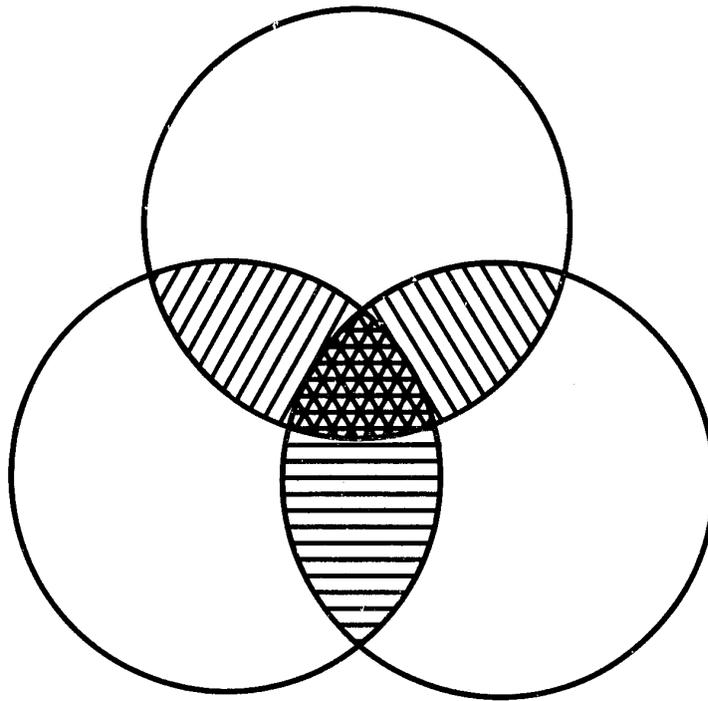


Criminal Justice Education In the West

An Agenda for the Eighties



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WICHE
Improving Education In The West

CRIMINAL JUSTICE EDUCATION IN THE WEST
AN AGENDA FOR THE EIGHTIES

A Workshop Conference
Denver, Colorado
June 6-8, 1979

Sponsored by the
Western Interstate Commission for Higher Education

— CONFERENCE REPORT —

WICHE

Improving Education In The West

The Western Interstate Commission for Higher Education (WICHE) was founded more than twenty-five years ago to assist member states provide high-quality, cost-effective higher education for their citizens. Toward those ends, WICHE enables states to cooperatively share their higher education programs and facilities.

WICHE's goals are in access - increasing the availability of higher education in the West; manpower - assisting states to have the technically and professionally trained persons they require; and quality - helping states increase the effectiveness and efficiency of their higher education programs.

Member states are Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming. The governors of the thirteen states each appoint three Commissioners to direct the nonprofit regional organization.

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TABLE OF CONTENTS

Foreword v

Preface vii

Conference Summary ix

1. A Professional Need Testing the Adaptability of Higher Education 1

2. Common Missions, Distinctive Functions 4

3. The Problem of Breadth 6

4. Meeting Specific Needs 12

5. Research and Public Service Involvement 17

6. Student Demand and Access 19

7. Regional Strategies 20

Notes 23

Appendix A, Conference Participants A-1

Appendix B, Conference Advisory Committee, Special Contributors,
and Staff B-1

Figure 1. Common and Distinct Preparation Needs 7

Figure 2. Experiential Learning Models 16

FOREWORD

The regional conference that is summarized in this report was conducted in recognition of the need for greater interaction among and between law enforcement, corrections, and adjudication personnel on the job and in the classroom. The role of higher education is essential in meeting this need.

The 43 conference attendees, representing 14 states, agreed that improved collaboration was desirable and expressed the hope that other substantive and coordinated regional efforts in criminal justice education would follow. The Western Interstate Commission for Higher Education (WICHE) is engaged in seeking ways to respond positively to the expressed needs of these policy makers.

The conference was jointly planned and funded by WICHE and the Office of Criminal Justice Education and Training (OCJET) of the Law Enforcement Assistance Administration.

The summary of the conference was prepared for WICHE by Larry T. Hoover, Ph.D., Associate Director for Professional Programs and Development in the Criminal Justice Center at Sam Houston State University.

Success of the conference was due in large part to then WICHE Deputy Director George C. Lowe's initiative and OCJET Director J. Price Foster's encouragement and financial support. The critical effort, however, was contributed by the conference planning committee and the participants themselves. Their contributions comprise the substance of this report and its recommendations for further action. WICHE thanks those conference contributors, who are listed in the appendices to this report.

We have enclosed a postage paid card with this report so that the reader may indicate his or her reaction to the report and its recommendations. We would also appreciate comments about the value of WICHE sponsoring similar activities in the future.

Boulder, Colorado
November 1979

Phillip Sirotkin
Executive Director
Western Interstate Commission
for Higher Education

PREFACE

The Western Interstate Commission for Higher Education (WICHE) has recognized and supported the development of criminal justice education through a diversity of programs. WICHE has sponsored endeavors such as the Institute for Jail Management Training and the Community Resources Management Team dissemination project in an effort to focus the resources of higher education upon criminal justice management problems.

The evident need to develop a strategy for providing adequate and appropriate human resources in criminal justice to meet the challenges of the 1980s suggested to WICHE the need for a regional meeting to bring criminal justice academicians and practitioners from throughout the West together to improve linkages between higher education and providers of criminal justice services.

Assisted by a grant from the Office of Criminal Justice Education and Training, Law Enforcement Assistance Administration, WICHE convened such a conference in June, 1979. Some forty-five participants including judges, police administrators, corrections managers, academicians, and probation/parole officials considered how educators and practitioners can work more closely together to provide training to students that will prepare them for a career in criminal justice. The conference in Denver also enabled practitioners in law enforcement, corrections, and adjudication to consider how these three professional areas can coordinate their efforts to improve the quality and cost effectiveness of services. As part of their strategy for providing adequate manpower for the future, participants said that regional programs and studies would assist them in strengthening criminal justice services.

This report is intended to summarize the observations and recommendations resulting from that conference. Through group workshops centered on component interests, and frequent meetings in plenary sessions, a general consensus was reached on the substantial problems and potential solutions facing criminal justice human resource development. From an array of numerous problems and solutions, the participants focused upon those which might best be addressed by regional strategies.

The recommendations emanating from the conference were necessarily arrived at by general consensus. No single participant attending the conference would likely have developed exactly the same enumeration of problems, solutions, and priorities with regard to regional strategies had he or she been working alone. On most issues there was, however, a surprising degree of concurrence established, given the diversity of background of the participants.

Every effort has been made to accurately represent the conference consensus in this report. As with all such reports, however, the author assumes ultimate responsibility for its content, and must acknowledge that individual perceptions of other conference participants would undoubtedly vary somewhat from this presentation.

In order to provide the reader with a contextual framework, material describing the development of criminal justice education has been included. Although the issues as described in that introductory section were not explicitly discussed at the conference, it is fair to say that the contextual framework was generally shared by the participants.

For succinctness and clarity of presentation as well as elimination of redundancy, the report is written in direct descriptive format. However, even though frequent reference to the conference context is not made, the reader should keep in mind that the issues as described in this report are taken directly from the conference minutes, and represent as accurately as possible the views of the participants.

CONFERENCE SUMMARY

Format

Conference workshops focused on police, courts, and corrections. The three workshops enumerated serious problems and potential solutions in each area. In plenary sessions, participants focused on those problems which lent themselves best to regional strategies.

Conference Findings

Prolific growth in criminal justice educational programs in the last decade has been accompanied by the development of wide diversity in program orientations and philosophy. Conference participants emphasized the need for all academic programs in this field to maintain an analytic base in regular degree programming. Additionally, participants emphasized the value of providing students with a perspective on the entire criminal justice system and its processes, and urged programs to provide at least a minimal level of instruction in that regard.

Special academic responses were identified in each component of the criminal justice system:

Police - This workshop emphasized the need for programs and institutions to clearly delineate the respective functions of institutions of higher education and police officer training organizations.

Courts - The workshop emphasized the need to enhance managerial training for judges, prosecutors, and public defenders.

Corrections - The workshop identified a need to develop fundamental problem-solving abilities in students, including knowledge of the organizational change process. Correctional practitioners emphasized that academic programs should develop specialized training, particularly managerial programs.

All of the workshops emphasized the need to enhance experiential learning endeavors in order to improve the quality of preparation which students receive to fulfill criminal justice roles.

Primary Recommendation

The primary recommendation from the conference was for greater interaction between academic programs and agencies in policy development and research endeavors. Joint interchange and cooperation would provide for faculty development as well as increasing agency managerial breadth.

Regional Strategies

Among the regional strategies suggested were:

- joint academic-agency institutes focused upon analysis of issues,
- systematized planning of conferences and forums involving regional interchange of ideas, but requiring joint academic and agency representation from each participant area,
- internship programs for specialized agency placements, particularly with regard to the planning and personnel functions,
- telecommunication courses as a means to facilitate dissemination of curricular material and specialized expertise,
- faculty development endeavors.

1. A PROFESSIONAL NEED TESTING THE ADAPTABILITY OF HIGHER EDUCATION

Background

Criminal justice education is not really new on the higher educational scene in the United States. The first programs were created in 1935 at San Jose State University and Michigan State University. Sociological programs that offered course sequences in criminology date back even further. Gradual growth in independent, identifiable criminal justice programs occurred throughout the 1940s and 1950s, but at an uneven rate across the country. A substantial number of programs were created in the California system, while a scattered few were added east of the Rocky Mountains. By the early 1960s, approximately sixty programs existed nationally.¹ Then, in 1966, came the explosion. The confluence of several conditions in the mid-1960s contributed to a growth rate which has been characterized as the most rapid in any professional field in higher education.

First, an aroused awareness of civil constitutional rights followed the initiation of the civil rights movement in the early 1960s. Concern with the quality of the administration of justice was a natural outgrowth of this awareness. Second, the justice system found itself on the front lines of political confrontation as a result of both the civil rights protests and the political turmoil surrounding the Vietnam Conflict. Television beamed the physical encounters between police and protesters into most homes in the country, and thousands of people encountered the judicial process who otherwise would not have. Third, crime began increasing dramatically in the early 1960s. There is considerable debate in criminological circles as to why, but it is clear that most of the increase was real and not merely an artifact of better reporting. Study commissions convened in response to these problems have unanimously recognized inadequate preparation of criminal justice personnel as contributing significantly to inappropriate system reaction.

The need for educational standards for criminal justice personnel was first documented in the Wickersham Commission Report in 1931. That recommendation has been reiterated by the President's Commission on Law Enforcement and the Administration of Justice in 1967, the National Advisory Commission on Civil Disorders in 1968, the Commission on the Causes and Prevention of Violence in 1969, the Joint Commission on Correctional Manpower and Training in 1970, the American Bar Association Project on Standards for Criminal Justice in 1972, and the National Advisory Commission on Criminal Justice Standards and Goals in 1973.²

Given the pressures for improving justice system personnel, a massive infusion of federal funds for student stipends was authorized in 1968. Some \$40 million annually has spawned the growth of 1,000 criminal justice programs across the country. However, even though academic programs in criminal justice have proliferated, there still is the need to develop improved academic responses to criminal justice human resource needs.

Development of Academic Programs

Criminal justice education has developed in a time of continuing search in higher education for balance between traditional general baccalaureate preparation premised upon the liberal arts, and the growth of vocational preparation as the primary mission of higher education institutions. This issue of role and mission as it translates to specific curricular requirements is far from settled.

For a number of years, higher education institutions developed dual programming to attempt to cope with the need to maintain traditional liberal arts requirements against pressures for specific vocational preparation, i.e., the distinction between Bachelor of Arts and Bachelor of Science degrees. In the last thirty years, however, a number of social/technological professions have developed with considerable curricular variability and the accompanying heated debate as to the appropriate mix of educational experience. The criminal justice field, along with nursing, social work, and teacher education, are examples of such professions.

However, criminal justice academic programs differ from the others in two respects. First, criminal justice is not an identifiable "profession," but rather a complex of professionals all working with the same societal problem - criminal offenders. Second, the need for higher education standards for the other social/technological professions mentioned above came to be recognized far earlier than criminal justice. Hence, there is currently little debate over whether K-12 teachers need a baccalaureate degree, but merely over the nature of that preparation. In criminal justice the debate not only concerns the nature of higher educational preparation but also whether there is any need for higher education at all.

What can be definitively said about criminal justice education is that it doesn't fit well. Again and again during the Criminal Justice Education Conference in Denver participants alluded to the unconventional nature of the academic field. Some aspects of criminal justice curricula are drawn from traditional disciplines, other aspects from professional schools, while a limited body of knowledge is truly unique to the field. The term "focused area of study" has been coined to attempt to accurately describe the nature of criminal justice education. Criminal justice exemplifies the need to meld general and professional education in new configurations. Realignment of higher education structures does not occur easily. Thus, while the growth of criminal justice education in the last decade has been phenomenal, it has also been tumultuous.

The basic issues surrounding the administration of justice have not been solved. The appropriate police response to crime and social problems remains a major debate. Pressures for judicial efficiency continue - although individual justice must remain the primary court mission, pressures for reform will exist so long as delay and encumbrance characterize the adjudication process. Finally, we have come to the end of the era of unqualified faith in the correctional mission of rehabilitation. "What works" will not be

answered in the immediate future. Conference participants strongly asserted that educational institutions, and criminal justice programs in particular, have a responsibility to assist agencies in addressing these problems.

2. COMMON MISSIONS, DISTINCTIVE FUNCTIONS

The administration of criminal justice is a social service function. The roles within the system are humanistically, not technologically, oriented. The linkage which joins police, judicial, and correctional agencies into a system is a client, albeit an unwilling one. The ability of these agencies to control crime is inherently related to their ability to inhibit, deter, or rehabilitate the offender. That ability is linked to the human interaction skills of those that staff the system, and hence to higher education standards for these personnel.

Meeting Common and Distinct Needs

An issue which academic programs face in preparing students to fulfill criminal justice roles is meeting both common and distinct preparation needs. The preparation needs are common enough that it makes little sense to establish separate and distinguishable programs to prepare, for instance, police officers and parole officers. Both are basically human interaction occupations. At the same time, however, there are very distinct preparatory needs which are unique to a given role. Typically, a criminal justice program prepares students for the following occupations:

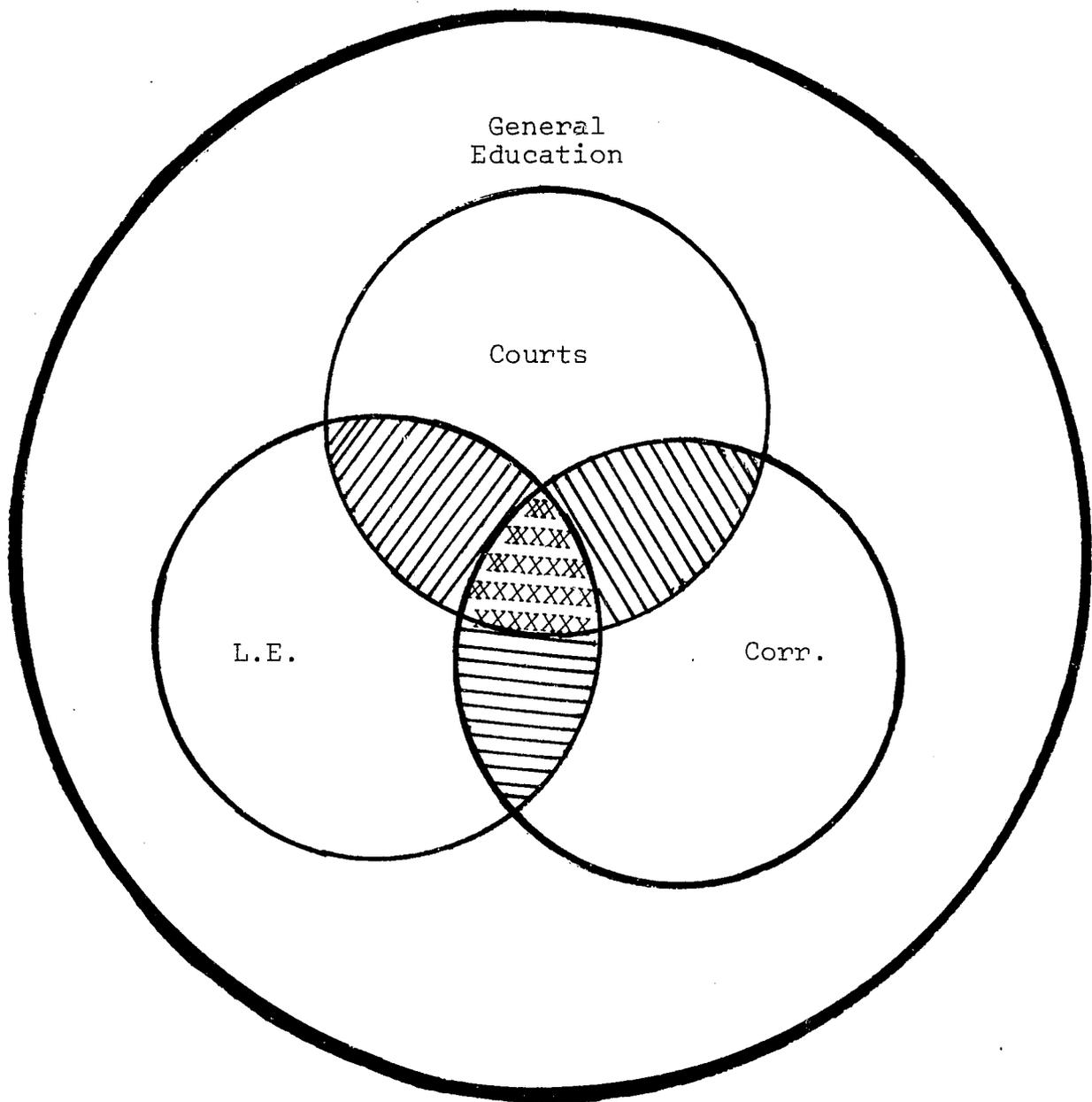
police officer	juvenile counselor
probation officer	legal aide
correctional counselor	court administrator
parole officer	security manager
correctional officer	criminalist

All of the roles demand some level of training and human interaction skills. All of them demand some knowledge of law but with different emphases. Knowledge of management and administration is often deemed appropriate depending upon the particular student's career objectives. Finally, there is the need to understand the entire justice process. All of this leads to considerable debate as to how academic programs should best respond to the needs of agencies. Figure 1 depicts the phenomenon.

Agencies of the criminal justice system place a multiplicity of demands upon educational institutions. When queried regarding the desirable characteristics of new employees, agency administrators most often mention maturity and good judgment. However, these terms are really no more than generalities. Maturity can mean anything from insight regarding cultural values and their diversity, to never drinking on duty. Good judgment can mean anything from the use of non-prejudicial criteria in making discretionary decisions, to knowing how to thoroughly shake down a jail cell.

Human resource development for criminal justice thus ranges from the inculcation of democratic value systems to development of a myriad number of mechanical and processing skills. Discussion at the conference regarding

FIGURE 1
COMMON AND DISTINCT PREPARATION NEEDS



XXXX = Criminal Justice Core Curricula
//// = Curricular Needs Shared by Two Components

curriculum development in criminal justice education involved debate with regard to the types of abilities which are the proper purview of academic programming. There was seldom any debate regarding whether a particular attribute is needed by criminal justice personnel. Debate centered on whether the development of that attribute is the proper role of an academic program or personnel training efforts. Since human resource development efforts by criminal justice agencies have traditionally been sparse, academic institutions have found themselves attempting to fill the void through degree programs.

Conference participants stressed the need for criminal justice programs to provide special attention to the needs of agency managers, planners, and other specialists. The need for this emphasis exists because of the historical lack of managerial preparation for individuals who staff these positions. Management training for judges, prosecutors, and public defenders has previously been nonexistent. Typically, those who attain administrative positions in police and correctional agencies likewise have had little preparation for management. The lack of educational requirements for the police and the strict adherence to promotion from within has resulted in the dearth of management training for those organizations. Correctional administrators very often were drawn either from the security ranks where a similar lack of educational requirements exist, or from the treatment staff, who are educationally credentialed but certainly not in management or administration. Similarly, individuals staffing planning positions have tended to be drawn from operations rather than hired specifically for that function.

Consequently, the most critical need identified during the conference was to develop much stronger linkages between higher educational institutions and criminal justice agency managers and planners.

3. THE PROBLEM OF BREADTH

The study of criminal justice is not defined by clear, distinctive, and immutable barriers. Crime as a social phenomenon is extremely complex; likewise, societal response to crime includes a multiplicity of programs. It would be inappropriate to define criminal justice only in terms of what police, court, and correctional agencies do. Clearly, the effectiveness of juvenile service programs, mental health programs, drug treatment efforts, social welfare efforts, and innumerable other private and governmental programming has an immense impact upon crime.

At the conference, the police workshop group listed some fourteen community service "systems" with which law enforcement agencies interact:

1. Emergency medical care system
2. Fire prevention and control system
3. Civil law system
4. Transportation and traffic system
5. Educational system
6. Mental health system
7. Child, family and elderly welfare services
8. Substance abuse control and services
9. Public employment system
10. Political system
11. Disaster response and civil defense
12. Data management and information systems
13. Community development, planning and physical maintenance (environment design) systems
14. Public recreation system

The determination which must be made in criminal justice academic programs is the relative emphasis which is placed on the study of various forms of structured response. The study of criminal justice is hypothetically as broad as the behavioral sciences in totality, and even includes aspects of the physical sciences.

A problem in efforts to define appropriate criminal justice curricular patterns is the lack of consensus regarding the "body of knowledge" in criminal justice. The study of criminal justice involves the application of theory and research from numerous fields - sociology, political science, psychology, public administration, law - all of which have relevance to the way we react to criminal behavior and structure police, adjudicatory, and correctional agencies. Since the relative input from these disciplines varies among institutions, considerable variation in the orientation of criminal justice programs also exists. If initiation of a program is from a social science department, then a sociological emphasis tends to prevail; likewise, if program initiation emanated from a public administration or business department, then an organizational theory perspective tends to prevail.

There persists considerable program variability across the field as a result of the breadth of material that relates to the study of structured societal response to crime. There is a general distinction among programs which focus study upon the etiology and demography of crime, i.e., traditional criminology, and those which focus study upon the processes involved in the administration of justice, i.e., criminal justice or administration of justice. Many programs have maintained a focus on one or another of the particular components of the system.

Police - By far the predominant majority of current criminal justice programs emphasize the police component of the system. This is particularly true among community colleges, where programs have developed to satisfy specific community needs. Since the police numerically account for 64 percent of criminal justice system personnel, and in comparison to the adjudicatory and correctional components of the system have traditionally been the most neglected educationally, community college programming has responded in kind.

Adjudication - Efforts related to the judicial component pertain primarily to the need for both continuing legal education and administrative training. The personnel staffing the judicial component of the system - prosecutors, judges, and defense attorneys - already possess a basic liberal arts degree and the specialized training of law school. Their needs do not therefore relate to basic education. The need for continuing legal education will, however, always be present due to the constantly changing nature of the law. Further, most attorneys have had virtually no preparation in administration and management. Hence, whenever they assume responsibility for administering a prosecutor's office, public defender's office, or court, they are ill prepared to cope with the demands of considerably different role requirements than that of a barrister. The National Judicial College in Reno and the Institute for Court Management in Denver have responded to meet some of the need to provide court management training, but are able to reach only a fraction of the individuals needing such training. Some similar training occurs at state levels, but not nearly enough. Participants in the Adjudicatory Workshop expressed considerable concern for the development of adequate delivery systems for court management training.

Corrections - Associate level programs in corrections exist primarily in communities where there is a correctional institution of some size. At the community college level these programs address primarily the educational needs of the correctional officer. However, in the American Association of Community and Junior Colleges publication entitled A Survey of Legislation, Regulations and Policies Supportive of Correctional Officer Education, the observation was made:

The general findings of the survey confirm that despite increasing availability of junior college programs for line correctional officers and increasing enrollment in such programs, (1) there continues to be little recognition in line officers' structures and career mobility for degree or certificate attainment and, (2) financial and other assistance to stimulate participation remains highly limited.³

Educational standards for probation/parole personnel and counselors have existed for some time, usually stipulating a baccalaureate degree in the social sciences. Debate continues whether degree programs in criminal justice best satisfy the preparation needs for probation/parole personnel, or whether a social work background is more appropriate.

Emergence of a Systemic Perspective

Traditionally, educational institutions have played a significant role in inculcating in members of professions related to one another a sense of congruent goals and objectives. Hence, whenever such professionals interact with one another in the "real world," a total system perspective influences the nature of decisions made.

This is illustrated, for example, in the elementary and secondary educational system. Individuals are prepared to serve in that system in capacities as diverse as instructing seven-year-old children in the fundamentals of reading to the teaching of metal machining to high school seniors. Professionals working in this system are employed in school districts ranging from those enrolling students numbering over a million to those numbering only a few score. Yet, despite immense diversity among specific programs, a similar common sense of objectives pervades most school systems. A significant influence is the educational preparation that K-12 teachers receive in institutions of higher education. Preparation for K-12 teaching certainly varies by level and subject speciality, but includes a curricular core which introduces the student to K-12 education as a system, with certain pervading goals and objectives which establish the criteria for the specific programming which occurs.

The criminal justice system cannot be compared by precise analogy to any other social service system. Congruence of goals coexistent with diversity of program is, however, highly desirable in both K-12 and criminal justice education. Colleges and universities can contribute significantly to establishing such goal congruence. Conference participants felt that criminal justice educational programs should be playing a role in this regard, as are schools of education in preparation of elementary and secondary education professionals.

Strong sentiment was expressed at the conference that all academic programs in the criminal justice field, regardless of their specific component orientations, should provide course work which at least introduces the student to the processes of the entire criminal justice system. Certain phenomenon can only be understood from a systemic perspective. The deterrent impact of a variety of sanctions, i.e., the probability of apprehension, charge, conviction, sentence, and parole, all interact to create the totality of the deterrent effect of structured societal response to crime. Changes in the way one component of the system responds to crime has an impact upon the others, e.g., a change in arrest rates by police have a ripple effect throughout the system - similarly a change in parole rates has a counteracting effect upon police response. The impact of legislative changes must be examined

across the entire system to be fully understood, e.g., mandatory sentencing laws or decriminalization of certain behaviors have a cross-component effect.

In addition to the need for comprehensive understanding, several other factors form a basis for this philosophy. Basic to the administration of justice in a democracy is separation of powers and function in the process of apprehending, adjudicating, and attempting to rehabilitate the criminal offender. One cannot possibly fully comprehend the role of one component of such a system without understanding the roles of the other components. Such an understanding is essential to the performance of criminal justice roles in a manner congruent with democratic philosophy and practice.

Criminal justice system members educated and trained in total isolation from one another often find it nearly impossible to work harmoniously together whenever the situation demands. Indeed, there are numerous situations demanding component interaction and cooperation. Conference participants postulated that the development of an understanding of role and responsibilities of all the components of the criminal justice system on the part of the members of each of these components would increase measurably the chances of cooperative interaction.

The National Advisory Commission on Criminal Justice Standards and Goals, in a discussion of an integrated system in relation to education, declared, "Whether or not a true criminal justice career system becomes reality, higher education programs in criminal justice should at a minimum equip practitioners with a systemic outlook."⁴

In addition, more immediate and practical reasons have existed for development of a comprehensive criminal justice educational program. There is inducement for additional students to enroll in an all-encompassing major, higher status and acceptability is attained within the academic community, and grant-foundation funding possibilities are enhanced.

Finally, students are provided the opportunity to examine their own personal career goals and role aptitudes in relation to their congruence with the functional roles of the criminal justice system. It seems appropriate that educational programming offer the student the opportunity to examine all criminal justice roles before embarking upon a career. The probability that the role chosen will be the one best suited to the particular student's aptitudes and ambitions will thus be considerably increased.

Analysis Versus Skill Development

In a field as volatile as the administration of criminal justice, considerable debate will always exist regarding the specific nature of criminal justice curricula. However, at this conference there was surprising consensus with regard to one issue: regardless of its specific content, criminal justice curriculum should transcend specific skill development and impart in the student the ability to think critically.

Conference participants did not disparage the value of training, and, in fact, recommended that criminal justice educational programs endeavor to provide more training programs as an agency service. However, sentiment was strongly in favor of maintaining an analytic orientation in basic academic degree requirements.

This position buttressed the growing recognition and acceptance that critical analysis should form the foundation of basic criminal justice academic programming.

4. MEETING SPECIFIC NEEDS

Police

One of the problems frequently mentioned by participants was the need to develop better defined curriculum requirements across institutions and levels of programming. This problem is reflective of the lack of consensus regarding the roles for which academic programs should be preparing pre-service students, particularly in law enforcement.

Due to a lack of individuals with college-degree credentials in the past, completion of a baccalaureate program usually meant immediate or more rapid access to supervisory or specialized positions in police agencies. Many programs continue to prepare students for supervisory and managerial roles at the baccalaureate level, even though students graduating from programs today may not have access to such positions for years, if ever.

With the vast proliferation of criminal justice programs in the past decade, a transition has occurred which has resulted in higher educational norms for operative positions in police agencies. This, after all, is the ultimate goal of developing educational programming in this field. However, as the number of applicants for operative positions holding degree credentials has increased, accessibility to the supervisory and specialized positions due to college training has decreased. Numerous programs have yet to make a transition in their basic academic program.

As educational standards rise, it would appear prudent to revise basic curricula to prepare students to perform operative roles by professional standards rather than credentialing them out of operative roles and into other positions in agency hierarchies.

This situation is further complicated by considerable ambiguity with regard to the appropriate nature of police role preparation. There is considerable debate as to whether analytic abilities or more fundamental and mechanical skills are appropriate. The participants in this conference did not develop any formulae for dealing with the problem. What they did suggest, however, was that there was considerably less communication among academic programs than is desirable. While communication will not solve all problems, it has the potential of ameliorating significant articulation problems.

Courts

Discussion of criminal justice curriculum as it relates to the courts centered upon the need to provide managerial training to legally trained role incumbents, i.e., judges, prosecutors, and public defenders. In particular, the need for training judges regarding managerial processes was underscored. Judges are often poor administrators because they are used to "after-the-fact" decision making. Further, they are trained to be reluctant to innovate be-

cause of the "stare decisis" legal tradition. However, once a system has been changed, new judges tend to accept it.

At the same time, it must be noted that judges are extremely jealous of administrative prerogatives. The development of the court administrator's role has proceeded slowly. Judicial administration degrees exist at the University of Southern California, and through the University of Denver College of Law. New York University is just initiating such a degree. Additionally, several schools, such as Arizona State University offer a limited number of courses in this field. However, a basic dichotomy exists between judges and the remainder of court staff. Judges express a strong preference for court administrators who possess a law degree, a dual qualification which is often extremely difficult to find. However, state requirements for continuing judicial education are increasing, typically thirty to forty-five hours per year being required. Exposure to management training may substantially increase the acceptance of specialists particularly trained to perform that function.

There is concurrently a need to develop specialized training for court clerks, stenographers, legal aids, referees, and the like. Further, the training of court assigned correctional personnel is often ignored. A need exists in many states to relate the preparation of these personnel to state-wide correctional training programs, if a judicial department is unable to provide adequate training. In general, it can be said that there is a substantial need to systematize continuing legal, judicial, and court professional education.

One of the primary obstacles to systematizing continuing legal education is ambiguity regarding the respective roles of law schools, schools of public administration, criminal justice programs, and other units in higher education. Law schools form the most obvious and direct linkage between higher education and the courts. However, law schools are typically ill prepared to deliver the kind of continuing education that is needed to improve court management. At the same time, there is a lack of the common informal lines of communication between practitioners and academic counterparts which would facilitate the development of court training through other academic entities. Development of such programming is thus understandably slow.

Corrections

Discussion regarding appropriate curriculum inevitably leads to examination of the ultimate mission of criminal justice agencies. Throughout the conference, no where was discussion more prevalent in this regard than in the correctional workshop group. Inevitably, discussion of any specific curricular dilemma resulted in a debate regarding basic correctional mission. This is indicative of what is generally happening in the corrections area: a grasping for definition of mission.

One of the frequent recommendations heard during the conference was that educational institutions need to assist correctional agencies in developing more efficient management strategies. Correctional efficiency is consistent with incarceration as a dominant goal, and is reflective of current concerns in correctional administration.

Correctional administrators attending the conference expressed considerable concern over the adequacy of preparation students are receiving to meet the more amorphous role requirements of careers in the field. Attributes such as problem solving ability, knowledge of the political process, knowledge of the change process, and the ability to deal with minority clients were among the common shortcomings of students cited by administrators. Skills or knowledge which were job specific were seldom mentioned as an important need in corrections. There is apparently a need to structure curriculum to respond better to developing the basic analytic skills of students.

The Need for Experiential Learning

There was unanimity upon one aspect of curriculum development in the perspective of both practitioners and educators at the conference. Experiential learning was regarded by both as an essential aspect of student development in criminal justice. Both groups recognized that attention to this aspect of curricular development has been woefully inadequate. There is a need to develop adequate resources to effectively manage internships and work study placements.

One of the common fallacies in higher education is that experiential credit is less expensive to generate than standard classroom contact credit. In fact, experiential learning programs, if done correctly, require more resources than standard classroom contact courses, not less. Not only must there be considerable developmental work to establish an experiential learning program, but constant field monitoring of the program is essential for its success. Contact with agency personnel responsible for coordinating and supervising interns must be maintained. This requires extensive travel, which is expensive, as well as the consumption of faculty time. Furthermore, for an experiential placement to be meaningful, provision must be made to relate the practice observed back to the theory taught in the classroom. This either requires a carefully designed "debriefing course," and/or regular and routine written assignments requiring the students to relate classroom material to observation. Again, both kinds of efforts are costly.

Participants underscored the need for experiential learning to provide a diversity of exposure for both pre- and in-service students. Too often students are placed in a single agency either observing or doing a single mundane task. Consistent with the recommendations mentioned earlier regarding the need for criminal justice programs to provide students a systemic perspective, participants recommended that experiential learning programs provide exposure to a variety of criminal justice operational processes. Pre-service students should preferably be required to serve in several

agencies. In-service students should be required to serve in agencies outside the one in which they are employed, and preferably in another component of the criminal justice system.

Several experiential learning models were suggested as appropriate by the conference participants. There appeared to be a lack of consensus as to the definite superiority of one model versus another. Figure 2 illustrates the potential variability in experiential learning exposure. Which of these models is most appropriate for criminal justice is far from an answered question.

The law enforcement workshop group suggested that students ought to be provided an early but brief exposure to practice, with a more extensive internship later in the academic program. However, it cannot be said that there was strong consensus that one type of model was clearly superior to the others. It would appear appropriate for criminal justice educational programs to experiment with various kinds of experiential learning efforts.

Integration of Perspectives

Finally, the need to integrate legal, criminological and criminal justice perspectives was cited by conference participants as an important objective for crime related education in the 1980s. They identified several elements of criminal justice curriculum as essential to adequately prepare students for any role in the system. These elements included the fundamentals of law, the development of criminological theory, and the corresponding response of the justice system. These recommendations were consistent with those stipulated in the National Advisory Commission on Criminal Justice Standards and Goals Report, a National Strategy to Reduce Crime:

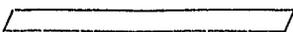
Criminal justice system curriculums and programs (should) be established by agencies of higher education to unify the body of knowledge in law enforcement, criminology, social science, criminal law, public administration and corrections, and to serve as a basis for preparing persons to work in the criminal justice system.⁵

The Advisory Commission Report, composed some seven years ago, suggested that models for the development of such educational programming are presently available from the community college to the graduate level, but an effort is needed to congeal and disseminate such models. It is apparent that in the seven years since publication of that report, such integration has failed to occur.

Depending upon one's biases, current curricular programming can be described either as diverse or fragmented. It was apparent from the conference that most practitioners and academics in the West regard the latter term as more appropriate.

FIGURE 2
EXPERIENTIAL LEARNING MODELS

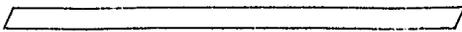
 = Classroom Instruction
o = Field Observation and/or Practice

a)  o 
Theory to Practice

b)  o 
Career Choice

c)  o  o 
Orientation then Translation

d)  o  o  o  o 
Cooperative Education

e) 
o o o o o
Work Study

f) 
o o o o o
Volunteer Work Experience

5. RESEARCH AND PUBLIC SERVICE INVOLVEMENT

Developing theory without any translation to practice is as undesirable as practicing without a theoretical foundation. Above all else, the conference participants identified the development of close interactive relationships with agencies as the priority need in criminal justice higher education. As an occupationally related area of study, it is deemed essential that criminal justice faculty work on a regular basis with practitioners. Benefits accrue to both.

First, the interaction of academics and practitioners enhances the research and planning capacity of agencies. Typically, public agencies are allocated scarce resources for planning and research purposes. As a result, planning and research units in most criminal justice agencies do not perform a genuine planning and research function. Instead, personnel in such units usually find themselves performing as administrative aides to the chief executive. The infusion of academic personnel on a regular and routine basis would provide agencies an expanded resource for genuine long-range planning as well as operational research.

At the same time, such involvement on the part of academics enhances the teaching function by providing for the acquisition of new faculty insights. Benefits accrue to students by the provision of mechanisms for student classroom and thesis research, internship placements, and ultimately occupational placement opportunities.

Practitioners attending the conference indicated that research is seldom translated to a policy context. A need to "pull research data together" into broad operational strategies was indicated. Academics by and large concurred with the need for such efforts. However, they identified a number of obstacles to increased interaction with agencies. Primary among these obstacles is the lack of reward for such endeavors. Except in major research universities, faculty are typically not rewarded for technical assistance endeavors. No one would question that instruction is the primary function of higher education. At the same time, two other important functions are recognized - research and public service.

Depletion of the resources devoted to instruction for the sake of research and public service is obviously not a feasible option. What does appear to hold some promise is the development of more direct reward for faculty who are willing to work closely with agencies in joint endeavors. It is easy to suggest that institutions of higher education ought to provide more recognition of faculty technical assistance endeavors. It is far more difficult to suggest particular actions which might be taken to facilitate this process. Mere exhortation for change is hardly sufficient, but at the same time the problem does not lend itself to immediate action solutions. The development of closer linkages between institutions and agencies will, however, open dialogue which may lead to gradual programmatic change in higher education.

In addition to direct interaction through technical assistance endeavors, conference participants suggested the development of specialized training endeavors. In particular, agency practitioners indicated that higher educational programs ought to play a significant role in increasing managerial breadth. Programs such as executive exchanges, innovative seminar schedules, research and teaching in "change," and the use of executives from organizations outside the criminal justice system as training resource persons were all suggested as appropriate means to accomplish this objective.

Provision of adequate training is an endemic problem for criminal justice agencies. Training continuity is difficult to maintain because the function is ancillary to the primary objectives of the organizational entity, and hence takes a back seat to operationally oriented programs. Whenever there is a budget crunch, a proven adage is that training is the first thing to go. Hence, agency-sponsored training tends to be tied to agencies' economic fortunes rather than related to the needs of personnel.

Agency sponsorship of programs also compounds the problem of standardization. In discussing the police component of the criminal justice system, Charles B. Saunders, Jr. mentions that law enforcement agencies are characterized as much by their differences as by their similarities, listing, "... a collection of forty-thousand units without systematic relationship, employing about four hundred thousand persons."⁶ If one adds to these figures the individual city, county, state and federal court, prosecution, defense, and correctional agencies and their personnel, one immediately grasps the enormity of the standardization issue.

There is significant potential for higher educational institutions to alleviate the problems heretofore associated with criminal justice training. As organizations for which the primary objective is human resource development, colleges and universities can provide a stable but eclectic range of programs designed to meet the needs of diverse agencies. At the same time, colleges and universities as centralized and neutral organizations can contribute much to standardizing dysfunctional disparities in criminal justice practices by offering training programs attended by personnel from several agencies in a region. Furthermore, the broader funding sources available to a college can help assure greater continuity of programming than would exist in a given single agency.

Indeed, affiliation of training programs in criminal justice with institutions of higher learning is not a new idea. The concept has been encouraged for some time as a means to introduce in training curricula a humanistic orientation and greater depth of study in the behavioral sciences. The primary concern of the conference participants, however, was the ability of colleges and universities to serve as "convening organizations." There was not a naive hope that higher education would provide immediate answers to intractable criminal justice problems. Instead, their primary potential contribution was regarded as the facilitation of communication among agencies.

6. STUDENT DEMAND AND ACCESS

Problems of forecasting manpower needs in criminal justice are compounded by the fact that academic programs in the field are preparing students for entry into a related set of occupations, not merely a given occupation. Furthermore, staffing levels in criminal justice agencies tend to be relatively elastic. Economic conditions have a significant impact on the amount of resources communities are willing to devote to criminal justice functions. Criminal justice agencies may find themselves expanding the number of personnel by 10 percent to 20 percent one year and cutting back by the same amount the next - merely as a function of jurisdictional budget fluctuation.

In such a setting, it is impossible to examine a set of tasks to be accomplished, forecast how much of that task will have to be accomplished in a given period of time, and translate that to quantitative personnel needs. We can forecast with reasonable accuracy the number of teachers that will be needed in a given state at a given grade level in a given year. The same cannot be done for criminal justice.

There has been considerable concern that the prolific growth in the number of criminal justice programs might result in overproduction of graduates. Although there may be more criminal justice graduates than vacant positions in given locales, generally the field does not appear to have approached the saturation level. In particular, as police agencies continue to give greater credence to education in hiring practices, the availability of positions should outpace the availability of graduates. In certain criminal justice specialities there does appear to be an abundance of graduates. In particular, students wishing to pursue careers in correctional treatment will find the job market tight for the indefinite future. One of the primary reasons is that graduates of related behavioral sciences seek these positions as well. Hence, intense competition tends to exist. If, however, students regard the entire complex of criminal justice roles as potential career paths, then the occupational outlook remains good.

However, conference participants emphasized that human resource planning involves more than mere numerical projection. It is essential that a balance of ethnicity, culture, and gender characterize those who staff the criminal justice system. To assure such balance the availability of financial aid and strong affirmative action efforts on the part of criminal justice academic programs was urged.

7. REGIONAL STRATEGIES

Improving quality in the administration of justice requires an investment of educational resources. Responsibility for providing that investment falls upon our elected officials, who also are struggling with inflationary pressures and demands to hold down the costs of government services. It is a gross understatement to say it is difficult to accomplish all of these objectives.

One means to realize the maximum return on investment of education and training resources is to combine such resources into regional programming. Regional approaches allows the development of training and technical assistance endeavors at a minimum cost to any single agency. By combining resources, cost efficiency is realized through the aggregation of developmental, operating, and overhead expenses. Conference participants suggested numerous endeavors which local agencies and institutions could ill afford to undertake on their own, but which held substantial potential for enhancing the quality of the administration of justice. Such endeavors lend themselves to a regional strategy.

Regional Characteristics

Special characteristics of the West enhance the need to develop regional strategies. First, the West is characterized by distance and isolation. Distance and isolation makes it difficult for agencies to routinely interact with one another and with academic programs on a daily basis. Contact among practitioners, among academics, and between practitioners and academics occurs far less often during the normal daily course of business than is true in the East. The problem is compounded by the sparseness of population in all western states except California. The need for formal mechanisms to expand interactive opportunities is thus far greater in the West.

Additionally, the West has a unique mix of minority population. All of the major American ethnic and cultural minorities are strongly represented in the West but often in geographically isolated pockets. To assure ethnic representativeness in criminal justice human resource development endeavors, a regional approach is often necessary.

Regional Approaches

Among the possible regional endeavors, faculty development was offered by conference participants as an important need. In particular, faculty development endeavors which would ameliorate some of the problems of communication and interaction with agencies can be more easily undertaken as a regional effort. It was suggested that such endeavors might include institutes regarding analytic issues, particularly the translation of research to policy. Training courses and seminars which follow the National Science

Foundation summer faculty training format or the Chautauqua seminar format were suggested programs.

Fellowships which would allow agency and higher education institution personnel exchanges would obviously enhance communication and interaction. Additionally, a need was identified to provide a forum for exchange of curricular materials among institutions. Currently, the only medium for such an exchange is informal communications.

The provision of regional efforts to facilitate the involvement of higher educational institutions in agency executive development was strongly recommended. Institutes, exchanges, fellowships, and special seminars or forums can best be supported on a regional basis. In addition, the kind of informational and perspective exchange which is most beneficial to agencies is that which occurs as a result of input from several states, particularly in corrections, which generally functions as a comprehensive state level agency. Interstate exchange is essential for the interchange and development of new ideas. Conference participants suggested that such conferences and forums be developed so that academic and agency interaction is encouraged. This might be accomplished by providing both academic and agency representation from a given area in any institute or seminar.

In fact, an example of how such forums might develop academic and agency interchange occurred during the course of this conference. The director of a state correctional system and the faculty representative from the major criminal justice academic program in that state developed a specific plan for faculty and agency exchange during the course of the Criminal Justice Education Conference.

A third regional endeavor with considerable potential was identified as the development of specialized internship opportunities for students. Very often placements in specialized units such as planning and research, personnel, or training are not available on an intra-state basis. The development of cooperative internship agreements among institutions in several states would facilitate the placement of students in such positions. Many agencies often could use interns in specialized roles even though interested and qualified students are not available on a local basis. For example, a correctional agency may be developing a program to expand its computer utilization at a time when in-state students with that kind of background and expertise are not available. A regional placement system would facilitate the acquisition of expertise for such endeavors on the part of agencies while providing students the opportunity for outstanding career development experiences.

Finally, the potential for regional development of telecommunication teaching systems was discussed. As an area of study, criminal justice is a "social-issue" oriented discipline. Audio-visual support is necessary to integrate scenarios from the highly volatile and complex situations surrounding the administration of justice into classroom presentations. Debate, comparison, and the testing of theory against reality should characterize criminal justice instruction. All of these characteristics suggest the need to

develop more extensive audio-visual support material. Additionally, there is a great deal of variation in the level of sophistication pertaining to various criminal justice specialties. Academic programming would be enhanced if expertise pertaining to various specialties were available by telecommunication system. For example, courses on correctional law, court administration, and comparative criminal justice are not widely available primarily because of the lack of general expertise among criminal justice faculty in these areas. Courses designed with a telecommunications base in these fields have the potential of strengthening the analytic content of many criminal justice programs.

In sum, the potential is extensive for regional approaches to solve many of the problems enumerated in this report. Criminal justice, as a young academic area of study, can benefit considerably from interchange of ideas and interaction with practitioners. Imaginative approaches to the multitude of problems surrounding the administration of justice will not occur if professionals operate in isolation.

NOTES

1. Figures are approximations of total programs in criminal justice, corrections and law enforcement derived from data cited in three sources:
 - Richard W. Kobetz, Law Enforcement and Criminal Justice Education Directory (Gaithersburg, Maryland: International Association of Chiefs of Police, 1975), p. 3.
 - Andrew S. Korim, Improving Corrections Personnel Through Community Colleges (Washington, D.C.: American Association of Community and Junior Colleges, 1973), p. 2.
 - Charles W. Tenney, Jr., Higher Education Programs in Law Enforcement and Criminal Justice (Washington, D.C.: Government Printing Office, 1971), p. 1.

2. Presidents Commission on Law Enforcement and the Administration of Justice, Task Force Report on Police, p. 125, and Task Force Report on Corrections, pp. 96-97, (Washington, D.C.: Government Printing Office, 1967); Report of the National Advisory Commission on Civil Disorders (New York: Bantam Books, 1968), Chapter 11; To Establish Justice, to Insure Domestic Tranquility: Final Report on the Causes and Prevention of Violence (Washington, D.C.: Government Printing Office, 1969), Chapter 3 and Appendix 1; Joint Commission on Correctional Manpower and Training, A Time to Act (Washington, D.C.: JCCMT, 1969), p. 30; American Bar Association Project on Standards for Criminal Justice, Standards Relating to the Administration of Criminal Justice, (Chicago: Institute of Judicial Administration, 1974); National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Washington, D.C.: Government Printing Office, 1973).

3. Jennifer Johnson and Bradley Carr, A Survey of Legislation, Regulations, and Policies Supportive of Correctional Officer Education (Washington, D.C.: American Bar Association and American Association of Community and Junior Colleges, 1973), p. 3

4. National Advisory Commission on Criminal Justice Standards and Goals, Criminal Justice System (Washington, D.C.: Government Printing Office, 1973), p. 170.

5. National Advisory Commission on Criminal Justice Standards and Goals. A National Strategy to Reduce Crime. (Washington, D.C.: Government Printing Office, 1973), p. 42.

6. Charles B. Saunders, Jr., Upgrading the American Police, (Washington, D.C.: The Brookings Institution, 1970), p. 119.

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