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REMARKS (AND PANEL DISCUSSION)

BY THE HONORABLE JAMES K. STEWART
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TO THE

INTERNATIONAL CRIMINOLOGY MEETING

"OVERVIEW OF NIJ & RESEARCH AND SCIENTIFIC PRINCIPLES
AND HOW POLITICAL INTERESTS SET THE RESEARCH AGENDA"

TUESDAY, SEPTEMBER 6, 1988

HAMBURG, GERMANY

NOTE:

Because Mr. Stewart often speaks from notes, the speech as delivered may vary from the text. However, he stands behind the speech as printed.

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ACQUISITIONS

THANK YOU, _____.

I'M HAPPY TO HAVE THIS OPPORTUNITY TO EXPLAIN WHAT MY AGENCY-- THE NATIONAL INSTITUTE OF JUSTICE--IS AND WHAT IT DOES.

THE NATIONAL INSTITUTE OF JUSTICE IS A RESEARCH BRANCH OF THE UNITED STATES DEPARTMENT OF JUSTICE. IT IS THE PRIMARY FEDERAL SPONSOR OF RESEARCH IN CRIMINAL JUSTICE IN THE U.S.

OUR MISSION IS TO DEVELOP KNOWLEDGE ABOUT CRIME, ITS CAUSES, AND HOW TO CONTROL IT. THROUGH THE NATIONAL INSTITUTE, MY GOVERNMENT HAS DEDICATED RESOURCES TO DISCOVERING, TESTING AND COMMUNICATING CRITICAL INFORMATION ABOUT BETTER WAYS TO RESPOND TO CRIME IN AMERICA.

WE AT THE NATIONAL INSTITUTE ACT AS BRIDGE-BUILDERS IN THIS EFFORT. WE TALK DIRECTLY TO PRACTITIONERS AND POLICYMAKERS IN OUR STATES AND COUNTIES, CITIES AND TOWNS--TO POLICE EXECUTIVES, JUDGES, PROSECUTORS AND LEGISLATORS. THEY TELL US WHAT PROBLEMS THEY FACE IN THE DAY-TO-DAY WORLD OF LAW ENFORCEMENT AND CRIMINAL JUSTICE.

THEN WE SEEK THE ADVICE OF RESEARCHERS--IN PRIVATE ORGANIZATIONS, IN UNIVERSITIES, IN LAW ENFORCEMENT AGENCIES--IN DESIGNING PRACTICAL RESEARCH TO HELP LOCAL OFFICIALS SOLVE THEIR REAL-LIFE PROBLEMS, AND TO ENSURE THAT THEY KNOW ABOUT NEW CRIME-FIGHTING TOOLS AT THEIR COMMAND.

SUCH A TOOL MIGHT BE A LIGHTWEIGHT BULLET-PROOF VEST, OR A LABORATORY TECHNIQUE FOR NARROWING THE RANGE OF SUSPECTS IN A RAPE CASE.

IT MIGHT BE A BETTER WAY OF ORGANIZING COURT PROCEDURES TO REDUCE THE PARALYZING EFFECTS OF JUDICIAL BACKLOG.

IT MIGHT BE A BETTER WAY OF DESIGNING AND POLICING NEIGHBORHOODS TO MAKE THEM SAFER PLACES FOR THE CITIZENS WHO LIVE OR WORK IN THEM.

ALL OF THESE HAVE BEEN PRODUCTS OF RESEARCH SPONSORED BY THE NATIONAL INSTITUTE OF JUSTICE, AND WE STRIVE DAILY TO IMPROVE ON WHAT WE ALREADY HAVE LEARNED.

OUR OVER-RIDING GOAL IS TO GUIDE A PRUDENT INVESTMENT IN RESEARCH TOWARD POLICY-RELEVANT KNOWLEDGE. THE VALUE OF POLICY-

RELEVANT RESEARCH CAN BE SEEN IN THE EMERGING POLICIES THAT ARE MAKING A DIFFERENCE IN OUR ABILITY TO SAFEGUARD THE PUBLIC--AND CONCENTRATE SCARCE CRIMINAL JUSTICE RESOURCES WHERE THEY WILL DO THE MOST GOOD.

RESEARCH IN THE 1970S, FOR EXAMPLE, CONFIRMED THE EXISTENCE OF THE CAREER CRIMINAL. FOLLOWING-UP ON THIS IMPORTANT INSIGHT, THE NATIONAL INSTITUTE SUPPORTED SURVEYS TO GAUGE THE IMPACT OF THE HIGH-RATE OFFENDER ON CRIME AND ON CRIMINAL JUSTICE OPERATIONS. FROM THIS BASIC KNOWLEDGE CAME THE IDEA OF FOCUSING CRIMINAL JUSTICE RESOURCES SELECTIVELY ON THE CAREER CRIMINAL.

TODAY, THE CONCEPT OF THE CAREER CRIMINAL IS ENTRENCHED IN CRIMINAL JUSTICE. IT HAS BEEN A DRAMATIC RETHINKING OF POLICY AND PRACTICE. NOW, RESEARCH IS EXAMINING WAYS TO IDENTIFY THESE OFFENDERS MORE ACCURATELY.

ANOTHER EXAMPLE--DRUG ABUSE. THE LINK BETWEEN DRUG ABUSE AND CRIME IS UNDENIABLE AND ALARMING. WE HAVE KNOWN FOR SEVERAL YEARS THAT DRUGS ACCELERATE AN INDIVIDUAL'S CRIME RATE FROM FOUR TO SIX TIMES WHAT IT IS WHEN THE OFFENDER IS RELATIVELY DRUG-

FREE.

NOW, USING THAT KNOWLEDGE, WE NO LONGER NEED TO WATCH HELPLESSLY AS CRIME SPAWNED BY DRUGS DEVASTATES ENTIRE NEIGHBORHOODS. WE CAN DO SOMETHING ABOUT IT.

MANDATORY, COURT-SUPERVISED DRUG TESTING REPRESENTS ONE OBJECTIVE TEST FOR IDENTIFYING HIGH-RISK OFFENDERS. WITH THIS SCIENTIFICALLY-ACCURATE, IMPARTIAL DATA, JUDGES CAN ESTABLISH APPROPRIATE CONDITIONS FOR PRE-TRIAL RELEASE, INCLUDING PERIODIC DRUG TESTING. OUR RESEARCH SHOWS THAT THIS LOWERS THE DEMAND FOR DRUGS--AND REDUCES THE CRIME RATE, TOO.

IN POLICING, WE HAVE MOVED BEYOND THE ABILITY TO IDENTIFY ONLY WHAT DOESN'T WORK. WE NOW KNOW ABOUT SOME PRACTICES THAT DO WORK. WE CAN DEMONSTRATE VARIOUS OPTIONS FOR MANAGING POLICE RESOURCES WITH GREATER EFFECTIVENESS AND EFFICIENCY. THE PROBLEM-SOLVING APPROACH, FOR EXAMPLE, HAS SHOWN ITS EFFECTIVENESS IN REDUCING CRIME AND DISORDER.

THESE AND OTHER CONTRIBUTIONS ARE THE PRODUCT OF THE INCREASINGLY FRUITFUL COLLABORATION BETWEEN CRIMINAL JUSTICE

PRACTITIONERS AND RESEARCHERS. DURING THE SIX YEARS I HAVE HAD THE HONOR TO SERVE AS THE DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE, MERGING RESEARCH AND PRACTICE HAS BEEN ONE OF MY CHIEF PRIORITIES. THE GAINS MADE IN RECENT YEARS ARE REFLECTED IN THE NATIONAL INSTITUTE'S POSITION AS A LEADER IN THE CRIMINAL JUSTICE FIELD.

THE GROWING CONSENSUS ABOUT THE VALUE OF RESEARCH IN CRIMINAL JUSTICE STEMS, I BELIEVE, FROM SEVERAL IMPORTANT DEVELOPMENTS.

FIRST, THE COSTS OF CRIME AND CRIMINAL JUSTICE TO OUR SOCIETY HAVE BECOME SO GREAT THAT WE CAN NO LONGER AFFORD NOT TO MEASURE THE EFFECTIVENESS OF OUR PRACTICES AND ASSESS CONSEQUENCES. THIS HAS CREATED AN OPPORTUNITY FOR POLICY-ORIENTED RESEARCH TO HELP CRIMINAL JUSTICE AGENCIES WORK SMARTER, NOT HARDER.

SECOND, AS I HAVE INDICATED, WE HAVE MOVED FAR IN CREATING A FAVORABLE CLIMATE FOR COLLABORATION BETWEEN THOSE WHO DESIGN AND CONDUCT RESEARCH AND THOSE WHO MAKE AND CARRY OUT CRIME CONTROL

POLICIES. THE NATIONAL INSTITUTE MAINTAINS A CONTINUING DIALOGUE WITH CRIMINAL JUSTICE PRACTITIONERS AND POLICYMAKERS TO ENSURE THAT OUR RESEARCH IS ATTUNED TO THE CHALLENGES THEY FACE, AND THAT THE NEW INFORMATION WE DEVELOP IS DELIVERED TO THEM.

THIRD, WE HAVE REORGANIZED THE WAY THE NATIONAL INSTITUTE ALLOCATES ITS RESOURCES. WE HAVE ADOPTED A HOLISTIC APPROACH THAT ADDRESSES OVERARCHING PROBLEMS FACING CRIMINAL JUSTICE AS A WHOLE, AND NOT JUST ITS SEPARATE PARTS--POLICE, COURTS, CORRECTIONS, AND THE LIKE.

IN THIS WAY, WE CAN AVOID COMPARTMENTALIZING OUR THINKING. INSTEAD, WE CAN ASSESS HOW THE POLICIES OF EACH CRIMINAL JUSTICE INSTITUTION CAN CONTRIBUTE TO REDUCING CRIME AS PART OF A WHOLE SYSTEM.

AND FOURTH, WE HAVE MADE STRIKING ADVANCES IN THE METHODS OF CRIMINAL JUSTICE RESEARCH. THROUGH SOPHISTICATED EXPERIMENTS AND TECHNOLOGIES, WE CAN ENHANCE THE RELIABILITY OF OUR RESEARCH FINDINGS AND THE STRENGTH OF OUR POLICY RECOMMENDATIONS.

ALL OF THIS HAS HAPPENED IN THE LAST TWENTY YEARS. IN THE

1960S, THERE WAS LITTLE OR NO SYSTEMATIC, OBJECTIVE INFORMATION AVAILABLE ON CRIME AND CRIMINAL JUSTICE POLICIES. FIELD EXPERIMENTS IN CRIMINAL JUSTICE WERE RARE. THEY INCREASED SOMEWHAT IN THE 1970S, BUT IT WASN'T UNTIL THIS DECADE THAT EVERY AREA OF CRIMINAL JUSTICE POLICYMAKING SAW SCORES OF EXPERIMENTS COMPLETED AND MORE IN PROGRESS.

THE RECORD OF ACCOMPLISHMENT SHOWS THAT THE FIELD OF CRIMINAL JUSTICE RESEARCH AND DEVELOPMENT HAS ADVANCED TOWARD THE CRITICAL MASS CAPABLE OF SUSTAINING AND EXPANDING PROGRESS. WE ARE NOT YET AT THE LEVEL OF THE MEDICAL PROFESSION, WHERE NEW TREATMENTS ALWAYS ARE TESTED BEFORE THEY ARE INTRODUCED FOR WIDE-SCALE USE. BUT SUBSTANTIAL PROGRESS HAS BEEN MADE IN HARNESSING THE POWER OF THE EXPERIMENT FOR CRIMINAL JUSTICE POLICYMAKING.

PERHAPS THE BEST DEMONSTRATION OF HOW FAR THE NATIONAL INSTITUTE HAS COME IN TWENTY YEARS IS THE FACT THAT AT LEAST ONE RESPECTABLE PUBLICATION IN WASHINGTON NO LONGER CONSIDERS US JUST ANOTHER RESEARCH AGENCY. IT CALLS US A "THINK TANK." IN WASHINGTON, THAT MEANS SOMETHING!

SO, WE'RE NO LONGER AN INFANT ENTERPRISE, AND WE HAVE COMPILED A NOTABLE TRACK RECORD. THE PRACTITIONERS AND RESEARCHERS WHO HAVE JOINED WITH US CAN POINT TO SIGNIFICANT ACHIEVEMENTS.

NOT SO INCIDENTALLY, ONE OF THE CHIEF AIMS OF THE NATIONAL INSTITUTE HAS BEEN THE DEVELOPMENT OF A CORPS OF TALENTED RESEARCH SCIENTISTS. THE SHEER BRAIN POWER NOW MOBILIZED FOR RESEARCH AGAINST CRIME IS IMMENSELY ENCOURAGING, AND WE WILL CONTINUE TO NURTURE THIS VITAL SOURCE OF OUR PROGRESS.

FINALLY, LET ME POINT OUT THAT WE DO ALL THIS ON A MODEST BUDGET. INVESTMENT IN CRIMINAL JUSTICE RESEARCH TO DATE HAS BEEN LIMITED. IN FACT, THE PER CAPITAL INVESTMENT IN PUBLIC SAFETY RESEARCH IN THE UNITED STATES IS EIGHT CENTS, COMPARED TO THIRTY-SIX DOLLARS ALLOCATED FOR HEALTH RESEARCH.

THIS IS NOT SURPRISING, GIVEN THE STILL EARLY STAGE OF DEVELOPMENT OF CRIMINAL JUSTICE RESEARCH AS A RECOGNIZED FIELD OF SCIENTIFIC ENDEAVOR.

I BELIEVE WE HAVE DEMONSTRATED OUR ABILITY TO INVEST THE

FUNDS ENTRUSTED TO US WISELY AND EFFECTIVELY. BUT IF WE ARE TO REALIZE THE ADDED DIMENSION OF USEFULNESS THAT EXPERIMENTS CAN GIVE US, WE WILL NEED A SUSTAINED AND EXPANDED COMMITMENT OF RESOURCES.

I AM HOPEFUL THAT WE WILL GET THAT COMMITMENT AND THEREBY SUPPORT THE MOMENTUM WE HAVE DEVELOPED AS WE MOVE TOWARDS THE 21ST CENTURY.

THEN, CRIMINAL JUSTICE RESEARCH CAN CROSS THE THRESHOLD TO MAJOR ADVANCES THAT WILL ENABLE US TO FASHION NEW AND EVEN MORE EFFECTIVE CRIME CONTROL POLICIES.

THANK YOU.

Talking Points - second panel

- o Happy for opportunity to explain what NIJ is and does.
- o Research branch of Justice Department. Primary federal sponsor of criminal justice research in U.S.
- o Bridgebuilders - between practitioners/policymakers and researchers.
- o Some accomplishments:
 - o bullet-proof vest
 - o improved court procedures to reduce backlogs
 - o better ways to police neighborhoods to make them safer
- o Over-riding goal - policy-relevant knowledge; value seen in emerging policies:
 - o career criminal
 - o drug abuse - link to crime; pre-trial testing
 - o policing - problem solving approach
- o My six years as Director - merging research and practice has been one of chief priorities.

- o Value of criminal justice research enhanced by several factors:
 - o high costs of crime and criminal justice; have to help agencies work smarter, not harder
 - o collaboration between practitioners/policymakers, and researchers
 - o reorganized way NIJ allocates resources - holistic approach
 - o advances in methods of criminal justice research; sophisticated experiments]
- o progress in last 20 years; NIJ now "think tank"
- o corps of talented research specialists
- o modest budget - 8 cents per capita; 36 dollars for health research
- o will need greater commitment to maintain momentum for future