subject to police abuse. An effective review board would make police more aware of their duty to professional service to all sectors of society. These boards may be a vehicle for reducing police-citizen tensions. Properly publicized, well-run and staffed boards may transmit a feeling of power and authority to the citizenry in checking police abuse. Evidence suggests that civilian review boards have been manifestations of the most powerful and forceful decision-making inputs citizens have experienced in the police sector: citizens passing judgment on policemen and citizen plaintiffs.

B. Policy Recommendations

1. Police

Citizen advisory committees should be implemented in all cities. The citizen, as noted previously, undergoes a favorable attitudinal change toward police, and these committees may provide citizens with

a mechanism to influence police policy decision-making. Police officials taking part in such committee endeavors may become less hostile to citizen groups and may undertake to perform their daily duties in a more objective manner, free from excessive force, harassment and the like. The implementation of such committees must be accomplished with the full support of all policemen. It is suggested that as many police officers as possible take part in the program. A distinguished group of citizens advised Mayor Lindsay that "community relations is an integral part of all police work--improving community relations is a full time assignment of each man on the force--healthy community relations can only be achieved by inculcating an attitude throughout the force that will facilitate a creative rapport with the public" (23).

A wide spectrum of citizen participants is also necessary to disseminate attitudinal changes to the whole populace. Limiting committees to small, select groups of citizens invites the charge of co-optation. Committees must be localized and neighborhood-wide in scope to allow specific issues to surface. A city-wide committee, such as that employed in San Francisco, would serve as a central focus to discuss and lobby for proposals of each neighborhood, thereby enhancing citizen input in the decision-making process. Both police and citizens must be willing to carry on frank discussions, free from defensiveness toward current practices. Perhaps a neutral moderator, skilled in T-group encounters, could serve to direct initial discussions in the hope of creating a trusting relationship among participants.

A policy decision to implement a citizen review board must carefully balance the possible consequences of such actions. A municipal policy-maker advocating such a board faces immediate criticism from his

police force and police union. Evidence is inconclusive as to whether such boards will ameliorate or heighten police-citizen tensions. Indigents, minorities, and youth tend to be overrepresented as plaintiffs, and disciplinary action against officers may result in either hostile reaction toward these groups or a feeling that inaction is best, lest an officer be disciplined. An effective board, however, would serve a valuable function of presenting to the public a responsive police policy of citizen review and decision-making authority.

The available evidence strongly suggests that citizens should attempt to implement civilian review boards. Such a grievance mechanism offers citizens an alternative to civil or criminal suits. Past boards have judged complaints quite objectively and have seen their recommendations followed. Citizens should note, however, that poor staffing and small budgets will seriously impede the responsiveness of the board to individual complaints, as well as reduce any positive publicity. Lack of public recognition of the board in turn reduces knowledge of the availability of the grievance procedure and also limits citizens' perceptions of their input into the police authority structure.

2. Corrections

Based on the evidence discussed, both the municipal policy-maker and the citizenry should advocate that citizen advisory boards oversee volunteer programs (47, 49). Several important factors must be considered in the formulation and implementation of volunteer programs: (1) Professional staff must support the volunteer programs (32, 36). Professional advocacy of citizen involvement increases the effectiveness of volunteers, by guiding volunteers and dispersing valuable information to volunteers. In addition, professionals who are in sympathy with citizen programs will most likely aid the program's success. (2) Recruitment of volunteers should

be expanded, particularly in broadening minority group and ex-offender participation (24, 26, 27, 31, 33, 43, 45, 53). Minorities and ex-offenders can easily relate to the attitudinal perceptions of offenders, and focus on individual offender concerns. (3) Volunteers must be selectively screened (26, 31, 39, 43, 53). Volunteers with positive attitudes toward correctional work, who have deep interests in correctional problems, and who make a commitment of time and effort lead to programs which do not have a high turnover of volunteer personnel and will substantially aid in resolving offender problems (4). The effective use of volunteers is singularly dependent on thorough orientation and training sessions, supervision of volunteer work, and communication and discussion among volunteers and between volunteers and professionals (24, 26, 29, 31, 33, 34, 39, 42, 43, 53, 56).

Orientation sessions emphasizing the nature of offender attitudes and the American legal system allow volunteers to become familiar with the issues they will face in working with offenders. Supervision and communication provide professional insights which can be adapted to volunteer work, aid in developing volunteer/professional relationships, and allow common problems with offender work in the program to surface.

Funding appears to pose minimal problems to the task of volunteer involvement. Budgetary constraints would most significantly affect the professional time allotment in the training and supervising of volunteers (26, 38). Two additional program features, heretofore limited in application, are an evaluation of volunteers' effects on program performance and an analysis of citizen attitude related outcomes as a result of volunteer participant recommendations (24, 26, 33).

3. Legal Services

Citizens and legal services administrators should attempt to

maximize citizen involvement on committees and advisory boards of legal services programs. Administrators should favor citizen participation for the principal reason that programmatic aspects of the delivery system can only be enhanced through citizen input. This commentator has vigorously argued elsewhere that current administrative practices in legal service programs suffer from a lack of client input and feedback (61).

Citizen interest in participating in the operation of the legal service system is obvious. Aside from enhancing the quality and efficiency of the services, citizen input, specifically in the form of paraprofessional programs, is a valuable form of training. The risks of adversary attitudinal effects due to indigent citizen-administrator disagreements on the operation of the advisory board seem minimal.

Both administrators and citizens should strive to have a locally representative group of indigents participate. Ethnic, racial, and lingual characteristics of the target population should be determinative factors in selecting citizens to sit on the advisory board.

VII. FUTURE RESEARCH

A. Police

Little systematic analysis has been undertaken to measure attitude and satisfaction changes among participants on committees and review boards. A research design could measure citizen attitudes (of both participants and nonparticipants) toward current police services and toward the "police" before and after the implementation of citizen participation mechanisms. Similarly, police perceptions of the citizenry, minorities, youth, and indigents could be measured prior to and following citizen participation programs.

Citizen influence could easily be measured by noting the number of committee recommendations actually implemented (in the case of review boards, disciplinary action taken).

Most commentary noting satisfaction and attitude modifications of police and citizens due to citizen participation has been written by strong advocates of their respective positions. These validity problems can be curbed through use of standardized attitudinal tests, administered before and after citizen involvement. To control for external forces, such as a national crisis manifested by rioting, similar tests can be administered in other localities which do not have citizen participation mechanisms. Various factors which may alter city comparisons must also be acknowledged and limited as much as possible: (1) ethnic, racial, and economic composition of the citizenry and the police force; and (2) political (mayor, police chief) pressures and attitudes toward police work and citizen involvement.

B. Corrections

Dr. Ivan H. Scheier, in an address to a conference on volunteers in

juvenile delinquency, stated that researchers must evaluate volunteer programs in corrections work, and must investigate how to improve their workings (24).

Research gaps exist in the evaluation of the effects of volunteers in corrections. Specifically, offenders' perceptions and attitudes toward correctional programs and community attitudes toward parolees, with or without volunteer involvement, remain unexplored. The amount of volunteer input in correctional service decision-making, and its effect, must also be analyzed.

Turning to the research needs in improving the work of volunteers, many specific relationships must be researched. Among the questions to be explored are: which programs made what kind of impact on which individuals, which probationers are most receptive to volunteers, which volunteers are most effective, and what types of in-house evaluation measures may aid in the effectiveness of correctional work (25).

Research efforts must attempt to reach a high degree of internal validity. Surveys and rating scales are sound methodological measuring devices. As noted in an article on this subject, sampling procedures and random assignments of prisoners and volunteers to control groups and subject groups are frequent pitfalls in research efforts.

Perhaps the key to future involvement of volunteers in corrections is the successful communication and feedback of valid research efforts and subjective appraisals of volunteer programs by professionals and volunteers. Conferences, university staff support, and foundation and public funding would all aid in this effort.

C. Legal Services

Future research attempting to measure the impact of citizen involvement on program performance and citizen attitude related outcomes can best

be undertaken by implementing a survey methodology (53). A questionnaire administered to indigents before and after their use of legal services could measure client satisfaction and attitudinal changes attributable to the program. A comparison of survey results between cities with varying degrees of citizen involvement would illuminate any correlation between the citizen participation mechanism and program satisfaction, as well as attitudinal modifications. Similar measures could be administered to actual advisory board members and participants in paraprofessional programs.

ANNOTATED BIBLIOGRAPHY

The bibliography accompanying this monograph has been designed to provide the reader with a maximum amount of information in a concise format.

The bibliography is organized into four general classes of literature:

- Published Books
- Published Articles
- Governmental Reports, Research Reports, Monographs, and Dissertations
- Governmental Statutes, Regulations, Guidelines, and Legal Briefs.

Each reference is organized alphabetically within an appropriate class of literature; all items are numbered sequentially.

The six items of information provided with each reference (where appropriate) cover the following topics:

1. Source: Type of literature, e.g., article, dissertation, etc. Full bibliographic reference.

2. Municipal Service System: Either Police; Corrections (Courts, Probation, Prisons); or Legal Services.

3. Type of Citizen Participation Mechanism: One or more of the following -

- (1) Committees
- (2) Administrative Procedures
- (3) Judicial Procedures

4. Municipal Service System Outcomes Addressed in the Reference

Citation: One or more of the following -

- (1) Citizen Influence
- (2) Program Performance
- (3) Citizen Attitudes

5. Classification of Study: One of the following for each citation -

- (1) Experimental
- (2) Quasi-Experimental
- (3) Non-Experimental

6. Results of Validation Analysis: One of the following for each citation -

- (1) Highly Valid
- (2) Moderately Valid
- (3) Weakly Valid

POLICE

PUBLISHED BOOKS

None

PUBLISHED ARTICLES

1. 1. Article
Barton, Peter G., "Civilian Review Boards and the Handling of Complaints Against the Police," University of Toronto Law Journal, Vol. 20, 1970, pp. 448-469.
 2. Police
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 4. Citizen Influence
 5. Quasi-Experimental
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2. 1. Article
Bell, Robert L.; Cleveland, Sidney E.; Hanson, Philip G.; O'Connell, Walter E., "Small Group Dialogue and Discussion: An Approach to Police-Community Relationships," The Journal of Criminal Law, Criminology and Police Science, Vol. 60:2, 1969, pp. 242-246.
 2. Police
 3. Committee
 4. Program Performance; Citizen Attitudes
 5. Non-Experimental
 6. Weakly Valid
3. 1. Article
Beral, Harold; Sisk, Marcus, "The Administration of Complaints by Civilians Against the Police," Harvard Law Review, Vol. 77, 1964, pp. 499-519.
 2. Police
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4. 1. Article
Bordua, David; Tifft, Larry, "Citizen Interviews, Organizational Feedback and Police-Community Relations Decisions," Law and Society Review, Vol. 6:1, 1971-72, pp. 155-182.
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 5. Quasi-Experimental
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5. 1. Article
Bray, Robert J., Jr., "POLICE - Philadelphia's Police Advisory Board - A New Concept in Community Relations," Villanova Law Review, Vol. 7:4, Summer, 1962, pp. 656-673.

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6. 1. Article
Brown, Lee P., "Dynamic Police-Community Relations at Work,"
The Police Chief, Vol. 35, April, 1968, pp. 44-50.
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 5. Non-Experimental
 6. Weakly Valid
7. 1. Article
Committee on Civil Rights, "Civilian Complaints Against the Police,"
New York County Bar Bulletin, Vol. 22, 1964-65, pp. 228-236.
2. Police
 3. Committee
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 5. Non-Experimental
 6. Moderately Valid
8. 1. Article
Condlin, Robert J., "Citizens, Police and Polarization: Are Per-
ceptions More Important than Facts?" Journal of Urban Law, Vol.
47:2, 1969-70, pp. 652-672.
2. Police
 3. Committee
 4. Program Performance; Citizen Attitudes; Citizen Influence
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9. 1. Article
Coxe, Spencer, "The Philadelphia Police Advisory Board," Law in
Transition Quarterly, Vol. 2, Summer, 1965, pp. 179-185.
2. Police
 3. Committee; Administrative Procedure
 4. Citizen Attitudes; Citizen Influence
 5. Non-Experimental
 6. Moderately Valid
10. 1. Article
Coxe, Spencer, "Police Advisory Board: The Philadelphia Story,"
Connecticut Bar Journal, Vol. 35:1, March 1961, pp. 138-155.
2. Police
 3. Committee; Administrative Procedure
 4. Citizen Attitudes; Citizen Influence
 5. Non-Experimental
 6. Highly Valid

11. 1. Article
Dempsey, Robert R., "Police Disciplinary Systems," The Police Chief, Vol. 39, May, 1972, pp. 52-56.
 2. Police
 3. Committee
 4. Program Performance; Citizen Attitudes
 5. Non-Experimental
 6. Moderately Valid
12. 1. Article
Hudson, James R., "Police Review Boards and Police Accountability," Law and Contemporary Problems, Vol. 36, Autumn, 1971, pp. 515-538.
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 3. Committee; Administrative Procedure
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 5. Quasi-Experimental
 6. Moderately Valid
13. 1. Article
Hudson, James R., "The Civilian Review Board Issue as Illuminated by the Philadelphia Experience," Criminologica, Vol. 6:3, November 1968, pp. 16-29.
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14. 1. Article
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 3. Committee; Administrative Procedure
 4. Citizen Influence
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15. 1. Article
Johnson, Deborah; Gregory, Robert J., "Police-Community Relations in the United States: A Review of Recent Literature and Projects," The Journal of Criminal Law, Criminology and Police Science, Vol. 62:1, March, 1971.
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 4. Program Performance; Citizen Attitudes
 5. Non-Experimental
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16. 1. Article
Murphy, Ralph, "Civilian Review Boards in Review," Criminal Law Bulletin, Vol. 2:8, 1966, pp. 3-10.
 2. Police
 3. Committee
 4. Program Performance
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 6. Moderately Valid

17. 1. Article
Nef, Aryeh, "Civilian Review Boards - Another View," Criminal Law Bulletin, Vol. 2:8, October 1966, pp. 10-18.
 2. Police
 3. Committee
 4. Program Performance
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 6. Weakly Valid
18. 1. Article
Norris, Harold, "Constitutional Law Enforcement is Effective Law Enforcement: Toward a Concept of Police in a Democracy and a Citizens' Advisory Board," University of Detroit Law Journal, Vol. 43:2, December 1965, pp. 203-234.
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 4. Program Performance
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 6. Weakly Valid
19. 1. Article
Olson, Robert W., "Grievance Response Mechanisms for Police Misconduct," Virginia Law Review, Vol. 55:5, June 1969, pp. 909-951.
 2. Police
 3. Committee; Administrative Procedure; Judicial Procedure
 4. Program Performance; Citizen Attitudes; Citizen Influence
 5. Non-Experimental
 6. Weakly Valid
20. 1. Article
Schwartz, Ira M., "Volunteers and Professionals: A Team in the Correctional Process," Federal Probation, Vol. 35:3, 1971, pp. 40-46.
 2. Police
 3. Committee
 4. Citizen Attitudes
 5. Quasi-Experimental
 6. Weakly Valid
21. 1. Article
Trojanowicz, Robert C., "Police-Community Relations," Criminology, Vol. 9:1, May, 1971, pp. 401-423.
 2. Police
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 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
22. 1. Article
Allen, Robert, et al., "Conflict Resolution - Team Building for Police and Ghetto Residents," Criminology, Vol. 60:2, 1969, pp. 251-255.
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 4. Citizen Attitudes
 5. Quasi-Experimental
 6. Moderately Valid

GOVERNMENTAL REPORTS, RESEARCH REPORTS, MONOGRAPHS, AND DISSERTATIONS

23. 1. Governmental Report
President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (U.S. Government Printing Office, Washington, 1967).
2. Police
 3. Committee; Administrative Procedure; Judicial Procedure
 4. Citizen Attitudes; Program Performance
 5. Quasi-Experimental
 6. Moderately Valid

GOVERNMENTAL STATUTES, REGULATIONS, GUIDELINES, AND LEGAL BRIEFS

None

CORRECTIONS

PUBLISHED BOOKS

None

PUBLISHED ARTICLES

24. 1. Article
Arkansas Rehabilitation Research and Training Center, Institute on Research With Volunteers in Juvenile Delinquency (University of Arkansas, 1970).
2. Corrections
 3. Committee - Volunteer
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
25. 1. Article
Arffa, Marvin S. (ed.), Volunteer Administration, Vol. VI:2, June, 1972.
2. Corrections - Courts/Probation
 3. Committee - Volunteer
 4. Citizen Attitudes
 5. Non-Experimental
 6. Weakly Valid
26. 1. Article
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2. Corrections - Probation
 3. Committee - Volunteer
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 6. Moderately Valid

27. 1. Article
Beless, Donald W.; Pilcher, William S.; Ryan, Ellen Jo, "Use of Indigenous Non-professionals in Probation and Parole," Federal Probation, Vol. 36:1, March, 1972, pp. 10-15.
 2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance; Citizen Attitudes
 5. Non-Experimental
 6. Moderately Valid
28. 1. Article
Bixby, F. Lovell, "A New Role for Parole Boards," Federal Probation, Vol. 34:2, June, 1970, pp. 24-28.
 2. Corrections - Probation
 3. Committee
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
29. 1. Article
Burnett, William, "The Volunteer Probation Counselor," American Judicature Society Journal, Vol. 52:7, 1969, pp. 285-289.
 2. Corrections - Probation
 3. Committee - Volunteer
 4. Citizen Attitudes
 5. Quasi-Experimental
 6. Moderately Valid
30. 1. Article
Burns, Jr., Henry, "Corrections - Past, Present, Future," Center for the Study of Crime, Delinquency, and Corrections, Vol. 33:2, June, 1969.
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31. 1. Article
Case, John D. (Warden), "Citizen Participation: An Experiment in Prison-Community Relations," Federal Probation, Vol. 30:4, December 1966, pp. 18-24.
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 3. Committee - Volunteer
 4. Program Performance

5. Non-Experimental
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33. 1. Article
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 4. Program Performance; Citizen Influence
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34. 1. Article
Horejsi, Charles R., "Attitude of Parents Toward Juvenile Court Volunteers," Federal Probation, Vol. 36:2, June 1972, pp. 13-18.
 2. Corrections
 3. Committee - Volunteer
 4. Citizen Attitudes
 5. Non-Experimental
 6. Highly Valid
35. 1. Article
Joint Commission on Correctional Manpower and Training, Perspectives on Correctional Manpower and Training, Vol. 1:1 (Washington, D.C., 1970).
 2. Corrections
 3. Committee - Volunteer
 4. Program Performance; Citizen Attitudes; Citizen Influence
 5. Non-Experimental
 6. Moderately Valid
36. 1. Article
Langley, Michael; Remkus, Joyce, "The Volunteer Court Observer - A Deterrent to Delinquency Labeling?" The Journal of Volunteers with Delinquents, Vol. 1, 1972.
 2. Corrections - Probation/Courts
 3. Committee - Volunteer
 4. Program Performance
 5. Quasi-Experimental
 6. Highly Valid
37. 1. Article
Lee, Robert J., "Volunteer Case Aide Program," Crime and Delinquency, Vol. 14:4, October 1968, pp. 331-335.
 2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance
 5. Non-Experimental
 6. Moderately Valid

38. 1. Article
Leenhouts, Keith J., "The Volunteer's Role in Municipal Court Probation," Crime and Delinquency, Vol. 10:1, January 1964, pp. 29-37.
2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance; Citizen Attitudes
 5. Non-Experimental
 6. Moderately Valid
39. 1. Article
Pooley, Richard C., "The Control of Human Behavior in a Correctional Setting," (Center for the Study of Crime, Delinquency and Corrections - Illinois), Vol. 1:1, pp. 1-27.
2. Corrections - Prisons
 3. Committee - Volunteer
 4. Citizen Attitudes
 5. Non-Experimental
 6. Weakly Valid
40. 1. Article
"Concerned Citizens and a City Criminal Court," Royal Oak Municipal Court Probation Department, Supplement, June 1969.
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 3. Committee - Volunteer
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
41. 1. Article
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 4. Citizen Attitudes
 5. Non-Experimental
 6. Weakly Valid
42. 1. Article
Sample, Edith, "Guidelines for the Volunteer Coordinator," Volunteer Training Project, Vol. 1:1, October 1972, pp. 1-14.
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 5. Non-Experimental
 6. Weakly Valid
43. 1. Article
Scheier, Ivan H., "The Professional and the Volunteer in Probation: An Emerging Relationship," Federal Probation, Vol. 34:2, June 1970, pp. 12-18.
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 3. Committee - Volunteer
 4. Program Performance

5. Non-Experimental
 6. Highly Valid
44. 1. Article
 Shelley, Ernest L., "Volunteers in the Correctional Spectrum: An Overview of Evaluation, Research, and Surveys," (National Information Center on Volunteers in Courts - Boulder, Colorado, September 1971).
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 4. Program Performance; Citizen Attitudes
 5. Quasi-Experimental
 6. Moderately Valid
45. 1. Article
 Sigurdson, Herbert, "Expanding the Role of the Non-Professional," Crime and Delinquency, Vol. 15:3, July 1969, pp. 420-429.
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 4. Citizen Attitudes
 5. Quasi-Experimental
 6. Moderately Valid
46. 1. Article
 Stein, Philip, "I'm Only One Person - What Can I Do?" Federal Probation, Vol. 34:2, 1970, pp. 7-11.
2. Corrections - Probation
 3. Committee - Volunteer/Paraprofessional
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
47. 1. Article
 Sterling, Joanne; Harty, Robert, "An Alternative Model of Community Services for Ex-Offenders and Their Families," Federal Probation, Vol. 36:3, September 1972, pp. 31-34.
2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
48. 1. Article
 Wells, Kathleen, "An Overview: Volunteer Training in Courts," (National Information Center on Volunteers in Courts) NCVTP Preliminary Publication #2, November 1969.
2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance
 5. Quasi-Experimental
 6. Weakly Valid

49. 1. Article
White, Robert J., "A Special Report of the Advisory Committee on Correction," (The Advisory Board of Correction), December 1971, pp. 1-6.
 2. Corrections - Prisons
 3. Committee
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
50. 1. Article
White, Robert J. and Advisory Committee, "The Annual Report on the Advisory Committee on Correction," 1970, pp. 1-26.
 2. Corrections - Prisons
 3. Committee
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
51. 1. Article
Wiser, Betty (ed.), "The Use of Volunteers in Courts in North Carolina: A Survey," Volunteer Training Project, 1972, pp. 1-19.
 2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance
 5. Quasi-Experimental
 6. Highly Valid
52. 1. Article
Wiser, Betty (ed.), "Seminar: Criminal Justice Volunteerism," Volunteer Training Project, 1972, pp. 1-66.
 2. Corrections
 3. Committee - Volunteer
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
53. 1. Article
Matthews, Charles V.; Rompler, Peter; Vandiver, Richard; Kiefer, George, Participation of Volunteers in Correctional Programs: An International Perspective (The Center for the Study of Crime, Delinquency and Corrections, 1969).
 2. Corrections - Prisons
 3. Committee - Volunteer
 4. Citizen Attitudes
 5. Quasi-Experimental
 6. Moderately Valid
54. 1. Article
Wells, Kathleen, Professionals Eye Volunteers: A Look at the System (NCVTP Preliminary Report #2B, July 1970).
 2. Corrections - Court/Probation
 3. Committee - Volunteer
 4. Program Performance

5. Quasi-Experimental
6. Highly Valid

GOVERNMENTAL REPORTS, RESEARCH REPORTS, MONOGRAPHS, AND DISSERTATIONS

55. 1. Governmental Report
Office of Law Enforcement Assistance Grant #300, Appendix - Empirical Data and Training Information (Texas Adult Probation Project, 1968).
 2. Corrections - Probation
 3. Committee - Volunteer
 4. Program Performance; Citizen Attitudes
 5. Quasi-Experimental
 6. Highly Valid
56. 1. Governmental Report
President's Commission on Law Enforcement and Administrative Justice, Task Force Report: Corrections (U.S. Government Printing Office, Washington, D.C., 1967).
 2. Corrections
 3. Committee - Volunteer
 4. Program Performance
 5. Quasi-Experimental
 6. Moderately Valid

GOVERNMENTAL STATUTES, REGULATIONS, GUIDELINES, AND LEGAL BRIEFS

None

LEGAL SERVICES

PUBLISHED BOOKS

None

PUBLISHED ARTICLES

57. 1. Article
Cantor, Alan, "Advantages and Methodology for Using Sublegals in the Law," Suffolk Law Review, Vol. 6:4, Summer 1972, pp. 1030-1043.
 2. Legal Services
 3. Committee - Paraprofessional
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid
58. 1. Article
Carrow, Milton M., "Mechanisms for the Redress of Grievance Against the Government," Administrative Law Review, Vol. 22:1, October 1969, pp. 1-37.
 2. Legal Services
 3. Committee
 4. Program Performance
 5. Non-Experimental
 6. Weakly Valid

59. 1. Article
Christodoulo, G.; Grainer, M.; Kuniholm, J.; and McMahon, C.,
"What Do Clients Think of OEO Legal Services?" Student Lawyer
(American Bar Association), November, 1973, pp. 27 on.
2. Legal Services
3. Committee
4. Program Performance
5. Quasi-Experimental
6. Highly Valid
60. 1. Article
Statsky, William P., "Paraprofessionals: Expanding the Legal
Service Delivery Team, Journal of Legal Education, Vol. 24:4,
1972, pp. 397-428.
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3. Committee - Paraprofessional
4. Program Performance
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6. Weakly Valid

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61. 1. Research Report
Ader, Mary, A Compilation of Materials for Legal Assistants and
Lay Advocates (National Clearinghouse for Legal Services, 1971).
2. Legal Services
3. Committee - Paraprofessional
4. Program Performance
5. Non-Experimental
6. Moderately Valid
62. 1. Research Report
Steil, I.; Hollister, John; Hoff, Bert; White, Richardson,
Paralegal Workers in Criminal Justice Agencies: An Explora-
tory Study (Blackstone Associates, Inc., 1973, Washington, D.C.).
2. Legal Services
3. Committee - Paraprofessional
4. Program Performance
5. Non-Experimental
6. Moderately Valid

GOVERNMENTAL STATUTES, REGULATIONS, GUIDELINES, AND LEGAL BRIEFS

None

APPENDIX A

Note on Bibliographic Search Procedures

Initial sources of published bibliographic citations included official governmental task force reports, the Index to Legal Periodicals, the Index to Periodicals (general), and topical indexes of the Harvard Law School Library, Harvard University Library System, Boston University Law School Library, Boston Public Library, and New England Law School Library.

Since much of the relevant literature regarding these topics consists of unpublished reports, secondary bibliographic sources were found. The author traveled to Washington, D.C. and examined bibliographies gathered by the U.S. Department of Justice, Law Enforcement Assistance Association (LEAA), and Citizens for Voluntary Action. LEAA computer - searched bibliographies under numerous topics, such as police, committees, citizens, etc. Citizens for Voluntary Action provided selective bibliographies by topics predetermined in their bibliographic scheme.

Many of these citations were of project reports, which were obtained by contacting each individual project staff.

Sources included published books; published articles, primarily in legal journals; governmental task force reports; consulting reports; project reports; transcripts of colloquia on relevant topics; and unpublished articles.

Each citation was examined to determine its applicability to the study goals of the project. Polemical and theoretical writings were excluded. Empirical studies were examined to determine whether the hypothesis under scrutiny would directly or indirectly add to the project's evaluation of citizen input in these programs.

In summary, most of the literature used in these papers relates to specific projects and is usually not noted in library bibliographies of published materials.

END