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Remarks by the Honorable James K. Stewart

Director of the National Institute of Justice

To The

NSA Annual Board Meeting

Crystal City, Virginia

February 24, 1989

NOTE:

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

Craig Uchida, Geoffrey Laredo, Joyce O'Neil, Lois Mock, Fred Heinzelmann and John Spevacek helped with remarks.

Thank you, [Cary], for those kind words, and for the invitation to be here today. And thanks, too, to Sheriff Fred Pearce (Chairman of Urban County Sheriffs).

It's my turn to pay some compliments . . .

o [Cary Bittick, Executive Director since Jan. '83

-- NOT going into retirement, just retiring from NSA]

It's good to have this chance to meet with you today. The National Institute of Justice relies on the NSA -- the people's choice in law enforcement, court security, and jails. We rely on you and I hope you feel that you can rely on us, in pursuit of our common goal of improving law-enforcement in this country. I'm proud of our collaboration and our successes in the past. Although our success is encouraging, we have a lot more work to do in the future.

I'm sure the sheriffs will be instrumental in that work, just as you have been in the past. You've been invaluable in the reorientation of our research program at NIJ. We've listened to the sheriffs' concerns -- and we've responded, with research that is a lot more relevant to what those of you in the field really need. I have personally had the benefit of getting the sheriffs' perspectives at national conferences and on regional visits like one to Sheriff John Pierpoint of Green County, Missouri.

Today I'd like to take a few minutes to tell you about some current NIJ projects that reflect your needs. I can lump these projects into three main categories -- drugs, jail crowding, and technology.

First -- drugs. President Bush showed his strong support for law-enforcement and for beefed-up prosecution and punishment of dealers in his State of the Union Message two weeks ago. But a lot of the pressure for more drug arrests -- as well as more DWIs -- comes down on your and your deputies' workload.

At NIJ we're doing a number of things to try to help, especially in the area of obtaining better information about drug use and drug operations. We've done the first-ever program of drug testing of arrestees. Our Drug Use Forecasting System, or DUF, is now operational in 21 cities, and we hope to add four more cities by the end of 1989.

This program means that for the first time, law enforcement can get an objective, detailed, and local image of drug use patterns -- and of how they change over time, since we test a new sample of arrestees every three months.

I want to thank all the sheriffs for their cooperation and support of DUF. *Many DUF sites are county jails.* ~~All but 6 or 7 DUF sites are county jails.~~ The support of sheriffs like Jim Bowles of Dallas and Nick Navarro of Ft. Lauderdale has been a vital part of this program's success.

As you know, DUF relies on urinalysis to test for drug use. I want you to know that we are also working on hair analysis to detect longer term usage. The first results of this new technology look very promising. Hair analysis can detect drug use over a period of three to four months. But it is much more expensive and not ready for mass use. If we can make it more widely available, this technology could help to reduce the

demand for drugs -- for instance, if we made it a condition of obtaining a license.

Attorney General Thornburgh has emphasized how much we need to learn about how the drug markets operate. As he says, "We need a "Dunn and Bradstreet" analysis of the business structure of drug trafficking in this country . . . information about the sales, accounting, banking, [and] finances of drug trafficking."

NIJ recently completed a study on money laundering which produced a resource manual for state and local law enforcement agencies. The manual explains the various methods for "cleaning" illegally earned funds, and gives guidelines for detecting and investigating these offenses.

We are also now in the very first stages of a new program called MADMAN that we hope will help us understand better how

drug markets operate. We are trying to develop a computer-mapping strategy to look at local markets. This would give all the law-enforcement agencies in a metropolitan area access to a mapping system that would pinpoint drug hot-spots, providing an overview and day-by-day updating so you can trace activity, movement, and how well law enforcement efforts are working. We are now in the planning stages of MADMAN at NIJ. The name stands for Metropolitan Area Drug Market Analysis Network. We hope that within the next few months, we'll be ready to contact some sheriffs for their ideas on this project. (In general, create instability in the drug markets. Make it "unprofitable" to corrupt our communities' youth.)

The second area of NIJ's research I want to mention is jail crowding. I know that some people think it's an indulgence to talk about "research" in the same breath with emergency situations like jail

crowding or drugs. Some say the time for thinking and research is over -- now it's the time for action. But the fact is, hardly any research on these issues has ever been done. And the kind of research we're doing is helping with your immediate needs.

For instance, we're investigating the growing trend of shock incarceration (boot camp concept), like the innovative shock incarceration program in Sheriff Foti's Orleans parish. Our problem is we have jail or release and not much to choose from in between. Research is helping here. We're testing and evaluating types of intermediate sanctions that sheriffs need now, and giving you information on what works.

We heard your pleas.

We've also done a lot of work to disseminate information about new, better and less expensive jail financing methods, and new and faster construction methods, so that you can get a building program underway

sooner.

Some of you have asked for information and facts to back-up your arguments for jail expansion.

So we researched and published the evidence about the economic trade-offs of letting convicted persons go compared to keeping the high-rate offender in jail. NIJ's review of the economic evidence has found that -- expensive as prison or jail is -- it's often cheaper than releasing offenders back into the community. Mr. Average Burglar does roughly 76 jobs a year at a cost to society of more than \$170,000 a year.* This may not be news to you, but it may be the kind of evidence you need to go before your county board and your constituents, to say these are the problems, these are the options.

*** NOTE: \$2,300 per crime x 76 = \$174,800**

The economics say that if we release this offender instead of sending him to jail or prison, the costs of direct losses from property crime, plus indirect victim costs, plus police and court costs for rearrest and retrial are likely to be higher than the costs of incarceration. (It's like the mechanic who says "you pay me now for an oil filter or later for a new engine.")

One last area of interest I want to mention: technology and how it will change our lives in law enforcement. As I hope you know, Sheriff Sherman Block of LA County and Sheriff Wayne Huggins of Fairfax County sit on NIJ's Technology Assessment board -- or TAPIC -- giving good advice and recommendations on which kinds of equipment ought to be tested for law enforcement -- (transient (?)) batteries; radial tires; riot helmets; handcuffs; bullets; automatic sidearms; etc. -- the stuff you

depend on for first-rate performance.

Some years ago, through the TAPIC program NIJ developed the first bullet-proof vests. That is one of our proudest accomplishments. By a conservative estimate we have saved half a billion dollars, but most importantly the lives of 1,000 law-enforcement officers since the introduction of bullet-proof vests. And yes, that's an old victory -- but it's repeated every day on the beat. In fact, some jurisdictions have recently purchased vests that didn't meet NIJ's standards and they are now involved in civil suits because of the inadequacy of the product. TAPIC's standards for safe and effective equipment really can make a life or death difference to your deputies. This is the law enforcement officer's consumer product safety watchdog.

We have to protect those we count on to protect us.

One of our ongoing hi-tech projects is a computer-assisted voice identification project. We've invested with a sheriff -- -- not a university, not a research lab, but a sheriff, Sheriff Sherman Block, who has assembled his own research team to develop this technology. The benefits for identifying and prosecuting suspects could apply to a wide range of crimes, including harrassing and annoying phone calls, drug dealing, fraud, terrorism, and kidnapping.

We've also been testing and evaluating electronic monitors. And here too, the sheriffs have been closely involved. In fact, electronic monitoring really started with the Palm Beach County (Florida) Sheriff's Department back in 1984. [Chips: Show NIJ Report]^S That was the beginning of a new era in corrections. The Palm Beach initiative has developed into the oldest on-going program of electronically monitored supervision. Since then other programs have been implemented around

the country using the different types of electronic monitors that are now commercially available. Sheriff John Duffy (San Diego County) is currently conducting an NIJ-funded electronic monitoring project.

The promise of electronic monitoring is providing increased public safety at little or no additional cost to the taxpayers, because the charge for monitoring can often be levied on the supervised offender. Last week, a Virginia state legislative committee decided that electronic incarceration has worked so well in Fairfax and Norfolk that it should be expanded to three other areas of Virginia. The committee reported that in Fairfax, more than \$128,000 in jail costs and additional monies in medical bills and transportation were saved by keeping 78 prisoners at home. The measure, sent to the Senate floor, allows certain prisoners to be assigned to house arrest by sheriffs and courts. Criminals convicted of sex offenses and violent crimes couldn't participate.

Since I came to Washington, I've always taken the position that when it comes to shaping policy, and when it comes to charting a course in research and development, we ought to be asking the law enforcement professionals: they know best about the failures and successes of policies in our society.

I must say that the sheriffs have always provided good, helpful testimony to Congress and Administration -- and I know we have Cary especially to thank for that. Your voices are very important. That's why it's good to have Larkin Smith, former sheriff from Mississippi, up there on Capitol Hill now -- newly elected to the 101st Congress, and I'm pleased to say, assigned to the Judiciary Committee where his insights will be helpful in the area of criminal justice.

NIJ has also relied on the sheriffs' skill as communicators

by giving a grant to the NSA to disseminate our Report, Identify, Testify public service announcements -- and you've done an excellent job with that.

In closing . . . I've been stressing what we have in common, but there's one thing that I'm sorry to say we have in common.

Like most of you, we at NIJ have to struggle with gigantic problems on a pea-sized budget. I'm proud that we've been able to make our small funds go a long way through partnerships. Those partnerships are essential for the enormity of the problems we're dealing with.

Crime and drugs are what Bill Bennett refers to as the football analogy. You're either playing offense or defense. It's better to move the ball against them, rather than try to hold our ground. Bennett will be outstanding with his energy and commitment to this issue. We need teamwork and we need persuasion if we're going to develop a good

offense. Let's work together on it.

Thank you -- and good luck.