

National Institute of
Law Enforcement and
Criminal Justice

PROGRAM PLAN

FISCAL YEAR

1979

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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

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FOREWORD

The National Institute of Law Enforcement and Criminal Justice offers this program plan as a report to those who have a general interest in the research and development activities of the Institute and as a guide to potential grantees and contractors. The plan outlines the Institute's priorities for research in FY 1979 and beyond and spells out other Institute programs and projects to be carried out during the fiscal year.

The plan cannot answer all your questions, but we hope it offers the first step for a close working relationship between the Institute and criminal justice researchers and practitioners. The Institute staff welcomes further inquiry.

We recognize that the priorities discussed in this plan are not mutually exclusive, nor do they exhaust the possibilities for criminal justice research. We believe they do offer a rational framework for future research that reflects the major problems and needs of criminal justice, an appraisal of the existing knowledge, and identification of the gaps that must be filled before progress can be made.

The plan reports briefly on the progress made in each priority area. In some cases, the progress consists of a more precise definition of the problem and refinement of research issues. In other areas, where there is a significant accumulation of knowledge, progress is more substantive.

The long-range agenda receives continuing scrutiny by the Institute and its Advisory Committee. As part of that process, we encourage comments and suggestions from the criminal justice and research communities and from citizens and professional organizations.

Blair G. Ewing
Acting Director
National Institute of Law
Enforcement and Criminal Justice

September 1978

INTRODUCTION

The National Institute of Law Enforcement and Criminal Justice was created in 1968 as the research branch of the Law Enforcement Assistance Administration. Congress gave the Institute this broad mandate: "to encourage research and development to improve and strengthen law enforcement and criminal justice."

In fulfilling the mandate, the Institute identifies research needs, sets research objectives and priorities, develops and sponsors research and development projects, and applies research findings in the development of action programs to improve criminal justice. For the most part, projects are conducted by independent grantees and contractors, although the Institute also has a staff research program.

The Institute's mission encompasses both basic and applied research into all aspects of crime prevention and control and the administration of criminal justice. Although the Institute supports some research relating to juvenile delinquency, the primary responsibility for such work rests with LEAA's National Institute for Juvenile Justice and Delinquency Prevention. Given the scope of its mandate, Institute research projects necessarily involve many disciplines--the behavioral, social, biological, and physical sciences, the law, operations research, and systems analysis.

In addition to research and development, the Institute administers several other programs that fulfill legislatively assigned objectives:

- Evaluation of criminal justice programs;
- Design and field-testing of model programs based on promising research findings and advanced criminal justice practices;
- Training workshops for criminal justice practitioners in research and evaluation findings, and efforts to assist the research community through fellowships and special seminars;
- Operation of an international clearinghouse for criminal justice information, the National Criminal Justice Reference Service;
- Support for a science and technology program that tests and develops standards for equipment used by criminal justice agencies.

ORGANIZATION

The Institute's organizational structure reflects its wide ranging responsibilities as the research arm of a mission agency. The work of the Institute is carried out through four major offices:

The Office of Research Programs administers the Institute's basic, applied, and developmental research activities primarily through external grants and contracts, but also through limited in-house research projects. The Office includes the following divisions: Police, Adjudication, Corrections, Community Crime Prevention, and the Center for the Study of Crime Correlates and Criminal Behavior.

The Office of Research and Evaluation Methods administers methodological research and development activities. Most projects are conducted by grantees and contractors, but limited in-house research also may be carried out. Activities focus on research and evaluation measurement problems and systemwide research and evaluation problems in criminal justice.

The Office of Program Evaluation sponsors evaluations of selected programs primarily through an external grant/contract program, although it, too, maintains a small internal capability. Among the functions of the office are evaluation of selected LEAA-sponsored national programs and of State and local criminal justice initiatives.

The Office of Development, Testing, and Dissemination assures that Institute research and evaluation findings are disseminated and applied. The Office identifies and develops program models; designs and sponsors field tests; supports training workshops and information sharing; provides reference, dissemination, and information services; and tests and develops standards for major items of equipment used by criminal justice agencies.

The Office of the Director oversees the entire Institute program. Institutewide planning, analysis, and management functions are handled by a special unit created to foster a coordinated approach that builds on the results of past Institute research.

In developing its research objectives and setting priorities for both long-range and immediate research needs, the Institute relies on the counsel of its Advisory Committee of distinguished researchers and practitioners. (See inside front cover of this booklet for a list of Advisory Committee members.) The Committee meets three times a year with the Institute staff to review program and project plans in light of current needs and issues and to assist in formulating long-range goals.

LONG-RANGE RESEARCH AGENDA

In concert with the Advisory Committee, in 1977 the Institute developed a long-term research agenda, covering major issues to be addressed over the next five years.

In developing the agenda, the Institute was guided by the following:

- The Congressional mandate
- The priorities set by the Attorney General and the LEAA Administrator
- The judgments of the Institute's professional staff and the results of past research
- The recommendations of the Institute's Advisory Committee and other experts in the field
- The responses to a survey of criminal justice researchers
- The suggestions for research contained in the comprehensive State criminal justice and law enforcement plans.

During the planning process, the Institute staff examined the results of past research to discern fruitful areas for further inquiry. It carefully considered recommendations by knowledgeable groups such as the National Academy of Sciences.

From this process came a list of 10 broad topics, reflecting both basic and applied research needs:

- Correlates of crime and determinants of criminal behavior
- Violent crime and the violent offender
- Community crime prevention
- Career criminals and habitual offenders
- Utilization and deployment of police resources
- Pretrial process: consistency, fairness, and delay reduction
- Sentencing
- Rehabilitation
- Deterrence
- Performance standards and measures for criminal justice

As part of the Institute's planning process, the research priorities are periodically reviewed and refined in consultation with the Advisory Committee. In addition, the Institute annually surveys members of the research community; criminal justice practitioners; Federal, State, and local officials; and public interest groups to get their views on research proposed in the priority areas, as well as on other Institute activities planned for the forthcoming fiscal year.

THE FY 1979 PROGRAM PLAN

This booklet outlines both the long-range priorities of the Institute and the general areas of research and program activity proposed for fiscal year 1979. It is published as a general guide only. Detailed specifications, funding, deadlines, and application and review procedures for specific programs are set forth in program solicitations issued periodically throughout the fiscal year.

To ensure wide dissemination of information about funding opportunities, all Institute program solicitations are announced in the Federal Register. Each Federal Register notice contains either the full text or a brief description of the official program announcement and the name of the Institute staff member to contact for additional information. Researchers interested in applying for Institute funds are urged to watch for these notices. (The Federal Register is available on a subscription basis for \$5 a month or \$50 a year from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402).

The Institute also disseminates information on funding opportunities through its Research Bulletin, published from time to time throughout the year. (To receive copies of the Bulletin, please write: Research Bulletin, National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850).

Requests for proposals for competitive contracts are published in the Commerce Business Daily.

The Institute is authorized to enter into grants, cooperative agreements, and contracts with public agencies, institutions of higher education, private organizations, and individuals; as well as in-

teragency agreements with other Federal agencies. The particular funding mechanism used for each project depends upon the nature of the work to be performed. However, LEAA policy stipulates that profitmaking organizations are not eligible for Institute grants.

SOLICITED RESEARCH PROGRAM

Application and Review Procedures. Each program solicitation spells out the specific application and review procedures to be followed, and specifies the deadline. Generally, Institute solicitations call for submission of concept papers or preliminary proposals. The length may vary depending upon the topic, but concept papers usually should not exceed 20 pages. The paper should summarize the proposed study, including objectives, methodology, milestones and anticipated products, and the preliminary budget, and indicate the applicant's competence to perform the work proposed.

Based on a careful review of the concept papers, selected applicants are invited to submit full or final proposals. Requests for full proposals do not represent a commitment by the National Institute or LEAA to support a project. Final decisions on grant awards are made by the LEAA Administrator.

For projects in which the research objectives and issues are particularly well defined, the Institute may waive the concept paper stage and solicit full proposals.

Peer Review Process. The Institute uses the peer review process to ensure fair and knowledgeable evaluation of papers and proposals. For each solicitation,

the Institute obtains written reviews from in-house reviewers and at least two--and often three--outside experts drawn from the criminal justice and academic communities, research organizations, and private industry. Usually, reviews are obtained at the concept paper stage and again at the proposal stage.

Proposals are evaluated according to the criteria specified in the program solicitation. The specific method may vary from formal numerical rankings based on weighted criteria to narrative responses only or a combination of both.

In making decisions on grant awards, the Institute is guided by the recommendations of the review panel and by the following considerations:

- Compatibility with the Institute's legislative mandate.
- Relationship to the Institute's plan and priorities and to priorities set by the Attorney General and the LEAA Administration.
- Originality, adequacy, and economy of the research design and methods.
- Experience and competence of the principal investigator and staff.
- Probability of acquiring important new knowledge that advances the understanding of or the ability to solve critical problems relating to crime and the administration of justice.

UNSOLICITED RESEARCH PROGRAM

To ensure that creative approaches to criminal justice research issues are not overlooked, the Institute also sponsors an Unsolicited Research Program. In FY 1979, there will be two funding cycles for unsolicited research, each announced through a formal solicitation. The dead-

lines are December 31, 1978, and June 30, 1979. Approximately \$750,000 has been budgeted for unsolicited research in FY 1979, half to be awarded in each funding cycle. Grants normally range from \$10,000 to \$150,000 for research projects of up to two years' duration.

The kinds of research eligible for funding through the Unsolicited Research Program are:

- Small, individual research projects for which there are few alternative funding mechanisms;
- Research emphasizing innovative approaches to criminal justice;
- Basic or theoretical research on interdisciplinary subject areas relevant to criminal justice;
- Research not currently identified as priority or innovative approaches in priority areas for the Institute;
- Exploratory studies in criminal justice areas in which there has been little previous work.

Concept papers for the unsolicited research program are reviewed by Institute staff and at least two criminal justice specialists from outside the agency. In the first cycle of FY 1978 funding, five panels were established: police (including forensics), courts, corrections, correlates of crime, and community crime prevention. The panels reviewed a total of 200 concept papers and recommended that 16 applicants be asked to submit full proposals. Of the 16, 8 were ultimately recommended for funding by the Institute.

In the second cycle, 306 concept papers were reviewed by seven panels--in the five areas listed above, plus evaluation/methodology and forensics. The review is still in process.

For additional information on the Unsolicited Research Program, write to the Director, Office of Research Programs,

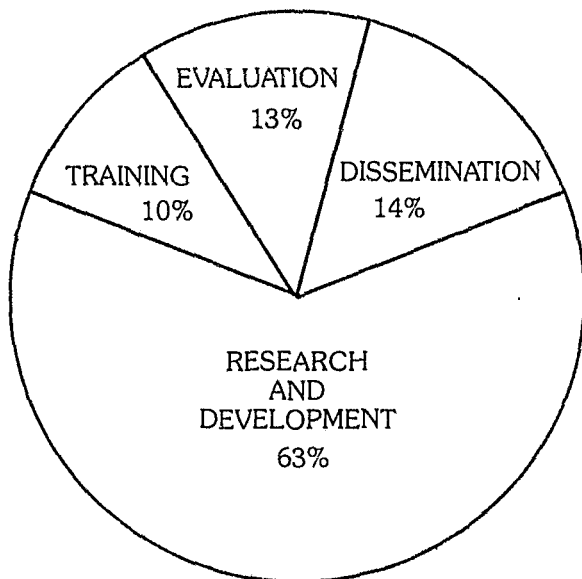
National Institute of Law Enforcement and Criminal Justice, LEAA, Washington, DC 20531.

FY 1979 BUDGET, PRIORITIES, AND PROGRAMS

The Institute's budget for fiscal year 1979 is \$25 million.* Those funds will support research and development, as well as the Institute's legislatively mandated programs in evaluation and program development, testing, and dissemination. An additional \$2.2 million will be available for training programs administered by the Institute.

FY 1979 NILECJ Budget

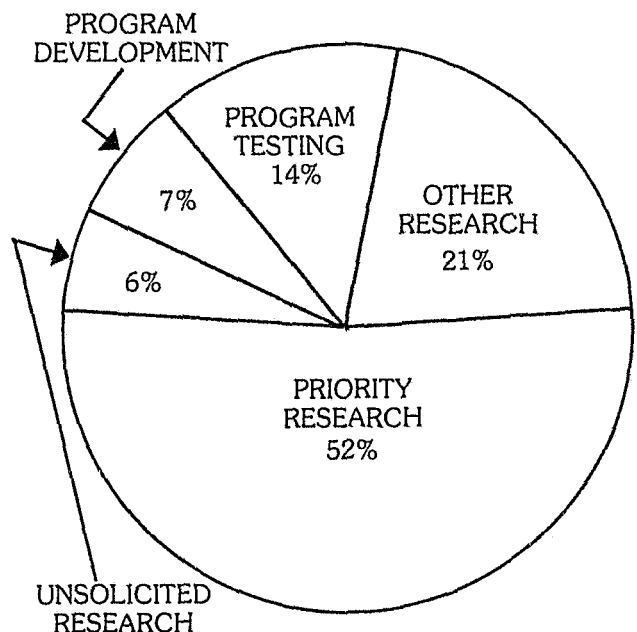
Current plans call for these funds to be allocated as follows:



For FY 1979, approximately \$9 million has been tentatively allocated for research in the 10 priority areas. This does not preclude major efforts in other areas, and the Institute continues to fund research in the traditional areas of police, courts, corrections, and community crime prevention. Among the major Institute efforts now underway are studies of white-collar crime, including employee theft, fraud against government benefit programs, consumer fraud, public corruption and corporate illegalities; police management; alternatives to adjudication; and probation and parole.

Research and Development

Research and development funds are apportioned approximately as follows:



*Although Institute funds are appropriated annually, the Institute is not required to obligate these funds in the same fiscal year. Thus, some carryover funds also may be awarded in FY 1979.

By functional area, priority and other research funds are planned as follows:

Priority and Other Research

Enforcement	15%
Adjudication	15%
Corrections	14%
Community Crime Prevention	14%
Correlates and Determinates	25%
Methodology Development	17%
Total	100%

Funds for priority research are apportioned as follows:

Priority Research

Community Crime Prevention	9%
Utilization and Deployment of Police Resources	12%
Pre-Trial Process: Delay Reduction and Consistency	18%
Sentencing	4%
Rehabilitation	11%
Violence	10%
Correlates	22%
Career Criminal	4%
Deterrence	4%
Performance Measures	6%
Total	100%

The FY 1979 research and program activities for each Institute office are described in the following pages. Each of the 10 priority topics is briefly summarized, including a recap of efforts to date in each area and work proposed for FY 1979. For information on the status of specific programs and projects, please write to the Director of the relevant Office. The mailing address is: National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, Washington, DC 20531.

OFFICE OF RESEARCH PROGRAMS

Focusing upon the Institute's long-range research priorities and LEAA's applied program development needs, the Office of Research Programs sponsors a balance of both basic and applied research directed toward building a body of knowledge about key criminal justice issues. Within each priority area, the emphasis is on cumulating knowledge, including systematic efforts to synthesize and summarize findings.

The Office of Research Programs administers research projects in 8 of the Institute's 10 long-range research priorities. Summaries of each of these topics follow. They describe the problem area, suggest the approach to be taken in Institute research programs, and outline specific projects proposed for FY 1979 funding.

Priority Research

CORRELATES OF CRIME AND DETERMINANTS OF CRIMINAL BEHAVIOR

This priority program involves multidisciplinary, long-term, and basic research into criminal behavior. Research in this area builds on earlier Institute work as well as fundamental research now being carried out under the Research Agreements Program. (See page 20 for a fuller description of the Research Agreements). Three of these long-term research programs--on the habitual offender, unemployment and crime, and community reactions to crime--are yielding data on correlates and determinants of crime. Also included in this priority is work underway on drugs and crime, much of it carried out in collaboration with the National Institute on Drug Abuse.

Current Efforts

In shaping the research program on correlates and determinants, the Institute has been guided by recommendations that emerged from a colloquium it sponsored in March 1978. The meeting assembled experts from a cross section of the disciplines involved in behavioral research. Among the topics reviewed were early deprivation, environmental influences, school dropout, psychobiological factors, psychopathy, and the role of alcohol and drugs in criminal behavior. The group strongly endorsed studies with a multidisciplinary, longitudinal approach.

Work continued in 1978 on articulating a detailed agenda for research into the correlates of crime and the factors that influence criminal behavior. Future projects in this area will emphasize historical and longitudinal studies, comparative research, and work in the sociological and biological sciences.

A project launched in FY 1978 will exploit the particularly rich data bank developed by the perinatal study begun in 1959 by the National Institutes of Mental Health. The data includes socioeconomic, medical, developmental, and psychological statistics on 50,000 children now in the 13- to 19-year age bracket. The Institute's pilot study will review the mass of data collected and computerized in Philadelphia, which covers more than 9,000 boys and girls, to determine what part of the sample has become delinquent. New data will be assembled and analyzed on such characteristics as violent behavior, drug and alcohol abuse, psychopathy, and learning disabilities. If the pilot study proves fruitful, the cohort of delinquents could be followed through early adulthood to reveal new insights into the development of criminal careers.

Another project will survey past and

present longitudinal surveys carried out in the United States. By reviewing these existing efforts, it may be possible to uncover data that would lend itself to secondary analysis as well as to learn from the experience of others in carrying out such long-term studies.

Institute research on drugs and crime, a legislative mandate, is emphasizing a collaborative approach with other Federal agencies. Present efforts include a study in Harlem that is observing the Economic Behavior of Non-Addict Career Criminals (with the National Institute on Drug Abuse), a Washington State study of Drug and Alcohol Use Among Inmates of Correctional Facilities (with the National Institute of Corrections), and an analysis of Drug-Crime Relationships Within the PROMIS/NTA Data Bases in Washington, D.C. (with the National Institute on Drug Abuse).

Under another grant, the Institute is developing a long-term agenda for research on drugs and crime. The results of this project will influence FY 1980 funding of projects in this area.

In the planning stage are similar collaborative efforts for research on alcohol and crime. As with the work in drugs and crime, the emphasis is on pulling together available information on alcohol use, which is known to be a correlate in much criminal activity, isolating the gaps in our knowledge--such as the precise relationships between alcohol use and specific crimes--and devising preliminary research designs for the most promising areas of inquiry.

Research on the subject of minorities and crime is also being supported. A state-of-the-art review of the topic is underway, and a program solicitation has been issued for a project that will examine the minorities/crime relationship from the social, economic, and political

perspectives of minority communities themselves.

Similarly, inquiry into the topic of women and crime has begun with an effort to assemble a comprehensive data base on female crime and arrests, convictions, incarcerations, etc. This project will gather together existing statistical information, and where possible, fill in the gaps by collecting new data.

FY 1979 Plans

The following topics are planned for research for fiscal year 1979:

- Exploratory research on drugs and crime is now in progress and will point to directions for future inquiry. Based on the agenda, a group of interrelated projects might be formulated for funding.
- Explorations of alcohol and crime also are in the initial stages. The topic might serve as a single focus of inquiry in a Research Agreement, or perhaps combined with drugs and crime for a broader inquiry of these two correlates of crime.
- Complementing research on the relationship between specific types of communities and neighborhoods and crime, a new effort may be launched to study the family unit and how it contributes to or inhibits the potential for criminality. This study would concentrate not only on the "traditional family" but would examine the alternative relationships now prevalent to determine impact of the family on crime.
- A study of the psychopathic personality, which remains a pervasive concept in criminology, will attempt to clarify the major issues and sum up the existing information on them.
- Research into early deprivation will attempt to provide more definitive information on the precise impact of early deprivation. While many studies have suggested that emotional and physical deprivation in infancy and childhood have a bearing on delinquent behavior, the relationship has never been conclusively established.
- A multidisciplinary exploration of the avoidance learning deficiency is planned to gain a greater understanding of the social and biological origins of this characteristic.
- A longitudinal study of disruptive behavior in school will attempt to differentiate among various kinds of hyperactivity and impulsive behavior and the learning disabilities involved and to determine the relationship of these problems to delinquency. The study would follow a sample into young adulthood to determine if a particular behavioral profile is associated with the career criminal or with certain categories of crime.
- If a significant relationship between the early developmental data and criminal behavior is found, further research could examine the issue of labeling versus the need for helping children with demonstrated, serious problems. The study would also consider whether a criminal justice agency can or should sponsor early intervention projects.
- The legal and management issues inherent in the conduct of long-term studies involving investigators from various disciplines will be analyzed. Examples of the kinds of questions to be explored are: How can continuity of funding be assured? How can privacy be safeguarded? What guidelines are needed for behavioral research on individuals in prisons? What are the

implications of these questions for research management?

For information on research in this priority, please contact Dr. Richard Barnes, Director, Center for the Study of Crime Correlates and of Criminal Behavior Office of Research Programs.

VIOLENT CRIME AND THE VIOLENT OFFENDER

Institute research in this priority program is divided into these major categories:

- Individual crimes of violence: causes, correlates, incidence, and trends; strategies for prevention and control; characteristics and treatment of the violent offender (including such aspects as drug and alcohol abuse).
- Collective violence: causes, correlates, incidence, trends, and methods for preventing and controlling such disorders.
- Weapons and violent crime: weapons availability, use, relationship to violent crime, and implications for regulation and control.

Current Efforts

Priority for new research starts in FY 1978 was given to collective violence and to weapons and violent crime. As a prelude to developing specific research projects in these two categories, the Institute held working meetings with knowledgeable specialists to sort out the complex issues involved and discuss general directions for future inquiry. In the category of individual violent crimes, projects completed last year added to the body of knowledge about such specific crimes as rape and arson.

Individual Crimes of Violence. A major, 2-year study of rape has been completed, producing guidelines to improve the criminal justice system's response to this crime. The violent crime of robbery will be among the major crimes explored in depth as part of a recently funded project to investigate the environmental correlates of crime and crime prevention.

Arson, a growing national concern, also has been the subject of previous research. A report describing the dimensions of the crime and the difficulties of investigating arson was published last year. A planning effort currently underway is reviewing the literature on arson and identifying gaps in information on the crime and unresolved research issues. From this an agenda for future arson research will be developed.

Collective Violence. Based on the recommendations that emerged from several workshops convened on this topic, the Institute has solicited proposals for a project that will design a detailed agenda for research on nonterrorist collective disorders. The project will include an extensive analysis of the literature. To collect primary data on the nature of disorders and their control, researchers will interview staffs of law enforcement and regulatory agencies as well as groups involved in legitimate protests.

The Institute also will sponsor a national workshop on collective disorders, bringing together researchers and law enforcement personnel with the aim of producing preliminary guidelines for disorder control.

Weapons and Violent Crime. Before launching new efforts in this category, too, the Institute drew upon the insights of the research and practitioner communities. Based in part on suggestions from

a workshop of experts, a planning project was solicited, which will review the literature, compile existing data to develop a knowledge base, design a research agenda, and initiate procedures for collecting certain basic data from police and court records. This effort will be coordinated with another Institute-funded study of firearms now being carried out by the Department of Justice, which emphasizes the legislative aspects of the problem.

FY 1979 Plans

The plans for FY 1979 funding are the following:

- Research on the nature and patterns of homicide will develop a typology of various kinds of homicide. The research will study different types of offenders and victims and the community and the criminal justice system reaction to each. It will explore the relationship of homicide to other crimes and acts of violence and analyze the implications for preventing specific kinds of homicide.
- The methods the criminal justice system uses to deal with the crime of robbery will be examined.
- A study of terrorism will emphasize the problems of State and local law enforcement in confronting local terrorist hostage situations in the United States.
- Analysis of arson prevention and control will clarify some of the key issues relating to particular forms of arson, identify the major determinants of the crime, and isolate the factors that promote or inhibit effective prevention. Among the candidates for this research are studies of building ownership and insurance patterns that might offer a method for

anticipating arson targets, the psychology of arson, and fires of unknown origin.

- Basic research will be conducted on the origins of violent and aggressive behavior, the influence of drugs and alcohol, and the characteristics of the violent offender. This long-term effort is slated for funding under the Research Agreements Program described on page 20. For information on research in this priority, please contact Lois Mock, Community Crime Prevention Division, Office of Research Programs.

COMMUNITY CRIME PREVENTION

Research in community crime prevention focuses on two areas: crime and the environment, and citizen and community action relevant to crime prevention.

Current Efforts

Crime and the Environment. Institute research has probed the relationship between the physical and design features of particular environmental settings and the citizen's fear of and vulnerability to crime. Initial studies in public housing suggested that physical design had an effect on both the rate of victimization and the public's perception of security. Further, the research hypothesized that certain types of physical design may prompt individuals to adopt a proprietary attitude toward their surroundings and exercise social control in their environment. Subsequent research has included demonstrations conducted in school, commercial, and residential settings to integrate urban design, community organization, and criminal justice tactics into a cohesive crime prevention strategy for each site. Evaluation of these efforts was nearing completion in FY 1978.

To assess the growing body of knowledge on crime and the environment, the Institute has solicited proposals for a study to synthesize the results of the research to date and evaluate the soundness of the methodologies employed.

Related programs launched in FY 1978 included a study of the relationship of environmental features of informal social control. This project will refine the earlier "defensible space" hypotheses to pin down those social and environmental variables that influence citizen surveillance, crime reporting, mutual aid, and other forms of "public-minded" behavior.

The relationship between crime and neighborhood decline is also the subject of a FY 1978 program solicitation. This new project will look at various indicators that appear to signal changes in a neighborhood and gauge the effect of crime prevention activities on neighborhood cohesion and well-being.

Research was also initiated this year to examine how offenders, citizens, and police perceive and respond to specific features of the environment. Expanding on past efforts, this project will attempt to identify those features that make buildings, streets, and neighborhoods likely or unlikely settings for such crimes as robbery, assault, larceny, purse-snatch, and rape. This study will include commercial and residential areas.

Citizen Involvement in Crime Prevention and Control Activities. Research findings indicate that citizen actions can impede crime, enhance security, and promote justice. Such individual behavior as making one's home secure and reporting crimes promptly has been identified as important to crime prevention and control. The cooperation of victims and witnesses with police and courts has been found to be crucial to successful investigation and prosecution of crime.

Collective forms of citizen action--citizen patrols and block watch projects, for example--also can be useful in increasing security and reducing fear of crime.

One of the major Institute programs relating to this subject is a Research Agreement with Northwestern University that supports long-range, fundamental research on community crime prevention. This 5-year endeavor is studying specific urban neighborhoods to discern how and why certain neighborhoods and organizations adopt particular crime prevention strategies. The researchers are also studying the relationship between police service and various forms of collective citizen action and the connection between an individual's reaction to crime and his/her participation in neighborhood programs. (For a fuller description of the Research Agreements program, please see page 20.)

Other current Institute research will focus on the mechanics of citizen involvement--how people can be recruited and how their involvement can be maintained in crime prevention efforts. Another study will examine how the mass media influence citizen awareness about crime and/or prompt people to take appropriate crime prevention actions.

FY 1979 Plans

The topics planned for FY 1979 funding are the following:

- How an individual's responses to crime (including crime prevention activities) are influenced by social characteristics, past experience with crime, knowledge about crime and the criminal justice system, and perception of the citizen's proper crime-control role vis-a-vis official criminal justice roles will be studied. Since these are likely to differ for different

types of crime, the research will analyze such disparate crime categories as violent crime, white-collar crime, victimless crime, and misdemeanors.

- Hypotheses about the interaction of social and economic variables, crime prevention activities, and reduced fear of crime will be examined in more detail. Building on current exploratory studies of incentives and disincentives for crime prevention behavior and the influence of social and interpersonal networks on citizen action, this research will gauge the extent to which a "sense of community" promotes crime prevention activities in various urban settings.
- "Safe and secure" neighborhoods will be analyzed. Earlier studies have shown that certain neighborhoods have unexpectedly low crime rates, and the data suggest that environmental factors may help to account for these differences. This project will attempt to uncover the reasons behind the success of certain neighborhoods in maintaining safety and security. It will consider how a number of physical and urban design characteristics may influence the resident's reaction and response to crime and to the neighborhood in general. Among the factors that will be examined are access control, natural boundaries, enclave patterns, land use, transportation, and other public services and facilities.

Other tentative research issues:

- Relationship between urban environment and crime patterns, with attention to the factors that most influence mutual aid and bystander intervention among strangers;
- Impact of land use and transportation planning decisions on intrametropolitan crime patterns;

- The organizational dynamics which enhance positive citizen action, including issues of sponsorship and procedures used to mobilize and maintain citizen involvement.

For information, please contact Dr. Fred Heinzelmann, Director, Community Crime Prevention Division, Office of Research Programs.

CAREER CRIMINALS AND HABITUAL OFFENDERS

Research in the career criminal priority program area is based on the assumption--now buttressed by research findings--that a small fraction of all offenders is responsible for a disproportionately large amount of crime. The framework for career criminal research remains basically twofold: first, a continuing basic inquiry into the nature, identification, classification, and characteristics of the career criminal population; and, second, a better understanding of the variety of ways in which the criminal justice system deals with these offenders.

While the problem of the career criminal has been of interest to the Institute and LEAA for some time, the major inquiry into the classification and characteristics of the habitual offender was launched in 1975 when the Institute began a 5-year Research Agreement with the Rand Corporation.

Current Efforts

Preliminary findings from Rand studies of the career criminal cover a broad spectrum of issues including patterns of criminal activity, offense rates, motivation for crime, contacts with the criminal justice system, and potential effects of incapacitation on crime rates. For example, by studying detailed criminal histories of a sample of 625 defendants, researchers were able to estimate

the incapacitation effect likely to result from mandatory sentencing approaches along with the potential impact on prison population. Analysis of the data consistently indicates that significant reduction in crime from incapacitation effects alone would require very large increases in prison population. In addition, the Rand study is also examining the characteristics of career criminals and highly active offenders. A survey of California inmates is providing a rich source of information about these issues. A report of the findings will be available in the Fall of 1978.

One of the early recommendations emerging from the career criminal research is that greater efforts be made to identify the "intensive" offender early in his career. One source of information is the criminal record of juvenile offenders. The adult criminal justice system often lacks information on the unlawful activity of young adults, making it difficult to distinguish those with serious criminal backgrounds from delinquents whose offenses are not so grave. A FY 1978 project will study the role of juvenile records in adult criminal proceedings, examining the various practices relating to the withholding of such information as well as the practical effects of such policies.

FY 1979 Plans

The Rand Research Agreement runs through 1980.

Research issues outlined for the program include the following:

- The existing data base will be expanded by replicating the inmate survey in three or four other States. The new surveys would incorporate improvements in the original methodology, which called for self-reported data. When the surveys are repeated,

respondents will be assured confidentiality but actual names will be requested so that data can be cross-checked against available records.

- Additional research is planned on the criminal justice system's treatment of the career criminal, with special emphasis on correctional practices.
- Continued inquiry will be made into the patterns of criminal activity.
- Various aspects of the habitual offenders' behavior will be studied, including offense rates, motivations, attitudes toward crime, social stability and drug use, and contacts with the criminal justice system.

For more information, please contact Dr. Richard Barnes, Center for the Study of Crime Correlates and Criminal Behavior, Office of Research Programs.

UTILIZATION AND DEPLOYMENT OF POLICE RESOURCES

Research in this priority program focuses on police services for the public and the support and management frameworks necessary for effective delivery of those services. The goal is to create a more rational, effective delivery system, not merely to improve current approaches within existing organizational arrangements.

Earlier research on police--including studies of response time and of preventive patrol conducted in the Kansas City Police Department and a national study of criminal investigation practices carried out by Rand--has pointed up the need for a radical restructuring of the entire police services delivery system. Further, the growing body of police research demonstrates a receptivity to experimentation that offers the opportunity for significant changes in law enforcement.

Current Efforts

In planning for FY 1978 research activities, the Institute held extensive discussions with noted scholars and practitioners of law enforcement, as well as joint planning sessions with the Police Foundation. Building on earlier research, the Institute continues to focus on three themes: the nature of current police operations, overall objectives of police operations, and alternative approaches for providing field services. Among the studies initiated during the past fiscal year were the following:

Nature of Current Police Operations.

The Institute solicited proposals for a project to assess the general applicability of research findings that showed significant citizen delays in reporting crimes to police. The Kansas City Response Time Study, the first effort to isolate the citizen reporting interval in the response time continuum, found that citizens often fail to report crimes promptly, and the delays tend to diminish the impact of rapid police response. The new research will look at how long citizens in other cities take to report crimes, and the variables affecting voluntary citizen actions that impinge upon reporting crime will be analyzed in more detail. Another project is reviewing the research on police operations that has already been conducted. The study will pull together what is known on various issues and disclose the gaps that could be filled through further research and experimentation.

Overall Objectives of Police Operations. In an attempt to sort out and understand the overall objectives of police operations, the Institute in 1977 funded a reconceptualization of the police function. The analysts are looking at what police are expected to do, what they actually do, how their activities are perceived by citizens, and what the

primary determinants of police behavior are. Other studies slated for funding late in FY 1978 are an examination of how police administrators make decisions in operational situations and an exploration of the interaction between citizens and police and how these relations affect policy-setting.

Alternative Approaches for Providing Field Services. Three research efforts were initiated under this heading in the past fiscal year. One project builds on the findings of the Kansas City Response Time Study by exploring alternative methods for handling various types of calls for police service. A second project will develop a system for making resource allocation calculations on a minicomputer rather than the larger automatic data processing equipment now typically required for operational planning. A third effort will explore the extent to which police agencies are using modern management concepts and techniques in their day-to-day operations.

FY 1979 Plans

Funding plans for FY 1979 include the following:

- Replication of the Kansas City preventive patrol experiment that will modify the original research design based on criticisms and suggestions made of the earlier work. Using the improved design, the experiment will be recreated in a jurisdiction to assess the soundness of the earlier findings about the effectiveness of random preventive patrol.
- Exploration of the advantages and disadvantages of crime-focused police operations. Scholars and commissions often have recommended that police agencies focus as exclusively as possible on crime-related activities. This project will test the feasibility

of creating a crime-focused police unit in one or more selected cities. The research will specify how the functions of a department would have to be reshaped, and the implications of the new structure for municipal government services. Among the police functions to be addressed are preventive patrol, directed patrol, differential response strategy, and criminal investigation. If the crime-focused approach appears feasible, a continuation effort might be funded to evaluate the actual operating experience in one city.

- Study of how information is acquired and used by police investigators. This research will parallel studies of the investigative process to be carried out by researchers in England, Australia, Canada, and Holland. Building upon earlier research, the study will look at the range of information sources tapped by police: informants, modus operandi analyses, and crime scene analysis, for example.
- Defining directed patrol. As deficiencies in traditional patrol tactics have become evident through research, a number of departments have moved toward a more directed approach to patrol, with tighter management control over the patrol officer's duties and time. To date, however, there has been little systematic treatment of the concept in the literature. Hence, this project will attempt to formulate an operational definition and description of a directed patrol. The approach used will be an assessment of directed patrol operations in several cities.

For information on research in this priority, please contact David Farmer, Director, Police Division, Office of Research Programs.

PRETRIAL PROCESS: CONSISTENCY, FAIRNESS, AND DELAY REDUCTION

The topics emphasized in the pretrial process priority area are consistency, fairness, and delay reduction. A wealth of case-processing information from courts and prosecution agencies has recently been made available through computerized data bases. This mass of data has permitted cross-jurisdictional analysis of the pretrial process providing indicators relevant to both delay and consistency. With the availability of these new research-generated data bases, it has been possible to identify specific problem areas where further investigation is warranted and to generate hypotheses which may account for variations revealed.

Delay Reduction. A major court delay reduction project supported by LEAA's Office of Criminal Justice Programs found that delay was a widespread but not universal problem in large jurisdictions. But the project was unable to relate variations in delay to the formal characteristics of the court--number of staff, existence of particular procedures, and/or financing available. Hence, the most recent work undertaken by the Institute has tried to explore new hypotheses that would explain delay. These studies focus on the incentives and accountability systems under which a judge or a court operates. One study is examining the local environment in which a court operates to see how such variables as community interest in the courts, media publicity, and the political climate affect judicial incentives to reduce delay. A separate activity will evaluate the local implementation of innovative approaches to reduce delay developed under the Court Delay action program.

Consistency. Plea bargaining is considered by many to be a major reason for inconsistency in case processing. It is

also criticized on other grounds such as excluding the victim from participating in the disposition of the case. To provide the national data that has been lacking, the Institute is examining plea-bargaining practices as they operate throughout the country. Another project is experimenting with a pretrial hearing procedure involving the judge, defendant, victim, and arresting officer. While both of these studies are exploring mechanisms designed to make plea negotiations more structured and not totally dependant on the individual judgments of the attorneys involved, other research has just begun to develop mechanisms capable of measuring the degree of consistency in case processing within an office. Development of a tool for identifying and measuring policy within a prosecutor's office and for determining how consistently that policy is administered is also under way. An onsite analysis in a number of cities will search for explanations of the routinely high dismissal rates for felony arrests and, if possible, identify ways to reduce them.

FY 1979 Plans

The following research is proposed for the coming fiscal year:

- An analysis of court policies, practices and behavior that affect efficiency and fairness. The project will entail a systematic examination of key sets of variables that have been advanced as affecting case-processing and decisionmaking. The variables include such factors as the goals and incentives governing court personnel, the pressures exerted by their sponsoring organizations, and the influence relationships that develop as the workflow is processed. Analysis of these variables could help to build a valid theoretical framework for judicial administration and might yield incentives that could enable the courts to manipulate certain variables to achieve greater efficiency and fairness.
- A continuation project that is looking at prosecutorial decisionmaking to determine whether different policies produce different case outcomes.
- A study of the role norms of key court personnel. The work of court administration is generally performed by judges, court administrators, and court clerks. There are a number of questions that might be answered through research and thus suggest ways to improve performance and enhance the courts' ability to process cases efficiently and fairly. Among the research questions to be probed in this project are: How are functions delineated among court personnel? What results? What are the behavioral expectations? Who gains administrative decisionmaking power in what types of court structures and for what reasons? What incentive structures exist for different groups of court workers?
- Assessment of alternative organizational designs for defense and prosecution services. Since the Supreme Court's decision in Argersinger v. Hamlin, nearly half the States have legislated statewide public defender services. Some States have organized their defense services under a State defender director, others on a regional basis. In half the States, provision of counsel is a matter for local jurisdictions to decide. Prosecutorial systems likewise may be organized statewide (although this is not common), regionally, or most frequently, locally. Despite numerous claims, no empirical data exist to prove that one organizational arrangement is more effective than another. This study will assess whether organizational structure makes a difference to effec-

tiveness or efficiency of prosecutorial and defender delivery systems. Are there differences in the scope of services available, the degree of autonomy, professionalism of the office, quality and uniformity of services, provision of training, etc. under different organizational structures?

- Comparison of the negotiated and adversarial resolution of criminal cases. This project would examine negotiated and adversarial processing and analyze the way characteristics of each method affect the overall results and contribute to or detract from an appropriate outcome. It would also look at the existing range of processing styles available from the most freewheeling bargaining to the most formal adversarial process and attempt to develop new approaches to resolving cases that combine the best aspects of both the negotiated and the adversarial process.
- Court unification: An examination of empirical consequences of court unification. The major research question to be addressed in this study is whether a unified court system results in a more efficient and equitable legal system than a nonunified system. It will be necessary to develop specific measurable goals for those elements of unification that are to be studied and appropriate performance criteria to determine whether those goals have been met. It is anticipated that such dimensions as court consolidation, centralized administration, centralized rulemaking, unitary budgeting, and state financing will be assessed.

For more information on research in this priority, please contact Cheryl Martorana, Director, Adjudication Division, Office of Research Programs.

SENTENCING

Research under this priority remains focused on three sets of basic questions: (1) What degree of determinacy governs each sentencing approach? How does that degree of determinacy conceptually and operationally realize the purpose(s) for which each sentencing approach was devised? (2) Who does and who should do the sentencing? (3) What is the impact of these approaches on the policies and operations of police, courts, and corrections on community perceptions of attitudes, and on offenders?

Each question provides a context for conducting conceptual, basic, and evaluation research. The first two suggest descriptive studies of structure, implementation processes, and procedures. They also suggest studies of the intended versus the actual consequences of these approaches. The third question suggests impact studies of the effects of various sentencing measures on all segments of the criminal justice system.

Current Efforts

Within the framework outlined above, research to date has focused on sentencing guidelines and on determinate sentencing. One study is examining the effects of sentencing guidelines in three jurisdictions currently using the guidelines approach, and a field test of multicounty sentencing guidelines will begin in at least two States next year. Workshops on developing sentencing guidelines have been conducted for judges throughout the country and an evaluation of statewide sentencing guidelines will commence this year. Evaluators will attempt to determine if the implementation of the guidelines improves the processing of offenders through the courts, lessens sentencing disparity, influences the offenders' perception of fairness, and affects the length of incarceration. Can-

didate States include Alaska, Minnesota, Michigan, and New Jersey.

To help clarify some of the issues involved in determinate sentencing, the Institute in June 1977 sponsored a workshop for judges, legislators, correctional administrators, and researchers. The proceedings were published* earlier this year, and provide a detailed discussion of the salient issues.

The Institute also completed a preliminary assessment of existing and future needs in correctional facilities based on a national survey. As part of the project, researchers projected possible increases or decreases in prison populations that might result from various changes in sentencing policies, such as the shift toward mandatory minimums. The population forecasts will be refined in a second phase of the work now underway.

In Maine, researchers are measuring the impact of changes in the State's criminal code on the courts and corrections system. In particular, the effects of the abolition of parole and the adoption of determinate sentencing on type of disposition and sentence length are being assessed.

During FY 1978, the Institute began a sentencing initiative that will explore the ramifications of determinate sentencing for the management and operations of the courts and the correctional system. Specific areas of inquiry include the effects of determinate sentencing on court caseloads and backlogs, prosecutorial discretion and plea bargaining, judicial discretions, sentencing practices, institutional programs in corrections, the use of good time, the parole function, the use of community alternatives, and the monetary costs of shifting to a determinate sentencing approach.

FY 1979 Plans

Research plans for 1979 include:

- The feasibility of comparing sentencing approaches. This research will delineate the conceptual and measurement issues involved in making empirical comparisons of different sentencing approaches. If comparisons of sentencing guidelines with determinate sentencing approaches seem warranted, a preliminary research design would be developed.

For more information on research in this priority, please contact Cheryl Martorana, Director, Adjudication Division, Office of Research Programs.

REHABILITATION

Increasingly, the goal of rehabilitating offenders has been challenged on both empirical and philosophical grounds. Research relating to rehabilitation then focuses on the need to expand knowledge in the following three areas: (1) the nature and effects of recent shifts in corrections purpose and philosophy; (2) the environments in which rehabilitative services are provided; and, (3) the effectiveness of rehabilitative programs for both the offender and the community.

Current Efforts

In examining the impact and future implications of change, the Institute has focused on actual and proposed changes in criminal codes and evolving case law. Advances are expected through a study of the impact of determinate sentencing in Maine and an assessment of alternative approaches to more determinate sentences enacted by several other States. A study

*Determinate Sentencing: Reform or Regression? Washington, D.C.: U.S. GPO, 1978.

forecasting future inmate populations and prison capacity requirements under a variety of sentencing scenarios is also providing useful data on the potential effects of change. These studies will contribute to future investigation of such concepts as the relationship between equity and individualized treatment and the development of techniques to reduce disparity in the decisions to release an offender into the community.

In the area of rehabilitative environments, past Institute research has looked at how rehabilitative services are delivered in overcrowded facilities. The findings suggest that intake rates are far more crucial to population pressures than either length of stay or exit rates, and that policy determinations significantly affect these intake rates. Other studies will examine such phenomena as the effect of different prison environments on inmates' physiology, and the prevalence and structure of inmate organizations.

The third area of inquiry has sought to develop a base of knowledge about the efficacy of various rehabilitative programs. One of the obstacles to assessing results has been the lack of accurate methods of measuring subsequent behavior. Researchers at the University of Illinois are examining a variety of methods which can be applied uniformly to measure rehabilitative outcome based on subsequent contact with the criminal justice system. Other work includes a major assessment of available evaluative studies, a national study of rehabilitation by a National Academy of Sciences panel, and syntheses of published research on probation and parole.

FY 1979 Plans

These research projects are proposed for FY 1979:

- Reanalysis of the effectiveness of correctional programs. This project will reanalyze the rich data base developed under previous Institute research. It will assess what types of correctional programs appear to be most effective for various types of offenders.
- Parole/probation revocations for technical violations. The Uniform Parole Reports indicate that more paroles are revoked for technical violations than for new crimes. This study would explore the relationship between rehabilitation goals and revocation for technical violations. Specific issues to be examined include the nature of parole/probation rules and the relevance to rehabilitation, the exercise of discretion by supervising officers, administrative mechanisms for controlling supervisory discretion, and the criteria employed in making revocation (or continuation) decisions.

The final report of the National Academy of Sciences Panel on Research in Rehabilitative Techniques will be completed in the fall of 1978. The Institute plans to follow up on the research recommendations outlined in the report. Specific topics to be investigated will be determined after the report has been published.

For more information on research in this priority, please contact John Spevacek, Director, Corrections Division, Office of Research Programs.

Other Research

In addition to work outlined above under the priority topics, the divisions of the Office of Research Programs will conduct a variety of other research pro-

jects. Among those proposed for FY 1979 are the following:

POLICE DIVISION

- Admissible evidence. This project will attempt to isolate the types of evidence most helpful in solving crimes and obtaining convictions and identify methods for ensuring that such evidence is properly collected and preserved. The study will complement current research into the characteristics of police officers whose large numbers of arrests result in convictions.
- Excessive/deadly use of force by police. This exploratory research will delve into a major concern of both police and the public--use of excessive or deadly force. The project will assess the incidence of excessive or deadly force and citizen complaints against police and review divergent opinions held by different segments of society. Collecting and analyzing data from selected cities, researchers will make an initial attempt to describe the dimensions of the problem and possible ways to alleviate it.
- Synthesis of police management research. This study will evaluate the large number of projects undertaken that bear on police administration. A synthesis of the findings will be produced, which will help to identify directions for future inquiry and promising action programs.

Forensics Analysis

The Police Division also administers research in the forensic sciences. These are among the projects proposed for FY 1979:

- Antisera for blood stain analysis. Forensic serologists generally agree that the available antisera for blood-

stain analysis are of poor quality. The aim of this research is to develop more reliable antisera. This study will include surveying and evaluating commercially available antisera for specificity. In addition, research may be necessary to purify antigens prior to the preparation of antisera. A manual will be developed to teach laboratory examiners quality control procedures to eliminate batch-to-batch variations of antisera.

- Serology standards. Institute-sponsored research has recently developed a new system that will greatly improve the bloodstain analysis capability of the nation's crime laboratories. Under this project, the techniques will be taught to more than 100 selected serologists throughout the country. After the training, each student will be tested with 30 blind samples to ensure accuracy in phenotyping bloodstains.
- Forensic analysis of hair. Hair is probably one of the most common and perhaps overlooked items of physical evidence found at a crime scene. At present, however, no technique exists that would allow a crime laboratory examiner to state that a given hair sample came from one individual to the exclusion of all others.

Institute-sponsored research in this area has produced an electrophoretic technique that will determine specie identification of animal hair with almost 100 percent certainty. In FY 1979, the method will be made available to the nation's crime laboratories.

Another project is using electrophoretic techniques to examine the protein composition of the hair. This method makes it possible to identify hairs from an individual in 10 percent of the population only.

In FY 1979, research on human hair will continue, using newly developed immunological techniques that greatly increase the probability of accurately linking hair samples to individuals. The basis for this individualization has to do with the large number of proteins present in the hair and their variation and composition. The separation and eventual identification of these specific proteins will lead to the identification of the hair sample.

- Forensic analysis certification program. This continuation project is establishing nationwide standards for the performance of forensic science professionals. Boards have been established for forensic toxicology, forensic odontology, forensic psychiatry, forensic anthropology, and forensic document examination, which test and implement certification programs in their respective disciplines. Work will continue on the design and test of standards for criminalistics for eventual implementation by an official certification board.
- Management policies for forensics. This study would take a comprehensive look at the entire forensics function including crime laboratories, medical examiners, toxicology, document examination, forensic toxicology, forensic psychiatry, and forensic odontology. The aim is to develop a model for effective interaction between the forensic and criminal justice systems which would be evaluated in a continuation grant.

ADJUDICATION DIVISION

- Conflict resolution procedures in criminal cases. This research would examine the kinds of disputes least amenable to formal adjudication. After weighing such issues as access

to justice, ability to resolve disputes, and costs, the project will set criteria for deciding which disputes should be referred to alternative forums and which should remain within the formal court system. The study also will assess the compatibility of alternative forums of justice with traditional legal principles and the function of the judiciary.

COMMUNITY CRIME PREVENTION DIVISION

In addition to funding research in the priority areas of community crime prevention and violent crime, this division also sponsors studies of crimes that have a significant impact on the community and its resources, such as white-collar crime.

The following projects are planned:

- Employee theft. Earlier research has produced data on the patterns and characteristics of employee theft and the factors that influence its prevention and control in two large cities. The continuation project will gauge to what extent the findings can be generalized to other areas. The research will look not only at security measures but also at business policies and practices that may relate to employee theft.
- Fraud and abuse in government benefit programs. This continuation effort will focus on a group of priority issues relating to existing and emerging patterns of fraud and abuse in government benefit programs. The emphasis is on issues that have implications for policymaking and program management.
- New initiatives in white-collar crime. The Institute plans to award one or two grants to stimulate research in areas of white-collar crime not yet

explored. Among the possible topics are a historical perspective of social values and white-collar crime, public awareness of and response to the problem, the role of professional organizations in controlling white-collar crime, and cross-cultural studies of white-collar criminals.

CORRECTIONS DIVISION

- Correctional/mental health transfer decisions. This study will examine the use of mental health facilities for offenders. It will look at the volume of transfers between prisons and hospitals, the reasons for the transfers, and the degree to which mental health facilities concur with correctional decisions in accepting the transfer. The research should yield information on the decisionmaking process and the relationship between correctional and mental health facilities, as well as indications of how well the treatment needs of mentally ill offenders are being met.

CENTER FOR THE STUDY OF CRIME CORRELATES AND CRIMINAL BEHAVIOR

This new division was established in 1978 as an expression of the Institute's growing commitment to basic research. The Center supports basic inquiries into crime and criminal behavior and addresses fundamental issues that cut across the functional lines of the criminal justice systems. Emphasis is given to long-range projects that are integrated and sequenced to foster steady cumulation of knowledge in a given area. Much of the Center's work is carried out under the priority program, Correlates and Determinates of Criminal Behavior, described earlier.

Research Agreements Program

The foundation of the Center's effort is the Research Agreements Program, which the Institute began in 1975. Research agreements are long-term and typically awarded to universities or research organizations capable of pursuing fundamental research in crime and criminal behavior, and the criminal justice system's response. Each grant supports a number of interrelated projects in an agreed upon area of basic research, some of the projects initiated by the Institute and others by the researchers.

Research Agreements are now supporting studies in five areas: the habitual offender, white-collar crime, econometric studies of criminal justice problems, unemployment and crime, and community reactions to crime.

In FY 1979, the Center plans to fund another Research Agreement on:

- Violent and aggressive behavior. This multidisciplinary study will synthesize what is known about violent and aggressive behavior and attempt to expand our knowledge about which of the social, psychological, biological, and environmental factors play a significant part in stimulating such behavior.

Visiting Fellowship Program

The Center also administers the Visiting Fellowship Program, which is open to highly qualified criminal justice professionals and scholars. Fellowship recipients come to Washington, D.C., to work on research of their own design. Project periods range from 3 months to 2 years. In selecting fellowship recipients, the Institute looks for creative, independent research on the major issues involved in crime prevention and control and the administration of justice. Applicants are

required to submit concept papers by November 15 each year.

For information about the Center's programs, please write to Dr. Richard Barnes, Director, Center for the Study of Crime Correlates and Criminal Behavior, Office of Research Programs, at the address listed at the end of this section.

Graduate Research Fellowships

FY 1979 Institute funds will be used for a limited number of fellowships awarded to doctoral candidates through sponsoring universities. The fellowships support students engaged in the writing of a doctoral dissertation in the area of criminal justice. Applicants must have completed all degree requirements except for defense of the dissertation prior to awarding of the grant. The maximum amount of any fellowship is \$10,000. Concept papers are reviewed by Institute staff, as well as the staff of LEAA'S Office of Criminal Justice Training and Education and by panels of academicians knowledgeable about research needs in the field of criminal justice. For more detailed information on the Graduate Research Fellowship Program, please contact the Office of Criminal Justice Education and Training, Law Enforcement Assistance Administration, Washington, DC 20531.

Additional information on any of the foregoing priorities or programs may also be obtained by writing:

Robert Burkhart
Director, Office of Research Programs
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
Washington, DC 20531

OFFICE OF RESEARCH AND EVALUATION METHODS

The Office of Research and Evaluation Methods supports projects that explore the methodological and measurement problems facing criminal justice researchers and evaluators. The research usually entails the development or adaption of advanced analytical techniques to problems in crime analysis and control. Emphasis is placed on those measurement and methodological issues that recur in a wide variety of criminal justice settings, so that approaches developed can be extended to systemwide research and evaluation.

Most of the research supported by the Office is performed under grants or contracts, but the Office also maintains a small internal research program and advises other Institute and LEAA offices about methodology and measurement.

This Office administers two of the Institute's long-range priorities--Deterrence and Criminal Justice Performance Standards and Measures.

Priority Research

DETERRENCE

General deterrence is one of the most fundamental and controversial concepts underlying the design of crime control policy. It is based on the idea that the risk of suffering undesired consequences for a contemplated criminal act has a crime-suppressive effect on the potential offender.

Which sanctioning policies offer the best promise of deterrence has long been the subject of public debate. By 1975, general deterrence had also generated controversy within the scientific commu-

nity as seemingly contradictory findings were reported in the literature.

To clarify the issues involved, the National Institute commissioned the National Academy of Sciences to make a detailed technical inquiry into the analytic merits and shortcomings of research on deterrence and incapacitation.

In its report, the NAS Panel concluded that it "could not yet assert that the evidence warrants an affirmative conclusion regarding deterrence." But the Panel noted that its "reluctance to draw a stronger conclusion does not imply that deterrence does not exist, since the evidence certainly favors a proposition supporting deterrence more than . . . one asserting that deterrence is absent." The major challenge for future research, the Panel said, is to "estimate the magnitude of the effects of different sanctions on various crime types, an issue on which none of the evidence available thus far provides very useful guidance."

Current Efforts

In FY 1978, the National Institute announced a research program on the "Theory of General Deterrence," based in part on problems uncovered in the NAS study. As this report was being prepared, the 47 concept papers submitted were undergoing peer review, with selection of proposals for funding anticipated in the fall of 1978.

The projects to be funded will fall under two broad headings:

Modeling Advances. In constructing models of how sanctions affect human behavior, researchers inevitably make a host of tacit, often complex assumptions, particularly in drawing conclusions about whether a particular sanction caused a reduction in crime. Projects in this area will examine how inferences of a

deterrence effect are drawn from analysis and how objectivity might be enhanced.

Quasi-Experiments. The deterrence hypothesis assumes that a credible and significant change in sanctioning level would result in a change in crime rates in the opposite direction. (The more severe the penalty, the lower the crime rate, and vice versa). The validity of this theory can be tested in "quasi-experimental" settings such as a well-advertised change in penalties or a police crackdown on certain classes of offenders. Projects in this category will investigate the effects of what happens in real-life situations when criminal justice sanctioning policy is changed.

FY 1979 Plans

Two perennial problems confronting researchers studying general deterrence are the confounding effects of incapacitation and the lack of information on the careers and crime rates of different types of offenders. Research reported in the literature suggests that this is an opportune time to expand the number of scholars working on these lines of inquiry.

In FY 1979, the Institute plans to continue to work toward development of a scientifically sound basis for estimating the crime control effects of incapacitation. As with any crime control strategy, quantitative measures of effects cannot be observed directly. Rather they must derive from plausible models of what would have happened if certain actions had not been taken. In the case of incapacitation, crime reduction estimates must be calculated on the basis of the number of crimes likely to have been committed if the population in question had not been incarcerated.

To expand our understanding of the variety of criminal careers and how each

evolves, the Institute in FY 1979 will support research on the Modeling of Criminal Histories. Specific projects might include such approaches as:

- Development of offender history typologies and empirical estimates of crime commission rates for well-defined classes of offenders;
- Incorporation of specific deterrence or rehabilitation effects into model structures;
- Inquiry into possible changes in the behavior of young offenders when they leave the juvenile justice system and enter the adult criminal justice system.

PERFORMANCE STANDARDS AND MEASURES

Research in this priority is concerned with the development and validation of performance measures based on an overall theory or set of theories about the purposes of the criminal justice system and its components. The program emphasizes cumulative knowledge building over an 8- to 10-year period.

The first phase of the long-range effort has been aimed at developing definitions of the issues and problems in performance measures and identifying future research needs. Supplementing this basic strategy is a smaller program with limited funds that studies operational performance measurement systems or the practitioner's state-of-the-art.

Current Efforts

Conceptualization of Performance Measurement Issues. During FY 1978, funds were awarded to create a consortium of five research institutions whose task is to develop a coherent conceptualization of performance in the criminal justice

system and its subsystems. They will attempt to elucidate the many-faceted, and sometimes conflicting nature of the measures used to assess the performance of specific parts of the system. For example, a police performance measurement system that unduly rewards sheer number of arrests affects the performance of the prosecutor's office which must deal with the large number of cases police turn over to them.

By breaking down the generic "performance" into separate aspects, by exploring the influences of organizational style on these aspects, and by providing a cohesive measurement context, the consortium should produce a platform for further empirical research.

Operational Performance Measurement Systems. The Institute's primary interest here is to sort out the kinds of performance information gathered, how it is used, and the factors influencing its acceptance by practitioners. This relatively new area for research has been largely limited to stimulating and observing innovative processes at the State and local levels. One grant was awarded to the New Jersey State Planning Agency to continue the evaluation efforts it has incorporated into the block-grant awards decision process, which might serve as a possible model for developing standardized performance measures for LEAA discretionary programs. Other projects under consideration include a study of the implementation of performance measures in State correctional institutions and the implementation of a systemwide resource allocation planning process by a Regional Planning Unit.

FY 1979 Plans

The consortium grants solicited in FY 1978 will continue into FY 1980 so additional funding of empirical studies directly related to their eventual findings

will be limited in FY 1979. However, basic and applied research in other aspects of performance measurement will be encouraged.

Research planned includes:

- A study of the non-crime-related social services delivered by the criminal justice system, including an analysis of the areas where it overlaps with other social service delivery systems in the community;
- A study of how resources are distributed within and across the total criminal justice system to determine whether significant increases in efficiency could be achieved through reallocations;
- Initial development of system performance indicators to create criminal justice counterparts to indicators of economic progress; and
- Comparative analyses of juvenile and adult systems with emphasis on treatment philosophies, offender flows, deterrence and youth crime, and the attitudes of young adult offenders after they have left the juvenile system.

Other Research

METHODOLOGY RESEARCH

The Office of Research and Evaluation Methods also sponsors a modest program of support for a range of studies of high technical merit aimed at research, development, and testing of methodological innovations of potential significance to criminal justice.

A FY 1978 program solicitation received more than 200 concept papers, 12 of which have been selected for funding late in 1978. Some are investigating the validity of crucial assumptions that un-

derlie certain commonly used elements of criminal justice evaluation designs. Some explore sophisticated techniques that have demonstrated their utility in other social research and evaluation to determine their applicability to criminal justice research. Finally, some of the projects seek a theoretical breakthrough on critical measurement and methodological issues.

FY 1979 Plans

Two areas are likely to be given priority in methodology research:

- Efficient and valid techniques for estimating the long-range effects of criminal justice initiatives and programs.
- Investigations aimed at achieving increased utility of "official" data in the design and conduct of criminal justice research and evaluation.

In addition to the foregoing, the Office will manage a project stemming from the National Academy of Sciences Panel on Research in Rehabilitative Techniques. The effort will examine successful treatment programs used in fields such as education and mental health and assess the feasibility of transferring the approaches to a correctional setting.

For information about any of the above research write:

Dr. Richard Linster,
Director
Office of Research and Evaluation
Methods
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
Washington, DC 20531

OFFICE OF PROGRAM EVALUATION

The Office of Program Evaluation designs, funds, and administers evaluation of national-level LEAA programs, innovative and experimental projects and programs at the State and local level, selected criminal justice techniques and procedures, and significant State and local legislative or administrative reforms. The Office is responsible for the National Evaluation Program, evaluations of LEAA demonstration programs, and field tests sponsored by the National Institute, as well as other evaluation priorities. It also supports the development of evaluation guides and handbooks for State and local evaluations.

The major objectives of the office are to assess the efficiency and effectiveness of LEAA-funded projects and programs and to evaluate the impact of other State and local community and criminal justice initiatives.

NATIONAL EVALUATION PROGRAM

Created as a tool for evaluating the LEAA block grant programs, the National Evaluation Program has sponsored a series of phased evaluations in 34 topic areas. Each topic area has been defined to include ongoing criminal justice projects with similar objectives and strategies, such as employment services for ex-offenders, street lighting projects, and coeducational correctional institutions.

The initial step in the process has been a "Phase I" study that identifies the key issues, assesses what is currently known about them, and outlines approaches or methodological needs for more intensive national or local evaluation. Phase I studies are not meant to be definitive evaluations; rather they analyze what is presently known and what is still uncertain. Each Phase I study results in

as assessment of the project type based on available data, documentation, and limited pretesting of possible designs for more intensive Phase II evaluation.

Among the Phase I assessments currently underway are the LEAA Victim/Witness Assistance Program, Police Training Programs, Correctional Data System Projects, and Shoplifting/Employee Theft programs. A new Phase II Program will undertake a controlled experiment to compare the effectiveness of different probation techniques used by a single jurisdiction. This multiyear assessment should produce new knowledge on levels of supervision and on the utility of different treatments for different types of offenders.

FY 1979 Plans

The Institute proposes to shift the emphasis of the studies to specific functions performed by criminal justice agencies, with special attention to those involving relationships among agencies and those involving the entire criminal justice system. These functions are tentatively planned to be assessed in the coming fiscal year:

- Liaison offices. The focal point for this study would be the police and their liaison activities, which include (a) police/prosecutor's offices in the courts, (b) police/community relations, (c) police-based social service workers, (d) police legal advisors. This topic area will investigate linkages within the criminal justice system in particular and should primarily involve formally established offices or officers.
- Family counseling. Family counseling is performed by probation officers and police and is increasingly being applied by central intake units of correctional facilities. This function is found across the criminal justice

system, performed in the community and by police, courts, and correctional personnel and may involve both formal and informal programs/projects.

- Screening and evaluation for mental health services. This function is performed by police and court personnel in particular. This Phase I study would investigate the linkages between the criminal justice system and mental health/drug treatment service delivery. Investigation would involve all components of the criminal justice system as well as the community and other government offices.

PROGRAM EVALUATION

LEAA supports many national-level programs designed to demonstrate the effectiveness of various concepts and methods to reduce crime and improve criminal justice. The Office of Program Evaluation funds evaluations of a select number of these programs each year.

The Office currently is sponsoring an evaluation of the LEAA Community Anti-Crime Program which supports community organizations operating independently of State and local governments and agencies. The evaluation uses a major decision theoretic technique, the Multi-Attribute Utility Theory.

The success of this decision theory approach resulted in its application in the evaluation of another major community initiative launched by LEAA in 1978, the Comprehensive Urban Crime Prevention Program. This program focuses on the coordinated efforts of various agencies and community groups. Another 1978 evaluation is assessing LEAA's Integrated Criminal Apprehension Program.

In addition to these demonstration program evaluations, the Office is completing the national evaluation of the LEAA Career

Criminal Program and the Standards and Goals Program, and will continue to support an evaluation of the anti-fencing programs known as Sting.

FY 1979 Plans

The Office will fund national evaluations of three or four LEAA demonstration programs. They will be chosen from among the following:

- Major Criminal Conspiracies. This new LEAA program involves Federal, State, and local law enforcement officials in the identification and prosecution of major criminal conspiracies. The program consists of three distinct but interrelated functions: analysis of financial and intelligence data to determine the nature and scope of a major criminal conspiracy, followup investigations to obtain and analyze specific data, and prosecution based on results obtained from the data.
- Court Delay Reduction. This program supports efforts at the State level to analyze alternatives to the present organization, management, and structure of court systems that promise improved delivery of services. The program also assists in implementing the improvements.
- Jail Overcrowding and Pretrial Detainees. The objective of the program is to reduce jail overcrowding in selected jurisdictions, particularly where it stems from large pretrial populations. This program concentrates LEAA's past research and training efforts related to jails into a cohesive package that can be utilized by jurisdictions facing a "jail crisis."
- Statistical Analysis Centers. The centers coordinate the analysis of information produced from Comprehen-

sive Data Systems programs in the States. Producing both analytic and descriptive reports on the operations of the State criminal justice system, the Center can provide important input into policy decisions.

Field Test Evaluations. The Office also conducts evaluations of experimental programs that are designed and conducted on a test basis by the Institute's Office of Development, Testing, and Dissemination. For FY 1979, these tests are candidates for evaluation: (For descriptions of each, please see page 29).

- Multi-County Sentencing Guidelines
- Neighborhood Action to Reduce Residential Burglary
- Commercial Security

In addition, the Office of Program Evaluation is evaluating the field test of of the Neighborhood Justice Center Program begun last year to experiment with the use of dispute resolution techniques to divert certain types of criminal and civil cases from the courts. The Office will assess other tests launched in 1978: Managing Patrol Operations, Pre-Release Centers, and Improved Correctional Field Services.

OTHER EVALUATIONS

The Office is funding an assessment of a special Industrial Security Program initiated by the Chicago Planning Commission of the City of Chicago, designed to aid in the development of the city's evaluation capability.

The Office also is launching an assessment of governmental responses to crime during the period 1968-1978. This historical assessment will trace the criminal justice, social, and economic

responses to the problem of rising crime following World War II. The study will examine 10 cities and their suburbs across the country, and will reassess such major LEAA efforts as the Impact Cities Program and the Environmental Design Program.

For information about any of the above activities of the Office of Program Evaluation, write to:

Director, Office of Program Evaluation
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
Washington, DC 20531

OFFICE OF DEVELOPMENT, TESTING AND DISSEMINATION

The Office of Development, Testing, and Dissemination administers the Institute's research utilization program. It reviews research results to identify findings of potential significance to practitioners, policymakers, and other researchers, and shapes the information into forms most suitable to effect transfer to the appropriate audience.

A key function of the Office is to design, develop, and test action programs through an applied research process. Drawing on Institute research findings and selected innovative practices of demonstrated merit, the Office designs model programs and field tests them in a variety of settings. When results warrant further development, the Office then develops a refined model suitable for wider demonstration by LEAA.

These functions are part of an agency-wide program development process, which is designed to ensure systematic development of programs based on knowledge. The process involves the following steps:

- identifying problem areas manifest through research;
- selecting response strategies -- additional research if more knowledge is needed, or. . .
- development of a model program based on the best available research and practical experience;
- designing a field test of the model program;
- implementing and evaluating the field test, and incorporating the results in . . .
- a refined model program, called a validated program design;
- wider demonstration of the validated design and, if successful,
- marketing by LEAA nationwide.

The three Divisions of ODTD carry out specific steps in this process, principally in the early phases of problem identification, program development, and testing.

MODEL PROGRAM DEVELOPMENT DIVISION

This unit is responsible for the research utilization program, studies of the process of change in criminal justice agencies, and the Exemplary Projects Program.

The research utilization program was expanded in 1978 to increase program development and dissemination options available to the Institute. In FY 1979, this effort will:

- Review completed research, recommend research utilization strategies, and prepare specialized materials for selected target audiences. Examples of

the products would include articles, pamphlets, manuals, and state-of-the-art papers for particular audiences-- for example, policy and legislative option papers on criminal justice issues for use by Governors, State legislatures, or local executives and legislative bodies.

- Develop program models which synthesize research data, empirical experience, and expert opinion, present detailed analyses of a series of programmatic options in the topic area, and discuss the advantages and limitations of each approach.
 - Design field tests for implementation in a variety of settings. The Division chairs teams made up of Institute staff, researchers, and practitioners which develop the program design based on findings from related research studies and documented, successful practice. The design specifies the essential elements of the model, the objectives of the program, operations, and management, selection criteria for test sites, and evaluation measures and methods.
 - Develop validated program designs. Based on the evaluation results of the field test, the original design is modified to eliminate those features which produced unintended or undesired effects and to highlight those that demonstrated their effectiveness.
- In FY 1979, the Institute will produce Program Models from among the following topics:
- Methods for Analyzing Community Security Problems. This manual would assist community crime prevention planning efforts by developing methodologies for conducting an integrated analysis of crime problems, major community concerns, and community resources.

- Police Crime Prevention Programs. The report would focus on organizational, operational, and management procedures to bolster the effectiveness and responsiveness of police crime prevention activities. Methods for enhancing the involvement of citizens and community groups will be emphasized.
- Consumer Fraud Intervention. The document would identify promising intervention strategies to detect and prosecute consumer fraud.
- Pre-Trial Release Criteria and Standards. This synthesis of guidelines and evaluative research would examine operational procedures and prediction of risk techniques for pretrial release programs including bail, ROR, and supervised release programs.
- State Victim Compensation Programs. The handbook would offer practical guidelines for establishing and operating statewide victim compensation programs, emphasizing the use of LEAA victimization survey data to identify the scope and nature of victim needs.
- Employment Services for Ex-Offenders. The report would compile information on programs that provide training, job development, and job placement services for parolees and probationers.
- Police Services for the Elderly. The manual would provide information on police and community programs designed to reduce fear of crime among the elderly and minimize the difficulties encountered by the police in delivering services to older people.

The Division also develops program designs based on the findings of Institute research and the best available practical experience. The carefully crafted designs are then tested in a limited number

of sites to evaluate their effectiveness in different settings, identify the need for further research, and determine their suitability for LEAA marketing.

Among the candidates for field test design in FY 1979 are:

- Neighborhood Action To Reduce Residential Burglary. This test will experiment with a number of specific approaches identified through research that promise to reduce vulnerability to burglary. These include such efforts as Block Watch, property-marking, and citizen crime reporting.
- Commercial Security. This effort will test the effectiveness of police programs that assist businesses in strengthening security on their premises.

After a program has been implemented and evaluated, the results are incorporated into a validated program design. Validated designs are nearing completion for the following programs: Prosecution of Career Criminals, Neighborhood Team Policing, and Local Criminal Justice Planning. Now in preparation are validated designs for Managing Criminal Investigations, Juror Usage and Management, and Community Response to Rape.

While the research utilization program focuses on expanding the use of existing dissemination and program development techniques, a new effort will seek knowledge that can lead to new and improved research utilization strategies. Proposals have been solicited for an exploration of how change occurs--how knowledge is diffused and adopted in the form of programs and how those innovations can be made permanent.

The division also is responsible for the Exemplary Projects Program, a systematic effort to tap the best experience of

the criminal justice community nationwide. Outstanding projects operated by State, local, or private agencies are identified, and information on them is disseminated throughout the country.

To be considered exemplary, a project must have demonstrated consistent success in reducing crime or achieving a measurable criminal justice improvement for at least one year. Other selection criteria include cost effectiveness, availability of evaluation data, suitability for transfer, and willingness of the sponsoring agency or community to provide information to other communities. LEAA funding is not a prerequisite.

Candidate projects are prescreened by Institute staff and the most promising programs submitted to a contractor for onsite validation. The validation reports are reviewed by a board of LEAA and State Planning Agency representatives which selects the best projects for Exemplary status.

All Exemplary Projects are widely publicized. Brochures and detailed instructional manuals are prepared on each project and distributed to agencies and communities throughout the nation so they can consider adopting the approach in their localities. The manuals spell out the planning, operation, budget, and staffing necessary and explain evaluation procedures, so that communities adopting the program can gauge their own success or shortcomings. To date, 29 Exemplary Projects have been selected from more than 515 candidates.

A brochure describing the program and forms for recommending projects are available from the Model Program Development Division. The deadline for submitting project recommendations for the next round of screening will be early in 1979. The exact date will be announced through the National Criminal Justice Reference Service.

TRAINING AND TESTING DIVISION

The division has two key responsibilities: field tests of Institute-designed experiments and national training in advanced concepts for criminal justice executives.

The Field Test Program functions both as part of the Institute's research and development process and in support of LEAA action program development. Each year, two to four program designs based on the findings of Institute programs are tested in a limited number of sites. The Training and Testing Division funds, conducts, and monitors the tests, assessing and selecting sites on the basis of criteria established in the test design. Institute funding normally supports an 18- to 24-month test in three to five communities for each program.

The Division also provides special training seminars, on-site consultation, and conferences for key staff of all test sites.

In FY 1979, the Division will conduct a test of Multi-County Sentencing Guidelines. This study will examine the effects of judicial guidelines on sentencing consistency and equity in two or more counties of two States.

Other candidates for FY 1979 field tests, described under the Model Program Development Division, are Neighborhood Burglary Prevention Programs and Commercial Security Surveys.

The Executive Training Program presents regional workshops for senior criminal justice officials and special national workshops and seminars for selected researchers and practitioners. It also provides specialized training to support Institute field tests.

Executive Workshops are held throughout the country on selected new programs resulting from outstanding research and evaluation findings, Exemplary Projects, and Program Models. Senior officials of State and local agencies participate in workshops conducted by national experts on the particular topic--wherever possible by those who originate the concepts. A complete training curriculum and resource materials are given to officials who plan to adopt the program in their own communities. Limited follow-on training also is available to help participants sponsor additional training sessions for their own or their client organizations.

Four to five workshop series are conducted nationwide each year on subjects with national implications. Topics are selected annually based on a survey of State Planning Agencies, major regional planning units, LEAA central offices, and National Institute staff.

Last year workshops were held on Managing Patrol Operations, Developing Sentencing Guidelines, Victim/Witness Services, and Health Care in Correctional Institutions. More than 2,200 officials attended the workshops, and another 2,000 practitioners were reached through follow-on training.

The following workshops are scheduled to be held in FY 1979:

- Improved Probation Strategies. A number of questions have been raised about the role and effectiveness of probation as it currently exists. This workshop will train probation executives in innovative techniques for delivering services more efficiently, with an emphasis on effective management techniques.
- Community Crime Prevention. Hundreds of programs that involve citizens in

crime prevention now exist throughout the country. Although research and evaluation suggests that they have the potential for making a significant contribution to crime control, many projects are plagued by problems in planning, management, operating methods, and mobilizing and maintaining community involvement. The workshop series will train law enforcement executives, urban administrators, and citizens in approaches designed to overcome the most common deficiencies.

- Maintaining Municipal Integrity. The aim of this workshop is to heighten the awareness among police executives and other government officials of their primary responsibility for ensuring integrity in government. The topics to be covered include the extent of municipal corruption, the common problems faced by most jurisdictions, and research-based strategies for more effective prevention and control of corruption.
- Operating a Defender Office. This workshop will explore the basic problem involved in providing legal representation to the indigent: how best to organize and manage the delivery of defense services. The sessions will cover various structures and will emphasize techniques for evaluating a public defender's office from both the administrative and client perspectives.

In FY 1979, four of the following topics will be developed and presented as workshops:

- Police/Community Services to the Elderly. This workshop would examine the problems of crime and the elderly from four dimensions: victimization, fear, elderly dissatisfaction with police services, and difficulties encountered by the police in delivering

services. It would train participants in implementing police and community programs to alleviate these problems.

- Drug Law Enforcement. The workshop would be based on results of research conducted in six cities to determine effective strategies for managing police narcotics units.
- Prosecutor Career Criminal Programs. Training would be based on the validated program design which will provide detailed guidelines on project operations in prosecutor offices of varied size. The design is based on assessment of 8 of the 26 career criminal demonstration programs funded by LEAA.
- Court Management. Four program models will be integrated into a training program for court administrative personnel. The training will cover the theoretical framework of trial court management, establishing operational goals and objectives, developing an improvement program, managing change, and budgeting.
- Parole Decisionmaking. Based on research that produced guidelines for making decisions about who should be released from prison, this training would be directed at State parole board members and State legislators responsible for the oversight of paroling authorities. The training would also review alternatives to parole now being advanced by some scholars and practitioners. The purpose of the training would be to provide a sound basis for decisionmaking on the questions of who gets released and when.
- Presentence Reports. Based on a Program Model, this workshop would train participants to develop more useful presentence reports designed to meet

specific needs of a jurisdiction. Multilevel reports of varying degrees of detail may be needed to meet the requirements of specific judges in specific cases.

Special National Workshops bring key researchers and practitioners together to discuss particularly significant research findings and other critical criminal justice issues. Special national workshops in the coming fiscal year will be selected from the following candidates:

- Mental Health in Jails. Jointly sponsored by NILECJ, NIMH, and NIC, this workshop will explore the status of mental health services in American jails, examine the legal and Constitutional issues, review implementation of the standards recommended by the National Advisory Commission on Criminal Justice Standards, recap the literature and research on psychological behavioral pathology in jails, examine prevention models for mental health services in jails, and assess the extent and status of research on mental health services for and problems of jailed offenders.
- Second Evaluation Workshop. An update on current best work in criminal justice evaluation will be presented in 15 panels to researchers and evaluators. Evaluation methodology and problems would be discussed with SPA and RPU evaluation managers as the target participants.
- Collective Disorders. A panel of up to 25 law enforcement and emergency preparedness executives will examine present and anticipated issues relating to collective disorders and terrorism, determine the needs for prevention and management of such incidents, and recommend programs for updating response capabilities in the criminal justice system. A secondary

function would be to identify research and data development needs in this area.

- Governors' Workshop. A national workshop or a series of regional presentations are tentatively planned to acquaint Governors with criminal justice issues and the roles of research and LEAA in supporting State decisionmaking in this area.
- State Planning Agency Workshop. With the combined sponsorship of NILECJ and the National Conference of State Criminal Justice Planning Administrators, this workshop would address the primary issues affected by SPA programs and supported by the research community. In addition to SPA administrators, RPU directors, State budget officers, and executive staffers from Governors' offices would be invited.
- Community Crime Prevention. The purpose of this workshop would be to review completed and ongoing research in this area as well as major questions that merit further research attention. Special consideration would be given to social science findings and experiences relevant to crime prevention. Problems and issues dealing with the planning, design, and conduct of research and evaluation in crime prevention would also be addressed. The workshop would draw upon Institute research results and work in progress.
- Criminal Careers. The workshop would address benefits of identifying career criminals and analyze selective treatment potential, based upon a better understanding of how career criminals differ from the general offender population in such characteristics as frequency and scope of activities, success in avoiding arrest or incarceration, motivations and receptivity to correctional treatment.
- Update '79. The third in a series of annual sessions for local elected officials, the workshop would present panel discussions of significant research efforts with implications for cities and counties.
- Prison Overcrowding. The workshop would provide data and projections for all States on the issue of prison populations and related needs in manpower and physical resources. Other factors such as services, unionism, and management may be considered. The primary audience would be State legislatures.
- Retrenchment Planning. Elected officials, budget officers, planners, and criminal justice officials would be presented with systematic approaches to reduce costs through utilization of more effective management procedures and more efficient criminal justice practices and manpower allocation.

The HOST Program gives officials seriously interested in implementing a new program the opportunity to spend up to two weeks working with administrators of selected "host" Exemplary Projects. The Institute pays travel and living expenses for the visitor. The first-hand, on-location experience provides the chance to study the project operation in detail and prepares the visitor to transfer all or part of it to his own community. Response to the program is encouraging: 13 communities have made major modifications or established new procedures as an outgrowth of Host visits, and another 36 communities have initiated some changes based on what they learned through on-site observation of outstanding projects.

The program will support approximately 50 visitors to 15 host agencies in FY 1979. Visitors are nominated by State Planning Agencies and professional organizations.

REFERENCE AND DISSEMINATION DIVISION

This Division supervises the operation of the National Criminal Justice Reference Service, maintains the LEAA library, and manages the publication program of the National Institute.

The National Criminal Justice Reference Service, an international clearinghouse, is the Federal information resource center for criminal justice researchers and practitioners. Through a wide range of distribution and notification services, the Reference Service informs more than 40,000 subscribers of the latest research and operating experience in criminal justice. Its computerized data base can provide quick response to individual queries on criminal justice topics. A limited number of single copies of National Institute, LEAA, and other selected publications are provided free to subscribers.

Selected foreign documents are provided in English translation.

For further information and registration details, write:

National Criminal Justice Reference
Service
Box 6000
Rockville, MD 20850

The division also maintains the LEAA Library whose special collection serves as a resource for LEAA staff and the public.

In addition to publishing and distributing all Institute research and program documents, the Institute's publication program produces specialized information products including brochures, journal

articles, the Program Plan, the Annual Report, the Research Bulletin, the Research Briefs (in the LEAA Newsletter), and a new monograph series entitled Criminal Justice Perspectives. In FY 1979, the Institute will publish the first annual review of criminal justice research.

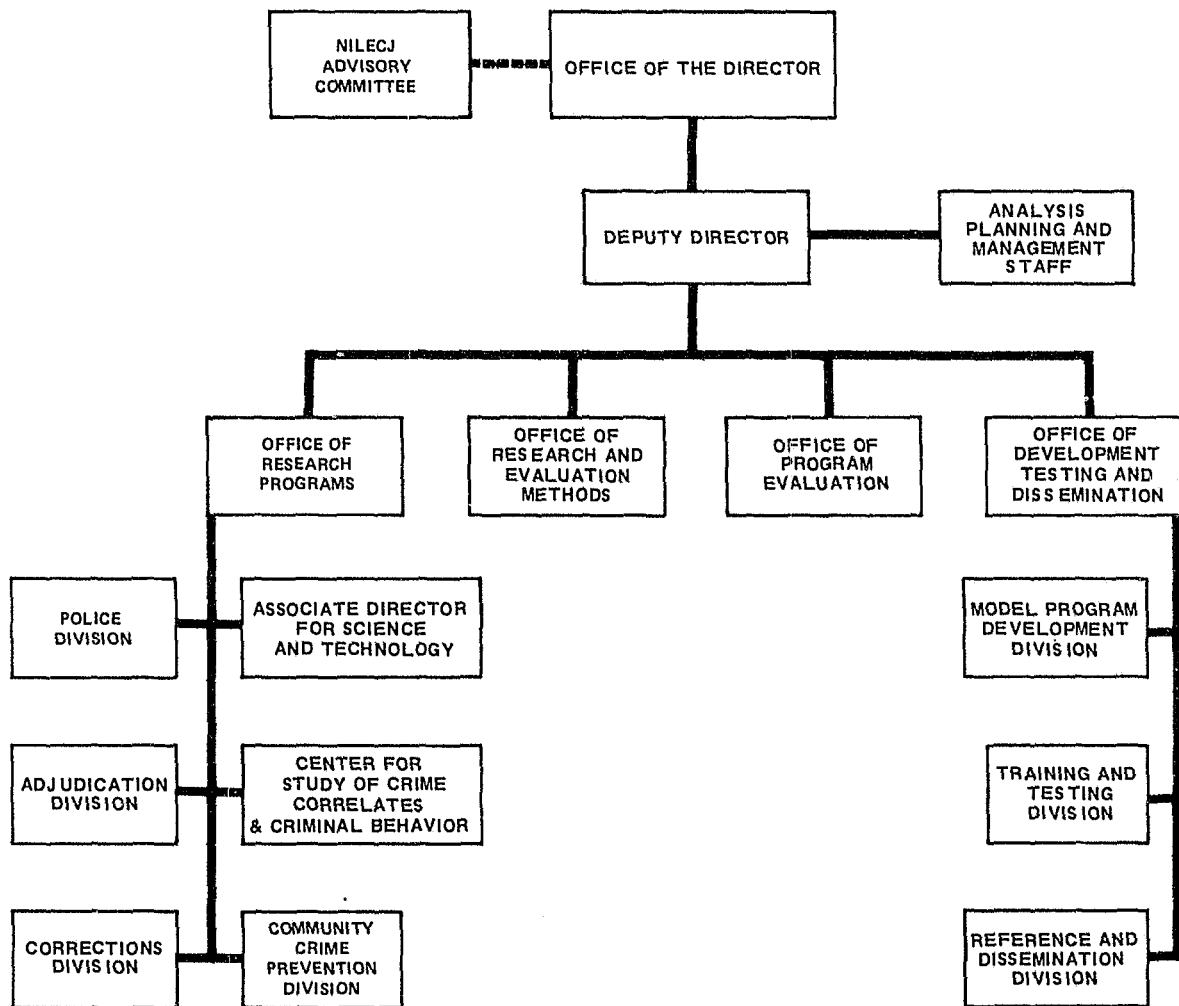
Because equipment is a major budget item for law enforcement agencies, the Office also supports testing of particularly significant equipment items and dissemination of the results. The Equipment Technology Center, operated by the International Association of Chiefs of Police with Institute support, supervises the testing process and publishes performance reports to help law enforcement agencies make sound purchasing decisions.

A corollary effort is the ongoing Law Enforcement Standards Laboratory (LESL) established at the National Bureau of Standards. It serves as the Institute's scientific laboratory in researching and developing performance standards for selected items of law enforcement and criminal justice equipment. The standards support the work of the Equipment Technology Center and also are published and disseminated directly to criminal justice purchasing agents.

For additional information on the Office of Development, Testing, and Dissemination programs and services described above, contact:

Paul Cascarano
Director, Office of Development
Testing and Dissemination
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
Washington, DC 20531

National Institute of Law Enforcement and Criminal Justice



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