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ADDRESS

BY

THE HONORABLE JAMES K. STEWART, DIRECTOR

NATIONAL INSTITUTE OF JUSTICE

BEFORE

THE 159TH GRADUATING CLASS

OF THE

FBI NATIONAL ACADEMY

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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.

Thank you, Tom Colombell, for inviting me to speak to you today. It is always a pleasure to return to my alma mater -- this time as a lecturer, rather than a student. Al Beccaccio, the manager of the FBI National Academy Program, and I used to work together when we were both law enforcement officers for the Oakland, California Police Department.

Like you, I had the opportunity to take some time away from the day to day pressures of police work and come to the National Academy to learn more about law enforcement. I've always appreciated that chance to get some perspective on my profession and to learn from the excellent academic program here.

The Academy has built a strong tradition over the last 54 years -- training and educating the leaders and future leaders of our state and local police forces. More than 20,000 National Academy graduates have helped to advance the law enforcement profession.

That advance in our profession has taken place in part because police officials and researchers have been willing to develop and test new knowledge about police work.

For those of you unfamiliar with our mandate, the National Institute of Justice is the principal criminal justice research agency located within the U.S. Department of Justice. Many of you may never have heard of us -- but I am willing to bet that all of you are familiar with one of our most noteworthy contributions to the criminal justice system -- the bullet proof vest. It was our research that helped to establish the standards for the vest.

The National Institute of Justice continues to play a significant role in developing and testing new knowledge about police work, responding to the needs of police managers and aiding them in the development of new knowledge. At NIJ, we have funded research in the hard sciences that has led to the development of voiceprints and the exciting possibilities of DNA identification. NIJ also boasts the largest criminal justice repository in the world -- the National Criminal Justice Reference Service, located in Rockville, Maryland. The NCJRS has a data base information system on such topics as law enforcement, victims, courts, corrections, drugs, juvenile justice, and statistics. We also have the AIDS Clearinghouse for law enforcement. NCJRS also disseminates -- free of charge -- criminal justice publications on many of these topics. My staff will be happy to give you more information if you wish to be included on the NCJRS mailing list.

Before I get into basics, let me spend just a few moments with you to apprise you of an NIJ program that may catch your attention -- The National Institute of Justice Visiting Fellowship Program.

Each of you in this room is here because you are considered among the best in your field. And that is what we are looking for at NIJ. We are looking for a few good souls who wish to take advantage of an unparalleled research opportunity to help solve critical operational problems in criminal justice agencies or advance our understanding of complex crime control issues.

As an NIJ Visiting Fellow, you will be able to devote all your time for six to eighteen months to indepth study, research, and analysis of your topic. Along with full financial benefits including relocation expense, we will also provide office space, a personal computer, and easy access to library resources and computerized data bases and data sets.

You will have the opportunity to work with NIJ staff, other Fellows, and national criminal justice leaders, and have at your fingertips the full information resources of the Nation's capital.

Who should apply? Researchers with broad, extensive criminal justice experience -- and **you -- practitioners** with at least a bachelor's degree and strong operating-agency experience in such areas as police, courts, corrections, probation, and victim services. Candidates typically propose research with immediate or long-range policy implications. Research designs can be quantitative, qualitative, comparative, or historical -- propose what you think is required to do the job! Competitive selection is based on candidates' individual backgrounds and experience and the quality and viability of the proposed project.

Visiting Fellowship awards are made two ways: either to individuals or through your agency.

Recent visiting fellowship projects have included research into the police-prosecutor team concept, a study of child abuse prosecution and investigation; changes in the structure and activities of traditional organized crime; and development of a law enforcement manager's profile. The police-prosecutor team concept research was conducted by Lt. John Buchanan of the Phoenix, Arizona Police Department. Lt. Buchanan's research was the feature article in the May/June, 1989 issue of NIJ Reports. **John is also a graduate of this august body.** NIJ encourages those among your ranks to apply under this program.

To obtain a program description and applications, you may call the NCJRS or see Dr. Richard Rau, Visiting Fellowship Program Director, immediately following my presentation. Or you may reach Dr. Rau by calling 202-724-7631.

Through its twenty year existence, the National Institute of Justice has focused its efforts on traditional police policies. The police have many proud and important traditions -- traditions that have been central to our role as peacekeepers in the community. But tradition is not a fail-safe guide to the best course of action. If we weren't willing to test traditions, doctors would still be using whiskey as an anesthetic and football players would still hesitate to throw a forward pass.

But while it may sound like a great idea, in theory, to question tradition, as we all know it can turn out to be nearly impossible in practice. It's here that research is essential. We need research to provide the hard evidence about what works and what doesn't work -- evidence which gives police managers the authority to make changes in their operations.

Therefore, I welcome the opportunity to share with you some research initiatives that can help in the search for solutions to domestic priority Number One -- controlling illicit drug use and mitigating its devastating effect on neighborhoods and communities.

Many police departments feel under siege as they try to protect their communities against the ravages of drug dealing and drug-related violence. There is tremendous pressure on police to "do something," and police have responded.

Police leaders recognize that "doing something" is not the same as "doing anything." Police want thoughtful, creative approaches that make the best use of their resources.

We know that many conditions contributing to a city's drug problem are not the responsibility of the police. Education, housing, citizen involvement -- all have an impact.

In presenting the new national drug control strategy to the country last month, President Bush emphasized that the dimensions of the problem require all parts of our society to pull together, clarify what works and what doesn't, and commit the resources and energies needed to do the job. Police are in the vanguard of experimenting with a whole array of strategies, including working productively with other community organizations, to confront and contain the deadly commerce of drugs on our streets.

As the Department of Justice's chief research branch, the National Institute of Justice is developing the empirical evidence you need to weigh alternative policies and make intelligent adaptations of strategies so they meet your specific local needs. In fact, 60 percent of NIJ's research funding is now directed at various aspects of drug control -- identifying trends, examining drug-crime links, assessing innovations such as use of civil laws and sanctions against drug dealers and sellers, and gathering information on how drug prevention and treatment can be made more effective.

One of the key obstacles in attacking the drug problem is getting the hard facts about drug use -- who's doing what, and where they're doing it. Information that can help us measure the impact of our interventions and seizures beyond the usual standard of numbers of arrests.

Getting that kind of hard information has been one of our biggest challenges. But now we have a tool for more accurate diagnosis of local drug problems. NIJ's Drug Use Forecasting program, or DUF as we call it, gives us something we've never had before -- an objective measure of recent drug use by those who endanger public safety through crime. The program uses voluntary, scientific urinalysis tests to detect drug use among arrested persons, rather than relying on dubious self reports.

We talk in terms of "the drug problem," but in reality there are many drug problems and they vary -- from city to city, neighborhood to neighborhood, from week to week and month to month. You need different enforcement tactics against PCP in one jurisdiction than you do against heroin and crack in another. Different drug use patterns also require different education and treatment strategies.

DUF test results give us for the first time a baseline for measuring the results of drug interventions. Now if we seize two tons of cocaine, and the cocaine level in arrestees stays the same over the next three to four months, we know it didn't have much effect. Instead of patting ourselves on the back for the two tons, we may have to seize 20 tons. And then, if the urine positives drop 30 to 60 percent, we know we're really making some progress.

Twenty-two major cities have joined the DUF program, making it a vital network of information that brings into sharper focus the trends in use of various drugs among those arrested, the relationship of drugs to crime, and the implications of drug use for a host of community concerns, such as public health and child abuse and neglect. We expect to have a total of 25 sites on line by the end of this year.

Let me briefly explain how the program works. DUF data are collected in each city's central booking facility. Every three months, trained local staff spend about ten consecutive evenings obtaining voluntary and anonymous urine specimens and interviews from a new sample of about 200 men who have been arrested. Some cities also obtain smaller samples of female arrestees and juvenile detainees.

DUF response rates are high. Over 90 percent of those asked agree to be interviewed. More than 80 percent of the persons interviewed provide a urine specimen. Urine specimens are analyzed by EMIT for ten drugs: cocaine, opiates, marijuana, PCP, methadone, Valium, methaqualone, Darvon, barbiturates, and amphetamines. Positive results for amphetamines are confirmed by gas chromatography to eliminate the presence over-the-counter drugs.

Within three months of data collection, NIJ sends each city a computer-readable data file that is, in effect, a unique city profile. How can the DUF profile help you? First, it gives you accurate data on trends and patterns in the use of specific drugs such as cocaine and heroin. DUF data can also serve as a "leading indicator" of changes in crime rates and other drug-related community problems.

A separate research study now in progress compared trends in arrestee drug use with other indicators of drug use and associated problems in Washington, D.C. The preliminary findings indicate that the arrestee test results improved the ability to predict changes in levels of crime, drug-related overdose death, drug-related emergency room episodes, and child abuse by as much as one year in advance. The test results added forecasting capability over and beyond what examining trends in the community indicators alone provided.

DUF is revealing other important trends. One is the ominous shift in drug abuse patterns among women. We have always believed that men tended to be the hard core group of drug users. But DUF has highlighted the spread of the drug contagion among women, particularly of crack cocaine. During the last quarter of 1988, for example, 65 percent of the sample of women arrestees in Washington, D.C. showed signs of cocaine use. This compares to 62 percent of the arrested men sampled during the same period.

In New York, 73 percent of the arrested women who were tested showed evidence of cocaine use, compared with 67 percent of men. Kansas City, Portland, and San Diego also showed a higher proportions of women testing positive for cocaine.

Now the impact of this shift is being felt in city hospitals, where limited resources are strained by the growing number of crack-addicted babies who require special care and who often are simply abandoned by their mothers. Schools and child protection services are wrestling with the plight of innocent children caught up in a life where their mother, once the family's bulwark, has succumbed to the chaos of a life seeking and using crack, with no time or inclination for even the barest essentials of nurturing children.

NIJ is also developing another new information tool that can help police move against drug dealers and users at the point of purchase. The enormous drug profits of dealers and cartels are fueled by the thousands of small exchanges of dollars for drugs. If we can do a better job of interrupting sales in a systematic way, we can make real inroads.

Soon we will pilot test a system called Drug Market Analysis, or DMA. Five police departments and research groups have been selected in a competitive round, and they will undertake a comprehensive operations and research endeavor.

DMA will computerize all information about drug trafficking, to track the locations of drug markets throughout a city or a metro area. Mapping and computer printouts will permit police to locate drug hotspots and markets more easily. Police will initiate a variety of strategies, and researchers will evaluate the effects. They also would be able to track when and where displacement occurs, and how long it takes to occur, in different areas. At least one DMA site covers an entire metro area, so we can see displacement across political boundaries.

Each police agency in the area would then know very quickly when and where a new drug problem emerged in its area. An individual police officer on the beat may pick it up right away, but the computer will pick it up aeons faster than the police as an institution would.

A number of police agencies throughout the country -- including Oakland and Birmingham -- are trying a variety of tactics to make it harder for drug sellers and buyers to do business.

President Bush, in his September 6th speech to the Nation, emphasized that the casual user must be held accountable for his actions.

The National Institute of Justice will be evaluating an innovative Demand Reduction Program now under way in Maricopa County, Arizona. The program is a cooperative effort by twenty-six agencies to target casual drug users from all walks of life. The objective is to get these users to change their attitudes, and reduce demand for drugs. A public service advertising campaign, developed by private-sector time, talent, and money, is spreading the message: "Do Drugs. Do Time."

Users who are arrested are booked on a felony charge, and spend at least some time in jail. First-time users are given an option. They may enter a one-year counseling and treatment program as an alternate to prosecution.

The user pays the cost of the program, which can run $2,500 to $3,000, although the fee is waived in hardship cases. If the user completes the program, the felony charge is dropped. If the user drops out, he or she is prosecuted.

NIJ will be sharing information on how the approach is working, whether treatment is working, or users are being rearrested. We also want to learn what is gained in terms of jail space and prosecutorial time.

We're also looking at TNT -- the Tactical Narcotics Team -- in New York City. Teams of 117 officers converge on a small area of the city, saturate the area, do buy/busts, and get rid of the drug traffickers. Then people from other city agencies move in, to clean up the area, and to get landlords and businesses to fix up their properties. They try to complete the job in a 90-day period through a cooperative and coordinated approach to quality-of-life issues by police, citizens, and other agencies. Then they move on.

TNT has been operating for the last year or so in Queens, and on Manhattan's Lower East Side. It starts in South Brooklyn in October or November, and we're funding the Vera Institute of Justice to evaluate it there. They're selecting three neighborhoods -- two to get the treatment, and one to serve as a control.

One thing we want to see in New York is how long the effect lasts after the 90 days. When does the problem re-emerge? When should the police go back in to reinforce the cleanup? How many officers need to be sent back in -- two, fifteen, seventy?

Let me emphasize that TNT is a special operation. The neighborhood whose residents scream the loudest gets the treatment.

There aren't enough resources to put it into an area that's decrepit and dying; it goes into areas that are begging for help, that are highly receptive and highly supportive. People don't want the police to leave. That's why the 90-day limit. TNT has yet to be tried in an entrenched dope-dealing, dope-using neighborhood.

And a real evaluation has yet to be done, of course. But over the next two years we should be able to know **what works.**

Police are also working productively with housing officials in Chicago and tenants' associations in Denver, New Orleans, and the District of Columbia to help residents of public housing deal with crime and drug trafficking. It can be done, as these cities are showing.

The latest Gallup Poll shows that Americans now rank drugs as the most important problem facing the Nation. We now have a national consensus that drug use is harmful, ending the moral confusion of the past that contributed to the problems we face today.

During the '60s and '70s, society accepted the idea that drug use was a victimless crime. This view shaped our drug control policies in a number of ways. One, drug use was to be handled only by the criminal justice system. It wasn't the responsibility of the family, schools, or workplace.

Two, because of limited resources, criminal justice went after only the major dealers and importers. The costs of drug prosecution were high. First, there had to be an evidentiary hearing before there could be a trial. In effect, we had to provide two trials, at almost twice the cost. And if the drug user were convicted, the judge as a rule gave him probation and treatment, to save prison space for criminals who were victimizing others. So drug use and possession were virtually de facto decriminalized. And we have been paying the price ever since.

Today, we recognize that no single agency or institution can rid our communities of drugs. Enhanced local enforcement is a critical bridge between efforts to halt supplies and the education and treatment components that are basic to our national strategy. The National Institute of Justice will continue to work in partnership with police leaders and organizations to make law enforcement as effective as possible in the fight against drugs.

Thank you. I'd be happy to answer your questions or to hear your views on anything I've covered.