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REMARKS TO:
"NEW ENGLAND COUNCIL ON CRIME AND DELINQUENCY PREVENTION"
NARRAGANSETT, RHODE ISLAND

SEPTEMBER 25, 1985

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I. INTRODUCTORY REMARKS

A. I'D LIKE TO THANK BOB HINES FOR THE INVITATION TO BE
HERE TODAY.

1. ENCOURAGING TO FIND ORGANIZATION SUCH AS THIS -- WHICH BRINGS TOGETHER LAW ENFORCEMENT, PROBATION AND CORRECTIONS EXECUTIVES -- FOCUSING ATTENTION ON CRITICAL ISSUES IN CORRECTIONS.
2. AS DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE (PRINCIPAL RESEARCH AGENCY OF JUSTICE DEPARTMENT) -- I HAVE OPPORTUNITY TO TRAVEL EXTENSIVELY AROUND U.S. -- IN TALKING WITH CRIMINAL JUSTICE PRACTITIONERS, CLEAR THAT PROBLEMS FACING CORRECTIONS ARE SEEN AS NUMBER ONE ISSUES IN CRIMINAL JUSTICE -- SURVEYS OF CRIMINAL JUSTICE PROFESSIONALS CONFIRMS THAT IMPRESSION.

B. I THINK WE ARE ALL FAMILIAR WITH MEDIA HEADLINES ANNOUNCING "CRISIS" IN OUR PRISONS AND JAILS.

1. OFTEN HEAR THAT OUR PRISONS AND JAILS ARE CROWDED -- THAT SOME 450,000 THE INMATE POPULATION IS TOO HIGH.

o THAT VIEW REFLECTS AN ASSUMPTION WHICH DOMINATED THINKING OF POLICY MAKERS AND MANY CRIMINAL JUSTICE PROFESSIONALS THROUGHOUT 60'S AND 70'S -- ASSUMPTION WHICH HELD THAT PRISONS SERVED LITTLE USEFUL PURPOSE IN TERMS OF REDUCING OR EVEN CONTROLLING CRIME.

o RESULT WAS A VIRTUAL MORATORIUM ON PRISON CONSTRUCTION -- NOW MANY FACILITIES ARE OVER-STRETCHED -- MANY FACE COURT ORDERS REQUIRING THEM TO REDUCE INMATE POPULATION TO RELIEVE CROWDING - (ENTIRE CORRECTIONS SYSTEM DECLARED "UNCONSTITUTIONAL SEVERAL STATES).

2. YET WHILE PRISON CROWDING IS A CRITICAL PROBLEM -- IT SEEMS INCREASINGLY CLEAR THAT THE REAL CRISIS WHICH MUST CONCERN US IS THE NUMBER OF CRIME VICTIMS.

o THE CRISIS OF A CRIMINAL THREAT UNPARALLELED IN THE HISTORY OF THIS NATION.

o WHILE CRIME FELL BY 7% IN 1983 -- AND BY OVER 4% LAST YEAR -- SINCE THE EARLY 1960'S WE SUFFERED A STAGGERING INCREASE IN CRIME -- PARTICULARLY IN VIOLENT CRIME -- LAST AMERICANS WERE THE VICTIMS OF ALMOST 6 MILLION CRIMES.

3. CONSEQUENCES HAVE BEEN DEVASTATING. CRIME HAS STRUCK AT ECONOMIC VITALITY. SPREAD FEAR IN OUR COMMUNITIES -- STEADILY ERODED QUALITY OF LIFE FOR MANY AMERICANS -- COME TO GOVERN MANY OF OUR MOST BASIC DECISIONS.

0 ALMOST 200 YEARS AGO, POLITICAL ECONOMIST ADAM SMITH DESCRIBED CRIME AS HAVING POTENTIAL TO BECOME THE "GREAT REGULATOR" IN THE U.S.

0 IN TRYING TO ALLEVIATE THE PRESSURES ON CORRECTIONS -- WE HAVE TOO OFTEN RELEASED OFFENDERS WHO HAVE THEN CONTINUED TO PREY ON LAW-ABIDING CITIZENS -- AND THAT HAS, IN TURN, CREATED A CRISIS OF CONFIDENCE AMONG MANY AMERICANS -- A LACK OF CONFIDENCE IN THE CRIMINAL JUSTICE SYSTEM'S ABILITY TO PROTECT THE PUBLIC FROM CRIMINAL JUSTICE.

4. I THINK, REALISTICALLY, AMERICANS ACCEPT THAT SOME LEVEL OF RISK FROM CRIME IS ALMOST INEVITABLE IN ANY SOCIETY. THAT THERE WILL ALWAYS BE CERTAIN INDIVIDUALS WHO WILL CHOOSE TO PREY ON OTHERS.

0 BUT THERE IS A CUT-OFF POINT--- POINT WHERE PEOPLE FEEL THAT RISK HAS RISEN TO AN INTOLERABLE LEVEL.

0 AT THAT POINT WE BEGIN TO SEE GROWING PUBLIC FRUSTRATION -- A RELUCTANCE ON PART OF CITIZENS TO CONTRIBUTE ADDITIONAL FISCAL RESOURCES TO A JUSTICE SYSTEM THAT ALREADY COSTS TAXPAYER \$33 BILLION A YEAR -- AND YET IS NOT FULFILLING PUBLIC EXPECTATIONS.

5. WHAT WE ARE SEEING TODAY IS THE RESULT OF A RADICAL CHANGE IN PUBLIC ATTITUDES TO CRIME THAT HAS BEEN DEVELOPING OVER THE LAST 10 YEARS.

0 AMERICANS ARE CHALLENGING MANY OF OUR ASSUMPTIONS ABOUT CRIME. CHALLENGING THE IDEA THAT CRIMINAL BEHAVIOR IS LARGELY SOCIETY'S FAULT -- THAT CRIMINALS SHOULD BEAR ONLY A LIMITED RESPONSIBILITY FOR THEIR ACTIONS.

- 0 AMERICANS HAVE BEGUN TO DEMAND THAT CRIMINALS BE HELD ACCOUNTABLE FOR THEIR ACTIONS -- THAT THEY SHOULD BE PUNISHED ACCORDINGLY -- AND THAT THE SAFETY AND WELL-BEING OF LAW-ABIDING CITIZENS SHOULD BE OF PARAMOUNT CONCERN TO THE CRIMINAL JUSTICE SYSTEM.
- 6. IN THIS CLIMATE, STATE AND LOCAL GOVERNMENTS ARE SEEKING ANY MEANS TO ALLEVIATE PRESSURES ON CORRECTIONS -- WHILE SAFE-GUARDING PUBLIC.
 - 0 BJS CENSUS OF JAILS AND PRISONS INDICATES THAT AT CURRENT RATE OF GROWTH PRISONS ADD 500 BEDS PER WEEK -- JAILS 250 BEDS -- A TOTAL OF 750 BEDS EVERY WEEK.
 - 0 ESTIMATED AVERAGE COST OF A BED IN \$40,000 -- WHICH MEANS OUR STATES AND COUNTIES NEED \$30 MILLION EVERY WEEK TO MAINTAIN CURRENT EXPANSION.

- 7. CRUCIAL THAT COMMITMENT OF PUBLIC FUNDS ON SUCH A SCALE SHOULD ACHIEVE BEST RESULTS -- VITAL TO EXPLORE RANGE OF OPTIONS.
 - 0 LOOK AT VIABILITY OF NEW STRATEGIES -- ASSESS STRENGTHS AND WEAKNESSES OF EXISTING POLICIES AND PRACTICES.
 - 0 RESEARCH HAS IMPORTANT ROLE TO PLAY IN GENERATING INFORMATION AND APPROACHES OF PRACTICAL USE TO PRACTITIONERS.
 - 0 AIM OF THIS MEETING IS TO SHARE VIEWS AND IDEAS -- DEVELOP A PICTURE OF WHAT YOU SEE AS MOST USEFUL FOR RESEARCH IN CORRECTIONS FIELD -- BUILD CONSENSUS ON MOST PROMISING DIRECTIONS FOR FUTURE.

II. NIJ RESEARCH EFFORTS IN CORRECTIONS

A. NIJ ACTIVE IN EXPLORING RANGE OF OPTIONS IN CORRECTIONS FIELD -- I'D LIKE TO BRIEFLY REVIEW SOME OF THOSE INITIATIVES.

1. EXPAND PRISON AND JAIL CAPACITY THROUGH CONSTRUCTION -- JOINTLY OPERATED REGIONAL FACILITIES -- CONTRACTING AMONG STATES.

o UNDER NIJ AUSPICES, CHUCK DEWITT IS CURRENTLY WORKING WITH BUREAU OF PRISONS AND NATIONAL INSTITUTE OF CORRECTIONS -- LOOKING AT COSTS OF CONSTRUCTION, LENGTH OF TIME ETC. -- AND TO DEVELOP INFORMATION RESOURCE FOR OTHERS CONSIDERING CONSTRUCTION.

o NIJ ALSO PUBLISHED REPORT: "CORRECTIONAL FACILITY DESIGN AND CONSTRUCTIVE MANAGEMENT" -- EXAMINES PROBLEMS ENCOUNTERED AROUND COUNTRY AND HOW THEY CAN BE OVERCOME.

2. IMPROVE EFFICIENCY AND COST-EFFECTIVENESS OF PRISONS -- EITHER BY PRIVATE SECTOR OPERATION AND MANAGEMENT OF PRISONS AND/OR THE DEVELOPMENT OF "FACTORIES WITHIN FENCES" CONCEPT --

o NIJ HELD CONFERENCES: "CORRECTIONS AND THE PRIVATE SECTOR" EARLIER THIS YEAR -- BROUGHT CORRECTIONS OFFICIALS, LAW ENFORCEMENT, POLICY MAKERS AND PRIVATE SECTOR INTERESTS TOGETHER TO DISCUSS ISSUES AND OPTIONS CONCERNING PRIVATE SECTOR INVOLVEMENT IN CORRECTIONS FIELD.

o INSTITUTE ALSO PUBLISHED: "PRIVATIZATION OF CORRECTIONS" -- REPORT LOOKED AT INITIATIVES ALREADY UNDERWAY -- EXPLORED ADVANTAGES AND PROBLEMS.

3. NIJ SEEKING TO DEVELOP MORE ACCURATE METHODS OF CLASSIFICATION TO IDENTIFY CAREER CRIMINAL --
REFINING THE USE OF SELECTIVE INCAPACITATION AS REPOSE TO THESE HIGH-RISK OFFENDERS.
4. INSTITUTE RESEARCH HAS SHOWN THAT DRUG ABUSE IS IMPORTANT INDICATOR OF CRIMINAL ACTIVITY --
CRIMINALS WHO ARE DRUG ADDICTS ARE OFTEN BOTH HIGHLY ACTIVE AND VIOLENT OFFENDERS.
 - o NIJ CURRENTLY SPONSORING EXPERIMENTS WITH URINALYSIS TESTS IN NEW YORK AND DC -- USING TESTS TO DETECT DRUG ABUSE IN ARRESTEES.
 - o SUCH INFORMATION CAN BE CRITICAL TO INFORM PRETRIAL RELEASE, PROBATION, SENTENCING AND PAROLE DECISIONS.
5. INSTITUTE EXAMINING VARIOUS ALTERNATIVE FORMS OF PUNISHMENT TO INCARCERATION -- AGAIN MAJOR CONCERN

IS WITH EFFECTIVENESS OF SUCH ALTERNATIVES IN TERMS OF SAFEGUARDING PUBLIC.

- o RECENT PROJECT IN CALIFORNIA FOUND 65% RECIDIVISM RATE AMONG FELONS ON PROBATION -- HIGHLIGHTS NEED TO ENSURE ALTERNATIVES AFFORD ADEQUATE PROTECTION TO PUBLIC.
- o NIJ LOOKING AT VARIOUS INTENSIVE SUPERVISION OPTIONS -- INCLUDING ELECTRONIC MONITORING OF OFFENDERS UNDER HOUSE ARREST -- RESEARCH SPONSORED BY NIJ INDICATES ELECTRONIC MONITORING IS TECHNOLOGICALLY FEASIBLE.

III. CONCLUDING REMARKS

- A. THESE ARE JUST A FEW EXAMPLES OF NIJ INITIATIVES IN CORRECTIONS -- REFLECT POLICY RELEVANT EMPHASIS OF INSTITUTE'S RESEARCH AGENDA.

1. ALSO REFLECTS EFFORT TO A BALANCE BETWEEN A RANGE OF GOALS -- WHILE PRIORITY IS TO ENSURE PUBLIC SAFETY -- ENSURE PRISONS AND JAILS ARE USED IN MOST EFFECTIVE WAY TO THAT END.

0 BUT, THE EFFORTS I HAVE DESCRIBED GO BEYOND THAT GOAL -- BEYOND IDEA OF INCARCERATION AS SOLELY PUNITIVE -- PRISON INDUSTRY INITIATIVES, FOR EXAMPLE, ALSO EXPLORE POSSIBILITY OF EFFECTIVE REHABILITATION FOR OFFENDERS WILLING TO CONTRIBUTE TO THAT EFFORT.

2. EQUALLY IMPORTANT TO REMEMBER, THE RANGE OF INITIATIVES I'VE OUTLINED REFLECT COMMITMENT OF PRESIDENT REAGAN TO FULFILL PROMISE TO AMERICAN PEOPLE THAT CRIME WILL NOT BE TOLERATED -- THAT ADMINISTRATION WILL CONTINUE TO TAKE DECISIVE ACTION TO REDUCE CRIME.

0 AND WILL WORK TO BUILD PUBLIC CONFIDENCE IN OUR CRIMINAL JUSTICE SYSTEM.

3. I THINK WE ALL SHARE A COMMON DESIRE TO FULFILL THOSE GOALS -- PARTICULARLY TO BRING ABOUT POSITIVE SOLUTIONS IN AREA OF CORRECTIONS.

0 THIS CONFERENCE TESTIFIES TO YOUR ENDURING CONCERN FOR THE CRIMINAL JUSTICE SYSTEM -- AND YOUR RECOGNITION THAT THE EXCHANGE OF IDEAS AND INSIGHTS BETWEEN PROFESSIONALS FROM DIFFERENT AREAS OF THE CRIMINAL JUSTICE SYSTEM IS VITAL TO ENSURE THAT WE ALL WORK TOGETHER IN IDENTIFYING AND PURSUING OUR GOALS.

4. THE PRIMARY FUNCTION OF NIJ IS TO CONDUCT RESEARCH OF REAL, PRACTICAL USE TO YOU IN SHAPING POLICY AND PRACTICE -- AND WE WILL CONTINUE TO MEET THAT RESPONSIBILITY IN EVERY WAY WE CAN.

THANK YOU.

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