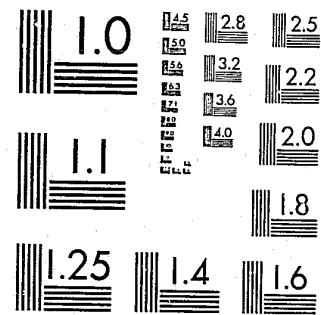


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Justice Research: The Practitioners' Perspective

888 30

a publication of the National Institute of Justice

About the National Institute of Justice

The National Institute of Justice is a research branch of the U.S. Department of Justice. The Institute's mission is to develop knowledge about crime, its causes and control. Priority is given to policy-relevant research that can yield approaches and information State and local agencies can use in preventing and reducing crime. Established in 1979 by the Justice System Improvement Act, NIJ builds upon the foundation laid by the former National Institute of Law Enforcement and Criminal Justice, the first major Federal research program on crime and justice.

Carrying out the mandate assigned by Congress, the National Institute of Justice:

- Sponsors research and development to improve and strengthen the criminal justice system and related civil justice aspects, with a balanced program of basic and applied research.
- Evaluates the effectiveness of federally funded justice improvement programs and identifies programs that promise to be successful if continued or repeated.
- Tests and demonstrates new and improved approaches to strengthen the justice system, and recommends actions that can be taken by Federal, State, and local governments and private organizations and individuals to achieve this goal.
- Disseminates information from research, demonstrations, evaluations, and special programs to Federal, State, and local governments; and serves as an international clearinghouse of justice information.
- Trains criminal justice practitioners in research and evaluation findings, and assists the research community through fellowships and special seminars.

Authority for administering the Institute and awarding grants, contracts, and cooperative agreements is vested in the NIJ Director. An Advisory Board, appointed by the President, assists the Director by recommending policies and priorities and advising on peer review procedures.

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James K. Stewart
Director

NIJ

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Justice Research: The Practitioners' Perspective

June 1983

**Honorable James K. Stewart
Director
National Institute of Justice**

a publication of the **National Institute of Justice**

JUSTICE RESEARCH: THE PRACTITIONERS' PERSPECTIVE

This report was prepared by staff of the National Institute of Justice. It is a synthesis of meetings held with representatives of the criminal justice practitioner community and of letters and other communications received from practitioners regarding justice research. Because the report attempts to identify major themes and to generalize from specific responses, no particular organization or agency should be construed to endorse or be held responsible for its contents. Contents of the report are the sole responsibility of the National Institute of Justice.

Preface

Crime, its costs and the fear it generates among our citizens, is one of America's most pressing domestic problems. Often, our past efforts to control its impact have been fragmented and, as a result largely ineffective. We also know that merely directing large sums of money at the problem is not enough.

Today we are confronted with the reality of scarce resources. Thus, as the public demands we redouble our efforts to control crime, it is even more imperative that we sharpen our focus. We must identify the most critical problems that now appear amenable to solutions through research and address these problems in a comprehensive and coordinated manner.

We need to know "what works" in Criminal Justice. Research, development and dissemination of reliable information on the costs and effectiveness of alternative strategies and programs are key ingredients to our efforts at controlling crime. Great care must be devoted to assuring that the nation's agenda for research on crime and criminal justice is focused to achieve the maximum impact at the least cost.

This report, Justice Research: The Practitioner's Perspective, is the culmination of one of several efforts the National Institute of Justice is making to assure that its research program reflects the best judgement of those who are occupied on a daily basis with studying and administering our system of criminal justice.

An earlier publication, Report and Recommendations of the Ad Hoc Committee on the Future of Justice Research, resulted from a meeting convened by the National Academy of Sciences, at the request of the Department of Justice, to suggest research priorities for the 1980's. The meeting was attended principally by academicians, those devoted to studying through rigorous scientific procedures the effectiveness of the criminal justice system. This report, by way of contrast, reflects the views of those charged with the practical operation of the criminal justice system. It too contains priorities for research, but also reflects how practitioners view the importance of research. The report describes what the practitioners believe is the principal contribution research can make to their effectiveness.

What is striking in this report is the extent to which it reflects the educational process that has occurred within the criminal justice profession over the last decade and a half. In the early years of the LEAA program, when federal funds were first made available for research, considerable misunderstanding, if not outright antipathy existed between academicians and criminal justice managers and administrators. Academicians perceived little understanding or appreciation on the part of

practitioners for research; practitioners felt the academicians operated in "ivory towers" and that their work was irrelevant or of little practical utility.

A clear theme and one that is repeated over and over again in this report is an appreciation on the part of practitioners for the complexity of research and a strong desire to work in partnership with the research community to understand better and deal more effectively with serious, violent crime - a problem both groups give the highest priority.

Today's criminal justice practitioner is far better educated than his predecessor. It is not unusual to find law enforcement and correctional officials with advanced degrees including Ph.D.s. Research has become a driving force in their operations over the last fifteen years, one from which they have benefited greatly. In fact most major changes in criminal justice operations are the direct result of research findings.

To say practitioners appreciate the complexity of the research process and the utility of research results is not to say, however, that they are wedded to a single paradigm. Part of their current sophistication derives from a realization that there are different types of research appropriate to different problems, and that these may have varying time frames between the point when support is provided initially and the point when results are made available. They realize the value and express support for more theoretical research and controlled experiments to address some of the more fundamental and seemingly intractable problems. Yet they are aware that for other problems there are legitimate alternatives to this model -- Alternatives that can have a more immediate impact on the practitioner's day-to-day operational environment.

The fact remains that those charged with administering the criminal justice system are forced by the flow of events to make decisions, to implement new policies and alter operations often without the benefit of the best available knowledge. Their world is not the world of the laboratory experiment. It is one instead of crisis, action and reaction. Thus, while they concede the serendipitous nature of some research and the need for time, their quid pro quo is the support for more immediate, analytical research and the development of mechanisms that can inform and guide their decisions. This is a task well within the capability of the research community.

What this report suggests is that criminal justice research and practice is at an important stage in its development. While still in embryonic form, criminal justice could evolve like the fields of health and engineering where those who conduct research and those who practice essentially share similar paradigms and look naturally to each other for information and guidance. The domestic crisis caused by crime can be a stimulus to building better bridges and improving the linkages not only between the

researcher and the practitioner, but among practitioners themselves.

This report reflects a willingness on the part of the practitioner to engage the research community in addressing what both perceive for the most part to be the critical problems regarding crime and criminal justice in this nation for the next decade. The National Institute of Justice looks forward to acting as a broker in this most important process.

James K. Stewart
Director
National Institute of Justice

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Executive Summary

In early 1982, the Department of Justice began a review of its research programs to determine how its scarce resources should be allocated to assure the greatest impact on crime and the criminal justice system.

As part of this review an Ad Hoc Committee on the Future of Justice Research was convened for a one-day meeting by the National Academy of Sciences and chaired by Professor James Q. Wilson of Harvard University. The results of that meeting, which generally reflect the research community's views on priorities and the administration of research, are contained in a document entitled: Report and Recommendations: Ad Hoc Committee on the Future of Justice Research (March, 1982. National Institute of Justice)

The report was disseminated to the criminal justice practitioner community during the summer of 1982 and meetings were held with practitioner organizations representing law enforcement, defense, prosecutors, the judiciary, correctional officials and state and local governments to ascertain their views on priorities and the administration of research on crime and criminal justice. This report contains the practitioners' perspective on justice research. The following is a brief summary of their views.

The Practitioner View of Research. Practitioners appreciate the need for a mixed strategy in funding research. They feel both basic and applied research should be sponsored by the federal government, though the emphasis should be on applied research that is policy relevant. They see a need for employing a greater range of methodological approaches in research. The controlled experiment should not be the only method used.

The Role of the Practitioner in Research. Practitioners desire an equal role with academicians and other researchers in establishing research agendas. In addition to assisting in setting agendas, practitioners also feel they have a role to play in peer review of proposals, in serving as test beds or sites for research projects and experiments, and in disseminating the results of research.

Research Priorities. There is general agreement among practitioners and the research community on substantive research priorities. There should be an overall emphasis on violent crime, the career criminal, neighborhood and community social control, more effective methods of policing, sentencing, and incapacitation and punishment. However, greater attention needs to be given to the operational implications of these priorities. Instead of focusing only on what is not known about a particular problem, practitioners recommend that more resources be devoted to synthesizing what is known and determining how this knowledge can be used by agencies to improve their crime prevention and control efforts. Practitioners feel a high

priority should be given to research on improving the treatment of victims of crime, whether or not it has an impact on crime control efforts. More information also is needed on narcotics and drug use and their linkage to criminal activity.

In addition to the priorities listed above, practitioners feel research should be concentrated on improving the efficiency and effectiveness of the criminal justice system itself, as well as each of its functional components - law enforcement, adjudication and corrections. The Ad Hoc Committee Report recommended a decreased emphasis on criminal justice management and education and on dissemination. Practitioners clearly disagree with this recommendation and note that research is useless unless managers and line personnel are educated in and trained to implement new programs and techniques derived from research. They also feel that the components of the criminal justice system often work against themselves in ways that reduce the effectiveness of the system and cause considerable waste and inefficiency. Better education and management emphasizing the strong interdependence between components need to be stressed in the research and dissemination program.

Practitioners also are concerned with the relative lack of attention given by the Ad Hoc Committee to performance measures, the cost of criminal justice, crime analysis and information systems. They also feel more resources should be devoted to studying the defense, prosecution and the judiciary. Correctional officials cite the more immediate problem of jail and prison over crowding to be of high priority along with alternatives to incarceration and improved classification systems.

Appendices to the report contain a list of the members of the Ad Hoc Committee on the Future of Justice Research and a list of the practitioner organizations whose responses form the basis of this report.

I. Background

At the request of the Department of Justice, the National Academy of Sciences convened an ad hoc committee¹ on the future of justice research to advise the Department of Justice on areas of research most likely to contribute to federal, state and local efforts to control violent crime. The committee was also asked to provide its views on how administrative management of research within the Department of Justice could be improved.

The impetus for this effort came from a realization that resources would very likely continue to decline and a greater emphasis needed to be placed on assuring not only that the maximum return was being derived from the staff and funds invested in research, but that the research was responsive to federal, state and local policy-making needs. The committee met on March 26, 1982 at the National Academy of Sciences. The results of that meeting were summarized in a report entitled Report and Recommendations: Ad Hoc Committee on the Future of Justice Research. In the report, the committee recommended that the Department's discretionary research resources should be focused on what the committee saw as the problems of greatest concern to both government and the public: controlling the dangerous, violent and persistent offender, and reducing violent crime.

The committee's assessment of the state of criminal justice research in relation to these problems resulted in the recommendation of at least five major areas to which resources should be allocated in a sustained, coordinated strategy during the 1980's. These were:

1. Understanding the criminal career and controlling career criminals.
2. Arresting community decline and improving neighborhood social control.
3. Development and implementation of more effective methods of policing.
4. Sentencing.
5. Incapacitation and punishment.

The committee also recommended increased research on the roles that drugs, weapons and other factors play in crime and suggested ways in which research could assist in improving federal drug enforcement activities.

¹ A list of the Committee members is contained in Appendix A

With regard to the administrative management of research, the committee made the following recommendations:

1. A mixed strategy of research should be employed utilizing research centers, unsolicited research, and directed research solicitations.
2. Greater emphasis should be placed on conducting experiments in operational settings and on replication.
3. More continuity is needed in the research agenda setting and peer review process to assure cumulation of knowledge.
4. The best academic and practitioner advice must be solicited and methods institutionalized to assure this occurs on a continuing basis.

The committee recommended that a strategic planning process be undertaken involving a mix of academics and practitioners in problem-oriented working groups to further define research needs to be addressed in FY 1983.

In August of 1982, the report was circulated widely among the criminal justice community in response to concerns with the predominately academic make-up of the panel and the lack of practitioner representation. Written responses from more than 25 organizations and individuals were received and a series of meetings with the major criminal justice professional groups and organizations representing state and local government were held in September and October of 1982². While the written responses provided direct reaction to the Ad Hoc Committee report, the meetings were held with a more general purpose in mind.

The meetings corresponded with the nomination by the President of a new Director for the National Institute of Justice and appointment of a statutory Advisory Board. Both were given a clear mandate to assure that research supported by the National Institute of Justice was policy relevant and contributed to the Nation's ability to impact serious crime in practical ways.

Thus, the meetings were organized not so much with a specific reaction to the Ad Hoc Committee Report in mind, but with the purpose of forging new linkages between the academic and practitioner communities. They were held with the larger purpose of ascertaining how practitioners view the potential of research in assisting them with their operational decisions, the role that practitioners can play in research, as well as identifying research needs and priorities.

This report integrates the specific responses from practitioners to the Ad Hoc Committee Report with their more general views on both the utility of research and the practitioner's role in its conduct.

II. Introduction

The Ad Hoc Committee on the Future of Justice Research, chaired by Professor James Q. Wilson of Harvard University, was composed of fourteen members, almost entirely from the criminal justice research community. While there was diversity in discipline among the members of the committee and variation in their viewpoints, they were more similar than dissimilar in their views of what research needed to be undertaken, in their opinions concerning the most pressing problems regarding crime and criminal justice, and their recommendations for how research should be managed within the Department of Justice.

By contrast, the criminal justice practitioner community is nowhere near as homogeneous. In many ways the criminal justice system remains a non-system: its functional components - the police, prosecution, defense, the courts and correctional agencies - often working at cross-purposes.

Many of the differences in goals and objectives of the various components of the criminal justice system are of course legitimate and inherent in their different functions. To the extent that law enforcement agencies emphasize crime control in their operations and the courts due process, tensions will exist. The adversarial relationship between the defense bar and prosecutors has a long history in this country and the interests of each, for legitimate reasons, are often diametrically opposed. To the extent the courts overburden the correctional system as a result of determinate sentencing practices or pressure from legislatures and the public for increased use of incarceration as a sanction, correctional officials feel overburdened. When the courts subsequently chastise correctional systems for failure to maintain adequate standards in their facilities, relationships are further strained. And, of course, the decisions of parole boards and probation authorities often are perceived by law enforcement officials as working at cross-purposes to their crime control efforts.

In addition to these natural tensions that emerge from differences in the goals and objectives of their functions, the criminal justice practitioner community, like every other segment of society, also must accommodate ideological differences.

In the responses from the criminal justice community, voices were heard from both sides of the service versus crime control debate over the proper role of the police. Opinions were expressed on the extent to which treatment or punishment should predominate in sentencing and incapacitation decisions and on expanding prison capacity through increased construction as opposed to greater utilization of community-based or other alternative programs. Views on decriminalization of certain offenses were expressed, as were opinions that sanctions should instead be increased and made more severe. Because of the smallness of the group, the Ad Hoc Committee of mostly academic representatives did not reflect

these divisions to the extent that the broader canvassing of practitioners did.

For all of the above reasons, this is a different report than that prepared by the Ad Hoc Committee. The latter focused on identifying a small number of what it felt were the most critical research issues. It discussed these issues and then made specific recommendations regarding the types of research needed to address them.

The practitioner views, by contrast, are far more diverse. As indicated above, part of this diversity is accounted for by the wider range of viewpoints expressed. But, more importantly, a large part of it also results from the operational environment of the practitioner-from the fact that it is the practitioner who must deal with the full range of problems and circumstances surrounding the administration of criminal justice and who, directly answerable to politicians and the body politic, does not have the luxury of deciding which few problems will or will not be addressed.

This does not suggest, however, that there is no agreement or consensus among the members of the research and criminal justice communities. There is an overwhelming concern on the part of both with the problem of violent crime and the serious violent predator and with the issue of prison crowding. However, it is the practitioner, in the face of drastic declines in resources and often without the information to determine the least costly and most effective alternatives, who ultimately must deal with the problem.

Thus, this report contains reactions to the Ad Hoc Committee Report's recommended priorities in terms of their operational relevance and also suggests additional areas of research that practitioners, based on their operational experience, feel are equally important. It also contains a summary of how practitioners view research and what they feel their role should be in the actual funding and carrying out of studies.

The report begins with the latter: the practitioners' orientation toward research, how they feel research should be managed and what their role should be in its conduct. The second section contains a discussion of substantive priorities highlighted by practitioners. These include:

- Reducing Violent Crime
- Understanding and Controlling the Career Criminal
- Enhancing Community and Neighborhood Crime Control Efforts
- Improving Treatment of the Victims of Crime

- Controlling Illegal Narcotics and Drug Use
- Improving the Effectiveness and Efficiency of the Criminal Justice System
 - Law Enforcement
 - Adjudication
 - Corrections

III. The Practitioner View of Research

The practitioner view of research is often assumed to be dominated by operational experience. The questions asked of research tend to be influenced by political choices that have to be made, by the need to act in a very short time frame, and with the recognition that actions most often will be undertaken on the basis of incomplete information.

Given identification of the serious, violent predator as a priority issue for research, for example, while the academician or professional researcher will tend to turn his or her attention to what is unknown, the practitioner wants to know what is known now, how can it be used and what the costs associated with using it will be - both monetarily and in terms of the impact on the organization and its environment.

While this view seems generally true, it is not nearly so simple. The responses from and discussions with practitioners reveal a full appreciation for the complexity of research and its varying ability to produce answers to immediate as opposed to longer term operational needs.

While the practitioners as a whole tend to emphasize the need for more so-called "applied" research, they do so not to the total exclusion of more "basic" or "theoretical" types of inquiry. They understand the need to allocate some resources to asking the longer term, basic questions about crime and the criminal offender, and the need to continue to ask basic questions about the role of the criminal justice system and its general effectiveness and efficiency. Overall, the responses and meetings indicate a clear understanding of the differences between basic and applied research, between theoretical inquiry and research designed to solve operational problems, and of the varying time frames inherent in these different types of research.

While the Ad Hoc Committee Report tended to emphasize the controlled experiment as the pre-eminent research strategy that should be adopted, the practitioners emphasize to a greater degree the need to support a wider range of research approaches and problem solving techniques. Practitioners in general are aware of the fact that research normally can make only a partial input to decisions that cannot wait for ultimate answers. Further, they feel that research is unlikely even over the long term to provide such final answers. For these reasons and because it is a costly resource, practitioners feel that research should be directed where it can count the most and that no single paradigm or research strategy should predominate. The problem, its immediacy and importance, and the need for information - however incomplete - should drive the use of research resources.

In summary, those charged with the day-to-day administration of the criminal justice system feel that resources devoted at the federal level to research and development should be allocated to both basic and applied research, but that the proportion devoted to basic or theoretical inquiry should be significantly less than that devoted to applied or problem-oriented research. Practitioners also feel that a greater mix of research strategies or methodologies needs to be employed. In recognizing that research at best can inform decisions rather than provide ultimate solutions, practitioners feel that any and all reliable methods of collecting and analyzing data to assist in decision-making should be employed.

IV. The Role of the Practitioner in Research

There is a general concern among the practitioner community, representing all components of the criminal justice system, that implementation of the recommendations in the Ad Hoc Committee Report will relegate practitioners to a secondary role in the development of the federal research agenda on crime and criminal justice. They feel that if the process is left solely in the hands of researchers and agency staff that the relevance of research to operational needs and problems cannot be guaranteed.

The practitioners are not, in expressing this concern, suggesting that they instead should control the process. As was indicated above, they recognize the need for and the utility of a mixed strategy for research - of funding more basic and longer-term studies to address the more persistent problems, and at the same time of supporting shorter-term research more directly responsive to the operational concerns of the managers and administrators of criminal justice agencies. They also recognize the different skills and capabilities that researchers and practitioners bring to the establishment and implementation of research agendas. While academics are typically better at articulating and formulating research questions from problems, practitioners have a better sense of what the most pressing problems are, as well as knowledge of whether the likely or hoped for answers to a particular research question are implementable or are likely to affect operations in any significant way.

In sum, the practitioners request nothing more than an equal voice with the academic and professional research community in the establishment and implementation of the research agenda. They recognize the very different skills that researchers bring to crime and criminal justice issues and recognize that they need the information research can provide. Their overriding concern is that the results of research inform, where possible, the operational and administrative decisions that they as administrators of criminal justice agencies have to make.

In regard to the research process, the responses and discussions emphasized four areas where practitioners could play a significant role: 1) setting research agendas; 2) participating in peer review; 3) serving as test beds or sites for research projects; and 4) disseminating the results of research and enhancing prospects for implementation of worthwhile changes and reforms.

Setting Research Agendas

A number of suggestions were made regarding how practitioners input into the agenda setting process could be managed. These range from permanent representation on statutory Advisory Boards, to participation in regular task forces around substantive areas such as law enforcement, courts and corrections, to participation

in the actual writing of solicitations on specified problems. Some suggest that practitioners should be most involved in identifying the problems to be addressed, that researchers should then be given the task of defining the problems in researchable terms, designing studies, and conducting the research.

While there is considerable variation in the mechanics of involvement and extent of involvement in the entire agenda setting, design, review, funding and implementation of research programs and projects, there is near unanimity on at least two issues:

1. Practitioners should have considerable input into identifying the range of problems that need to be addressed.
2. Practitioners should have an equal role with researchers in setting the research agenda for NIJ.

Peer Review

As opposed to the unanimity expressed regarding practitioner input to the research agenda setting process, their views on participation in peer review of research proposals are somewhat more variable and complex.

Some, as indicated above, feel that practitioners should be involved equally in the entire process from the identification of problems, to review of solicitations, to review of proposals. Others feel that the practitioner's real expertise lies in the identification of problems that need to be addressed and that it is the purview of the researcher to determine the feasibility of research addressing the problem - that is, whether the state-of-the-art of available research methodologies is capable of shedding light on the problem - and the role of the researcher, as well, to assess the technical merit of proposals submitted in response to a particular solicitation.

Some practitioners who have participated on peer review panels and advisory boards for National Institute of Justice grants in the past caution against only token involvement of practitioners in the review process. They feel that in some cases practitioners are placed on panels to review proposals that they are technically not qualified to assess. Thus, their role is practically reduced to that of an observer rather than a reviewer and advisor. While the precise mechanics of practitioner involvement in the peer review process remain ambiguous, there is a clear sense that somehow two considerations need to be addressed in the review of proposals:

- the technical merit of the proposal under consideration, and
- the policy relevance of the issue being addressed

This could be accomplished by including practitioners on review panels to address specifically the latter question, or by assuring that the Director, in making his final decision gives equal weight to both these questions.

There is considerable agreement on the part of practitioners with respect to the authority of peer review panels regardless of their composition. They almost all feel that the panels should be advisory only and that all final decisions should be made by the Director. If the panels remain composed primarily of researchers, then their role should be to assess the technical quality of proposals and the Director should then make decisions from among technically acceptable proposals based on questions of policy relevance and the importance of the problem or issue being addressed. Even when practitioners are involved in panel deliberations, there still seems to be a consensus that the panel's authority should be advisory only and that the final decision should be that of the Director.

Serving as Test Beds

A number of the respondents and discussants made reference to the changes that have occurred in the criminal justice community during the last ten to fifteen years, particularly with respect to the acceptance of research and the willingness on the part of individual agency heads to use their organizations as experimental sites for research projects. These changes are ascribed to an overall increase in the sophistication and expertise of practitioners resulting from their exposure to advanced education, and from sheer necessity - the need to develop new skills and approaches to problems because of the growth in the complexity of criminal justice operations and the increase in demand on the system. It is not at all uncommon to find in many law enforcement departments and correctional agencies today, professionals with advanced degrees and considerable academic training. Nor are social science, operations research, and management analysis alien to the defense bar, prosecutors' offices and the courts.

These increases in sophistication and appreciation for what research can contribute to operations and decision-making in criminal justice agencies make them natural test beds for experimental research. One practitioner wrote:

Clearly we are at a juncture where more will have to be done with fewer resources. This is by no means a hopeless task if we can get the system to think systematically and to adopt a climate that begins to generate experimentation.

In the written responses and meetings with practitioners there emerges a clear willingness and desire to join in a partnership with the research community and, in so doing, to offer their

agencies and institutions as sites for experimental and other forms of research.

Dissemination

Another issue on which there is near unanimity among the practitioners in their views is in response to the suggestion in the Ad Hoc Committee Report that there should be an overall deemphasis on dissemination, particularly dissemination of information about ideas and projects that, while plausible and possibly desirable, have not been adequately tested.

Practitioners feel that deferring dissemination until an idea has been fully tested is unrealistic and results, at least in the short run, in research that is irrelevant to policy-making. As indicated above, they feel that a range of analytic approaches or different types of research need to be brought to bear on crime and criminal justice issues. The classic scientific experiment with its attendant methodological rigor, while appropriate for some problems, is not the only approach that should be taken. Practitioners feel that short of absolute statistical certainty, research should be able to identify trends and diagnostic estimates of the probability of success or failure of particular approaches that could assist them in their day-to-day operations. These need to be disseminated in a timely fashion.

Public pressure and the demands of particular situations require that practitioners act. They preclude waiting for the results of three to five year studies. Often, by the time research results become available in usable form, the problem or situation under study may have been changed or altered through interventions dictated by this need to act. Practitioners feel a need for better information on the potential outcomes of possible courses of action geared more toward the "real time" atmosphere in which they are forced to operate. Confronted with immediate decisions, even preliminary findings can be helpful.

Thus, in general, practitioners feel that not enough is being done to disseminate research results in a usable form. While some applauded and recommended continuation of such Institute programs as the National Criminal Justice Reference Service (NCJRS), the Exemplary Projects Program, HOST (a program that facilitates information sharing among criminal justice agencies by allowing senior officials from one agency to visit a project in another designated as exemplary) and the publication of documents that describe recent innovations and successful programs together with an implementation guide, most feel that still more needs to be done.

The practitioners feel strongly that dissemination must include more than merely the publication of lengthy research reports. The potential of technical assistance, training, conferences and other forms of information transfer must be fully explored and developed to assure that practitioners get the information they

need in a form amenable to adoption by a particular agency. Because of the wide variation in agency operations and needs, a range of options rather than single models with the potential for only limited application also is preferable.

Many of the respondents pointed out that research results are not at all self-implementing. The effective introduction of new research findings, ideas and new ways of doing things into an agency is a science all itself. Utilization ought to be built into the research projects themselves and be given increased emphasis as research leads to development, testing and ultimate marketing of new methods and procedures to users.

The practitioners frequently pointed out that as much as they would like to, for the most part they are unable to transcend the demands that day-to-day management exigencies of their agencies and institutions impose upon them. They simply do not have the time and in some cases expertise to take the results of research, and develop their own implementation strategies. What law enforcement, court and correctional administrators need are policies, procedures and products of research shaped into readily usable formats. Research results cannot come off the shelf into practice without considerable reshaping and development.

V. Research Priorities

As indicated above in the background section to this report the Ad Hoc Committee recommended that resources be focused on the problems of greatest concern to both government and the public: controlling the dangerous, violent and persistent offender, and reducing violent crime. The Committee specifically recommended five priority areas for research: career criminal, arresting neighborhood decline and improving community social control, more effective methods of providing law enforcement services, sentencing, and incapacitation and punishment.

Among the practitioner community there is general agreement with the overall thrust of the Ad Hoc Committee's recommendations. Certainly in an era of scarce resources, practitioners feel, available research funds should be focused and concentrated on those problems that the public is most concerned with and pose the greatest operational difficulty for criminal justice agencies. There is general agreement among practitioners, particularly among those in law enforcement and corrections, that control of the serious violent career criminal is a high priority. Similarly, there is unanimity among all components of the system regarding the need for greater community involvement in crime and social control efforts.

Where the practitioners begin to diverge slightly from the substantive problems identified in the Ad Hoc Committee Report is when problems such as the need for improved police strategies, sentencing and incapacitation are translated into operational terms. One practitioner observed that ultimately researchers may be more concerned with changing behavior and more theoretical issues, while administrators tend to translate problems into more narrow pragmatic concerns vital to their operations.

Thus, for example, the issue of selective incapacitation and the possibility of affecting crime rates by sentencing hard core offenders to longer prison terms is an interesting one to both researchers and practitioners. To any particular researcher, the exciting questions may revolve around developing models to estimate more precisely the exact effects of such a policy. Correctional administrators, however, may immediately frame the issues in terms of their potential for altering the character of the institutions they are responsible for administering. Their concerns will likely center on dealing with an increasing ratio of more serious to less serious offenders serving significantly longer terms. Thus, the question of day-to-day management of the long term serious offender becomes the paramount one for the correctional administrator.

While researchers and practitioners may agree a given problem requires priority attention, they see it from different vantage points and this has implications for the way in which the problem is framed. The researcher tends to see the implications in the context of a conceptual framework that emphasizes knowns,

unknowns and the need for further refinements in the reliability and validity of what they think is known. The practitioner, by contrast, will translate the problem into operational considerations - what does emergence of the problem imply for management of an institution, agency or particular component of the criminal justice system.

Therefore, to say that researchers and practitioners agree on a limited set of priorities and agree, for example, that the control of serious, violent offenders is one of the critical problems, is really not to capture their varied perspectives. Not only will practitioners in general see such a statement in different terms than the researcher, but different practitioners - police, sheriffs, defense lawyers, prosecutors, judges, caseworkers and correctional personnel - will draw entirely different and sometimes contradictory conclusions. The operational implications and hence the data and information needs desired from research will be equally different and contradictory.

All of this need not be cause for pessimism. It only implies that researchers and practitioners must probe each other's interests and needs a little deeper when apparent signs of agreement exist on the importance of a problem or issue. And that when operating agencies and departments are used for research purposes, both the practitioner and the researcher must be fully aware of each other's interests and information needs and, the researcher in particular, of the consequences for the practitioner of adverse findings.

This preface to the discussion of practitioner research priorities explains for the most part what may appear to be differences in opinion between researchers and practitioners regarding what should be done about a particular problem both apparently feel is important. It also explains the reason for the organization of what follows. While, where possible, intentions are to identify priorities that cross the criminal justice system and to specify the implications for change in one part of the system on the rest of it, the fact remains that some issues are best stated as law enforcement, adjudicatory or correctional problems. Their full meaning and import are often obscured otherwise. Thus, there are brief separate sections on each functional component.

It should be made clear, however, that this in no way should be construed to minimize the practitioners' appreciation for the system-wide effects that changes in their particular component may have, nor for the need to study and think of all the components as a system. While differing views on specific issues exist, there is one point practitioners all agree on. The criminal justice system must be viewed as a system of interrelated entities. No individual component is autonomous and none can be viewed in a vacuum.

Finally, though by no means least importantly, the practitioners raised issues not addressed by the Ad Hoc Committee Report. Foremost among these is the issue of victims of crime, what can be done for them and how the criminal justice system can be made more responsive.

The following provides a brief description of each general priority identified by practitioner respondents and discussants.

Violent Crime

The practitioner community is in accord with the overall priority given violent crime by the Ad Hoc Committee Report. They feel this is the problem of most concern to the public, and the one that generates the greatest fear. Control of stranger-to-stranger violent crime and crimes characterized by random violence need to be given special emphasis.

Most of the respondents feel that in order to deal with this problem effectively considerable effort will have to be put into specifying those crimes that cause the most harm and then studying them individually. To develop more effective intervention strategies, the practitioners feel more crime specific research is needed. The costs, impact and distribution of individual types of violent crime need better analysis as do the behavioral patterns of individual offenders, particularly the career criminal.

In endorsing this recommendation of the Ad Hoc Committee, the practitioners also caution against keeping the goals of research directed at this problem too abstract. They warn against falling into the "crime reduction" trap that a number of them felt was so costly to LEAA. Research goals need to be stated in terms closer to the actual operational level of criminal justice agencies. They also warn that improving investigative practices or developing and implementing new patrol configurations may actually increase the number of arrests made and convictions, but have little impact on the overall crime rate.

Thus, while the practitioners agree that control of violent crime should be a priority for research, they feel that the goals and objectives for such a program need better definition and need to be stated in more precise, operational terms. They need to be stated as problems to be ameliorated and in ways that will shed light on the relative effectiveness of alternative policies.

Career Criminal

While the practitioners feel the issue of career criminals is an important one, there are a considerable number of cautions and in a few cases, opposition to the premise of incapacitation as a crime control strategy. Advocates of the crime control model give it the highest priority. They suggest it should be emphasized by each component of the system if not, as was recommended by one practitioner, pursued to the extent of actual identification and tracking of serious offenders by law enforcement agencies. They suggested a holistic and coordinated approach to dealing with career criminals across the criminal justice system.

Respondents leaning more toward the due process and treatment models tend to question the underlying premise of identifying hard core offenders and incapacitating them for long periods of time as a crime reduction strategy. They feel that an extensive range of options exists for intervening in the lives of high-risk offenders between doing nothing and incapacitation. They caution that even serious, high-rate offenders are going to return to society some day and it is unlikely that prolonged imprisonment will contribute to their reintegration into the community.

Between the polar extremes, there is agreement that research resources should be devoted to identifying who the high-rate and high-risk offenders are and developing a range of alternative punishments and programs to better deal with them. The link to juvenile behavior needs to be examined, according to the practitioners, in order that the entire criminal career can be better understood and the most effective points and forms of intervention identified. There is a feeling that an artificial barrier has been established between juvenile and adult behavior that hampers understanding of how criminal careers develop.

Several practitioner groups and individuals note that while there is tremendous appeal to being able to identify and predict who the high-rate offenders are likely to be, it poses very much the same problem that identifying which individuals can best benefit from rehabilitation programs does. They note that little success has been encountered in the latter; only in this case, the policy option is lengthy incarceration rather than counseling or educational alternatives. One respondent organization wrote:

.....achieving a level of precision to substantially reduce the number of false positives flies in the face of experience. An approach which undertakes less, say prediction of future violent behavior by individuals with a carefully documented history of prior violent convictions may be more productive in the long run.....

Practitioners do feel that the career criminal problem needs to be looked at comprehensively, and across the criminal justice system. Currently, the identification of career criminals and programs designed to target them are located predominately within prosecutor's offices. More research is needed on how law enforcement tactics, operations and information systems can be altered to assist in the early identification of career criminals. From a corrections standpoint, administrators want to know how selective incapacitation policies may affect jail and prison populations, as well as the implications for correctional management of increasing numbers of violent offenders serving longer terms.

In summary, practitioners feel it critical that all the resources of the system be brought to bear on this problem. Yet caution must be exercised in developing and implementing predictive classification schemes. The latter should be a high priority for research. Evaluations are needed of model systems for classifying offenders at various decision points across the criminal justice system.

Community Crime Control

There is virtual unanimity among the practitioners on the need for increased attention to ways that citizens and public officials can work together to enhance community social control and to stabilize neighborhoods.

Respondents, like the Ad Hoc Committee, feel that much more needs to be learned about the process of urban decay and how it is affected by citizen fears and perceptions. Fear of crime was cited frequently as a problem almost equal in magnitude to the incidence of crime itself as a major debilitating factor in neighborhood and community decline.

Practitioners recommend an increased emphasis on the role that local community-based groups can play in the prevention and control of crime and violence. The social structure of different types of neighborhoods needs to be examined to determine whether and how norms differ and the factors that seem to promote order and more effective relationships with criminal justice and other public agencies. Several respondents felt the issue of black on black and other minority crime should be given priority attention.

Specific crime prevention strategies need to be tested and evaluated. Practitioners want to know how effective such programs as neighborhood watch and crimestoppers are and what factors facilitate citizen and group participation in them.

Respondents also want to know whether some crimes are more preventable than others and, more generally, what policies and strategies are most effective with what specific crimes. The issues of public housing, the appropriate mix of low and moderate income families, the effects of architectural design and the possible implications for urban enterprise zones also are cited frequently as areas deserving attention. The practitioners are interested additionally in ways to stimulate greater involvement of the private sector in revitalizing decaying urban areas.

In summary, the practitioners feel that crime control efforts must involve the total community if they are to be successful. Public agencies, individual citizens and groups, and the private sector must work in concert to develop total community crime prevention and control strategies. The criminal justice system cannot do the job alone.

Victims

Recognizing that the Ad Hoc Committee put its emphasis on controlling the serious offender and reducing violent crime, practitioners nevertheless feel that the problems of victims need to be highlighted regardless of any potential for crime reduction or increase in arrest and conviction rates.

Among the specific topics respondents and discussants feel need to be addressed are:

- Victim services to victims of violent crime. Does violent crime cause more damage to the victim than other types of offenses, such that special services need to be developed? What are the most effective means for providing services to victims?
- Should information regarding the impact of a particular crime on a victim be considered in the disposition decision regarding an offender? What are the best mechanisms for assuring such information is gathered and introduced at appropriate decision points in pre-trial and adjudication stages? What feedback mechanisms need to be implemented to keep the victim informed of the progress and final disposition of a case?

While additional research also is needed on whether increased attention to the needs of victims and witnesses will lead to more arrests and better convictions, the practitioners feel that given the high levels of citizen fear and of crime itself, the impact of crime on victims and how it can be alleviated is a problem that needs to be addressed in its own right. In summary, the practitioners feel that a high priority should be accorded the impact of crime on victims. They generally feel that this is a serious omission in the Ad Hoc Committee Report.

Narcotics and Drug Use

The practitioner community, particularly law enforcement officials, feel strongly that narcotics and drugs continue to be a serious problem and that more information is needed on ways that enforcement tactics and prosecution strategies can be improved and made more effective. Recent evidence on the relationship between drug use and crime underscore this concern.

One study, for example, shows that narcotic abusers commit crimes on an average of 248 days a year while addicted and on an average of only 41 days a year when not addicted. Another study of California inmates finds that those who are heroin addicts report committing an average of 34 robberies, 68 burglaries, and 22 thefts per year. Inmates reporting no drug use said they committed an average of two robberies, three burglaries, and eight thefts per year. Investigators conclude heroin or barbituate use is a key factor in distinguishing low, medium, and high-rate robbers.

Practitioners are extremely interested in whether or not such a cooperative effort as the South Florida Task Force, combining federal law enforcement and military with State and local resources, is an effective national strategy for impacting the drug problem. They are very much interested in the long-term prospects for such programs, whether they can be regionalized in other areas around the country, and whether they can ultimately be institutionalized as new and more effective forms of Federal, State and local cooperation. If such efforts are meant instead to be short-term, high intensity forms of intervention against targets which will be moved as needed, then practitioners want more information on the impact on local law enforcement once resources are withdrawn.

State and local practitioners, particularly law enforcement officials, expressed some concern regarding their role in the problem of controlling narcotics and drug use. While, as indicated above, most feel it a serious problem that has to be addressed in a coordinated fashion by all levels of government, there are some who suggest that the real crux of the problem lies in controlling the production and supply of illegal substances and that this is by and large a federal and international problem. Several respondents stated there is little that state and local governments can do if the supply is not interrupted.

Finally, a few voices conclude that efforts to control drugs have failed and that, perhaps, decriminalization of some aspects of the problem should be tried if only to ascertain the real magnitude of the relationship between drug use and criminal behavior.

In summary, respondents feel that control of narcotics and dangerous drugs remains a critical problem for the criminal justice system. They are acutely aware of the relationship that

persists between drug use and criminal behavior, but do not feel the problem can be adequately addressed by state and local resources alone. A real partnership with the federal government is needed if drug use is going to be significantly curtailed.

The Criminal Justice System

The Ad Hoc Committee Report emphasized that the focus of Department of Justice research should be on public policies aimed at reducing the rate of serious crime. It went on to say "(a) much lower priority should be given matters not clearly related to this priority, such as problems of criminal justice management and education." With very few exceptions, practitioner respondents and discussants strongly disagree with this position. Not only do they feel management and education are extremely critical areas where more research needs to be undertaken but feel there also are issues regarding administration of the criminal justice system in general that are equally as important.

With respect to education and management needs, most practitioners think these are integral parts of the technology transfer or dissemination process. They feel that knowledge is of little value unless administrators also learn how to effectively implement new programs or techniques derived from research. While they feel that the Ad Hoc Committee is correct in recommending an increased emphasis, for example, on the behavior of career criminals and on improving enforcement tactics, they feel that whatever strategies are developed as a result of such research ultimately will have to be implemented by rank and file personnel in criminal justice agencies. In the practitioner's view, failure to provide information on appropriate organizational environments, training needs, and management and supervisory strategies will result in failure of even the best designed programs.

The practitioners are not at all reluctant to criticize themselves. While they feel considerable progress has been made in professionalizing their agencies, they warn against underestimating the prevalence throughout the criminal justice system of management and "administration based on intuition, approximation and poorly understood experience." In this regard one of the most critical needs across the system is better information - not just new information, but more efficient ways of collecting, storing and analyzing information already being collected so that it can be used to inform decision-making at various stages of the criminal sanctioning process. One respondent group warns that even when information is critical to a particular decision, for example, sentencing a violent, career criminal, prior arrest and conviction information may be "unavailable, incomplete, or inaccurate." Thus, practitioners feel the need for better and more accessible information cannot be underemphasized.

Practitioners generally feel that one of the most serious problems likely to face them in this decade is the realignment of functions and workloads to match declining resources. Here they suggest research needs to be directed at investigating how resources can be better utilized, how various operational

functions can be performed more efficiently and effectively at less cost, and which functions and tasks currently being performed can be modified or deemphasized while still maintaining basic and acceptable levels of service. Very little information exists regarding the discrete operational processes and tasks and capital costs of administering the criminal justice system. These range from the cost of issuing a warrant to the cost of operating and amortizing financing of optimal size and varying security correctional facilities. This information needs to be researched, models developed and put into a form that practitioners can use.

Law Enforcement

In addition to echoing a number of the concerns outlined above, the law enforcement community raises a number of issues more specific to its profession and particular sphere of responsibility.

One overriding concern on the part of respondents is with the need to continue to refine law enforcement roles and functions. With resources continuing to decline, reassessments need to be made of the service and crime control models of policing and law enforcement. Much broader policy questions concerning the relationships between law enforcement, adjudication and sanctioning functions of the criminal justice system need to be addressed. Law enforcement functions often appear to operate at cross purposes with the courts, corrections and parole authorities. New linkages and programs need to be thought out to improve coordination, especially in regard to dealing system-wide with the serious and persistent offender.

There is general agreement with the Ad Hoc Committee's recommendation that greater attention needs to be paid to how citizens, community groups and the private sector can play a larger role in concert with law enforcement agencies in preventing and controlling criminal behavior. While several respondents feel law enforcement has been studied too much during the last decade and a half, most are committed to continuing experiments with alternative means of providing law enforcement services and with new ways for involving the total community in crime control and fear reduction efforts.

Law enforcement administrators also agree that control of violent crime and the violent offender should be the number one priority for the entire criminal justice system. Nevertheless, as indicated above, they feel it needs to be addressed along a number of dimensions and greater definition is needed regarding the priority to be given different types of crime.

From an operational viewpoint, law enforcement officials feel that controlling serious crime and the serious offender require more effective use of investigative and patrol resources. With regard to investigation, a recent study was cited indicating that one of the two factors contributing most to solution of crime by investigators is the internal records of a police or sheriff's department (the principal one, of course, being the presence of a witness with information leading to the identification of an offender). Yet the internal records of these agencies are rarely kept in ways that are offender or crime specific and the technology used to store, analyze and use data from the records is well behind the state-of-the-art. While some advances have been made in the use of crime analysis to improve patrol deployment and resource allocation in general, practitioners themselves feel the tool is still quite crude. More research is needed on the types of crimes susceptible to different analytic

techniques and on development of the possible predictive capabilities of crime analysis.

Respondents also feel more crime specific research is needed in order to distinguish the patterns of particular crimes from each other as well as to differentiate within crime types. That is, information is needed not only on how patterns of robberies and burglaries differ, but on how muggings differ from armed and other unarmed forms of robbery. Practitioners feel these concerns should be dealt with in the context of improving crime analysis capabilities.

Another problem representatives of the law enforcement community point out deals with the issue of how officers on patrol actually spend their time. While a great deal of information from research exists on the relative ineffectiveness of random as compared to directed patrol and targeted anti-crime units, the fact remains that an overwhelming amount of an individual officer's time is spent on service related activities.

Law enforcement officials feel that if control of crime and apprehension of the serious offender is to be accorded priority, more needs to be done in the areas of management, training and education in order to translate the results of research into operational practices that significantly alter officer behavior and performance. Managers need to know how to assure that these priorities are the ones emphasized by line officers and need guidance on the development of performance measures to monitor agency and officer activity.

A major area of concern to law enforcement practitioners, and one not touched on directly by the Ad Hoc Committee, is the whole area of private security and its relationship to governmental enforcement activities. Law enforcement officials estimate there are now at least three times as many private security guards as there are law enforcement officers. The growth in this industry will have a tremendous impact on what public law enforcement agencies will look like in the future. These issues need careful exploration now so that changes can be anticipated and dealt with in an orderly and rational manner.

The law enforcement community, in addition to the specific issues outlined above and those contained in the previous section on the criminal justice system, is also concerned with the cost effectiveness of law enforcement services, the development of performance measures, both for departments of varying sizes and individual officers, and with methods for improving the relationships between law enforcement agencies and the various communities they must serve. As neighborhoods, economic conditions and other factors change, law enforcement officials feel a need for better tools to monitor changes occurring in their jurisdictions to enable them to be more responsive to community needs and to better prevent and ease social disorder and community tensions.

In all of these areas respondents and discussants feel more research is needed. They also feel that research resources should be utilized to assure that new knowledge concerning more effective programs and techniques is developed and packaged in ways that make it immediately useful to practitioners.

Adjudication

Representatives from the defense bar, prosecutor's offices, the judicial community and the legal profession generally are disturbed at the lack of attention given to the adjudication process by the Ad Hoc Committee. They feel that much greater emphasis needs to be placed on research designed to improve the efficiency and quality of the courts, prosecution and defense. With respect to specific problems requiring research, practitioners cited the problems of court delay, improved law enforcement-prosecutor relations, increased emphasis on costs and performance measures and alternative dispute resolution mechanisms.

Respondents agree with the Ad Hoc Committee's recommendation that more needs to be known about what types of particular sanctions work best with what types of offenders at what stages of their criminal careers. However, they see this in a much broader context than that of reducing violent crime and enhancing the effects of incapacitation. At one level they are concerned with the effects of sentencing on behavior, on both specific and general deterrence. They also are concerned with the whole question of sentencing alternatives - as a means for unclogging the courts, as a possible vehicle for freeing up scarce prison space for use by the really serious and violent offender, and as a way of providing for equally or even more just dispositions of particular cases.

Respondents also are concerned that no one seems to be studying the problem of "endless litigation." There is increasing concern on the part of the public with what appear to be endless opportunities for appeal on the part of convicted offenders, including appeals that go not to the guilt or innocence involved in a particular criminal case but to procedural and other collateral issues, thus long-delaying any finality of judgement. Observers feel there is very little in the way of hard data to help policy-makers in assessing the extent to which these public concerns are well founded, and, to the extent they are, in finding solutions to specific problems identified. While some claim that federal habeas corpus is the problem, for example, others representing the defense bar suggest that the number of filings has actually decreased over the last decade by 14 percent and that the real issue may be the quality of legal representation. Clearly this issue needs to be studied.

Another issue that needs investigation is the great disparity that exists from state to state in the amount of time and resources required to conduct a typical felony trial. What little data are available suggest that average felony trial lengths range from one or two days in many states to six or seven days in others. If states at the high end of this range are wasting time on jury selection, repetitive testimony, refusal of counsel to stipulate routine facts, or uncontrolled argument by counsel, those courts might be able to double their trial output by instituting more stringent trial practice rules.

Practitioners also are concerned with the handling of mental health issues at the trial stage. Reference was made to a resolution passed by the Conference of Chief Justices calling for research on the "guilty-but-mentally-ill" verdict now established in nine states.

Respondents representing the defense bar question more strongly the entire paradigm suggested by the Ad Hoc Committee Report. In their words, they question the notion that:

we can effectively control crime by arresting and incapacitating greater and greater numbers of "serious troublemakers", if only we can determine a means of making our prisons bigger and more efficient.

They note that even the hard core offender is at some point going to return to society and that greater emphasis needs to be placed on community-based alternatives to imprisonment that aid in reintegrating offenders. They also are concerned about the lack of resources being allocated to defense services both at the National and State and local levels.

Almost all respondents from defense, prosecution and the judiciary decry the lack of emphasis on education and management. Greater attention needs to be placed on training, judicial performance and selection measures, case load and weighting systems, and management and information systems across the criminal justice system. As others pointed out, the adjudication community also feels quite strongly that research results are useless unless accompanied by training and other assistance to aid administrators in implementing needed changes and programs.

Corrections

Practitioners in the corrections field unanimously agree that issues surrounding the problem of prison crowding are of the highest priority. Alleviating overcrowding is also the first priority of the National Governor's Association (NGA).

Respondents and discussants share the concern of the members of the Ad Hoc Committee about violent crime and the career criminal, though policies of determinate sentencing and selective incapacitation will mean, for correctional administrators, a dramatic change in the composition of the populations under their control. Practitioners fully expect to be confronted with increasing numbers of younger, more violent criminals who will be serving much longer periods of time.

In addition to research which addresses the special problems of managing the long-term serious offender - such as security, problems and the impact on both inmates and staff - practitioners recognize that better alternatives to incarceration are going to have to be developed and tested if space is going to be available for these offenders in already overcrowded institutions.

The most pressing needs identified by administrators are for more accurate population projection techniques so that future construction and other housing needs can be better anticipated and, more importantly, for better classification systems to aid in offender disposition decisions. The latter is needed throughout the criminal justice system but is especially important to correctional administrators because of their fixed capacity to absorb the results of law enforcement and sentencing decisions.

Administrators need information on a number of classification dimensions. These include risk assessment - who can be supervised in the community and who can not, security - what types of institutional facilities and custodial arrangements are required for different types of offenders who need some form of incarceration, and classification systems for managing the assignment of offenders to programs and employment within and outside of correctional facilities and institutions.

Practitioners cited the increasing numbers of mentally ill persons in jails and prisons as another problem area. More research is needed on the movement of offenders between mental health and correctional facilities, as well as on development of strategies and programmatic alternatives for the care of such offenders in the correctional setting.

Similarly, one respondent also was concerned with demands that the problem of handling the public inebriate continue to pose for the criminal justice system. It is estimated that some 1.3 million arrests are made each year for public drunkenness and that jails annually process and detain almost 2 million persons

charged with public inebriation, vagrancy or disorderly conduct and similar offenses.

Correctional officials also are concerned with current conditions. With at least 39 state correctional systems under some form of court order to reduce crowding or improve conditions, administrators need better information with which to make early release decisions. They also emphasize the need for practical guidance to take in response to court orders. That is, what steps should a chief elected official take and what are the best tactical and strategic responses to crowding. Corrections officials also want to know how consistent the courts are being nation-wide in applying standards for the housing and care of inmates.

Administrators are also concerned with the growing proportion of minorities in the prison population. One noted corrections expert cautioned that by the year 2000, perhaps 90 percent of the incarcerated population may be made up of minorities. Further study to understand the reasons for this phenomenon needs to be undertaken.

In summary, corrections officials are most concerned with prison crowding, alternatives to incarceration and improved classification systems.

Appendix A

Members of the Ad Hoc Committee on the Future of Justice Research:

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Appendix A

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Appendix B

Respondents and Discussants from the Practitioner Community

American Bar Association

American Bar Foundation

American Correctional Association

California Office of Criminal Justice Planning

Chicago, Illinois Police Department

Connecticut Department of Corrections

Delaware Office of Management, Budget and Planning

Federal Judicial Center

International Association of Chiefs of Police (IACP)

Minneapolis, Minnesota Police Department

National Association of Attorneys General

National Association of Counties

National Association of Criminal Justice Planners

National Center for State Courts

National Conference of State Legislatures

National Council on Crime and Delinquency

National Criminal Justice Association

National District Attorneys' Association

National Governors' Association

National Institute of Corrections (NIC)

National Legal Aid and Defender Association

National Organization of Black Law Enforcement Executives (NOBLE)

National Sheriffs' Association

Nebraska Commission on Law Enforcement and Criminal Justice

Appendix B

Pennsylvania Commission on Crime and Delinquency

Police Executive Research Forum (PERF)

San Jose, California Police Department

U.S. Parole Commission

VALOR (Victims' Assistance Legal Organization)

Virginia Department of Criminal Justice Services

END