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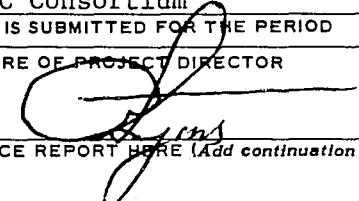
FINAL REPORT

National Criminal Justice Education Development Consortium  
University of Maryland  
Grant # 74-CD-99-0002

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 <b>U. S. DEPARTMENT OF JUSTICE</b> <b>LAW ENFORCEMENT ASSISTANCE ADMINISTRATION</b>		<b>DISCRETIONARY GRANT</b> <b>PROGRESS REPORT</b>	
<b>GRANTEE</b> University of Maryland Institute of Crim. Jus. & Criminology	<b>LEAA GRANT NO.</b> 74-CD-99-0002	<b>DATE OF REPORT</b> March 22, 1978	<b>REPORT NO.</b>
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<b>SHORT TITLE OF PROJECT</b> EDC Consortium	<b>GRANT AMOUNT</b> \$650,000		
<b>REPORT IS SUBMITTED FOR THE PERIOD</b> July 1, 1977		<b>THROUGH</b> September 30, 1977	
<b>SIGNATURE OF PROJECT DIRECTOR</b> 	<b>TYPED NAME &amp; TITLE OF PROJECT DIRECTOR</b> Peter P. Lejins, Director		
<b>COMMENCE REPORT HERE (Add continuation pages as required.)</b>  (See attached report)			
<b>RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)</b>		<b>DATE</b>	

**FINAL REPORT**

National Criminal Justice Education Development Consortium  
 University of Maryland  
 Grant # 74-CD-99-0002

First Steps

First indications that the University of Maryland might be considered by the Law Enforcement Assistance Administration of the United States Department of Justice to be one of the Universities in the National Criminal Justice Educational Consortium came in September of 1973. The Director of the Institute was informed by the then Associate Administrator of the Law Enforcement Assistance Administration, Mr. Richard W. Velde that the six universities had been selected for participation in the Consortium being created, and that the University of Maryland would be the seventh member. The other six universities were selected somewhat earlier, and their representatives were meeting with the representatives of the LEAA and among themselves. The purpose of the Consortium was indicated as the development or strengthening of doctoral programs in the area of criminal justice, and the size of the grants being given for a period of three years was stated as approximately 600 to 650 thousand dollars. (The duration of the grant was, of course, subsequently lengthened by a no-cost extension to September 30, 1977.) Very soon thereafter a representative of LEAA, Mr. Norval Jespersen, met with the Director of the Institute, and the process of developing the proposal for the grant began. It was concluded when on November 16, 1973, the Consortium Agreement was signed in Washington, D.C., by the presidents of the seven universities or their representatives. As far as the University of Maryland is concerned, the grant itself was dated

as of November 1, 1973. At the time of the grant, the status of criminal justice education at the University of Maryland was as follows.

Status of Criminal Justice Education

at the

University of Maryland at the Time of Receipt of Consortium Grant

The University of Maryland

The University of Maryland is a large state university which comprises five campuses and is one of the largest state university systems in the nation. The campus involved in the Consortium grant is the College Park Campus, located in Prince George's County near Washington, D.C., at a distance of about nine miles from the White House and approximately thirty miles from Baltimore. The student population at the College Park Campus at the time of the grant was approximately 35,000. The university's location within the metropolitan areas of Washington, D.C., and Baltimore provides ready access to abundant cultural, governmental, and organizational facilities, both in the nation's capital and the State of Maryland. The University is governed by a Board of Regents appointed by the Governor of the State and the President of the University, who is the executive officer of the Board of Regents and is supported in his activities by five Vice Presidents and appropriate staff. Each campus of the University has as its chief administrative officer a Chancellor supported by several Vice Chancellors. There is a College Park Campus Senate which comprises elected representatives from the faculty, the students, the administration, and the staff, as well as a number of ex officio members.

At the time of the grant, the University of Maryland, and the College Park Campus specifically, were undergoing a process of extensive organizational

change. This process began in 1970, when the above-described structure of a state university with five campuses replaced the previous structure of a university governed by a President and a University Senate and comprising the College Park Campus, the Professional Schools in Baltimore, a campus on the Eastern Shore, a campus in Baltimore County, and the so-called University College which represented the adult education and extension activities of the University. After the establishment of the separate five campuses under a Chancellor for each, the College Park Campus underwent an extensive reorganization, in the course of which the structure of five divisions--i.e., Social and Behavioral Sciences, Humanities, Physical Sciences, Life Sciences, and Human and Community Resources--replaced the previous structure of colleges, among which the College of Arts and Sciences was the largest.

In the fall of 1973, when the Consortium grant began to be considered, this new organizational plan had been worked out, approved up to the final approval by the Regents, and made operational without the structure being completely finalized. The new plan became fully operational beginning with July 1, 1974.

The Institute of Criminal Justice and Criminology

The Institute of Criminal Justice and Criminology was established on the College Park Campus beginning with the fall of 1969. At the time of the grant it comprised the Law Enforcement Curriculum and a Criminology Program, both of which led to a bachelor of arts degree. It also provided a master of arts program in criminal justice, which was available to the graduate students on the basis of two options, the criminology option and the criminal justice option. Both thesis and nonthesis options were available. There was no Ph.D. program in the Institute, Rather, there was a Ph.D.

program in sociology with a specialization in criminology and there was a plan, approved by the Board of Regents at the time of the establishment of the Institute in 1969, to ultimately transfer this doctoral program to the Institute. When the Institute was established in the fall of 1969, it contained only the Law Enforcement Curriculum. At that time the Institute was located in the College of Arts and Sciences as an independent academic unit, reporting directly to the Dean of the College of Arts and Sciences. With the introduction of the divisional structure, the Institute became a part of the Division of Behavioral and Social Sciences, reporting directly to the Provost of that Division.

In the fall of 1973 the number of undergraduate students was 115 in the Criminology Program and 217 in the Law Enforcement Curriculum, and there were approximately 38 graduate students in the M.A. program. The Institute had eight regular faculty lines, one of which was that of the Director of the Institute, and seven graduate assistantships.

The history of the development of the Institute was described by its Director, Dr. Peter P. Lejins, in a publication issued by the Law Enforcement Assistance Administration under the title of Introducing a Law Enforcement Curriculum at a State University. This publication gives in great detail the history of the development of the Institute, its philosophy, its purposes, the rationale of its curriculum, etc. For a person interested in the full picture of the implementation of the Consortium grant, familiarity with this publication would be very helpful.

For an understanding of the Institute of Criminal Justice and Criminology, familiarity with the basics of the Criminology Program and its history is quite essential, especially since the last steps in the complete integration of the two programs took place under the Consortium grant.

Therefore a brief statement regarding the Criminology Program, following closely the description appearing in the above-mentioned publication, is given here.

The Criminology Program  
or  
Division of Criminology within the Department of Sociology

The beginnings of a formalized criminology program at the University of Maryland are to be found in the mid forties. Already in the thirties a basic course in criminology was available. This program emerged gradually from these very modest beginnings in the form of a course or courses in the area of criminology offered in the Department of Sociology. This was fairly customary in many departments of sociology in the United States at that time. With the coming of the present writer to the Department of Sociology of the University of Maryland in 1941 in the capacity of a sociologist specializing in criminology, the number of courses in criminology gradually increased. To the conventional course in criminology, in 1942 a course in Juvenile Delinquency was added, and a year or two later courses in Crime and Delinquency Prevention and Institutional Treatment of Criminals and Delinquents. Graduate seminars were also introduced. This attracted a group of students, both on the undergraduate and graduate levels, who were majoring, or doing graduate work, in sociology, with specialization in criminology on the B.A., M.A., or Ph.D. levels. Thus graduate study in criminology, inclusive of Ph.D. level study, was available in Maryland already in the early forties. In 1946 a "Crime and Delinquency Prevention and Control Curriculum" was officially introduced and appeared in the catalog for the first time, known mostly by the abbreviated name of Crime Control Curriculum. The first Ph.D. in sociology with specialization in criminology was granted in 1947. Gradually a number of graduate students specializing in criminology

became involved in teaching undergraduate courses in the area of criminology because of increasing enrollments which were indicative of the growing interest in the field. In 1964 a second instructor of professorial level was employed in the department, specifically for the purpose of teaching courses in criminology. In 1964 the curriculum was transformed into a division of the Department of Sociology under the name of Criminology Program, with the understanding that a certain number of instructors (four) would be teaching courses exclusively in the area of criminology, and the division was given a certain amount of autonomy in managing the affairs pertaining to this area. In 1965 a third staff member of professorial level was added for the purpose of teaching courses in criminology. About this time the number of undergraduate students in the Department of Sociology who officially registered as specializing in criminology went beyond 80, at times going as high as 100. The number of graduate students fluctuated around 30, with about 20 working toward their M.A. and about 10 candidates working on their Ph.D. degrees. At the time when the Criminology Program was established as a division of the Department of Sociology, the position of Director of the Criminology Program was also created.

It should be noted that throughout the existence of the Crime Control Curriculum, or the Criminology Program, sociology students majoring in that program were required to "major in sociology, have a 'minor' or supportive sequence in psychology, and at least five courses in the area of criminology: Introductory Criminology, Juvenile Delinquency, Prevention of Crime and Delinquency, Institutional Treatment of Criminals and Delinquents, and Treatment of Criminals and Delinquents in the Community." The opportunity to earn up to six credits for field experience in correctional settings had been available for some time for students taking the Criminology Program.

From the above description it is obvious that the Criminology Program at the University of Maryland was a program dealing with the problems of crime and delinquency, their prevention and their control from the point of view of the behavioral sciences. Law enforcement (police science) was not dealt with at all. It also should be noted that while labeled "Division of Criminology," the program actually served as an academic introduction also to the field of corrections, and a large number of students graduating from this program went into correctional work.

Adult Continuing Education Programs  
In Law Enforcement and Corrections--  
University College

An understanding of both the history and the present functioning of the Institute of Criminal Justice and Criminology as one of the Consortium programs is possible only if one has a clear understanding of the functions performed by another component part of the University of Maryland--the University College. This is especially important since there is a considerable difference between the usual programs in criminal justice in institutions of higher education in the United States and the University of Maryland. This difference consists in the fact that, while most of the criminal justice educational programs combine the education of pre-service college-age personnel with the education of part-time in-service adult students, at the University of Maryland these two programs have from the very beginning been operated administratively quite separately. The Institute represents primarily a higher education program on the B.A., M.A., and Ph.D. level for pre-service college-age students and graduate students who are continuing their education in the area of criminal justice more or less directly following

the B.A. degree. The University College, on the other hand, handles the part-time adult extension service which caters primarily to the in-service law enforcement and correctional personnel of the state and the surrounding area. The distinction is not absolute, since there are in the M.A. and Ph.D. programs of the Institute students who are already professionally employed in the field of criminal justice, but most of these are studying either full time or very nearly full time on the basis of fellowships, assistantships, releases from work. etc. The distinction further consists in the fact that the University College extension programs are primarily on the undergraduate level, with a very small number of graduate courses being offered in some areas. The University College either offers individual courses, manages certificate programs for 30 or 60 credit hours, or offers bachelor of science degrees. There is no graduate program in the University College. Therefore, the Consortium grant, which was clearly intended for the purpose of developing or strengthening doctoral programs in the area of criminal justice, does not involve the University College. On the other hand, there is a close connection between the Institute and the University College in the criminal justice education area in the sense that University College--not only in the area of criminal justice but in all of its programs--teaches primarily courses which are offered by the regular departments of the University, and its instructional personnel must be approved by the subject-matter departments in the University program. Thus, while administered through the University College, the courses taught on a part-time basis to in-service personnel are the same courses that are being taught in the regular day program in the Institute, and all of the teaching personnel are approved by the Institute. From the practical point of view of reporting criminal justice activities, the reports of the Institute do not include

close to a thousand part-time students, mostly law enforcement and corrections personnel, who each semester enroll in University College courses.

Part-time instruction by University College has been available since 1947, and from the beginning course work for credit in criminology and related subjects was offered for the law enforcement and correctional workers of the state and of the region. Certificate programs were introduced later. Throughout this period, noncredit activities consisting of institutes, conferences, and seminars in virtually all areas of criminal justice have been conducted by the University College. Some of these activities are funded by substantial public and private grants and are of local, state, or national scope.

The relationship between the extension teaching and noncredit activities of the University College and the educational activities of the Institute has been one of close and friendly cooperation. It should also be mentioned that the extension programs of the University College have been receiving the major portion of very substantial LEEP funds provided each year to the University since the very beginning of the LEAA programs.

In terms of the history of higher education in criminal justice at the University of Maryland, it should be pointed out that efforts to develop an Institute of Criminal Justice and Criminology, which resulted in the establishment of the present Institute in 1969, were the result of a joint effort of the then very active Criminology Program in the Department of Sociology and the University College. The direct interest of the University College was the development on campus of a substantive academic unit teaching in the area of law enforcement so that, in line with the above-described organizational pattern, the University College could offer, in extension, courses in the area of criminal justice and especially law enforcement to

the law enforcement personnel, since up to that time the University College could teach only in the area of criminology and corrections the courses offered by the Criminology Program. This close relationship continues as far as undergraduate extension education is concerned. The University College involvement in the Consortium development is minimal, since--as previously indicated--the University College does not have a graduate program. Of course the indirect impact of the Consortium can be readily felt because many of the in-service personnel, who gradually acquire credit through the University College extension courses and obtain a B.S. degree with a primary concentration in law enforcement, continue in the graduate program of the Institute. An important factor is also the fact that the University College programs offer teaching opportunities to the advanced graduate students of the Institute, thus serving as an additional form of financial assistance, especially to the mature Ph.D. candidates in the Institute's programs.

#### The Consortium Grant

The Consortium grant to the University of Maryland was made on November 1, 1973, in the amount of \$650,000, with the termination date of June 20, 1967. This termination date was subsequently extended to September 30, 1977. The official title of the grant was Educational Development Grant Number 74-CD-99-002. The grant was made in terms of Section 406(e) of Title I. The date of the application was October 22, 1973. It should be explained that the project narrative and budget were prepared in the course of the months of September and October in close and practically constant contact with the pertinent officials of the LEAA.

Since all Consortium grants were based on the applications made by the respective universities and differed from one another, it is of some

interest to set forth the essential characteristics of the University of Maryland grant.

First of all, perhaps, it should be pointed out that the grant contained \$50,000 for an "International Component." No further elaboration appeared in the budget. The program narrative stated that this money was earmarked for the development of the international component of the program, consisting of comparative criminology in general criminal justice studies in cooperation with appropriate organizations and agencies abroad. Detailed plans for this component of the program were to be worked out as the corresponding activities of the Consortium became more definite and contacts were developed abroad. The assignment of funds was provided for by budget amendment. It appears relevant to speculate that the involvement of the Director of the University of Maryland program in international aspects of criminal justice and criminology was the reason for selecting this particular university for a special assignment in the area of international studies.

An analysis of the program narrative and the budget clearly indicate the direct strong commitment to the stated principal purpose of the Consortium: "the express and explicit purpose of 'building or strengthening' graduate programs in criminal justice or directly related studies at the doctoral level."

The key item was the provision for five visiting professorships to expand "the present program in terms of more inclusive coverage of criminal justice subject matter through a greater variety of courses and seminars and the achievement of the interdisciplinary character of studies, as more fully reflecting the nature of the criminal justice field." The five professorships are specified as: 1) a faculty member with educational

background in psychology; 2) a faculty member with educational background in public administration; 3) an additional professorial position for an expert in conventional criminology, to provide a broader scope of course offerings in the area of general criminology and permit offering a greater number of courses and seminars on the graduate level; 4) a professorship in research, to satisfy the need for guidance of graduate students in the development of research designs and methodologies for their theses, dissertations, and other kinds of research which they may undertake in the course of their studies. This research professor is also intended to serve as the Research Director specified in the Consortium Agreement; 5) lastly a new professorial position with the chief function of recruiting minority graduate students, whose role in the field of criminal justice is being recognized more and more. A nationwide search for the best available candidates was thus contemplated. This staff member was also expected to organize a placement service for the graduates of the program and for the Consortium. The person in question was required to teach at least one course in order to maintain direct contact with the student body.

The exact rank of the above five new staff members was left relatively open, with the hope that at least one or two of these positions might be filled at the full professor level with the balance rated as associate and assistant professors.

In order to secure a more direct involvement of the existing faculty in the immediate purposes of the Consortium grant, funds were provided for three faculty members to be released one-third of their teaching time for research projects. It was expected that the faculty members' involvement in these projects would make it possible to involve several graduate students in the research, thus facilitating their own research for the

purpose of obtaining their doctoral degrees. Two of the projects for which release time was secured were "The relationship between the organizational models of police departments and report crime data," and "Experimental educational experiences designed for undergraduate and graduate students pursuing a career in criminal justice." A third project, for which no release time was provided, however, dealt with "Differential methods in handling offenders by offense categories, offender types, and individual characteristics."

Eight graduate assistantships were created with the following purpose in mind:

1. To serve as an academic apprenticeship for graduate students in teaching methods and research in close association with and under the supervision of a faculty member.
2. To provide the faculty members with a certain amount of assistance in discharging their teaching function and doing research.
3. To provide financial aid for graduate students in need thereof.

The grant provided funding for two conferences:

1. A graduate and curriculum development conference over and above the opportunities offered by the Consortium.
2. A conference with broad invitational participation in the area of private security. It was planned to organize the conference around two themes to be treated in their interrelationship: the polarization of public and private security and the strategies for counteracting this trend; and education and training for the field of private security.

The grant provided for an administrative assistant and for two full-



time secretaries. It provided for travel for the general management of the Consortium, for staff recruitment, and for the recruitment and placement of minority students.

The grant also provided for some office equipment and supplies.

#### Administration

The Consortium grant narrative specifies that the grant was to be handled by the Director of the Institute as the "Director of the Project," in cooperation with two project advisors representing the graduate study options in criminal justice and criminology.

#### Implementation of the Grant

Perhaps the most central issue in the implementation of the grant in terms of the Consortium Agreement was the transfer of the existing Ph.D. program in sociology with specialization in criminology, which had been designated a division of the Department of Sociology and was identified as the Criminology Program, to the Institute of Criminal Justice and Criminology. As has already been mentioned, the Institute of Criminal Justice and Criminology was established with the fall semester of 1969. In accordance with the proposal for the Institute approved by the Board of Regents of the University, the Criminology Program was at the outset to be continued as part of the Department of Sociology. The approved proposal stated, however, that it was anticipated that in due time the program would be transferred to the Institute. Such transfer occurred beginning with the fall of 1972 with reference to the undergraduate component of the Criminology Program. Beginning with the spring semester of 1973, the master's program was also transferred to the Institute. Thus at the time of receipt of the Consortium grant, the Institute was operating, in addition to its original

Law Enforcement Curriculum, also the Criminology Program leading to the B.A. and M.A. degrees. The Ph.D. program was still within the Department of Sociology, as a specialization in criminology.

Thus the preparatory work for the ultimate transfer of the Ph.D. program to the Institute was begun considerably before any Consortium grant was contemplated. Mention in the Consortium Agreement and the grant of a Ph.D. or doctoral program in criminal justice as well as receipt of the grant by the Institute clearly served as an important factor, however, in speeding up the transfer. It should be pointed out that none of those obstacles which are described in considerable detail in the previously mentioned publication, Introducing a Law Enforcement Curriculum at a State University, presented themselves with regard to the transfer of the Ph.D. program. By that time the climate of attitudes at the University of Maryland and, one might surmise, at the majority of the universities in the United States was much more amenable to accepting higher education programs in the area of criminal justice. First of all, national recognition of the field of criminal justice as a legitimate field for higher education had by then reached the university communities. Secondly, the fact that at that time even many of the most distinguished universities were introducing such programs was an important factor. Thirdly, the fact that there was a major grant to support such a program could not fail to create a favorable disposition toward the transfer. A very important factor was, of course, the existence of the program as a specialization in criminology in the Department of Sociology since 1946. This made it possible to interpret the transfer not as the creation of a new program, which might have been opposed, but as what it actually was, namely, the transfer of the program--together with a certain expansion beyond the field of theoretical criminology, prevention and correction--to the balance of the field of criminal

justice.

But there remained, of course, many conditions to be met, notably the usual requirements for the observance of standards for the Ph.D. degree in a different academic unit. Questions had to be answered pertaining to the numerical size of the graduate faculty, the competence of that faculty in the various areas of the field of criminal justice to ensure that the Ph.D. candidate would have a sufficiently broad opportunity for that type of study, the corresponding variety of courses offered in the program, the opportunities for Ph.D. level research and the availability of the necessary supervision, etc. All these conditions were carefully checked by the Graduate Council of the University in a number of hearings, which required the presentation of detailed plans for the program and justification or demonstration of the ability to maintain the necessary standards. In the end, however, with the cooperation of the University faculty and administration, approval came relatively soon. As of January 21, 1974, that is less than three months after receipt of the grant, the Criminology Program was transferred to the Institute. Thus, the first major requirement of the grant--a Ph.D. program under the title of Criminal Justice and Criminology--was met. Its detailed content and description, reflected in a number of bulletins, will be described at a later point of this report.

The official transfer of the program, which came after the beginning of the spring semester of 1974, the first full semester of operation under the Consortium grant, was of course not the end of the process of implementation. It was just the beginning of a vast number of curricular and administrative details which could now be accomplished. Some of these were introduced with ease; others met with considerable resistance and delays and took time to be implemented.

Couriously enough one of the major delays was the securing of secretarial personnel for the program on the basis of the funding provided by the Consortium grant. The personnel office of the University took very considerable time to identify the positions specified and set them up as positions within the Maryland classified employee structure. The main obstacle appeared to be that the salaries provided by the grant were at first interpreted by the University's personnel office as being too high in comparison to the functions and qualifications required by the Maryland State Classified Employee System. Thus considerable delays ensued, and it was not until the middle of the spring semester that the positions were properly identified, authorizations were received, and the search for candidates could be seriously started. Classified personnel have always presented a serious problem at the University of Maryland because of the competitively more attractive positions of a similar nature in the federal government. It became necessary to employ temporary personnel on an hourly basis, and frequent changes created a need for constant retraining every time a new person appeared. An additional complication arose when the principal secretary of the Institute, who had worked with the program since its very inception, left the position and had to be replaced. It was not really until the beginning of the fall semester of 1974 that the clerical situation of the program was reasonably stabilized.

#### Faculty Recruitment

For a person not involved in the operation of academic programs at major universities, the securing of funds for faculty positions may appear as the major factor, and the assumption is often made that once the money is there, faculty can be obtained. Nothing can be further from the truth,

Recruitment for the third year of the Consortium was especially difficult, because it was possible really to invite anyone only as a visiting professor for a year. It would be quite natural that anyone else, practically with the moment of his/her arrival on campus, would start looking for a position for the next year. The extent of dedication of the faculty to the program of the Institute became quite problematic under such circumstances. With a B.A. program or even an M.A. program, the above obstacles might not be so crucial. But when Ph.D. level faculty has to be employed these obstacles become very serious. Dr. Robert Carter, Director of the Center for Administration of Justice at the School of Public Administration of the University of Southern California, who was invited by LEAA to evaluate the University of Maryland Consortium program in 1975, picked up this basic difficulty very well in his report and mentioned it as a major obstacle in the development of the program. A curious situation came about. While the third year of the program was supposed to represent the culmination of the effort to strengthen the Ph.D. program and presumably a maximal number of Ph.D. candidates would by that time be doing their seminar work and be working on their dissertations under the guidance of faculty employed on Consortium budget lines and therefore quite concerned about a position for the next year. In many cases, such faculty could be more involved in seeking and exploring new employment opportunities than in the work of their charges.

Fortunately, the divisional administration at the University of Maryland, that is, Provost Dr. Berry, who then headed the Division of Behavioral and Social Sciences, was very cooperative in this respect. One additional permanent budget line was established in the Institute with the beginning of academic year 75-76, and several additional budget

lines were requested of the Chancellor in order to absorb the more-than-likely termination of Consortium funding with the end of spring semester 1976. Of essence was, of course, the timing of the transfer of these lines, which would ensure several faculty members of employment after academic year 75-76.

Rigorous emphasis on the quality of the faculty was maintained in the Institute with regard to the Consortium grant. The general practice of the University is that no person without a terminal degree in his or her field, i.e., usually a Ph.D. degree, is accepted for any professorial rank. And a person with a recently completed doctoral degree is employed as an assistant professor. A considerable volume of publications or exceptional teaching ability are required for promotion to a tenured rank. All of these conditions were rigorously observed in the employment and search for the Consortium-budgeted faculty, since it was meant to be faculty capable of guiding Ph.D. studies. There was one exception to these qualifications. Since it was obviously impossible to obtain qualified graduate faculty on short notice, the policy was resorted to of employing personnel suitable for teaching introductory and in general undergraduate courses, in that way releasing senior faculty from handling such courses in order to concentrate on graduate students and the guidance of master's theses and Ph.D. dissertations. A considerable number of the faculty employed throughout the Consortium period were this type of faculty.

The Structure and Content of the Graduate Program

in

Criminal Justice and Criminology

The Content of the Graduate Program  
of the Division of Criminology

The structure and content of the graduate program in criminal justice and criminology as developed under the impact of the Consortium grant was, of course, strongly influenced by the program as it existed at the time the grant was received. The program is subject to the general rules governing all graduate programs at the University of Maryland, College Park Campus, the University as a whole, and, in the final analysis, by the policies laid down by the Board of Regents. Structurally and administratively this involves the respective academic units in the given field, i.e., the graduate faculty and student representatives, then the Deans of the colleges and, under the new organizational plan, the Provosts; the Graduate Dean and the Graduate Council, as well as the Vice Chancellor for Academic Affairs; the College Park Campus Senate and its appropriate committees, the Chancellor of the College Park Campus, the University Vice President for Graduate Study and Research, the University Vice President for Academic Affairs, the President, and the Board of Regents. All of these academic entities come into play before any graduate program can be approved or modified. Finally, the policies of the Maryland Council on Higher Education must be observed. Although some modifications in procedures and some minor changes in policies have occurred, the basic policies and procedures have remained essentially the same, so that the development of the

Institute's graduate program under the Consortium grant has been very much in line with the academic policies which have governed graduate education at Maryland for a long time.

At this point it might be well to recapitulate the status of graduate education in the area of criminal justice and criminology as it existed at the time the Consortium grant was received.

The Criminology Program, which, as has already been pointed out, was in operation at Maryland as early as 1946, was first located in the Department of Sociology. This is understandable, since for all practical purposes all academic criminology in the United States, from its very inception, has been a subject matter handled by the sociologists. This meant that the analysis of the crime problem and the remedies for it consisted in the application of sociological theories and methodologies to the phenomenon of crime. For decades the American criminologist was a sociologist specializing in criminology who also utilized data from other disciplines of social science (e.g., anthropology, psychology, psychiatry, and economics), but did so qua sociologist. Neither anthropology departments nor psychology departments nor, for that matter, law schools, as a rule, ever taught any criminology. Thus the situation at the University of Maryland reflected the national picture.

Awareness that sociology is not the only social science discipline which is qualified to analyze the phenomenon of crime and that the latter should be subjected to an interdisciplinary approach gradually made itself felt, especially in the 1960's. This awareness was an important factor in the creation of the Institute of Criminal Justice and Criminology at the University of Maryland in 1969. To a large

extent its purpose was to create a setting for the interdisciplinary study of the crime problem rather than a study committed exclusively to the sociological point of view and limited to those who academically qualify as sociologists. In 1969 the Criminology Program was temporarily left with the Department of Sociology, but the anticipation of its transfer was clearly indicated in the proposal for the Institute approved by the Board of Regents.

The above background makes very clear two essential characteristics of the Maryland program:

1. Students who undertake the study of criminology are first of all considered to be sociologists or social scientists who happen to specialize in criminology, thus applying the principles and methods of social and behavioral science to the problem of crime and its control and prevention.
2. The program is very strongly an academic program. It is not directed toward the training of practitioners but rather--and especially on the graduate level--to the education of social scientists familiar with the problem of crime and to the development of a social science of crime, inclusive of research and evaluational research.

Located until 1972 in the College of Arts and Sciences and offering, on the graduate level, research degrees of Master of Arts and Doctor of Philosophy, the Criminology Program was actually barred from becoming an applied program. Such courses as field training were very much limited in terms of permissible credit hours and had to be interpreted as a supplement to academic training rather than preparation for practical careers in the area of corrections. All this does not, of course, mean

that persons receiving the B.A., M.A., and Ph.D. degrees in that program did not have an excellent educational background for entering a career, for instance, in corrections, as very many of them did.

#### The Content of the Graduate Program in the Institute

When the Institute of Criminal Justice and Criminology was established with a Curriculum in Law Enforcement, the same educational philosophy prevailed. Although clearly interdisciplinary rather than tied to one single academic discipline, the Institute and the Curriculum were in the College of Arts and Sciences and were intended as the academic study of the processes and agencies of law enforcement rather than a professional education program. When the graduate degree programs were transferred to the Institute, they were research degrees and not professional degrees. It should be reiterated that this by no means meant an abdication from the preparation of professionals for the field, since the country has gradually been moving toward recognition of the importance of this type of education for those who engage in practical professional careers.

The above orientation of the graduate criminal justice and criminology program at Maryland has an impact, of course, on the qualifications and recruitment of faculty. For the faculty in the Institute, a research doctorate in one of the disciplines of behavioral or social science is a standard requirement. The only exception is the faculty teaching courses in the area of criminal law and procedure, which are considered an essential component in education in the area of the crime problem. A law degree from a law school is a prerequisite in this case, with additional research degrees, as a rule, required for permanent faculty positions in the Institute.

An important factor in this development at Maryland has been the fact that the education for in-service personnel, both in law enforcement and corrections, has never been the task of the Criminology Program, or, later, of the Institute. This function is performed by the extension and adult education branch of the University, that is, the University College, which manages most of the course work, also under the LEEP funding, for Maryland police and correctional workers. This does not mean that there are not at least a few students, both on the undergraduate and the graduate levels, who are working for degrees in the Institute who at one time were or currently are employed in law enforcement or corrections. But these are not taking just a few random courses but are pursuing a regular degree course of study on the basis of various kinds of arrangements which made this possible through leave with or without pay, or by actually leaving the agency in which they were working. Thus, with very few exceptions, the undergraduate students of the Institute are full-time college-age students, and most of the graduate students are studying full-time, supported by fellowships, graduate assistantships, or personal funds.

The above-described character of the graduate program of the Institute determines the course requirements. Both the M.A. and the Ph.D. programs can be broadly analyzed as made up of three components:

1. A set of courses and seminars in the area of criminal justice and criminology offered by the Institute and constituting the "major" for the student;
2. Work in the area of a social or behavioral science discipline selected by the student and taken in the respective department as a "minor" or supportive sequence;

3. A set of tool courses--statistics, methodology, and computer science--which constitute a second minor for the student and are taken preferably in the same social or behavioral science department selected by the student under 2 above. These subjects are not taught by the Institute faculty except for a specialized course in the methodology of criminal justice and criminology.

After three years of gradual development of the Law Enforcement Curriculum and build-up of an adequate faculty and the necessary administrative setting in the Institute, the undergraduate phase of the Criminology Program was transferred from the Department of Sociology to the Institute, at which time the faculty of the Criminology Program of that department was also transferred to the Institute together with its budget. This transfer occurred with the fall semester of 1972. The transfer of the M.A. phase of the program was considered simultaneously, but the authorization to accept graduate students seeking the M.A. degree directly into the Institute was finalized only for the spring semester of 1973. The arguments used in the establishment of the Institute (see the above-cited publication Introducing a Law Enforcement Curriculum at a State University), and advanced before the appropriate University authorities, were: the need and advantages of having an academic unit encompassing the entire field of criminal justice; preference for an interdisciplinary approach to the problems of crime and its handling both on the undergraduate and graduate levels, as well as citation of the policies of the funding agencies, especially those of the recently created Law Enforcement Assistance Administration, in promoting educational facilities which provide the student with a total

view of the criminal justice system, its theory and practice, and its subsystems.

It has already been observed that the transfer of the undergraduate and graduate levels of the Criminology Program to the Institute, as well as later on, after the establishment of the Consortium, the transfer of the Ph.D. program, met with much less resistance than the original move to establish a special degree-granting Institute in 1969. It appears that once the concept of university-level education in the law enforcement area was sold to the administration, but especially the faculty of the University, further modifications and expansion met primarily with the conventional review of the qualification and strength of the program to take on additional responsibilities. Once such readiness was established, there was not much resistance to additions and changes. Another important factor was the example, at this stage, of a number of substantial universities having followed a similar path, while in 1969 the introduction of an Institute of Criminal Justice was still highly innovative. Again, the favorable disposition of the federal funding agencies, especially at that time of the LEEP program, was a cogent factor.

#### The Nature of the M.A. Program in the Institute

The M.A. phase of the Criminology Program was transferred to the Institute basically intact with its faculty and budget and all of its M.A. level graduate students (over 20 in all), since the latter all opted for transfer to the Institute rather than selecting the option offered them to continue their degree work in the Department of Sociology. The program was, however, expanded to offer a criminal justice option in addition to the criminology option to students

seeking M.A. degrees. The terminology "criminal justice" was decided upon in the case of graduate studies rather than the term "law enforcement" used for the undergraduate curriculum. The justification for the addition of the law enforcement option was the basic philosophy and policies of the Institute encompassing the total field of criminal justice.

While the Department of Sociology and hence also the Criminology Program had experimented in the past with various plans for the master's degree, at times requiring a master's thesis, at times requiring comprehensive examinations, etc., the graduate faculty of the Institute decided and secured approval for an M.A. degree with two options--a thesis and a non-thesis option--in the latter case with required comprehensive examinations and research papers. The anticipation was that students planning careers in teaching and research would select the thesis option, while those studying in preparation for a career in the criminal justice agencies would be more likely to opt for additional course work and comprehensive examinations. So far, the thesis option is preferred by far.

#### Admission Requirements for the M.A. Program

The admission requirements for the M.A. program comprise first of all, the general Graduate School requirements of the University of Maryland. The departments are given a considerable amount of latitude and discretion in making additional stipulations. A 3.0 grade point average for undergraduate study is generally expected, with a very slight downward deviation occasionally permitted when special circumstances warrant. Some attention is given to the grade point averages and grades in specific courses, such as the grade point averages in

the undergraduate social science major--especially the grade in theory, the grade point average in criminal justice and criminology, and the grades in statistics and methodology. A criminal justice and/or criminology major or a social or behavioral science major is given decided preference and should probably be considered a requirement as far as policy is concerned. Graduate Record Examinations are required. The combined qualitative and quantitative scores are expected to total at least 1000 and in competitive admissions often are supposed to be higher. A strong recommendation is usually made to postpone the application to graduate school until the GRE requirement is satisfied. In a few cases, conditional admission is granted without the GRE's, with the understanding that these will be passed at a satisfactory level at the first opportunity. Three letters of recommendation from academic faculty familiar with the applicant's work are required, as well as a statement by the applicant on his/her goals and purposes in entering the program in criminal justice and criminology. Needless to say, the standing of the undergraduate college or university is given strong consideration. All of the above qualifications are considered as minimum requirements but are raised when, because of the number of applicants, competitive standards have to be applied. Current national policies in the interpretation of undergraduate performance are taken into consideration in view of the cultural factors affecting minority applicants. Foreign students are expected to meet the same application requirements in addition to language performance tests. Some consideration is given to the different undergraduate program structure in the institutions of higher education in the foreign countries.

Conditional admission may be considered when any of the above requirements are lacking, provided the graduate faculty or its committee considers this warranted. Typical cases of conditional admission comprise the absence of the GRE scores, absence of undergraduate level work in the area of criminal justice or criminology, or absence of statistics and/or methodology courses in undergraduate preparation. In some cases (as a rule in the case of lacking GRE's), formal conditional admission is granted. In some other cases, official full admission is granted with a statement in the letter of admission that the student must make up the lacking prerequisites without credit toward the M.A. degree. In most cases, the absence of prerequisites both in a social science discipline and in statistics and methodology means denial of admission until such prerequisites are made up. A few exceptions are made in very outstanding cases of applicants who are otherwise extremely highly qualified academically.

The above policy of waiver of prerequisites is based on the position taken by the Institute's graduate faculty that a change in the field of study at the end of the undergraduate phase and at entry into the graduate program at the M.A. level is tolerable, and in many cases fully acceptable, given a general high academic performance level of the applicant. For example, a graduate in psychology who has demonstrated a high level of performance but did not have the opportunity to take any course work in criminal justice or criminology may be readily admitted with the understanding that such course work will be made up and that the more advanced courses in this area will be postponed until such time.

All the above requirements are very much in line with the admissions



requirements which were observed in the Criminology Program when it was in the Sociology Department and, by and large, reflect the policies of most of the social and behavioral science departments on campus. The specific criminal justice and criminology considerations have, of course, been built in by the graduate faculty of the Institute.

#### The Nature of the Ph.D. Program in the Institute

The philosophy accepted by the graduate faculty of the Institute as underlying the Ph.D. program is one of maximum possible freedom for the doctoral level student to select the specific area of interest and a course of study in accordance with his or her interests and need, in consultation with a faculty advisor and a Ph.D. committee. Accordingly, requirements in terms of specific courses are minimal for the Ph.D. program. Quality controls are maintained by rigorously observed admission standards and four required comprehensive examinations testing the candidate's competence in the general theory and knowledge of the field of criminal justice and criminology, in the specialization area selected by the candidate from that field, in the theory of a social or behavioral science discipline of the student's choice, and in research methods and statistics. The course work must be completed, as in the case of the M.A. student, with at least a B average. Preparation and defense of a doctoral dissertation with the advice of an advisor and the supervision of a committee is, of course, required.

In principle, it is not specified what courses the student is to take to prepare himself for the comprehensives, although de facto the availability of courses in the Institute to a large extent determines at least the basic courses the student will take. Credit for course work at another institution with the specific approval, in each case,

of the Institute is fully acceptable. The selection of areas of specialization by the Ph.D. candidate is, of course, limited by the availability of faculty competent to conduct doctoral level study in a specific area. There is no language requirement in the doctoral program of the Institute, competence in such tool courses as statistics, methodology, and computer science being considered a substitute for such requirement. Preparation for the comprehensives in the social or behavioral science and in the tool courses is construed as the required minors in the respective departments, as was pointed out in the case of the M.A. program. So far the doctoral students have met with a cooperative attitude on the part of the departments involved. A representative of each of the two minors serves on the committee administering the comprehensive examinations and is instrumental for the preparation and evaluation of such an examination.

The perception of the Institute's graduate faculty, strongly prompted and supported by the Dean of the Graduate School in a meeting with the graduate faculty at the time that the transfer of the Ph.D. program from the Department of Sociology to the Institute was being considered, is that on the doctoral level the total field of criminal justice--including criminology, corrections, and whatever other areas the faculty of the Institute may develop competence in--should be embraced. Involvement of the total graduate faculty in the Ph.D. program rather than dividing them by assignment to different options within the program was an important consideration. The idea that the unity of the field would provide a broader perspective and be completely in line with the U. S. trends of the last seven-eight years to develop the idea of the total field of criminal justice and consider this field as a system

to be analyzed and planned for was, of course, also of considerable importance. Accordingly, in contrast to the M.A. program, the Ph.D. program does not have any specific options. As was already indicated, each Ph.D. candidate is given an opportunity to carve out for himself an area of specialization and to back this up with the general requirements included in the Ph.D. program. This idea of the unity of the subject matter in the Ph.D. program is further buttressed by courses and seminars which encompass the total field of criminal justice. Thus, with the transfer of the Ph.D. program to the Institute; a seminar in criminal justice was introduced (LENF 600) which was to serve as an introduction, on the graduate level, to the total field of criminal justice, emphasizing the aspects which permeate the entire field. Although the course nomenclature indicates law enforcement, this is no more than a technicality. Actually the course is intended to cover both the criminal justice and the criminology aspects of the field. This is one course specifically required of both M.A. and Ph.D. students in the Institute. Other courses, such as Criminal Justice System Planning (LENF 720) and Research Methods in Criminal Justice and Criminology (CRIM 610), also address themselves to the entire field of criminal justice.

#### Admission Requirements for the Ph.D. Program

Generally speaking a candidate applying for admission to the Institute's Ph.D. program is expected to have previous academic preparation to the extent of a completed M.A. degree, as that degree is envisaged within the Institute's program. A considerable number of applicants satisfy such a requirement, but there are considerable and frequent deviations even with regard to applicants who have completed

an M.A. or M.S. degree in criminal justice and criminology at some other university. These deviations are even greater in the case of persons who pursued a different course of study in the past and have had only partial preparation in the field.

Basically, as has been pointed out before, the admission requirements for the Ph.D. program are very similar to those for the M.A. program. The student is expected to possess a certain amount of competence in the area of criminal justice and criminology, one of the social or behavioral science disciplines, and in statistics and methodology. In the case of Ph.D. applicants, this competence is supposed to be on the level of a completed M.A. education in these areas.

With regard to research methodologies and statistics, it is expected that the applicant has completed undergraduate and intermediate or M.A. level statistics and methodology courses. With regard to background in a social or behavioral science discipline, it is similarly expected that the candidate has had some graduate work in such a discipline. And in the area of criminal justice and criminology, it is expected that the candidate has done some work on the master's degree level.

In contrast to the admission policy for the M.A. degree, in the case of the Ph.D. program the graduate faculty of the Institute feels that, while a change from another academic field to the field of criminal justice and criminology is understandable and can be honored at the M.A. level, this cannot be the case with regard to the Ph.D. program. The faculty has ruled that it is inconceivable that a student enrolled in the Ph.D. program has no previous preparation in the field, and students without such in the field of criminal justice and

criminology are therefore not admitted and no make-ups after admission are accepted. Thus, if any person without criminal justice and criminology applies for admission to the Ph.D. program in the Institute, he is directed to acquire such academic background before applying. So far the graduate faculty of the Institute and its admission committee have required only three courses in the area of criminal justice and criminology as an absolute prerequisite for admission to the Ph.D. program. It is expected that a more substantial requirement will be drawn up in the future.

The same principle applies to the courses in methodology and statistics which a candidate is supposed to have prior to seeking admission. While in the case of the M.A. student it is considered conceivable that a student can catch up with the requirements of these areas after being admitted, the graduate faculty considers that total absence of preparation in statistics and research methodology is too much of a handicap for a student on the Ph.D. level and does not, as a rule, accept applicants without any preparation in this area.

By and large, the same principle applies to background in a behavioral or social science. This means that a person with no social or behavioral science background on the bachelor or master's level is not admitted, even if these degrees have been earned in a program of study in criminal justice and criminology.

Each Ph.D. candidate is required to appear for a personal interview with the graduate faculty of the Institute or its committee. The interview plays a very important role in the final admissions decision, although candidates who, on the basis of the written materials submitted, do not appear to have much of a chance of being admitted

usually are not encouraged to come for an interview unless the candidate insists.

The Graduate School requires that four members of the dissertation committee be members of the Graduate School, with the chairman--unless a special exception is made--being a full rather than an associate member of the graduate faculty. At least three members of the committee, including the chairman, must be from the Institute. The two remaining members are supposed to represent the department or departments in which the candidate is minoring, that is, one representing the pertinent social or behavioral science department of the Division of Behavioral and Social Sciences and one representing the area in which the candidate has taken the methodology and statistics requirement.

At the present time the structure of the committees administering and evaluating the comprehensive examinations has not been fully determined. It is assumed that the membership of the dissertation committee is strongly represented also on the comprehensives committee or committees, but recruitment of additional faculty members, especially from the areas of the two minors, is perfectly possible or will probably take place in the future. The dissertation committees may have additional invited members who do not have to be members of the graduate faculty or, for that matter, be members of the faculty of the University of Maryland. Their invitation depends on the special qualifications which they may offer in connection with the candidate's subject of study.

#### Joint Doctoral Program in Criminal Justice

The Consortium Agreement among the seven universities stipulated joint undertakings in the area of criminal justice regarding cooperative

educational and research enterprises, exchange of faculty and students, and, in general, intensive cooperation. One of the more tangible implementations of this plan is the Joint Doctoral Program in Criminal Justice between the University of Maryland and Eastern Kentucky University.

In view of a delay in the approval of Eastern Kentucky University's own graduate program on the doctoral level, representatives of that University began to negotiate with the University of Maryland Institute in order to develop a plan under which graduate students who complete their M.A. degree at Eastern Kentucky would be admitted to the Ph.D. Program in Criminal Justice and Criminology at the University of Maryland provided they meet the usual admission requirement of that program. They would, however, spend an additional year of graduate study at Eastern Kentucky. During that year they would be taking courses and seminars appropriate in terms of the Maryland Ph.D. program up to 30 semester hours. Their work would be supervised and approved by the students' University of Maryland and Eastern Kentucky University advisors. Upon satisfactory completion of course work at Eastern Kentucky University, the student moves to the University of Maryland as a doctoral student of good standing. His/her further work is supervised by an advisory committee, appointed by the Director of the Institute, which includes one member from the faculty of Eastern Kentucky University College of Law Enforcement. Ph.D. comprehensive examinations are administered by the University of Maryland, and the student's dissertation is supervised by a committee which is also appointed by the Director of the Institute. This committee may include a member of the Eastern Kentucky University faculty on a nonvoting

basis. Students in this Joint Doctoral Program are to be provided financial aid by Eastern Kentucky University throughout their course of study.

The negotiations between the two Universities in developing this program can well serve as a model for this type of cooperative arrangement. Two representatives of the graduate faculty of Eastern Kentucky University visited the Maryland campus at an early stage and met with the graduate faculty of the Institute as well as with the Dean of the Graduate School. A number of sample cases of Ph.D. applicants both from Eastern Kentucky University and the University of Maryland, in each case fully documented, were jointly analyzed in considerable detail to ascertain and compare the criteria used in the evaluation of graduate students by both Universities. The Ph.D. study requirements, especially those of the comprehensive examinations, were analyzed, and the nature of the courses preparatory for these examinations, was ascertained. Further details and possible adjustments were discussed on the occasion of the Consortium Board of Directors meetings, which provided ample opportunity for such contacts. The final proposal made by Eastern Kentucky University was approved by the graduate faculty of the Institute and the Dean of the University of Maryland Graduate School and was declared operative as of June 13, 1974. Since that time a number of potential candidates applying to this program have come to the University of Maryland for interviews, accompanied by a representative of Eastern Kentucky University's graduate faculty. At the time of the termination of the Consortium grants, two such students had been accepted and were on the Maryland campus in the second year of their doctoral studies.

### Support of Graduate Students

#### LEAA Graduate Research Fellowship Program

In the fall of 1973, well ahead of the signing of the Consortium Agreement and prior to receipt of the Consortium grant by the University of Maryland, the then Program Manager for the Consortium informed the prospective Consortium schools that the LEAA Graduate Research Fellowship Program would provide each school with \$50,000 for graduate fellowships each year for a three-year period over and above the basic Consortium grant. This was a very important item of information because it is well known how essential financial aid to graduate students is today, especially for minority graduate students. The only concern was that, in view of the gradual strengthening of the doctoral program as the result of Consortium activities, the need for fellowships might increase toward the end of the Consortium period and therefore more money might be needed in the second and third years than in the first. As it turned out, the funds awarded to the University of Maryland during the three-year period were \$49,285 the first year, \$28,500 the second year, and \$20,000 the third year, for a total of \$97,785. The last award had as its termination date March 31, 1977, which means that the University of Maryland had the fellowship support for six semesters beginning with the spring semester of 1974. Thus, the fellowship funds awarded were cut back from the originally announced sum by over \$50,000. The Institute continuously indicated the need for greater fellowship support for its expanding Ph.D. program but apparently the funds were not available. This resulted in the fact that, during the last two semesters, no new fellowships could be granted and only those students

who had previously been receiving the fellowships could be continued in their work toward the Ph.D. degree. This meant a serious curtailing of the opportunities to involve additional good Ph.D. candidates. Even the graduate fellowship support given throughout the last Consortium year was to a large extent possible only because of the fact that the University Graduate School waived most of the legitimate allowance to the sponsoring university to which it was entitled, and this money was put into direct fellowship support. An additional graduate fellowship award was given to the University of Maryland during the one-year no-cost extension period of the Consortium grant in the amount of \$15,000. These monies could only be used to provide funds for the fellows already being so supported.

The Institute awarded altogether ten LEAA Graduate Research Fellowships, one finishing the M.A. thesis and nine working on Ph.D. degrees. The M.A. degree, option criminology, was completed by Ms. Kathleen Sedlak at the end of the fall semester of 1975 on the topic "The Effectiveness of Vocational Training Programs on the Successful Employment of Parolees from Patuxent Institution." One Ph.D. degree was completed by Dr. Ronald Tait at the end of the spring semester of 1976 on the topic "The Relationship of Cottage Social Systems to the Adjustment of Training School Boys." It should be noted that at the time of the transfer of the Ph.D. program from the Division of Criminology in the Department of Sociology to the Institute, candidate Tait had progressed toward the Ph.D. degree so far that there was no point in his transferring to the Institute and his doctorate is in sociology with specialization in criminology. The fellowship enabled him, however, to complete the degree much faster than would otherwise have been possible, if at all.

The remaining eight recipients of the LEAA Graduate Research Fellowships were continuing their work on their degrees, and six of them held such fellowships at the time of the termination of the Consortium grant in the fall semester of 1977. Four of the eight had completed their Ph.D. comprehensives with only the dissertations remaining to be done. Two more had taken three of the four comprehensives, one had taken two of the four comprehensives, and the remaining one was planning to begin her comprehensives in the near future.

The experience with the LEAA fellowships at Maryland clearly corroborated the fact that graduate, and especially doctoral, students are in most cases absolutely dependent on some form of financial support. Most of the above ten fellows interrupted their regular employment or did not take on employment only because of the availability of the fellowships. One of the fellows gave up a very well-paying professional job in order to devote full time to his doctoral studies. Without the fellowship this would have been impossible. Unfortunately, when there was an interruption in funding during the spring semester 1977, this fellow had to return to full time employment, reducing the number of fellows to six as of the final termination date of the Consortium.

#### Graduate Assistantships

The traditional way within a university of providing financial aid, among other things, is the awarding of graduate teaching and research assistantships. Thus the Consortium grant had included in its budget funds to cover the costs of such assistantships. During the course of the grant a total of 34 graduate students (primarily M.A. students) were awarded Consortium graduate assistantships. Of these, 6 have received

their Master's degrees, 19 plan to complete their degrees in academic year 1977/78, and 4 are Ph.D. students.

#### The Internship Program

At the same time that the fellowship program was being planned in the early developmental stage of the Consortium, the internship program also was outlined, with the understanding that funding for such a program would be available. The following is a brief description of what transpired with regard to the internship program during the Consortium period at the University of Maryland.

The University of Maryland had a very active summer internship program funded by the Regional Office (Region III) of LEAA in the two summers preceding the Consortium grant. In the summer of 1972, six interns, funded by LEAA at the cost of \$2400, were placed in various criminal justice agencies under the supervision of Dr. Julius Debro, an Institute faculty member. In the summer of 1973 the sum of \$12,500 was allocated by the Region, and \$12,450 were used for 25 summer interns in a wide variety of criminal justice agencies. Dr. Debro and Dr. Knowlton Johnson supervised the interns. During that summer the program was construed as a tutorial course for credit, and the University of Maryland Summer School provided the salary for instruction. The interns met regularly as a group during the summer, contact was maintained with the agencies at which the interns were placed, and reports were prepared by the interns on their experience. The program was acknowledged as an outstanding success. Both undergraduate and graduate students participated.

In the summers of 1974 and 1975 similar funding was obtained from the Region. In the summer of 1974 the sum of \$10,400 made it possible

to engage 20 interns, and in the summer of 1975 the sum of \$12,480 similarly facilitated an internship program with 24 students. In both of these years, Dr. Knowlton Johnson directed the program, and again the University provided the salary for the supervising instructor so that academic credit was received by the participants on the basis of the criminal justice agency placement. Although the funding for the internships was provided by the Region in the summers of 1974 and 1975 as heretofore, it was understood that this funding was given the University as a Consortium university, even though it did not exceed the funding previously received.

It was a considerable setback for the University not to receive any internship funds from LEAA in the summer of 1976. The LEAA internship program had been reorganized in the method of distribution of funds. The Institute was given to understand that only one university in each Region received a grant for internships. The absence of internship funding in 1976 disrupted a carefully and laboriously established network of agencies which were ready to receive interns during the summers, and it will take a considerable effort to reestablish this well-functioning program in some shape or manner--if and when funding can be found. An attempt to obtain funding for an intern program for the summer of 1977 also failed, resulting in a further setback.

Several other types of internships besides the LEAA summer internships are being handled by the Institute, and the general evaluation is that they constitute a very important component both in the graduate and the undergraduate program, regardless of whether the interns are planning to work in the operational agencies or are enriching their competence as scholars, planners, or researchers by the contact with field operations provided by the internships.

#### Teaching by Ph.D. Candidates

The University of Maryland in general maintains the policy that only faculty employed to teach are expected to fulfill this function. Thus, e.g., graduate teaching assistants generally assist the professor but are not responsible for teaching the course. There are some variations in this policy, depending on the needs of the program of the academic unit in question, but as far as the Institute of Criminal Justice and Criminology is concerned, the graduate teaching assistants are not supposed to teach except for an occasional practice lecture. On the other hand, it is a tradition of long standing in many departments that Ph.D. candidates who hold an M.A. degree and are very close to completion of their studies and dissertation can be employed as instructors with teaching responsibilities on a part-time, and even full-time, basis. This is being done for the primary purpose of making it financially possible for Ph.D. candidates to continue their studies. Courses taught by such instructors usually are introductory courses or courses in the specialization of the doctoral candidate. As a rule, no graduate student enrollment is permitted in courses so taught. The Institute has been resorting to this practice for some time in order to supplement graduate student income. However, this opportunity is usually available only to two or three students.

Another teaching opportunity for Ph.D. candidates with an M.A. degree is teaching for the University College of the University of Maryland in the field of criminal justice in the extension and continuing education program. This program has been described in an earlier section of this report. A number of Ph.D. candidates of the Institute have been engaged in such teaching for the Institute, and

some Consortium grant funds were used for this purpose. The benefits of this teaching experience go beyond the financial-aid aspect: this is valuable experience for the Ph.D. candidates not only in terms of practice teaching but also in stimulating the structuring of their knowledge and their ability to present their views in the organized course.

#### Minority Recruitment

It has already been mentioned that the University of Maryland Consortium grant provided a faculty position with the special function of graduate minority student recruitment. Mr. Lawrence D. Jamison, with the rank of assistant professor, occupied this position for two years beginning with the fall semester of 1974. After September 30, 1976, during the one year no-cost extension period, the position of minority student recruiter was taken over by Assistant Professor Dr. Julius Debro. The funding, however, for Dr. Debro's activities did not come out of Consortium funds, but rather was taken over by the Division of Behavioral and Social Sciences of the University. Funding from Consortium monies provided for visits to various universities which potentially might have minority candidates for the Institute's graduate program. The task was not an easy one, especially since, as was pointed out elsewhere in this report, most minority students require extensive financial support, and even with the LEAA Graduate Research Fellowships and Consortium-funded graduate assistantships, such support was not sufficiently massive to involve a large number of minority students.

The statistical picture at the time of the original termination date of the Consortium grant was as follows: Among the 24 Ph.D. students, there were 3 Blacks (13%), 7 women (32%), and 2 foreign students. Among

the 53 M.A. students actively enrolled in the program, there were 5 Blacks (13%), 17 women (29%), 1 Spanish-surnamed student, and 2 foreign. One of the seven LEAA doctoral research fellows was a Black. Among the 15 graduate assistants, 4 were Blacks.

A similar statistical picture is apparent at the final termination date of the grant: Among the 31 Ph.D. students there were 6 Blacks (19%), 8 women (25%), 1 Spanish-surname, 1 Asian American and 1 foreign student. Among the 51 M.A. students actively enrolled in the program, there were 8 Blacks (16%) and 21 women (41%). There was also one foreign student. One of the six doctoral research fellows was a Black. Among the 15 graduate assistants 4 were Blacks and 1 was Asian American.

The Institute is committed to an intensive search for funds for increased financial aid to its graduate students and the minority students in particular.

#### Special Graduate Summer School

##### Summer 1976

In the spring of 1976, as the University of Maryland was approaching the termination date of the Consortium grant, it was determined that, in line with the Consortium goals, an extensive graduate summer school would be of value in meeting these goals. It was believed that the two summer sessions in 1976 would be the last opportunity to provide courses, seminars, advising and an opportunity to take Ph.D. comprehensives for a number of graduate students enrolled in the doctoral program expanded under the Consortium grant. It should be noted that the regular Summer School at the University of Maryland offers almost exclusively undergraduate courses on the basis of Summer School funding. Further, graduate faculty members are usually employed on a 10-month contract which means



that they would not be available to the students during the summer months for advising, comprehensives or oral defenses of dissertations and theses. A request was submitted to LEAA for approval of this project which was subsequently given by the project monitor.

During this special graduate summer school of 1976 a total of 10 courses were offered during the two summer sessions and a total of 27 Institute graduate students registered for one or more of these courses. In addition to the special course offerings, graduate students were able to take comprehensive examinations. Four Ph.D. students did so (Etta Anderson, William Gentel, Harold Holzman and Patrick Langan). Further, one Masters student (Dennis Longmire) successfully completed the requirements for his Master's degree. He subsequently applied and was admitted to the Institute's Ph.D. Program.

#### Summer 1977

As part of the University of Maryland's request for a non-cost extension of the Consortium grant to September 30, 1977, a proposal was included to have a second graduate summer school in 1977 for the same reasons outlined above. This request was approved by LEAA.

During the special graduate summer school of 1977 a total of eight courses were offered and a total of 36 Institute graduate students were registered for one or more of these courses. In addition, as was the case the previous summer, students could take comprehensive examinations and oral examinations at this time. Six Ph.D. students took doctoral comprehensives in August (Bonnie Anno, Steve Brown, Raymond Ellis, Margaret Evans, William Gentel and Nabeel Shuhaibar). Two Masters students (Susan Desrosiers and James Edgar) successfully completed requirements for their Master's degree.

#### Conference Activity--Consortium Related

##### First National Conference on Private Security

The interest in the field of private security on the part of the Institute dates back to its early planning stage. Several curriculum planning conferences of nationally recognized criminal justice educators, convened by the University of Maryland to plan the establishment of the Institute, invariably included a course in private security in the core curriculum. This a course in this field was among the first 10 courses offered in the Institute at the time of its establishment in 1969. The Institute was aware of the growing importance of private security in this country and soon engaged an instructor with expertise in this area, who was to further develop courses in this subject matter and advise those students who had an interest in this area. When the Consortium grant for the University of Maryland came up for discussion, a special point was made to include a budget line for a private security conference in order to focus attention on this important--but at that time not very much explored--field. Already at that time two topics, considered of paramount importance, appeared in the budget narrative: "Polarization of public and private security" and "Education and training for the private security field."

The preparatory work was immediately started, but unfortunately, after preparations had progressed, the faculty member in charge left the University for an attractive position in the field. Consequently it took a while for his successor to pick up the threads. By this time LEAA had placed considerable emphasis on the subject of private security. It established the National Private Security Advisory Council

and somewhat later appointed a Task Force on Private Security as part of the National Advisory Committee on Criminal Justice Standards and Goals, Phase II. The Institute cooperated very closely with the chairman of both the National Private Security Advisory Council and the Task Force on Private Security, Dr. Arthur J. Bilek; with Mr. Irving Slott, who staffed the Advisory Council; and with Mr. Clifford Van Meter, Staff Director of the Private Security Task Force. Their advice was sought and followed both in the structuring of the conference and in selecting the participants.

Following the suggestion of the above advisory group, the conference was titled "First National Conference on Private Security." Forty leaders in the field of private security and some from the field of public security were invited, and the conference took place on December 1-3, 1975, on the College Park campus of the University of Maryland. All of the Consortium universities were invited to participate, and three were represented. Dr. David L. Marvil functioned as Conference Coordinator. The two topics selected in the grant proposal were used as the two themes of the conference. The conference was acclaimed a success by the participants, and a Resolutions Committee, elected by the conference, continued its work long after the meeting. Frequent reference was made to the conference by the Task Force on Private Security in the course of its deliberations. The proceedings of the conference were published and submitted to LEAA.

International Component: International Conference on Doctoral-Level Education in Criminal Justice and Criminology

The LEAA Consortium grant to the University of Maryland contained an item, as previously pointed out, entitled "International Component."

This was an assignment to the Institute to develop some meaningful activity of international scope which would be related to and supportive of a doctoral program in criminal justice education. Action with regard to this international aspect of the grant was, however, delayed.

The reason for this delay was the exploration of an international Consortium project involving all seven universities. As early as the meeting of the Consortium Board of Directors in conjunction with the signing of the Consortium Agreement in November of 1973, this matter was discussed, and a Consortium committee was elected, with the Maryland Project Director as chairman. This committee spent approximately five months working on a proposal for an all-Consortium international project which would be supported by an additional major grant from LEAA. In line with the authorization by the U.S. Congress in extending LEAA, this project was supposed to deal with the topics of skyjacking, terrorism, or drug traffic. The committee worked in close cooperation with the then Project Manager, and the Consortium Board of Directors discussed these plans at several meetings. In the late spring of 1974, the Project Manager was changed, and about that same time it was made clear that LEAA was no longer interested in having the Consortium engage in an international project. As a result, further planning was abandoned.

The work on this all-Consortium international project had a delaying effect on any plans for the use of the funds earmarked for the international component in the Maryland grant, because it was not considered wise to make any plans for a Maryland project while there was a possibility of linking the Maryland activities to the all-Consortium project. Thus it was not until after the all-Consortium project was dropped that planning could go ahead on the Maryland international component.

The following project gradually emerged as the most appropriate utilization of the available funds. The purpose of the LEAA Consortium grant was the "building or strengthening of graduate programs in criminal justice . . . at the doctoral level." This the seven Consortium universities were doing for three years, and some 20 Consortium Board of Directors meetings invariably dealt with the issues of doctoral level education. At the same time a number of other non-Consortium universities also developed doctoral programs in criminal justice. The impetus given to higher education in this field by the LEEP program resulted in an unprecedented expansion, and gradually also the advanced degrees came into the focus of attention. The central concept was that of a unified field under the title of criminal justice, which was to encompass not only all operational activities with regard to crime in one intergrated system, but also conceptually and educationally bring all studies, research, and education together as one unified field. In October 1975 one of the Consortium universities, the University of Nebraska at Omaha, held a conference on doctoral level education in which criminal justice educators from all over the United States took part. Thus, it appeared that the next logical step would be to convene an international conference on the same subject in order to bring the best experience and thinking on this matter in the United States in contact with similar pursuits in other countries. It was hoped that this international exchange of ideas would confront the U. S. patterns of doctoral programs in all facets of the criminal justice system with their counterparts in other countries, bring out advantages and disadvantages, and broaden perspectives on the subject. This was the first international conference of this nature.

With LEAA approval and the enthusiastic support of Dr. J. Price Foster, Director of the Office of Criminal Justice Education and Training, the conference was convened on July 7-10, 1976, by the Institute of Criminal Justice and Criminology on the University of Maryland campus. All Project Directors from the Consortium universities and the Consortium Coordinator were invited to attend, as well as the directors of the criminal justice programs which had recently established the American Association of Doctoral Programs in Criminal Justice and Criminology. The leading educators in the field of criminal justice from abroad were also invited.

The conference was attended by 28 criminal justice educators from 15 countries: 12 from the United States and 16 of their counterparts from abroad. In addition to the United States, countries represented were Belgium, Canada, France, the Federal Republic of Germany, Israel, Italy, the Ivory Coast, Japan, Lebanon, Mexico, Nigeria, Sweden, the United Kingdom, and Venezuela. A number of observers attended as well, including Gerhard O.W. Mueller, Chief, Crime Prevention and Criminal Justice Section of the United Nations.

The University of Maryland administration gave its wholehearted support to the conference. Chancellor Gluckstern of the College Park Campus and Chancellor Drazek of the University College welcomed the participants at the opening session. The Honorable Richard W. Velde, LEAA Administrator, and Dr. J. Price Foster, Director of the Office of Criminal Justice Education and Training, LEAA, addressed the meeting. The conference was characterized by most intensive and enthusiastic participation by all who attended; the closing session on the fourth day ran way past the appointed hour, with practically all participants present to the end.

the moment quality standards are maintained. There were, moreover, certain specific conditions about the Consortium grant which made the recruitment especially difficult. The grant, formulated as a three-year grant, actually was a two-and-a-half year grant as far as the University of Maryland was concerned, since it did not materialize until November of academic year 73-74. Like every grant limited in time, it provided only for visiting positions, which is a tremendous handicap in the recruitment of quality academic personnel. Coming in November, the grant was too late to recruit anybody on a permanent basis beginning with the spring semester, since, again, it is a rare occasion that a qualified person is without a job at that time of the academic year. Recruiting for the second year of the Consortium meant recruiting for only two years. As was mentioned before, intentions were expressed by the University administration to make every effort to continue at least some of the faculty positions developed under Consortium funding. But this did not become a firm commitment until relatively late. Besides, in view of the nationally well-known difficulties with university budgets, many people would not give credibility to such intentions, simply assuming that while the intentions were there, the budgetary facilities to implement them would be lacking when Consortium funding expired. Continuance of Consortium funding beyond June 30, 1976, although hoped for, was also an uncertainty. The frequent mention of the fact that, in view of the budgetary difficulties of most universities, it was a buyer's market was simply not true as far as qualified faculty was concerned. Because of the instability and decreases in university budgets, quality faculty were very hesitant to leave tenured positions, or positions which promised tenure, for temporary positions with some vague hopes of perhaps become permanent, even if these positions offered a higher rank and a higher salary.

As to content, the Chronicle, the official organ of the Graduate School of the University of Maryland, had the following to say:

Perhaps the major issue which surfaced during the conference concerned the clear division between countries in terms of educational philosophy regarding criminal justice education. Representatives from the U. S. and Canada supported the concept of "criminal justice education" as an entity, but by and large the representatives from European countries voiced strong support for continued emphasis on the individual disciplines which contribute to criminology, *i.e.* sociology, forensic studies, psychology, psychiatry, correction, but shied away from the notion of bringing them all together "under one umbrella." This major debate between advocates of the atomistic or separate-discipline approach and advocates of the holistic approach revolved around detailed presentations of the virtues of each system. Advocates of the atomistic approach argued that adopting a holistic approach might mean sacrificing depth for breadth, while in a lively rebuttal of that position, Professor Shlomo Shoham of Tel Aviv University, Israel, presented the simile of the criminologist as the conductor of an orchestra: the conductor need not be an expert in each individual instrument; he needs only the ability to supervise, direct and blend his musicians' individual talents.

Two other major points of concern were the content of the doctoral program and the relationship of the doctoral program and the operational field. The overall feeling about program content was that the doctoral level criminologist should be equipped with three packages of knowledge: an in-depth knowledge of criminal justice, competence in a social science discipline, and proficiency in tool courses such as statistics and computer science.

Regarding the relationship between education and operation, three possibilities for doctoral level education were cited: (1) that the Ph.D. (the academic research degree) produce professors and researchers for academia, (2) that the same Ph.D. is desirable for leadership positions in operational agencies, and (3) that a new, specialized professional doctorate must be devised for application to operational fields.

The climate within which this conference was held on this state university campus, when contrasted with some of the attitudes expressed at the time of the establishment of the Institute of Criminal Justice and Criminology on that same campus in 1969, is worthy of note as an indicator of the general change in the attitudes of academia toward criminal justice

education. The report on the conference appeared as a cover story of the Graduate School Chronicle, while seven to eight years ago, as the Director of the Institute reported in the monograph Introducing a Law Enforcement Curriculum at a State University, published by LEAA, the proposal to have such an Institute met on the floor of the University Senate and other faculty bodies with the comment on at least part of the faculty: "I don't want to see our undergraduate students mingle with policemen on the campus, or have police sergeants function as professors" and "Everybody knows what a policeman is like. It is ridiculous to call his work a profession; there are no scientific aspects to law enforcement at all; hence law enforcement does not have any place in an institution of higher learning." Criminal justice education has come a long way in the last eight years.

The proceedings of the conference have been published and submitted to LEAA.

Conference on Doctoral-Level Education in Criminal Justice and Criminology in the United States

During the International Conference mentioned above, many of the American participants voiced a desire to have a small conference on the same subject matter as it relates to the United States. Subsequently it was agreed, with the approval of LEAA, that such a conference could be convened and should be attended by the representatives of eight United States universities which offer doctoral degrees in criminal justice and criminology. It was also agreed that the one Canadian university presently offering a doctoral degree in criminology (the University of Montreal) should also be invited to send a representative.

The Conference was convened at the University of Maryland Center of Adult Education on September 7-9, 1977, and combined with a meeting of the American Association of Doctoral Programs in Criminal Justice and Criminology. It was attended by representatives of The State University of New York at Albany, Florida State University, Portland State University, Northeastern University, Michigan State University, Sam Houston State University, Rutgers University, the University of Montreal and the University of Maryland. In addition, Dr. J. Price Foster, Director of the Office of Criminal Justice Education and Training of LEAA, participated in the discussions. One resolution and two position statements emerged from the discussions.

The resolution, which was transmitted to Attorney General Griffin

B. Bell, reads as follows:

The Deans and Directors of doctoral programs in criminal justice and criminology assembled at the annual meeting of the American Association of Doctoral Programs in Criminal Justice and Criminology urge a continued federal commitment to education and research in criminology and criminal justice. Past efforts of the Law Enforcement Assistance Administration have received some mixed assessments but, on balance, we believe that the current evaluation of LEAA should recognize that the operation of that agency has maintained a positive focus in education and research on the national crime problem. The best of its programs in these areas deserve to be continued, indeed strengthened.

Crime remains a domestic problem of the highest priority and we must look to the federal government for leadership, direction and support of our educational efforts. Reorganization of the LEAA may be warranted, but it is important that the basic thrust of the federal government in education and research on the crime problem should not be diminished.

The two position statements of the Association, which were transmitted to Dr. J. Price Foster, read as follows:

1. In conjunction with the agenda item on manpower needs and employment opportunities of doctoral degrees in criminal justice, it was agreed that presently and in the foreseeable

future there is absolutely no danger of "overproduction of Ph.D.'s" in the area of criminal justice and criminology. The number of doctoral-degree-granting institutions is still very small, and the number of persons completing such degrees, as revealed by the information supplied in this conference, is likewise minimal. The warnings which are occasionally heard with regard to potential "overproduction" of holders of AA, BA and MA degrees in this field, whether warranted or not, definitely do not apply to doctoral-level education.

2. The meeting discussed three possible proposals for the basic policies in doctoral-level education in criminal justice and criminology which emerged at the International Conference on Doctoral-Level Education in Criminal Justice and Criminology held in July of 1976, viz.:

- (1) that the present policy be continued of having one Ph.D. program, of use both to academicians and researchers and the personnel of the operational agencies;
- (2) that doctoral-level education in criminal justice and criminology be differentiated by offering an academic Ph.D. research degree and a doctoral degree in criminal justice and criminology intended for those who are not interested in an academic and research career but plan to work in the operational agencies of the criminal justice system. The titles of Doctor of Education and Ph.D. in Education, or Doctor of Medicine and Ph.D. in Medicine can be cited as examples of such a policy; and,
- (3) that the present Ph.D. degrees be combined but the establishment of intensive and formalized inservice training programs in the major agencies of the criminal justice system be promoted, following the pattern of such highly educational programs in many civil service systems on the continent of Europe and some other countries.

After extended discussion, the meeting reached the unanimous conclusion that for the present, at least, the first of the three plans, that is, the current type of Ph.D. program should be pursued.

#### Conference Activity--Non-Consortium

The Institute and its Director have been involved in various types of international activities for a number of years. The provision for an International Component in the Consortium grant provided a further basis and stimulus for these activities, which by far transcended those carried

on under the International Component funding. Although they cannot be credited directly to the Consortium project, it is felt that they should be included in this report briefly as a characterization of the Institute during the Consortium period. Besides, all Consortium universities were invariably informed about these activities and attempts were made to involve them by inviting them to the conferences, etc. Both faculty and graduate students of the Institute were intensely involved in these activities, and one of the Ph.D. candidates was given a one-month international fellowship to Europe--all this for the purpose of broadening the scope and perspective of the graduate community of the Institute.

#### International Seminars and Training Programs in Criminal Justice

In the fall of 1974 the Institute received an LEAA grant of \$350,000 for the above-mentioned International Seminars project, with the University of Montreal International Centre for Comparative Criminology sharing part of the funds as a subcontractor. The Director of the Institute functioned as the Project Director and Ms. Mary Jane Wood as Project Coordinator. The intensive planning activities and participation in a number of seminars and training programs organized by the subcontractor will not be covered here. For its part, however, the Institute convened two seminars on the topic of drug abuse.

#### International Seminar on Sociocultural Factors in Nonmedical Drug Use

This seminar was convened on the University of Maryland campus at the Center of Adult Education on November 3-5, 1975. It was attended by eight foreign participants and seven from the United States. A number of observers from the Institute faculty and the graduate student body also took part, and several graduate students were employed as recorders.

Mr. Charles Work, Deputy Administrator, and Mr. George H. Bohlinger, III, Project Monitor, represented LEAA. One of the American participants was Professor James Fox from Eastern Kentucky University, a member of the Consortium, not to mention the Maryland Project Director. The report on the seminar was submitted to LEAA, and the proceedings were published as an Institute Monograph. The participants, several of whom are internationally known experts in the drug field, strongly felt that the seminar made a distinct contribution to the specific topic with which it dealt and suggested that it should be followed by another seminar on the role of social control in drug abuse.

International Seminar on Social Control as a  
Factor in Nonmedical Drug Use

Based on the recommendations arising from the first drug seminar, this second drug seminar was convened on the topic of social control as a factor in nonmedical drug use. The seminar was held on the University of Maryland campus at the Center of Adult Education on January 13-16, 1977. It was attended by 9 foreign participants and 9 from the United States. A number of observers from the Institute faculty and the graduate student body also took part, and several graduate students were employed as recorders. The proceedings of the seminar are being published and presumably are at the printers.

Meeting on Changes in Forms and Dimensions of  
Criminality--Transnational and National

On April 10-13, 1975, the Institute, in cooperation with the Crime Prevention and Criminal Justice Section of the United Nations, convened a meeting of a working group of experts on Agenda Item 1, "Changes in Forms and Dimensions of Criminality--Transnational and National" in

preparation for the Fifth United Nations Congress on the Prevention of Crime and Treatment of Offenders. The meeting was funded by a special LEAA grant to the Institute of \$25,000. Fourteen experts took part in the meeting, representing as many countries. Mr. Gerhard O.W. Mueller, Chief, Crime Prevention and Criminal Justice Section of the United Nations, headed the United Nations Staff, and a number of observers, including several members of the Institute faculty, also took part. A number of the Institute's graduate students were employed as recorders. The proceedings of the meeting were published by the Institute as a monograph. The deliberations of the experts were reflected in the respective agenda item of the United Nations Congress in Geneva in September 1975.

Conference of Consortium Directors in Preparation of U.S.  
National Paper for the Fifth United Nations Congress on  
the Prevention of Crime and Treatment of Offenders

The Director of the Maryland Institute was charged with the task of preparing the U.S. National Paper for the United States Delegation to the Fifth UN Congress on the Prevention of Crime and Treatment of Offenders. A special LEAA grant for this purpose was received to facilitate the preparation of the paper. Among the groups consulted and convened in the process were the Consortium Project Directors, who met in College Park on March 21, 1975, to discuss possible topics for inclusion and also prepared background statements for consideration in writing the paper. The role of the Consortium in the participation of the Project Directors was duly acknowledged in the paper, which was distributed at the Congress in Geneva to participating delegates in five languages. Subsequently, the English version was published as a monograph by the American Correctional Association.



#### Research--Consortium Funded

As a corollary to the strengthening of the Ph.D. program in criminal justice, the Consortium Agreement emphasized the need for research to be conducted by the Consortium universities. The key figure in the center of such research activities was intended to be the Research Director whom each of the universities was expected to employ. Since the Consortium grant to the University of Maryland was made only toward the end of the fall semester of 1973, it was impossible to find a full-time Research Director for the balance of that academic year. Dr. Ray Tennyson, Associate Professor on the Institute Faculty, consented to take on this responsibility on a part-time basis. He continued in this capacity also in the fall semester of 1974, even though a full-time Research Director, Dr. Gerald R. Wheeler, was employed. Dr. Wheeler, however, left the University after the spring semester of 1975, and Dr. Richard Butler took his place and continued to the end of September 1976, the original termination date of the Consortium grant. No Research Director was employed during the no-cost extension period, although Dr. Butler continued as a faculty member of the Institute and was therefore available to meet graduate student research needs.

All three Research Directors were available to the graduate students and the faculty as consultants on research designs, statistical methodology, and computer data processing. Each one also taught a tutorial-type course, in which the students established contact with the criminal justice agencies of the state and the region with a view to developing tentative research designs and proposals and, in some cases, actually engaging in research. A number of M.A. and Ph.D. candidates were helped in their thesis and dissertation research designs by the advice of the Research Director.

#### College Park Campus Victimization Study

In his capacity as Research Director, Dr. Richard Butler undertook a victimization study among students on the College Park campus of the University of Maryland in the spring semester of 1976. With some funding from the research component of the Consortium grant, he engaged a group of graduate students in this project, which offered an excellent opportunity for training in research methodology, survey techniques, and computer analysis. A sample of 4000 students was taken. A preliminary and summary report of the study was presented as a paper at the American Congress of Correction in Denver in August 1976 under the sponsorship of the Research Council of the ACA. A more detailed analysis of the data required more time than expected, and the monograph could not be completed prior to the termination of the Consortium grant. When compared with the police data on campus criminality, the preliminary findings appear to present very considerable differences and opportunities for penetrating analysis.

#### Preparation of College Students as Agents of Change in Criminal Justice Entry Level Positions

This project, under the above title, has been conducted by Dr. Knowlton Johnson of the Institute faculty ever since he came to the University in the fall of 1971. He received support from the Institute and also research grants from the Graduate School. In the later stages of the project, support in the form of release time and graduate research assistant help was provided under the Consortium grant. Dr. Johnson reported on his experimental project in criminal justice education in several meetings and conferences, invariably arousing considerable interest in his method. Several mimeographed reports of his presentations



are available. Related to the above project is Dr. Johnson's grant from the Maryland State Planning Agency, Governor's Commission on Law Enforcement and the Administration of Justice, for his work in the Prince George's County Criminal Justice Evaluation Unit. This three-year grant is in its third year and, with its \$12,000 yearly funding, provides two graduate assistantships for the Institute. The final report of this project is now completed and published as an Institute monograph. A copy is attached.

Other Time-Release and Assistant-Help for Research Projects

Several faculty members received a limited amount of assistant help and some time release for a variety of research projects of smaller scope on the basis of the Consortium grant.

Research--Non-Consortium Funded

Minority Prison Community Project

In the spring of 1974 the Institute received a National Institute of Mental Health research grant in the amount of \$180,000 for two years for the study of minority prison communities. Dr. Julius Debro and Dr. Ray Tennyson were engaged in this project as Director and Chief Investigator, respectively. A faculty research assistant, Mr. Paul Lee, and four graduate research assistants were funded on the basis of that project. It was completed in May of 1976, and the final report is in preparation.

The Maryland Criminal Justice Program After Termination of the Consortium Grant

At the time that the request for a proposal for a Consortium project was received, the administrators of the College Park campus of the

University of Maryland met to discuss the action to be taken. The point was made that, if Maryland were to apply for the grant, it would have to be understood that after expansion of the graduate program of the Institute, with additional faculty employed and a larger number of doctoral students accepted, the University could not revert to the pre-Consortium funding of the Institute but would have to be prepared to take over, at least to a reasonable degree, responsibility for the students and faculty. No definite commitment was made, but it was understood that an effort would be made to live up to this obligation.

The three years following the establishment of the Consortium turned out to be a financially difficult period for higher education in the United States, with the University of Maryland no exception. Therefore it is especially gratifying that in spite of the financial constraints and the maintenance of most programs at a status quo, the University of Maryland found it possible to live up to its tentative commitment. Beginning with academic year 1976/77, five additional faculty lines were assigned to the Institute within the state budget, and five graduate assistantships, likewise state funded, were added to the previous contingent of assistants. In addition, the University provided, on a temporary basis, funding for instructors for four courses in the fall semester of 1976. The only drawback was in terms of secretarial help, the Institute losing both Consortium-funded secretaries. In spite of their efforts, the University administration could not secure additional secretarial lines for state classified employees in academic year 1976/77, which represented a real problem. With the no-cost extension part-time secretarial help was obtained. However,

beginning with academic year 1977/78 the University administration was able to provide the Institute with an additional secretary (Secretary II).

It should be noted that work is in progress on remodeling a building in which the Institute is scheduled to be placed--much larger and more appropriately designed quarters, which will provide not only larger office space for the faculty, graduate assistants, fellows, and the secretariat, but also a laboratory, lounges for graduate and undergraduate students, a criminal justice library, and a conference and seminar room. In spite of the fact that the present quarters of the Institute are very modern and are looked upon very favorably by visitors, the increase in space will solve many problems. The new building is supposed to be ready some time during the fall of 1978.

It is quite obvious that the University's living up to expectations as far as program support is concerned was predicated by the actual expansion of the Institute's program and especially the graduate program as the result of the four years of Consortium funding. The table below presents perhaps most objectively and vividly the development of the program from the fall semester of 1973, at the end of which the Consortium grant was awarded, to the fall semester of 1977, the first semester totally without Consortium funding.

# Institute of Criminal Justice and Criminology

September 1977

	Fall 1973 Funded Items State Budget	Fall 1977 Funded Items State Budget
Total Teaching Faculty	8 lines	13 lines
Graduate Assistantships	7	11 Institute 4 Other campus sources
Undergraduate Majors	332	775
M.A. Candidates	38	51
Ph.D. Candidates	0	31
Ph.D. Research Fellowships	0	1 Graduate School Fellowship
No. of Graduate Courses in Catalog	15	24
No of Courses and Sections Taught	23	36
Total No. of Students Enrolled in Institute Courses	1495	2830
Secretaries	2	3 (plus 1 faculty research asst. for graduate program)

If asked what are the major problems facing the Institute and especially its graduate program after termination of Consortium funding, the answer must be that the major issue is going to be financial support to graduate students, especially the Ph.D. students. Experience with admissions has shown that only very few applicants do not request and actually need some kind of financial support. The inability to provide such aid usually means loss of the applicant. This is especially true

with regard to the competitively better qualified applicants, who usually can locate another university that can find some way to give them the needed financial assistance.

The need for financial assistance is especially cogent in the case of minority students, most of whom cannot continue studies on the graduate level unless they receive substantial support. Certainly this view is reflected in the evaluation of the University of Maryland's Consortium project conducted and reported by Dr. Richard Myren. At the same time, in view of the current interest of American institutions of higher learning to attract minority students, again, those minority applicants who are better qualified usually have no difficulty in finding some university which is ready and able to help.

The Institute feels that, with the beginning of the 1977/78 academic year, it has a very strong group of doctoral students, most of whom are sure to make a substantial contribution to the criminal justice field. Without a continued and increased number of fellowships and a much larger number of graduate teaching and research assistantships, it is clearly impossible to further improve or even maintain present standards of quality.

Another major problem consists in the need for additional faculty. The fact that the University took over the funding of the faculty lines provided by the Consortium does not mean that the optimum level of staffing has been reached. In a state university, which depends on student tuitions for its operations, a certain proportion must be maintained between the undergraduate program and the graduate program which an academic unit can support. Thus, to remain viable, in offering a high quality graduate program the Institute must satisfy the needs also

of an undergraduate program. This is, of course, also a direct objective of the Institute and not only a necessary prerequisite for the graduate program. The Institute views its over 700 full-time undergraduate majors as a major contribution to the State of Maryland and the nation. But in order to maintain a graduate program of excellence, the graduate faculty must be freed from teaching too many hours of introductory courses in order to have the necessary time for seminars, advising, and the supervision of research--not to speak of doing research of their own. In order to be able to function even on approximately the same level as at the present time, the Institute needs several additional faculty members.

The above are the challenges for the future. In the meantime there is no denying that great strides have been made and that the Institute can view with true satisfaction its accomplishments to date with the aid of the Consortium grant.

**END**