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Remarks by the Honorable James K. Stewart
Director of the National Institute of Justice

Before

The 18th John Jay Institute of Criminal Justice
on
"Training in Corrections: Issues for the 90s"

The John Jay College of Criminal Justice
New York City, New York
April 14, 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.

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THANK YOU, GERRY (LYNCH), FOR THAT GRACIOUS INTRODUCTION.

IT'S ALWAYS AN EXPERIENCE TO BE BACK IN NEW YORK. AS ANDY ROONEY SAID ON CBS 60 MINUTES ONE SUNDAY NIGHT, CROSSING THE STREET IN NEW YORK KEEPS OLD PEOPLE YOUNG, IF THEY MAKE IT.

NIJ IS PLEASED TO HAVE DEVELOPED A RELATIONSHIP WITH JOHN JAY COLLEGE DURING MY TENURE AS ITS DIRECTOR. LET ME SAY A FEW WORDS ABOUT JOHN JAY COLLEGE AND ABOUT GERRY LYNCH.

THERE ARE OTHER EDUCATIONAL INSTITUTIONS IN THE COUNTRY, ALTHOUGH NOT MANY OF THEM, THAT ALSO FOCUS SOLELY ON CRIMINAL JUSTICE, BUT NONE IS AS OUTSTANDING OR HAS DEVELOPED AS DISTINGUISHED AND JUSTIFIED A REPUTATION AS JOHN JAY HAS.

AND A GOOD PART OF THE CREDIT FOR THAT HAS TO GO TO MY FRIEND GERRY LYNCH. IT WAS HIS CHARACTER AND SPIRIT AND DETERMINATION THAT GOT THE STATE LEGISLATURE IN NEW YORK TO INVEST IN A CRIMINAL JUSTICE CENTER OF THIS MAGNITUDE.

NOW, AFTER TEN YEARS UNDER HIS PRESIDENCY, JOHN JAY COLLEGE STANDS AS A TRIBUTE TO THE TREMENDOUS PERSONAL AND PROFESSIONAL CONTRIBUTION HE HAS MADE, AND GERRY, I SALUTE YOU FOR THAT.

THE COLLEGE ALSO REFLECTS THE IMPORTANCE OF CRIMINAL JUSTICE IN THE COUNTRY TODAY, AND THAT'S WHAT THIS SERIES OF WORKSHOPS IS ALL ABOUT.

AND THAT'S ANOTHER REASON I'M HAPPY TO BE HERE TODAY WITH ALL OF YOU, PROFESSIONALS IN CORRECTIONS -- ONE OF THE TOUGHEST PARTS OF THE CRIMINAL JUSTICE SYSTEM AND ONE OF THE MOST IMPORTANT TASKS FACING OUR SOCIETY. YOUR SUCCESS REINFORCES OUR VALUES OF FAIRNESS AND RESPONSIBILITY -- WHAT IS BEST IN A FREE SOCIETY.

YOU'RE THE REAL HEROES OF THE CRIMINAL JUSTICE SYSTEM IN THIS COUNTRY -- WHETHER YOU WORK INSIDE THE PRISON WALLS OR OUTSIDE OF THEM. WHILE THE CRIMINAL JUSTICE COMPONENTS BEFORE YOU COLLECT EVIDENCE AND WEIGH FACTS OF PAST EVENTS, YOU HAVE THE TASK OF MANAGING THE PRESENT AND THE FUTURE OF OUR PUBLIC SAFETY. EVERY DAY YOU FACE DIFFICULT AND SOMETIMES DANGEROUS SITUATIONS AS YOU PERFORM JOBS THAT HARDLY ANYONE ELSE TALKS ABOUT OR PAYS ANY ATTENTION TO, UNLESS SOMETHING GOES WRONG.

THAT'S THE NATURE OF CORRECTIONS, UNTIL RECENTLY A LARGELY-NEGLECTED PART OF THE CRIMINAL JUSTICE SYSTEM.

CORRECTIONS IS THE FASTEST-GROWING PART OF STATE BUDGETS, WHICH IS WHY GOVERNORS AND STATE LEGISLATORS ARE PAYING MORE ATTENTION.

THAT'S A GOOD SIGN FOR REASONS OTHER THAN DOLLARS AND CENTS. THE PROBLEM IS SIMPLY THAT WE ARE THROWING MONEY AT THE PROBLEM RATHER THAN SEEING THAT JUSTICE IS DONE. ONLY WHEN THE PUBLIC STARTS TO FOCUS ON THE PROBLEM, WILL THE OPPORTUNITY BE CREATED TO BRING MORE ENERGY TO BEAR. AND CORRECTIONS DOES PRESENT A LOT OF PROBLEMS.

CROWDING IS JUST ONE OF THEM. CROWDED PRISONS CREATE ADDITIONAL STRESS AND DANGER FOR THE STAFFS THAT MANAGE THEM AS WELL AS FOR THE INMATES.

INCIDENTALLY, WITH REGARD TO CROWDING, WE OFTEN HEAR THAT THE UNITED STATES IS ONE OF THE MOST PUNITIVE COUNTRIES IN THE WORLD -- PERHAPS THIRD ONLY TO THE SOVIET UNION AND SOUTH AFRICA IN INCARCERATIONS.

THAT'S JUST PLAIN WRONG. WE'RE ACTUALLY ONE OF THE LEAST PUNITIVE COUNTRIES. OF THREE MILLION PEOPLE CONVICTED OF FELONIES IN THE UNITED STATES CURRENTLY UNDER CORRECTIONAL SUPERVISION, ONLY SEVENTEEN PERCENT ARE IN PRISON. LESS THAN ONE PERCENT OF THE MAJOR FELONIES KNOWN TO POLICE RESULT IN SOMEONE ACTUALLY GOING TO PRISON.

AND WE STILL HAVE A CROWDING PROBLEM.

BUT I SUBMIT AN EMPIRICAL ANALYSIS YIELDS THAT THE REAL CRISIS IN PRISON IS NOT INSIDE THE CORRECTIONS SYSTEM. IT'S A CRISIS ON THE STREETS -- A CRISIS WHERE VICTIMIZATION OF FELLOW HUMAN BEINGS IS ONE OF THE HIGHEST IN THE WORLD, AND THAT PROBLEM APPEARS TO BE GETTING WORSE.

EARLIER THIS WEEK ATTORNEY GENERAL DICK THORNBURGH COMMEMORATED NATIONAL CRIME VICTIMS WEEK BY HONORING SEVEN INDIVIDUALS FOR OUTSTANDING CONTRIBUTIONS IN ASSISTING VICTIMS OF CRIME -- INDIVIDUALS WHO GAVE OF THEMSELVES SO SELFLESSLY TO SAFEGUARD THE RIGHTS AND WELL-BEING OF OTHERS.

AS MR. THORNBURGH SAID, "THE WORK OF THE INDIVIDUALS HONORED DURING THIS WEEK EACH YEAR HAS BROUGHT THIS NATION A LONG WAY IN RESTORING A BALANCE TO THE CRIMINAL JUSTICE SYSTEM SO THAT CRIME VICTIMS RECEIVE THE FAIRNESS AND RESPECT THAT THEY DESERVE."

THE BUSH ADMINISTRATION AND WE AT THE DEPARTMENT OF JUSTICE, THROUGH THE OFFICE FOR VICTIMS OF CRIME ARE COMMITTED TO CARRYING ON THE WORK OF SUCH INDIVIDUALS. THE OFFICE FOR VICTIMS OF CRIME SERVES AS THE FEDERAL FOCAL POINT FOR ADDRESSING THE NEEDS AND IMPROVING THE TREATMENT OF CRIME VICTIMS.

FOR THOSE OF YOU UNAWARE OF THE OVC'S MANDATE, OVC ADMINISTERS THE VICTIMS OF CRIME ACT PROGRAM, WHICH AWARDS GRANTS TO STATES TO EXPAND VICTIM COMPENSATION AND ASSISTANCE AND SUPPORTS INNOVATIVE CRIME VICTIM PROJECTS. THE VOCA PROGRAM IS PRIMARILY FINANCED BY THE CRIME VICTIMS FUND. MONIES IN THE FUND COME NOT FROM THE TAXPAYERS BUT FROM FINES, PENALTIES, AND BOND FORFEITURES ASSESSED ON CONVICTED FEDERAL DEFENDANTS.

JUST AS WE CAN'T IGNORE THE VICTIMS, WE ALSO CAN'T IGNORE CONSTRUCTION OF NEW PRISONS. IT MAKES SENSE FOR A LOT OF REASONS TO GET CRIMINALS OFF THE STREET, AND PUBLIC SAFETY IS JUST ONE OF THEM. LAST SUMMER, NIJ RELEASED A RESEARCH PAPER ON THE COSTS OF CONFINEMENT IN AN EFFORT TO BETTER INFORM THE DEBATE ON THIS TOPIC. THE BRIEF CAUSED QUITE A STIR AMONG CRIMINAL JUSTICE RESEARCHERS AND PRACTITIONERS AND CORRECTIONS PROFESSIONALS. INMATES IN THE THREE STATES SURVEYED COMMITTED AN AVERAGE OF 187 CRIMES PER PERSON A YEAR WHEN ON THE STREETS. IF YOU COMPUTE \$2,300 PER CRIME IN LOSSES IN VICTIM COSTS, SECURITY EXPENSES, AND LAW ENFORCEMENT, SUCH CRIMINAL ACTIVITY COSTS AN ESTIMATED \$430,000 IN EXPENDITURES.

BY COMPARISON, OUR NIJ RESEARCH BRIEF SAID, IT COSTS ABOUT \$25,000 PER YEAR TO KEEP AN INMATE IN PRISON, INCLUDING THE DEBT SERVICE FOR THE CONSTRUCTION COSTS. IN THE 1970S WE COMPARED PROBATION COSTS OF \$300 VERSUS \$25,000 AS EQUAL. WE NEGLECTED THE COSTS OF CRIMES COMMITTED WHILE ON PROBATION -- A VERY SUBSTANTIAL ERROR!! WHEN CONSIDERING THE INFLUENCE OF NARCOTICS AS AN ACCELERATOR OF CRIME AND THE CONSEQUENCES OF THE FEAR OF CRIME.

THE BRIEF CONCLUDED THAT BUILDING PRISONS IS COST EFFECTIVE. WHILE SOME OF YOU IN THIS ROOM MAY NOT AGREE WITH THE ARITHMETIC, AT LEAST THE BRIEF MADE A STATEMENT THAT STARTED A DEBATE AMONG CORRECTIONS PROFESSIONALS AND OTHERS IN THE CRIMINAL JUSTICE FIELD -- MOST IMPORTANTLY, AMONG OUR POLICYMAKERS AND LEGISLATORS. BUT WE DO HAVE TO KEEP BUILDING PRISONS. WE HAVE NO CHOICE FOR THE HIGH RATE OFFENDER. BUT I DON'T THINK THAT'S THE ONLY ANSWER. WE NEED MORE RESEARCH ABOUT IMPROVED CONTROL.

WE HAVE TO EXPLORE THE MIDDLE GROUND -- THE WIDE-OPEN AREA BETWEEN THE TWO PRINCIPAL OPTIONS JUDGES HAVE NOW WHEN THEY ARE SENTENCING A CONVICTED OFFENDER: EITHER PUT HIM IN PRISON OR DON'T. PRISON OR NOTHING. BY CAPPING PRISON CAPACITY WE HAVE DRASTICALLY LIMITED OUR SENTENCING OPTIONS; WE HAVE CREATED EVEN MORE STRESS IN THE CORRECTIONS SYSTEM AND AMONG THE PUBLIC AT-LARGE. WAS THAT OUR INTENT OR AN UNINTENDED CONSEQUENCE BECAUSE WE FAILED TO EXAMINE THE EVIDENCE IN A REAL ANALYSIS? THE KEY IS TO EXPAND A RANGE OF SANCTIONS.

IN THE LAST FEW YEARS, NIJ HAS DONE SOME INTENSIVE RESEARCH INTO A WIDE RANGE OF INTERMEDIATE SANCTIONS THAT EXPAND THE OPTIONS JUDGES HAVE AND WHICH MIGHT HELP TO PROVIDE THE MOST APPROPRIATE AND EFFECTIVE CORRECTIONAL ENVIRONMENT FOR MANY VIOLATORS. AT PRESENT, THESE OPTIONS ARE BEING APPLIED TO ONLY A SMALL FRACTION OF THE CORRECTIONAL POPULATION. ONE PURPOSE BEHIND NIJ'S INVOLVEMENT IN THESE AREAS IS TO SEE IF THE PROGRAM ELIGIBILITY CRITERIA CAN BE EXPANDED TO INCLUDE MORE OF THE CORRECTIONAL WORKLOAD WITH FEWER VICTIMS. THAT'S THE ULTIMATE CRITERION. I WANT TO TAKE A FEW MINUTES TO DISCUSS SOME OF THESE APPROACHES WITH YOU.

FIRST, ELECTRONIC MONITORING. ELECTRONIC MONITORING HAS GROWN CONSIDERABLY IN THE LAST FIVE YEARS AND THE EQUIPMENT HAS GENERALLY BECOME MORE RELIABLE. AN NIJ STUDY FOUND THAT NATIONWIDE, 2,300 OFFENDERS WERE ON MONITORS IN 1988 -- ABOUT THREE TIMES THE NUMBER IN THE PREVIOUS YEAR. EVEN SO, THAT'S LESS THAN ONE-TENTH OF ONE PERCENT OF ALL THE OFFENDERS UNDER COMMUNITY SUPERVISION. ALTHOUGH THERE ARE EMS PROGRAMS IN 33 STATES, HALF OF ALL OFFENDERS ON EMS ARE IN JUST TWO STATES -- FLORIDA AND MICHIGAN. THE TYPICAL EMS PROGRAM HAS ABOUT 30 OFFENDERS ENROLLED AT ANY ONE TIME AND THEY SPEND AN AVERAGE OF SIX WEEKS WEARING THEIR MONITORS.

HOW SUCCESSFUL ARE EMS PROGRAMS IN IMPROVING COMMUNITY SUPERVISION? DO THEY SERVE AS AN EFFECTIVE MECHANISM OF CONTROL, AND CAN THEY LEAD TO MEANINGFUL CHANGES IN BEHAVIOR? THERE IS, AS YET, ONLY SKETCHY INFORMATION. SOME PROGRAMS THAT RESPONDED TO OUR SURVEY REPORTED NEARLY ONE HUNDRED PERCENT OF THEIR OFFENDERS SUCCESSFULLY COMPLETED THEIR TIME ON MONITORS WHILE OTHERS REPORTED ONLY HALF OF THEIR OFFENDERS DID.

WE WILL KNOW MORE IN THE NEXT TWO YEARS, WHEN THREE NIJ RESEARCH PROJECTS ARE CONCLUDED. ONE OF THEM IN PARTICULAR IS IMPORTANT -- IN THE STATE OF OKLAHOMA, WHICH WILL USE MONITORS TO INCREASE SUPERVISION OF OFFENDERS RELEASED EARLY FROM STATE PRISON TO RELIEVE CROWDING. THIS RESEARCH WILL ASSESS EMS COMPARED TO HOUSE ARREST TO MEASURE WHETHER EMS SIGNIFICANTLY REDUCES THE RISK TO THE PUBLIC. THIS IS KEY. WITH WHAT GROUPS IS EMS MOST LIKELY TO BE EFFECTIVE? HOW CAN IT BE USED MOST EFFECTIVELY TO INCREASE PUBLIC SAFETY AND SECURITY?

SHOCK INCARCERATION IS A RELATIVELY NEW INTERMEDIATE PUNISHMENT THAT HAS RECEIVED QUITE A BIT OF MEDIA ATTENTION. RESEARCHERS ARE ASKING THE QUESTION, "WHAT IS THE DIFFERENCE BETWEEN 30 DAYS AND 5 YEARS IN TERMS OF REPEAT OFFENDING?". OFFENDERS IN THESE PROGRAMS SPEND A SHORT PERIOD OF TIME IN PRISON IN A MILITARY BOOT CAMP TYPE OF ENVIRONMENT THAT EMPHASIZES DISCIPLINE. THEY ARE REQUIRED TO PARTICIPATE IN MILITARY DRILLS AND PHYSICAL TRAINING. IN NEW ORLEANS, FOR EXAMPLE, OFFENDERS ARE REQUIRED TO GIVE UP SMOKING AND TELEVISION IN THE FIRST DAYS OF THE PROGRAM.

THE MAJOR INCENTIVE FOR DEVELOPING SHOCK INCARCERATION PROGRAMS AND SOME OF THE OTHER APPROACHES IS THE NEED FOR COST-EFFECTIVE METHODS OF REDUCING CROWDING IN PRISONS. THE SHORTER PERIOD OF TIME THESE OFFENDERS SPEND IN PRISON SAVES MONEY -- IF THEY ARE EFFECTIVELY DETERRED FROM CONTINUING THEIR CRIMINAL CAREERS WHEN THEY GET OUT. MANY PEOPLE FEEL THAT THE ENHANCED DISCIPLINE OF A SHOCK INCARCERATION PROGRAM FILLS A COMMON NEED OF OFFENDERS AND WILL, THEREFORE, HAVE REHABILITATIVE EFFECTS. NIJ RESEARCH IS EVALUATING THE EFFECT OF THESE PROGRAMS ON THE PERFORMANCE OF OFFENDERS ONCE THEY ARE RELEASED TO COMMUNITY SUPERVISION.

DRUG TESTING IS ONE OF THE MOST CONTROVERSIAL MEANS OF IMPROVING OFFENDER SUPERVISION, BUT IT IS IMPORTANT BECAUSE THE MAJORITY OF OFFENDERS ARE DRUG USERS. THE LINK BETWEEN DRUG USE AND CRIMINAL ACTIVITY HAS BEEN ESTABLISHED. WHETHER REDUCING DRUG USE WILL RESULT IN CORRESPONDING REDUCTION IN CRIMINAL BEHAVIOR IS NOT KNOWN, BUT IT IS PROBABLE. IF ONE COULD DETECT DRUGS AS A PRECURSOR TO MORE CRIMINAL BEHAVIOR, PERHAPS WE COULD INTERVENE EARLIER AND PREVENT HARD-CORE PREDATORY CRIME.

URINE TESTING OF OFFENDERS -- AT THE PRE-TRIAL OR POST-CONVICTION STAGE -- IS A PROMISING TOOL FOR REDUCING DRUG USE. AT THE PRE-TRIAL LEVEL, KNOWING WHETHER A DEFENDANT IS A DRUG USER IS A USEFUL INDICATOR OF HIS CHANCES OF SUCCEEDING ON PRE-TRIAL RELEASE -- THAT IS, AMONG THOSE ARRESTED IT IS PREDICTIVE IN CITIES WHERE DRUG USE HAS NOT GOTTEN TOTALLY OUT OF HAND. I AM SORRY TO REPORT THAT IN SOME OF OUR NATION'S LARGEST CITIES, THREE QUARTERS TO 92 PERCENT OF ALL ARRESTEES TEST POSITIVE FOR ILLICIT DRUGS. SO MUCH FOR PREDICTION IN THOSE CITIES.

AS A SUPERVISION TOOL, URINE TESTING IS A USEFUL MEANS OF DETECTING DRUG USE RELAPSE OR MONITORING INDIVIDUAL PROGRESS TOWARD ACHIEVING DRUG-FREE STATUS.

IN WASHINGTON, D.C., NIJ-SPONSORED RESEARCH DEMONSTRATED HOW THIS WORKS. DRUG USERS WERE ENROLLED IN A PROGRAM OF MANDATORY TESTING. THOSE WHO WERE GOOD RISKS INDICATED THAT BY SHOWING UP FOR TESTING, AS SCHEDULED. THOSE WHO PROVED TO BE BAD RISKS INDICATED THAT BY NOT COMPLYING WITH THEIR TESTING SCHEDULES. SO THE COURT HAD AN EARLY MEANS OF IDENTIFYING THOSE DEFENDANTS RELEASED ON THEIR OWN RECOGNIZANCE WHO WERE MOST LIKELY TO FAIL.

PROBATION REMAINS THE SENTENCE MOST FREQUENTLY IMPOSED BY THE COURTS. IN 1987, SIXTY-FIVE PERCENT OF SENTENCED OFFENDERS WERE ON PROBATION. THE PROBATION POPULATION INCREASED FORTY-ONE PERCENT FROM 1983 TO 1987.

A LARGE PART OF THIS GROWING POPULATION IS MADE UP OF OFFENDERS WHO WOULD HAVE BEEN IMPRISONED IF SPACE WERE AVAILABLE OR WHO HAVE SERVED SHORT TERMS BEHIND BARS BEFORE ENTERING PROBATION.

BUT NOW THEY'RE OUT AND SOMEBODY HAS TO DEAL WITH THEM. MANY PROBATION AND PAROLE OFFICERS ARE TRYING TO DEVELOP INNOVATIVE PROGRAMS TO INCREASE OR IMPROVE SUPERVISION OF OFFENDERS, BUT THEY ARE STRUGGLING WITH ENORMOUS CASELOADS. HOW CLOSELY CAN ANYONE SUPERVISE 150 OR 200 OFFENDERS OR 300 IN SOME JURISDICTIONS!

INTENSIVE PROBATION SUPERVISION IS AN EFFORT TO INCREASE THE SUPERVISION OF THOSE HIGHER-RISK OFFENDERS. IT LOWERS OFFICER-OFFENDER RATIOS AND INCREASES THE NUMBER OF CONTACTS. IT COSTS ABOUT SIX TIMES MORE THAN REGULAR PROBATION, BUT IT'S ALSO EIGHT TIMES CHEAPER THAN IMPRISONMENT.

IT'S DIFFICULT TO JUDGE WHETHER ISP PROGRAMS WORK BECAUSE JURISDICTIONS DIFFER IN TYPES OF OFFENDERS, LENGTH OF SUPERVISION, NUMBER OF CONTACTS, THE SERVICES THEY PROVIDE, AND WHAT THEY REQUIRE OFFENDERS TO DO -- FOR EXAMPLE, RESTITUTION OR COMMUNITY SERVICE.

WE NEED TO LEARN MORE ABOUT HOW TO DEVELOP MEANINGFUL ISP PROGRAMS THAT INCLUDE THE COMMUNITY, JUST AS NEW FORMS OF POLICING INVOLVE CITIZENS AND COMMUNITY GROUPS IN THE CO-PRODUCTION OF SAFETY AND SECURITY.

SOME STATES, SUCH AS NEW JERSEY AND GEORGIA, HAVE DEVELOPED PROGRAMS THAT APPEAR TO BE SUCCESSFUL IN CONTROLLING HIGH-RISK OFFENDERS. ANOTHER STUDY SPONSORED BY NIJ IN MASSACHUSETTS IS COMPARING ISP OFFENDERS WITH SIMILAR OFFENDERS IN A NEIGHBORING COURT PLACED UNDER MORE TRADITIONAL PROBATION SUPERVISION. THE RESULTS OF THIS STUDY WILL BE AVAILABLE IN LATE SUMMER.

FINALLY, WHILE SOME INTERMEDIATE SANCTIONS NEED TO BE NEWLY- CREATED, OTHERS MAY SIMPLY OFFER IMPROVEMENTS ON EXISTING PUNISHMENTS. CONSIDER, FOR EXAMPLE, THAT ANCIENT PENALTY -- THE FINE.

COMPARED TO SOME EUROPEAN COUNTRIES, THE FINE IS VERY MUCH UNDER-USED IN THE UNITED STATES. ONE OF THE REASONS IS THAT JUDGES QUESTION THE VALUE OF A SANCTION THAT IS NOT ALWAYS ENFORCED. THIS HAS BEEN A PROBLEM IN MANY JURISDICTIONS, AND OF COURSE THAT QUICKLY LESSENS THE DETERRENT VALUE THE FINE MAY HAVE.

NIJ HAS CONDUCTED A NUMBER OF RESEARCH PROJECTS ON THE USE OF FINES IN CRIMINAL OFFENSES. A CURRENT PROJECT IS A "FIRST" IN THE COUNTRY AND IS TAKING PLACE RIGHT HERE IN NEW YORK, ON STATEN ISLAND. THE JUDGES AND PROSECUTORS THERE, ALONG WITH RESEARCHERS FROM THE VERA INSTITUTE OF JUSTICE, ARE TESTING AN APPROACH TO FINING KNOWN AS THE "DAY FINE."

THE "DAY FINE" SYSTEM INVOLVES TWO BASIC STEPS. FIRST, THE NUMBER OF DAYS REFLECTS THE SEVERITY OF THE CRIME AND THE SERIOUSNESS OF THE OFFENDER'S RECORD. THEN THE DOLLAR AMOUNT IS DETERMINED BY FACTORING THE NUMBER OF DAYS WITH THE OFFENDER'S ECONOMIC RESOURCES.

OF COURSE, A FINING SYSTEM LIKE THIS HAS TO BE COUPLED WITH RIGOROUS COLLECTION AND ENFORCEMENT TO BE EFFECTIVE. SO FAR, THE RESULTS FROM STATEN ISLAND APPEAR QUITE SUCCESSFUL IN TERMS OF APPLYING THE APPROACH AND EFFECTIVE COLLECTION AS WELL. JUDGES, PROSECUTORS AND DEFENSE COUNSEL ALL ARE RECEPTIVE TO THE DAY FINE. AND THE INCREASED REVENUES IT CAN PRODUCE CAN MORE THAN COVER ADMINISTRATIVE COSTS.

IT IS MY HOPE THAT AS THE "DAY FINE" IDEA SPREADS ACROSS THE COUNTRY, A PORTION OF THE REVENUE THAT IS GENERATED CAN BE EARMARKED FOR MORE RESEARCH.

THERE ARE OTHER AREAS TO CONSIDER AS WE DISCUSS NEW APPROACHES TO CORRECTIONS. ONE IS PRIVATIZATION.

OVER TWO DOZEN PRIVATE PRISONS, JAILS OR DETENTION CENTERS ARE IN OPERATION AROUND THE COUNTRY TODAY. EARLY RESEARCH ON SOME OF THESE FACILITIES INDICATES THAT GENERALLY THEY CAN BE CONSTRUCTED AT LESS COST AND USUALLY MORE QUICKLY THAN PUBLIC FACILITIES; AND THEY CAN BE RUN AT LOWER COST, WITH NO SACRIFICE OF QUALITY.

AS I MENTIONED EARLIER, THERE IS A NEED FOR ADDITIONAL JAIL AND PRISON SPACE. NIJ'S PRISON CONSTRUCTION INITIATIVE ENCOURAGES CORRECTIONS OFFICIALS TO NETWORK WITH EXPERTS AND THE PRIVATE SECTOR TO HELP SPEED-UP CONSTRUCTION, REDUCE COSTS AND IMPROVE PRISON MANAGEMENT.

AS FOR MANAGEMENT, PUTTING INMATES TO WORK IN PRIVATE SECTOR PRISON INDUSTRIES IS AN EFFECTIVE CORRECTIONAL MANAGEMENT TOOL. IT HELPS SOLVE THE PROBLEM OF IDLE INMATES WITH NOTHING TO DO AND PROVIDES ECONOMIC BENEFITS -- TO THE INMATE, AND, IN SOME INSTANCES, TO THE INMATE'S VICTIM, AS WELL.

THOSE ARE JUST SOME OF THE NEW APPROACHES TO CORRECTIONS THAT WE HAVE BEEN STUDYING AND TESTING. AND THAT LEADS ME TO THE SUBJECT THAT GERRY LYNCH ASKED ME TO TALK ABOUT TODAY: "TRAINING IN CORRECTIONS -- THE ISSUES FOR THE 90s."

THE FIRST QUESTION WE HAVE TO ANSWER IS, TRAINING FOR WHAT? WHAT KIND OF CORRECTIONS SYSTEMS ARE WE GOING TO BE TRAINING FOR IN THE 90s?

PART OF THE ANSWER IS THE KINDS OF SYSTEMS WE HAVE NOW -- SYSTEMS OF INSTITUTIONS OF VARIOUS SECURITY LEVELS, EACH WITH THEIR OWN PARTICULAR REQUIREMENTS.

THE OTHER PART OF THE ANSWER IS WHAT I HAVE JUST DISCUSSED -- SYSTEMS THAT INCLUDE INTERMEDIATE ALTERNATIVES AND OPTIONS TO WHAT HAS BEEN THE TRADITIONAL "LOCK 'EM UP OR LET 'EM GO" APPROACH.

WE HAVE BEEN OPERATING OUR CORRECTIONS SYSTEMS, AND TRAINING FOR THEM, ACCORDING TO TRADITION. FOR THE 90s, WE'RE GOING TO HAVE TO OPERATE AND TRAIN ACCORDING TO WHAT WORKS BEST.

I SUGGEST THAT EFFECTIVE TRAINING FOR CORRECTIONS IN THE 90s SHOULD FOCUS MORE ON MANAGEMENT AND CLASSIFICATION SYSTEMS. WE NEED TO CONCENTRATE ATTENTION ON ORGANIZATION AND MANAGEMENT AT EVERY LEVEL.

AS CORRECTIONS SYSTEMS BECOME LARGER AND MORE COMPLICATED AND SOPHISTICATED IN THE YEARS AHEAD, SOUND AND EFFECTIVE MANAGEMENT WILL BE VITAL.

I'M TALKING ABOUT TRAINING IN SOCIAL AND BUSINESS MANAGEMENT ALIKE. FOR EXAMPLE:

*MANAGING SYSTEMS WITH MANY GEOGRAPHICALLY-SEPARATED INSTITUTIONS. SOME ASPECTS OF THIS PROBLEM ARE LIKE THOSE OF MANAGING ANY MAJOR CORPORATION WITH LOTS OF DIFFERENT INSTALLATIONS. WE NEED BETTER SYSTEMS AND TECHNIQUES TO ENSURE ACCOUNTABILITY AND PERMIT PERFORMANCE MONITORING.

*DIFFERENT AGE LEVELS OF INMATES REQUIRE DIFFERENT MANAGEMENT APPROACHES. THERE ARE YOUNG INMATES WHO COME IN ON HEAVY CHARGES, OLDER INMATES WHO CAN'T WALK STRAIGHT WHEN THEY FINALLY ARE RELEASED, AND EVERYTHING IN BETWEEN.

*THE CULTURAL DIVERSITY OF PRISON POPULATIONS, INCLUDING DIFFERENT ETHNIC AND RACIAL GROUPS THAT HAVE THEIR OWN SUBCULTURES.

*THE DRUG PROBLEM -- MANAGING TO KEEP DRUGS OUT OF PRISON AND MANAGING AND TREATING THE INMATES INSIDE WHO ARE SO DEPENDENT ON THEM. LOCAL POLICE CHIEFS HAVE EVEN SUGGESTED TO ME THAT PRISONS BE INCONVENIENTLY LOCATED IN AN EFFORT TO DISCOURAGE VISITORS AND THE INFLUX OF DRUGS SMUGGLED INTO SUCH INSTITUTIONS.

*AIDS -- CORRECTIONS OFFICIALS HAVE BEEN AND WILL CONTINUE TO BE CONFRONTED WITH NEW MEDICAL, MANAGEMENT, AND EDUCATIONAL ISSUES AND THE NEED TO RESPOND TO THEM. UP-DATED AIDS-RELATED TRAINING AND EDUCATION WILL GIVE YOU RELIABLE INFORMATION FOR MAKING MANAGEMENT DECISIONS. THERE WILL BE A NEED FOR CONTINUING HIV TRAINING AND PREVENTION PROGRAMS FOR BOTH INMATES AND STAFF WITHIN CORRECTIONAL FACILITIES. YOUR TASK WILL BE FURTHER COMPLICATED BY THE BUDGET PRESSURES UNDER WHICH YOUR SYSTEMS OPERATE, AND THE POTENTIAL FINANCIAL BURDENS THE PROSPECT OF THOSE WITH AIDS POSE FOR THE CORRECTIONS SYSTEM.

*MANAGEMENT OF CONTRACTS WITH OUTSIDE VENDORS WHO PROVIDE SERVICES VITAL TO CORRECTIONAL OPERATIONS. IN THIS REGARD, JURISDICTIONS THAT CHOOSE TO CONTRACT FOR THE OPERATION OF THEIR PRISONS OR JAILS WILL WANT TO ENSURE, IN THE CONTRACT, THAT EMPLOYEES IN PRIVATE FACILITIES ARE TRAINED AT LEAST AS MUCH, AND AS WELL, AS THOSE IN GOVERNMENT INSTITUTIONS.

THAT'S THE KIND OF TRAINING WE NEED -- TO HELP PEOPLE LIKE YOU WHO WORK IN THE CORRECTIONS SYSTEM EVERY DAY WORK SMARTER, NOT HARDER. YOU WORK HARD ENOUGH ALREADY UNDER TERRIBLY DIFFICULT CONDITIONS, AND YOU STILL MANAGE TO DO AN OUTSTANDING JOB THAT DESERVES MUCH MORE PUBLIC ACCLAIM THAN YOU HAVE RECEIVED.

THE RESEARCH PROGRAMS THAT NIJ CONDUCTS ARE DESIGNED TO ACHIEVED THAT OBJECTIVE -- TO HELP YOU WORK SMARTER, NOT HARDER. YOU PLAY A MAJOR ROLE IN THIS RESEARCH. YOU'RE THE EXPERTS, AND WE NEED YOUR IDEAS, SUGGESTIONS AND INVOLVEMENT.

THE RESEARCH PROGRAMS WE CONDUCT ARE POLICY-RELEVANT. THEY FOCUS ON YOUR NEEDS, INTERESTS, AND CONCERNS SO THAT GOVERNMENT AUTHORITIES AT ALL LEVELS CAN MAKE INFORMED POLICY DECISIONS BASED ON WHAT REALLY IS HAPPENING OUT THERE.

CONFERENCES LIKE THIS AT JOHN JAY ARE OF ENORMOUS VALUE IN CONTRIBUTING TO THAT EFFORT BECAUSE OF THE DIALOGUE THEY CREATE. THERE WILL BE A CONTINUING NEED FOR COMPREHENSIVE DIALOGUE IN THE 1990s TO BRING ABOUT THE TYPES OF ADVANCES IN THE CORRECTIONS SYSTEM I HAVE TALKED ABOUT TODAY.

YOU KNOW, WE'VE BEEN TALKING ABOUT THE 90s AS IF THEY WERE YEARS AWAY. BUT THE 90s ACTUALLY BEGIN IN JUST EIGHT-AND-A-HALF MONTHS.

SO LET'S MARK THIS CONFERENCE TODAY AS THE BEGINNING OF THE DIALOGUE AND THE START OF A NEW ERA OF CORRECTIONS MANAGEMENT IN THE UNITED STATES.

GOOD LUCK, AND THANK YOU.