

National Institute of  
Law Enforcement and  
Criminal Justice

# **PROGRAM PLAN**

FISCAL YEAR

# **1980**

63158

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

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Law School  
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Graduate School of Education/APST  
Harvard University  
Cambridge, Massachusetts

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Law Enforcement Assistance Administration  
National Institute of Law Enforcement and Criminal Justice



**Law Enforcement Assistance Administration**

**Henry S. Dogin**

*Administrator*

**Homer F. Broome, Jr.**

*Deputy Administrator for Administration*

**National Institute of  
Law Enforcement and Criminal Justice**

**Harry M. Bratt**

*Acting Director*

## TABLE OF CONTENTS

Foreword.....	v
Note to Reader.....	vi
Introduction .....	1
The FY 1980 Program Plan .....	8
Office of Research Programs .....	8
Police Division .....	8
Adjudication Division .....	9
Corrections Division .....	12
Community Crime Prevention Division.....	14
Center for the Study of Crime Correlates and Criminal Behavior.	16
Office of Research and Evaluation Methods.....	19
Office of Program Evaluation.....	21
Office of Development, Testing, and Dissemination.....	22
Model Program Development Division.....	22
Training and Testing Division.....	24
Reference and Dissemination Division.....	25

## 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 1980 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.

The priorities presented 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 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.

Harry Bratt  
Acting Director  
National Institute of Law  
Enforcement and Criminal Justice

October 1979

## NOTE TO READER

Programs and projects described in this report are subject to change, pending passage of legislation now before Congress that would reauthorize and reorganize the Law Enforcement Assistance Administration.

As this report was being written, the Senate had passed the Law Enforcement Assistance Reform Act which establishes within the Department of Justice an Office of Justice Assistance, Research, and Statistics, a National Institute of Justice, a Bureau of Justice Statistics, and a Law Enforcement Assistance Administration. A similar bill was reported out of the House Judiciary Committee. Action by the full House is still pending.

The proposed National Institute of Justice (NIJ) would assume the functions of the National Institute of Law Enforcement and Criminal Justice as well as additional duties. Following enactment of the legislation, detailed information on the organization and functions of the NIJ will be published and disseminated.

## RESEARCH MANDATE

### 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 small 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. 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.

## OTHER OBJECTIVES

### 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:

#### Research Programs

The Office of Research Programs administers the Institute's basic, applied, and developmental research activities primarily through external grants and contracts. The Office includes



## Research and Evaluation Methods

the following divisions: Police, Adjudication, Corrections, Community Crime Prevention, and the Center for the Study of Crime Correlates and Criminal Behavior.

## Program Evaluation

The Office of Research and Evaluation Methods administers methodological research and development activities. Activities focus on research and evaluation measurement problems and system-wide research and evaluation problems in criminal justice.

## Development, Testing, and Dissemination

The Office of Program Evaluation sponsors evaluations of selected programs. 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.

## OVERALL DIRECTION

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.

## ADVISORY COMMITTEE

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 programs and project plans in light of current needs and issues and to assist in formulating long-range goals.

## LONG-RANGE RESEARCH PRIORITIES

In 1977, the Institute--working with its Advisory Committee--selected 10 broad topics as priorities for research over a 3- to 5-year period. The priorities are:

- 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

In addition to these designated priorities, the Institute also supports major research efforts in other important areas such as white-collar crime, alternatives to adjudication, police management, organized crime, and probation and parole.

In setting its research agenda, both short-term and long-range, the Institute is guided by the Congressional mandate, the priorities set by the Attorney General and the LEAA Administrator, and the recommendations of its Advisory Committee.

As part of the 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.

## FY 1980 BUDGET

The Institute's anticipated budget for fiscal year 1980 is \$25 million. (Although 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 1980.)

## Application Procedures

This booklet outlines both the long-range priorities of the Institute and the general areas of research and program activity proposed for fiscal year 1980. It is published as a general guide only. Detailed specifications, funding, deadlines, and application and review procedures are set forth in program solicitations issued periodically throughout the year. Program announcements tentatively scheduled for the coming fiscal year are listed in this plan for each Institute division. Readers interested in receiving a copy of a particular program announcement should write to the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850.

## Information on Funding Opportunities

To ensure wide dissemination of information about funding opportunities, 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.)

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

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).

## Funding Mechanisms

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 interagency agreements with other Federal agencies. The particular funding mechanism used for each project depends upon the nature of the work to be performed. Projects normally are supported for 12 to 24 months, although for certain projects longer term funding may be provided in annual increments, depending upon satisfactory progress in the research.

## HOW TO APPLY

### Solicited Research Program

The bulk of Institute funds are awarded each year for projects outlined in this program plan. Interested applicants must obtain a copy of the program solicitation, which 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. 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.

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.

## 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.

## SELECTION CRITERIA

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.

## SPECIAL PROGRAMS

### Unsolicited Research Program

#### BUDGET

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;
- 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;
- Originality, adequacy, and economy of the research design and methods;
- Experience, competence, and past performance record of the organization and staff.

To ensure that creative approaches to criminal justice research issues are not overlooked, the Institute also sponsors an Unsolicited Research Program. In FY 1980, there will be two funding cycles for unsolicited research, each announced through a formal solicitation. The deadlines are December 31, 1979, and June 30, 1980.

A budget of up to \$1 million is anticipated for unsolicited research in FY 1980, half to be awarded in each funding cycle.

Grants normally range from \$10,000 to \$120,000 for research projects of up to 2 years' duration. Approximately \$350,000 is expected to be earmarked for grants under \$60,000. The kinds of research eligible for funding through the Unsolicited Research Program are:

- Relatively small research projects for which there are few alternative funding mechanisms;
- Projects conducted by qualified researchers relatively new to the criminal justice field;
- Research projects with innovative methodological approaches to criminal justice problems;
- Basic or applied research on interdisciplinary subject areas relevant to criminal justice;
- Exploratory studies in criminal justice areas in which there has been little previous work; and
- Research aimed at developing practical applications to criminal justice problems.

### Visiting Fellowship Program

### For Information

### Graduate Research Fellowships

Concept papers for the unsolicited research program are reviewed by Institute staff and assigned to one of eight peer review panels: police, courts, corrections, community crime prevention, correlates and determinants, program evaluation, methodology, and performance measures.

Examples of the kinds of research funded under the Unsolicited Research Program include a study of illegal corporate behavior among the nation's largest corporations, and a project that will assess the extent to which more detailed written instructions might improve the performance of juries.

This program 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. An annual program announcement is published by the Institute; applicants are required to submit concept papers by November 15 of each year.

For additional information on these Special Programs, please contact Richard Barnes, Director, Center for the Study of the Correlates of Crime and the Determinants of Criminal Behavior, Office of Research Programs, NILECJ/LEAA, U.S. Department of Justice, Washington, DC 20531.

Each year a limited number of Institute-funded fellowships are awarded to doctoral candidates through sponsoring universities. The fellowships support students engaged in writing doctoral dissertations in criminal justice. For information on application procedures, contact the Office of Criminal Justice Education and Training, LEAA, U.S. Department of Justice, Washington DC 20531.

## THE FY 1980 PROGRAM PLAN

The Institute's FY 1980 research and program activities are briefly summarized in the following pages, listed under the responsible Office and/or Division. Priority research plans are discussed first, followed by other topics under consideration for FY 1980 funding. In some cases, research on a priority topic is supported by more than one Division.

This plan is a general outline of the Institute's activities for FY 1980. Additional topics for research are under consideration and will be announced in program solicitations.

### OFFICE OF RESEARCH PROGRAMS

*W. Robert Burkhart,  
Director*

#### Police Division

*David Farmer,  
Director*

### PRIORITY RESEARCH

#### *Utilization and Deployment of Police Resources*

#### *FY 1980 Plans*

The Office of Research Programs sponsors basic and applied research directed toward building a body of knowledge about key criminal justice issues. Within each priority area, the emphasis is on accumulating knowledge, including systematic efforts to synthesize and summarize findings. The Office has five Divisions:

The Institute's police research program seeks to increase the understanding of police matters by accumulating information on topics of long-term significance for law enforcement personnel and researchers. The bulk of the Division's effort is concentrated on the Institute's long-range priority, utilization and deployment of police resources.

Research on patrol and on criminal investigations has shed new light on how police resources are deployed and used. Studies of response time, preventive patrol, and criminal investigations have questioned commonly held assumptions that underlie current practices. Building on these studies, the research planned for the coming fiscal year focuses on issues that relate to the the entire police services delivery system.

The following research projects have been proposed:

Problem-Focused Policing. Police agencies typically are organized along "functional" lines, employing such divisions as patrol, investigation, and traffic enforcement. The workload within these units tends to be treated independently rather than a part of a process for achieving problem-related objectives. During the past decade, recommendations for a more problem-oriented approach have led some departments to innovate with special anti-crime units or directed patrols that focus resources on well-defined specific crime problems. This project would build on the Institute's extensive work on police field service delivery systems, exploring in greater depth the opportunities for--and obstacles to--organizing police operations along problem-oriented lines.

Private Policing. In its 1973 report, the Private Security Task Force of the National Advisory Committee on Criminal Justice Standards and Goals noted that the lack of knowledge on this

topic made police planning and decisionmaking difficult. This study will address such issues as compliance with Task Force recommendations; the nature and extent of past, current, and anticipated private security efforts and their impact on crime; and the utility of model guides for improving relations between private security forces and law enforcement agencies. Each of these topics was recommended for study by the Private Security Task Force.

## OTHER RESEARCH

In addition to work outlined above under the priority topic, the Police Division conducts a variety of other research programs. Among those proposed for FY 1980 are the following:

### *FY 1980 Plans*

Socioeconomic Trends and Policing. Certain socioeconomic trends impinge on police decisionmaking. Shifts in the makeup of the population--fewer young people, more Americans in the older age brackets--budget cutbacks, and the energy crisis are examples. This research will assess such projected changes and how they will affect law enforcement. Among the questions to be explored: What trends are likely to affect law enforcement? What changes in roles, management techniques, and police operations are desirable in view of both current trends and future needs? How can law enforcement policymakers and administrators best provide for future eventualities?

Forensic Research. Appropriate procedures for collecting and analyzing evidence are often crucial to the outcome of a criminal case. The strength of an investigation often depends on how evidence is handled at the scene of the crime, analyzed in the laboratory, and presented as testimony to juries. Projects proposed in this area of research include (1) developing standards for the medical investigation of sudden death in an effort to improve the detection of homicides; (2) assessing procedures used in analyzing compounds and metabolites in unknown substances; and (3) assembling basic information on the state-of-the-art in forensic science for judges, prosecutors, defense attorneys, and police.

## Adjudication Division

*Cheryl Martorana,  
Director*

In sponsoring research on the criminal adjudication process, the Adjudication Division supports studies of the overall court process, defense and prosecution functions, law reform, and alternatives to traditional adjudication. The Division's research responsibilities include two of the Institute's long-range priorities: pretrial process (delay reduction and consistency) and sentencing.

## PRIORITY RESEARCH

*Pre-Trial  
Process:  
Delay Reduction  
and Consistency*

Programs in this priority area examine the entire pretrial process as well as specific issues of fairness and delay reduction. Research to date has examined such areas as misdemeanor court management, felony case attrition, plea bargaining, and the prosecutorial function.

## **FY 1980 Plans**

Solicitations proposed for fiscal year 1980 include:

The Grand Jury. Many questions have been raised about the role of the grand jury and the manner in which it is used. The Institute is currently sponsoring a survey of the requirements for and the use of grand juries in approximately 300 jurisdictions. The proposed study will build on the results of the survey, examining in depth a number of critical issues concerning the role and function of the grand jury. The specific focus of the study will be determined after the survey results are reviewed in late 1979.

Pre-Indictment Practices and Policies. This study will examine the practices and degree of coordination among officials involved in making pre-indictment decisions. The research will focus primarily on two key decisions made before indictment: the decision to charge or dismiss a case, and the decision to release or detain the defendant. Both decision points will be examined within the context of a court's overall strategy for disposing of cases. The purpose is to discern overall policy and practices--articulating what so far has been implicit at each of the decision points in the pre-indictment stage--and to identify possible improvements.

Analysis of the Role of the Bail Bondsman. Increased use of release-on-recognizance and legislative changes affecting bail have significantly changed the role of the bail bondsman in many areas. This study will examine those changes and also will look at procedures used by bondsmen; their relationship with defendants, courts, prosecutors, and defense agencies; the economics and organization of the bond operation; and the services bondsmen provide.

Selection, Role, and Cost of Assigned Counsel. The appointment of attorneys to represent indigent defendants has important implications for the criminal justice system. It affects equity, case processing, and budget. This study will focus on assigned counsel systems, examining the methods for choosing attorneys for indigent defendants, the requirements for appointment, and the methods of payment.

## **Sentencing**

Research on sentencing sponsored by the Adjudication Division has focused to date on the development and use of voluntary guidelines as a tool for making sentencing policy more explicit and consistent within a jurisdiction. Some work in this area will continue in the coming year, but proposed research also will explore other features of sentencing, including the use of alternative sanctions.

## **FY 1980 Plans**

The following projects have been proposed for the coming fiscal year:

Intrastate Sentencing Variation. Current efforts to structure sentencing discretion statewide are based on the belief that



sentencing practices vary from area to area within a state. Despite this assumption, there is only sketchy evidence about the differences within a state in sentencing patterns among various urban, suburban, and rural areas. This study will begin to measure the extent of such differences, and will pinpoint the cultural and geographic factors that might account for any documented disparity. The results will be used to help devise guidelines for imposing more equitable sentences throughout a state.

The Use of Fines as a Criminal Sanction. Although state criminal codes permit fines to be used as sentences for a wide variety of offenses, in practice most jurisdictions impose fines only for traffic violations. This project will examine the present use of fines as sentences in this country and explore potential problems and issues involved in wider use of fines as criminal penalties.

## OTHER RESEARCH

In addition to the priority research outlined above, the Adjudication Division plans other research on various aspects of the court process. Proposed projects include:

The Jury Trial. Although the jury trial is a hallmark of the criminal justice system, there are persisting questions about both the structure and administration of the jury trial process. The aim of the proposed study is to identify the critical issues related to the process and suggest improved means of administering this important facet of criminal justice operations. The study will examine the major characteristics of a jury trial and investigate its role and function in our present system of justice. Emphasis will be given to developing and applying methodologies for examining commonly held assumptions about jury trials.

Comparative Research on State Court Organizations. This study will examine the theoretical soundness of a centralized system of state court administration and assess the effects of state court unification on organizational effectiveness. A research design for the study is being developed under two small FY 1979 grants. The FY 1980 study will be the first major effort to assess the impact of different kinds of court structure on effectiveness. It will build on prior descriptive studies of court unification funded by the Institute, and the results will provide evaluative information for LEAA's Fundamental Court Improvement Program.

## Corrections Division

*John Spevacek,  
Director*

The Corrections Division concentrates its resources on two Institute long-range priorities: sentencing and rehabilitation. These two areas are closely interrelated, and research in one complements inquiries in the other. Both are relevant to the central issue in the current debate over the purpose of the criminal sanction: Should rehabilitation of the offender be the primary objective, as exemplified by the indeterminate sentence? Or should such traditional goals as equity of treatment, deterrence, and upholding societal values be paramount?

## PRIORITY RESEARCH

### *Sentencing*

#### *FY 1980 Plans*

Research in sentencing, which is the shared responsibility of the Corrections and Adjudication Divisions, has been directed toward examining the purposes and consequences of differing sentencing policies as well as the related issue of the use of judicial and administrative discretion. The work sponsored by the Corrections Division focuses on the impact of sentencing practices and trends on the correctional system.

The following solicitations relating to sentencing are under consideration for the coming fiscal year:

Factors Affecting Prison Commitment Rates. This study will explore factors related to existing differences in prison commitment rates in the various states. Previous research has examined such factors as crime rates, unemployment, and demographic attributes that help explain the aggregate use of confinement in all Federal and state prisons. None of these, however, adequately explains variations in the size and composition of state and regional prison populations. The study will gather information about sentencing/prison commitment practices in the states for different types of offenses and offenders. It also will identify the size and characteristics of subgroups of offenders (such as addicts or mentally disturbed offenders) within various state prison populations.

The Impact of Serving Time Under Determinate Sentencing. What is the impact of determinate sentencing on the behavior of prison inmates? In exploring this question, this study will investigate whether removing the traditional incentives and sanctions of indeterminate sentences encourages or inhibits maintenance of order in institutions. The research also will look at other consequences of determinate sentencing. What are the effects on inmate participation in work and rehabilitation programs, on the growth or decline of inmate organizations, on management of the long-term inmate, on staff-inmate relationships, and on prison staff in general?

### *Rehabilitation*

#### *FY 1980 Plans*

The central premise of rehabilitation is that various treatment programs can prepare offenders to adopt noncriminal lifestyles when they return to society. Available evidence questions this assumption, however, and there is a continuing reexamination of the role of rehabilitation in corrections. Research questions include: Is rehabilitation a realistic goal? How can we define and measure the concept and results associated with rehabilitation programs? How effective are particular rehabilitation programs, for whom and under what conditions? What is known and not known about various rehabilitation programs and practices?

A Study of Selected Probation/Parole Supervision Strategies. Previous Institute-sponsored research found the quality of probation/parole services to be particularly important in achieving rehabilitation. This project will explore the issue further by comparing a sample of probation agencies that employ different methods for delivering probation services.

The quality of services delivered by each will be examined in terms of:

- methods and extent of service delivery;
- associated costs and resource requirements;
- organizational and operational factors associated with the the quality of services;
- the impact of service delivery on client performance, as shown through followup studies of clients.

Research on Inmate Education. Earlier Institute research has underscored the importance of education for inmates and the need to assess the effectiveness of educational programs in corrections. This project will build knowledge that can lead to more effective, innovative correctional education programs. Three topics are under consideration for study: special training for prison-based teachers; teaching learning-disabled offenders; a comparison of coercive and noncoercive correctional education. Final decisions about the topics will be made following coordination with relevant government agencies and professional educational organizations.

The Impact of Community Environments on Supervised Offenders. Previous studies of the factors related to successful completion of probation or parole have concentrated on the individual offender's personal attributes. Although the influence of the community has not been totally overlooked, further research is needed to understand what aspects of the environment encourage or inhibit an offender's successful adaptation. To provide this information, this project will correlate measures of the community environment with measures of the performance of a sample of supervised offenders in two or more jurisdictions.

## OTHER RESEARCH

### *FY 1980 Plans*

In addition to studies relating to priority topics, the Division sponsors other research that contributes to knowledge about corrections in general.

The Changing Role of Corrections. Long-range planning for corrections cannot rely on the assumption that current trends and conditions will persist. This project will pinpoint factors likely to determine the future of corrections, such as changes in society that may produce different notions about what behavior should be considered criminal and what forms of punishment are appropriate for certain types of offenses. The research will focus on two fundamental questions: Will rehabilitation remain a goal of corrections? What role and purpose will corrections fulfill in the future?

**Community  
Crime Prevention  
Division**  
*Fred Heinzelmann,  
Director*

Research by the Community Crime Prevention Division focuses on three areas: crime and the environment, citizen and community participation in crime prevention, and crimes of particular concern such as violent crime, white-collar crime, and organized crime.

## PRIORITY RESEARCH

### Community Crime Prevention

Research continues to probe the relationship between the physical features of an environmental setting and the residents' fear of and vulnerability to crime. Ongoing work on crime and the environment is synthesizing the body of knowledge accumulated so far as a bridge to further research. Related studies are examining the link between neighborhood deterioration and crime as well as the social and physical characteristics of neighborhoods that influence safety and security. The research on citizen and community participation in crime prevention studies both individual and collective actions. Examples include evaluation of efforts by citizens to improve security; probes of citizen responses to the criminal justice system; and analyses of questions relating to mobilizing citizens in crime prevention activities. (Related, long-term research on citizen reactions to crime has been funded by the Center for the Study of Crime Correlates and Determinants of Criminal Behavior.)

### FY 1980 Plans

Factors Influencing Neighborhood Responses to Crime. Institute research suggests that neighborhoods with similar characteristics may differ in how they perceive and respond to crime. This research will examine factors at the neighborhood level (institutional, organizational, social-psychological) that shape and influence citizen awareness, attitudes, and behavior toward crime. Comparative studies will be made and attention given to crime tolerance levels and their effects on citizen participation activities.

Commercial Land Use Patterns and Crime. Earlier Institute research suggests that physical aspects of the environment can influence both crime and fear of crime. This research will examine commercial land uses and crime to determine the nature of the relationships that exist between them at the block and subneighborhood level. The research will analyze the factors that influence commercial land use and crime, including the attitudes and behavior of residents and nonresidents that help explain how the location of certain facilities or services affect both safety and security. The results should be useful to city planners and urban designers.

### Violent Crime

Research in this priority includes studies of weapons and violent crime, homicide, collective disorders, and arson. A long-term study of the causes of violence also is underway.

### FY 1980 Plans

The following project is planned for the coming fiscal year:

Arson Case Processing. The incidence of arson--a crime that has increased dramatically in the last decade--has spurred an agencywide initiative to curb the crime. Building on research now underway, this project will examine arson court cases to determine the factors that led to, or prevented, successful prosecution. Augmenting the review of court cases will be interviews with prosecutors, judges, and, where appropriate, jury members. Other records such as real estate transactions and case histories of offenders may also be used to learn more

## OTHER RESEARCH

### *Organized Crime*

about factors influencing the prosecution and adjudication of arson cases.

In addition to its work on the community crime prevention and violent crime priorities, the Division funds studies of organized crime and white-collar crime.

Studies in this area have examined the operations and structure of the rackets--bookmaking, loansharking, and numbers--in metropolitan New York. Research in progress is studying the involvement of organized crime in legitimate businesses.

In FY 1980, proposals will be solicited for:

Organized Crime Research Program. Envisioned as a 5-year program to be funded through consecutive grants, this research will study key problems and issues relating to the nature and scope of organized crime and the criminal justice system's response to it. The Department of Justice and LEAA will help guide development of the research and the specific topics to be studied. The findings are expected to lead to development of recommendations for more effective investigation and prosecution of these offenses. Because the program will entail a multidisciplinary approach, respondents to the solicitation must demonstrate ability to coordinate and direct research efforts by several highly qualified groups of researchers.

### *White Collar Crime*

White-collar crime research funded by the Division covers four areas: data needs, crimes against consumers and the public, crimes against business, and crimes against government.

As a first step toward improving data sources, a current project is surveying more than 30 Federal agencies to learn how events become known and defined to fit concepts of white-collar crime. A recently completed study on fraud and abuse in government benefit programs surveyed current practices to prevent, detect, investigate, and prosecute abuse of government programs. Another study is surveying workers in the retail, manufacturing, and service sectors to learn more about the nature of employee theft and factors that influence it.

### *FY 1980 Plans*

Preventing and Controlling Fraud in Government Programs. As a follow-on to current research on fraud and abuse in government benefit programs, this project will focus on prevention and control strategies. Plans for the research will be coordinated with government officials responsible for investigating fraud in various benefit programs.

### **Center for the Study of Crime Correlates and Criminal Behavior**

*Richard Barnes,  
Director*

In coordination with other Institute Divisions, the Center funds research relating to several of the Institute's long-range priorities: crime correlates and determinants, criminal careers, criminal violence, and community crime prevention. It also is the focal point for research on minorities and crime and for activities responding to the 1976 Congressional mandate that directed the Institute to study--in collaboration with the Na-

tional Institute on Drug Abuse--the relationship between drugs and crime. The Center's work also contributes to LEAA's priority program on white-collar crime.

The Center's research strategy emphasizes support for long-term research, for multidisciplinary and interdisciplinary inquiries, and for longitudinal designs. One example of this approach is the Research Agreements Program, begun in 1975, which links the Institute to established research centers throughout the country for long-term studies of broad problems relating to crime and justice. Five Research Agreements have been funded on these topics: career criminals, white-collar crime, unemployment and crime, community reactions to crime, and econometric studies of criminal justice problems.

In addition to the foregoing, the Center also manages two special Institute programs: the Unsolicited Research Program and the Visiting Fellowship Program described earlier in this booklet.

## PRIORITY RESEARCH

### *Correlates of Crime and Determinants of Criminal Behavior*

Under this priority, funds are available for research to improve the understanding of crime and criminal behavior. An important first step in disentangling the web of factors that underlies criminality is the accumulation and synthesis of sound research findings that either support or refute correlations between crime and such factors as unemployment, alcohol and drug abuse, and health disorders. Once significant correlations have been verified, research can then proceed to explore possible causal links.

Much of the work supported is basic research, although funds are also awarded for projects of a more applied nature. Because the program deals with a number of far-reaching and fundamental issues, a limited amount of funds also is budgeted for workshops or colloquia and to commission papers on issues relating to the topics under study.

A tentative list of solicitations for FY 1980 research is summarized below.

### *FY 1980 Plans*

A major effort proposed for FY 1980 will develop up to three external centers for research on particularly significant topics. This effort was initiated last year as continuation of the Research Agreements Program. Building on that experience, the Institute last year awarded funds to create a center for basic research on criminal violence. The Institute anticipates that, over time, the centers could become recognized reservoirs of knowledge in specific fields of inquiry. FY 1980 solicitations will be issued under the Research Agreements Program for these centers, each of which would be funded for an initial phase of an anticipated 5-year program.

Center for the Study of Drugs/Alcohol and Crime. The major emphasis will be on developing basic knowledge of the underlying relationships between drugs/alcohol and crime. The foundation

for research is expected to be provided in agendas now being developed under existing grants. Initially, the Center probably would focus on how drug use and crime patterns vary and develop over the life cycles of typical abuser populations; the relationships of different multi-drug abuse patterns (including alcohol) to different subgroups of abusers and types of crime; and what factors within peer cohorts may distinguish between criminal and noncriminal drug abusers and nonabusers.

Center for the Study of Race, Crime, and Social Policy. This center will provide long-term support to various crime-related topics of special concern to minorities. The core staff of the center will be representative of minority groups. Under the grant, there could be three or four subgrantees to conduct research projects exploring minority issues. Specific research projects will be developed in annual negotiations between the National Institute and the grantee, with recommendations from an advisory board to the center.

Center for Research on Crime Causation and Criminal Behavior. To attract a broader research community to the study of crime causation, the Institute plans to announce an "open" solicitation for research proposals in this area. Implicit in the concept of an "open" solicitation is the understanding that the crime correlates and determinants priority encompasses many different topics suitable for etiological investigation and involves issues that cut across a variety of research disciplines. Complementing more precise research solicitations for other Institute programs, this open solicitation is designed to elicit innovative research proposals for developing knowledge about the causes of crime.

#### *Career Criminals*

Research under this priority includes studies of the nature, identification, classification, and characteristics of career criminals and how the criminal justice system deals with them. A recent award supports continuation of a 5-year Research Agreements Program on the topic scheduled for completion in 1981. Emphasis in the research is on identifying predictors of career criminals and estimating the effects on the crime rate of incarcerating such offenders.

#### **OTHER RESEARCH**

##### *White Collar Crime*

The Center's principal activity in this LEAA-wide priority area is a Research Agreement with Yale University, scheduled for completion in 1980. Yale's research on white-collar crime has focused primarily on Federal efforts to control white-collar crime. Other research on this topic, including projects stemming from the Yale studies, is supported by the Community Crime Prevention Division and is described under that heading.

##### *Minorities and Crime*

In FY 1978, the Center commissioned the Urban League to review the state-of-the-art on this topic. That project is expected to provide directions for future research.

##### *FY 1980 Plans*

Plans for creation of a Center for the Study of Race, Crime, and Social Policy are described above. Other projects may stem

*Women and Crime*

**OFFICE OF RESEARCH  
AND EVALUATION  
METHODS**

*Richard L. Linster,  
Director*

**PRIORITY RESEARCH**

*Deterrence*

*FY 1980 Plans*

from the Urban League's effort.

A recent award is supporting the study of the comparative processing of the adult female offender. The project is attempting to determine if or to what extent the criminal justice system deals differently with men and women.

The Office of Research and Evaluation Methods supports projects that explore methodological and measurement problems facing criminal justice researchers and evaluators. The research usually entails the development or adaptation of advanced analytical techniques to problems in crime analysis and control. This Office administers two of the Institute's long-range priorities: deterrence and performance measurement.

The goal of this priority research program is to develop and validate coherent theories and models for estimating the effects of various criminal sanctions on crime rates. Projects funded examine how various crime control policies work and assess their relative effectiveness. Support is also provided for basic research on estimating the direct effect of the incarceration of offenders on crime rates. Much of the research funded to date has explored the effects of recent legislation passed by states to change some aspect of formal criminal sanctions--mandating specific sentence lengths for certain crimes, for example.

Measuring the effectiveness of crime control policies presents special difficulties. It requires credible methods of counting events that never take place--for example, how many additional crimes will not be committed if convicted offenders are incarcerated for longer periods. Obviously, the validity of such estimates rests on the credibility of the models from which they are derived. For that reason, the deterrence research program is concerned with devising or refining theories and model structures, testing their underlying assumptions, and validating their predictive power.

A single solicitation will be issued inviting research proposals that may relate to any area of crime control:

- General deterrence--the theory that the risk of arrest and punishment discourages potential offenders from committing crimes.
- Incapacitation--the physical separation of offenders from potential victims through incarceration.
- Specific deterrence--the theory that future criminal behavior by individual offenders is suppressed through the experience of arrest, conviction, and incarceration.
- Rehabilitation--the criminal justice system's efforts to alter an offender's behavior in a positive way.



**Performance  
Measurement**

A comprehensive system of performance measures that covers the full scope of criminal justice activities does not yet exist. Evaluations of criminal justice operations to date have not accumulated the kind of structured knowledge about the roles of criminal justice agencies that would readily lend itself to the measurement of their achievements.

Project evaluations, for example, are typically narrow in focus. They may assess the degree to which one or two objectives are met, but they often fail to account for all important costs and benefits. And each evaluator chooses specific performance indicators, making attempts to synthesize evaluation results difficult.

The aim of research in this priority area is to develop and validate performance measures to be used as management and accountability tools by criminal justice practitioners and municipal officials. As part of this aim, efforts necessarily must be directed toward developing a conceptual framework that relates performance to actual operations of an agency. In FY 1978, the Office began a four-phase program to develop a conceptual framework for evaluating performance and performance measures. That year the Office awarded five grants--one each for studies of police, prosecution and public defense, courts, adult corrections, and the system as a whole. Upon completion of these projects, the program plans to move through three more phases: empirical research on unresolved issues, development of prototype performance measurement systems, and a national implementation program.

**FY 1980 Plans**

Building on findings from the first phase, the program for FY 1980 will move into the next phase--empirical research on unresolved issues.

**OTHER RESEARCH  
Methodology  
Research**

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

During FY 1979 eight grants were awarded. Among the topics explored: a project to develop and assess alternatives to the standard statistical descriptors of crime, a methodological review and critique of a sample of criminal justice evaluation reports, and an effort to statistically model and forecast crime rates and detect shifts in trends.

**FY 1980 Plans**

In FY 1980 the Office plans to examine the research supported in the first 3 years of funding (FY 1977-FY 1979). The review will assess the program's contribution to solving applied problems in criminal justice evaluations and its success in attracting competent new scholars and established criminal justice researchers to the field. One solicitation will be issued for this research review.

## OFFICE OF PROGRAM EVALUATION

*Lawrence A. Bennett,  
Director*

### *LEAA Demonstration Programs*

The Office of Program Evaluation designs, funds, and administers evaluations 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 evaluations of LEAA demonstration programs and field tests sponsored by the National Institute, as well as other evaluation priorities.

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 national evaluations of the LEAA Community Anti-Crime Program, which supports community organizations operating independently of state and local governments and agencies; the LEAA Comprehensive Crime Prevention Program, which supports coordinated anticrime efforts by various agencies and community groups; the Integrated Criminal Apprehension Program which integrates and directs police field activities related to crime prevention, detection, and investigation based on systematic data collection and analysis; the antifencing program known as Sting; and the White-Collar Crime Program.

### *FY 1980 Plans*

Approximately four national evaluations of LEAA discretionary or national priority programs are anticipated in FY 1980. Among the programs under consideration for evaluation are:

- Jail Overcrowding and Pre-Trial Detainees. This program concentrates LEAA's past research and training efforts related to jails into a cohesive package that can be utilized by selected jurisdictions facing a "jail crisis."
- Arson. This program involves anti-arson efforts at the state, county, and local levels. In collaboration with LEAA's Office of Criminal Justice Programs, the Institute will provide funding for a first-phase effort to assess operations and collect baseline and outcome data in participating sites. The results will be used to design the full evaluation and to modify program operations as necessary.

### *Field Tests*

The Office of Program Evaluation also conducts evaluations of experimental programs that are designed and implemented by the Institute's Office of Development, Testing, and Dissemination. Program teams, made up of representatives from the Institute's research, evaluation, and testing offices, assist in designing the program. The evaluation is planned concurrently with development of the model and is conducted under the direction of the Office of Program Evaluation.

**FY 1980 Plans**

Two full-scale evaluations of field tests are scheduled for funding in FY 1980. Candidates include:

- Pretrial Supervised Release
- Employment Services for Ex-Offenders

**OTHER EVALUATIONS**

**Special Priority  
Evaluations**

The Office of Program Evaluation also sponsors evaluations of significant criminal justice programs, activities, or legislative actions at local, state, and Federal levels. Studies of this type now in progress or recently completed include evaluations of the New York State drug law, the Alaska plea bargaining ban, Michigan and Massachusetts gun laws, a New York City court employment program, an automatic vehicle monitoring system in St. Louis, and an experimental probation program in Detroit.

**FY 1980 Plans**

Candidates for special priority evaluations are nominated by an agency working group, and those selected are announced in program solicitations.

Depending upon the outcome of pending legislation to reauthorize and reorganize LEAA, the Institute's role in evaluation may be expanded. New priorities for evaluation mandated by the legislation will be announced.

**OFFICE OF  
DEVELOPMENT,  
TESTING, AND  
DISSEMINATION**

*Paul Cascarano,  
Director*

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, using a variety of vehicles, transfers new knowledge to the appropriate audience.

A large part of the Office's efforts are devoted to developing and testing experimental programs through an applied research process. These efforts are part of an agencywide process, which is designed to ensure systematic development of programs based on knowledge.

The work is carried out by three Divisions:

**Model Program  
Development Division**

*Mary Ann Beck,  
Director*

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

**Research Utilization**

The research utilization program spans several stages of the program development process. The products that grow out of each stage are used to support the Institute's testing, evaluation, and training activities. The products are also distributed directly to policymakers and practitioners as guides for planning and implementing criminal justice programs.

FY 1980 Plans	Under an existing contract, the following will produced:
Program Models	<u>Program Models</u> are the foundation for future program development and a tool for practitioners. They synthesize research data and expert opinion, analyze options, and discuss the advantages and limitations of each option.
FY 1980 Plans	In FY 1980, the Institute will produce Program Models from among the following topics: <u>measuring the costs of police services, investigative information systems, managing the institutional environment in corrections, practitioner's guide to cost analysis methods in corrections, assistance programs for battered spouses, improving the operations of small claims courts, grand jury operations, personnel management in statewide court systems, and centralized county offense-reporting systems.</u>
Test Designs	<u>Test Designs</u> detail the strategies for programs that are to be tested at a few carefully selected sites. Each design is developed by an interoffice working group of the Institute, chaired by Model Program Development staff.
FY 1980 Plans	The Test Designs planned for FY 1980 are tentative pending the outcome of ongoing research and evaluation. Possible topics are <u>employment services for ex-offenders, alternative police response strategies, and pretrial supervised release.</u>
	<u>Program Designs</u> are the refined models drawn from the evaluations of the field tests. The Program Designs eliminate features that produced unintended or undesired effects during the field test and highlight those that proved to be effective. In FY 1980 a program design is being developed based on results from the test of <u>neighborhood justice centers.</u>
	<u>Research Reviews</u> , which draw on the findings of Institute studies, may take the form of pamphlets, journal articles, or state-of-the-art papers. So far, the studies that have been chosen for research reviews have been distilled into <u>Policy Briefs</u> --succinct documents that present the implications of particular research findings for an audience of governors and state legislators. <u>Policy Briefs</u> currently being considered for FY 1980 include the following topics: <u>consumer fraud, private security police, citation in lieu of arrest, and pretrial diversion.</u>
Change in Criminal Justice	Funded in FY 1979, this long-term, multiphase program is intended to broaden understanding of how change takes place in criminal justice. The aim of the program is to improve Institute efforts to translate research-based knowledge into policy and practice.
FY 1980 Plans	No additional funding in this area is anticipated for the coming fiscal year.
Exemplary Projects	The Model Program Development 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 improvement in the operation of a criminal justice agency, as shown by evaluation data. Candidate projects are prescreened by Institute staff and the most promising programs are 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. Projects that receive the Exemplary award are widely publicized through descriptive brochures and detailed instruction manuals.

#### *FY 1980 Plans*

A brochure describing the Exemplary Projects 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 1980. The exact date will be announced through the National Criminal Justice Reference Service.

#### **Training and Testing Division**

*Louis Mayo,  
Director*

#### *Field Tests*

The Training and Testing Division has two key responsibilities: field tests of Institute-designed experiments and national training to disseminate research results.

Each year, a few carefully designed tests of model programs are conducted and evaluated at a limited number of sites--typically mid-size local government units. The Division oversees the selection of sites, implements the test design, and provides special training for key staff at the test sites.

#### *FY 1980 Plans*

Present plans call for three field test topics to be selected in FY 1980. Possible topics are employment services for ex-offenders, alternative police response strategies, and pretrial supervised release.

#### *Training/Workshops*

The Division supports the specialized training that is provided for participants in Institute field tests. It also sponsors workshops on the results of research and experimentation.

The workshops are a vehicle for putting specific audiences in touch with research and evaluation findings of significance to them. The audiences vary: Researchers may meet to identify gaps in knowledge and directions for future research studies. Or practitioners and researchers may jointly participate in sessions that explore possible program implementation alternatives stemming from research.

#### *FY 1980 Plans*

Workshops will be held on the following topics: Crime Victim Compensation, Community Crime Prevention, Small Business Security, and Reducing Stress in Correctional Institutions.

**Host Program**

The Host program gives officials seriously interested in implementing a new program the opportunity to learn about it first-hand. Participants spend up to 2 weeks at the home sites of selected "host" Exemplary projects, in preparation for transferring all or part of the program to their own communities.

**Reference and  
Dissemination Division**

*Paul Estaver,  
Director*

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

**Reference Service**

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 42,000 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.

For further information and registration details, write:

National Criminal Justice Reference Service  
Box 6000  
Rockville, MD 20850

**FY 1980 Plans**

The services and products presently offered by the Reference Service under an existing contract will continue in FY 1980.

**LEAA Library  
and Institute  
Publications**

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 Institute research and program documents, the Institute's inhouse publications program produces specialized information products including brochures, journal articles, the Program Plan, the Annual Report, the Research Bulletin, the Research Briefs (a special section in the LEAA Newsletter), and a new monograph series entitled "Criminal Justice Perspectives." In 1979, the first issue of Crime and Justice, an annual review of criminal justice research, was published under Institute auspices.

**FY 1980 Plans**

Support for the annual review of criminal justice research is expected to continue in fiscal year 1980.

**Equipment  
Standards**

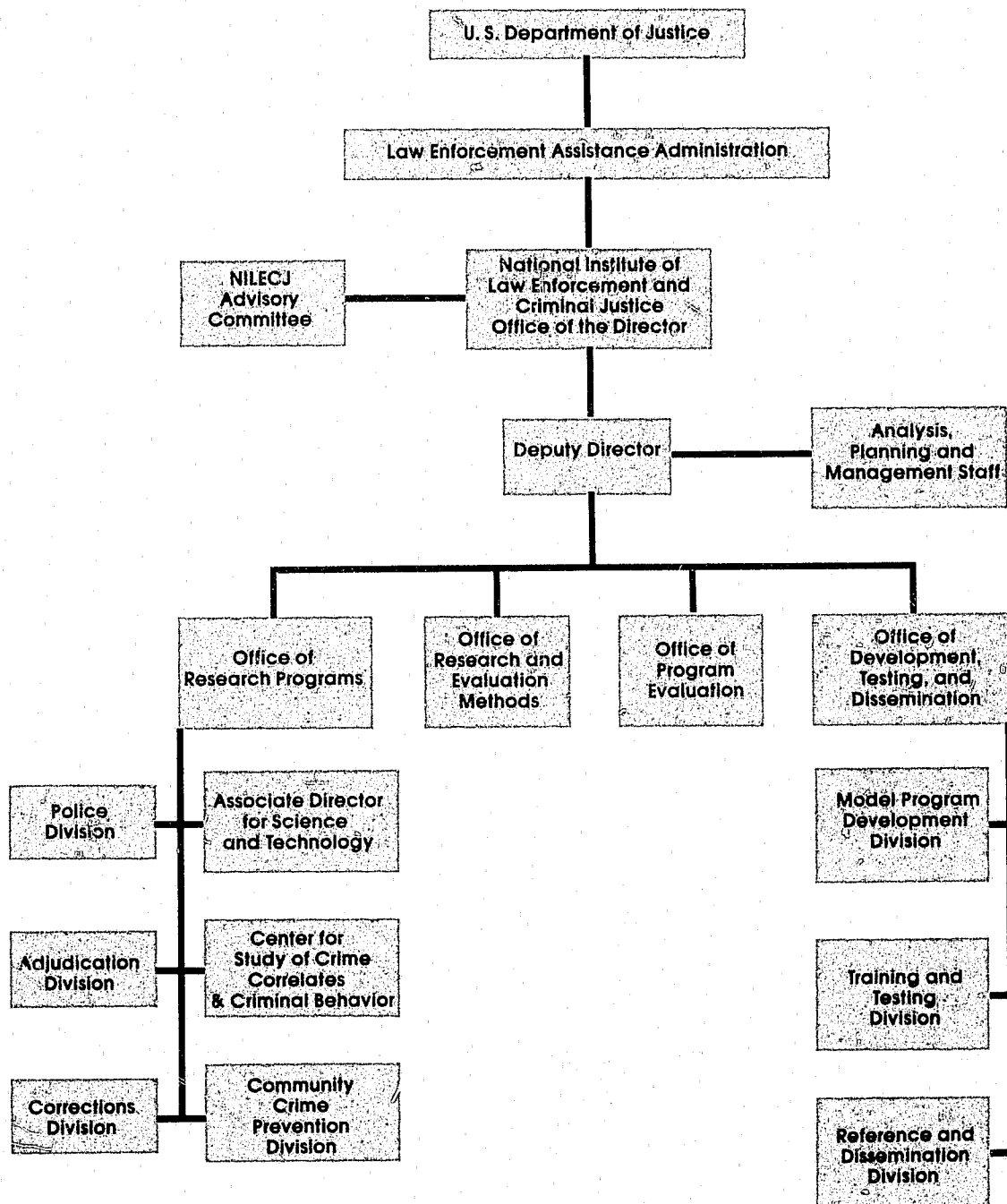
Because equipment is a major budget item for law enforcement agencies, the Division also supports testing of particularly significant equipment items and dissemination of the results. The Equipment Technology Center, operated by the International Association of Chiefs of Police with Institute support, 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 and other interested persons.

*FY 1980 Plans*

Plans call for testing at least six items of equipment and developing additional standards in FY 1980 under the existing program.

# ORGANIZATION OF THE NATIONAL INSTITUTE





# THE NATIONAL INSTITUTE STAFF

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