

NEW PERSPECTIVES ON CRIMINAL JUSTICE RESEARCH
AND EDUCATION

An Address by

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I appreciate the opportunity to be with you this morning. When Jim Stinchcomb first invited me to speak today, he made a point of noting that Florida's criminal justice training and education is among the best to be found. That is high praise coming from Jim who, as you know, has been a pioneer of education in this field.

This first annual conference is a reflection of the continuing need for men and women of competence and sound judgment who will serve the public in assuring safety and justice. Quality education and training are fundamental requisites for building and maintaining that kind of workforce for criminal justice. Your discussions here are wide-ranging, and I know you will leave the meeting with valuable ideas and approaches you can put to work.

Today, I would like to share some ideas on four issues that are related to our mutual goals of advancing knowledge and professionalism in criminal justice. First, I wish to provide a brief report on the status of criminal justice research in the current environment in Washington. Second, I would like to present some new directions for the National Institute of Justice and review in particular the work we will be doing in special areas of emphasis under the 1994 Crime Act. Third, I want to briefly share some of my thinking on education and training needs in the field. And finally, I would like to review some recent developments in advanced technology for criminal justice, including information technology that will permit us to share ideas and information more readily than ever before.

Criminal Justice Research

I am pleased to report that the National Institute of Justice is thriving. As you may know, the National Institute of Justice (NIJ) was established in 1968 as the research arm of the Department of Justice. Since then, the Institute has supported

research, development, and evaluation on a very wide range of criminal justice topics.

Today, we are the beneficiaries of a historic constellation of events. Crime continues to dominate our national consciousness -- and, although approaches to dealing with crime differ between the two parties -- the interest and concern about crime within Congress is strong.

Although the new majority party in the Congress has articulated significant differences in crime control policy and the formulation of Federal responses, I find it noteworthy that there is strong bi-partisan support for the proposition that there shall be a significant commitment of federal resources -- between \$20 and \$30 billion over five years -- to address the problem of crime.

At this time of heightened activity at the national level, the current Administration has made an unprecedented commitment to support research and evaluation. There are four areas in which the 1994 Crime Act provides support for innovation -- community policing, violence against women, boot camps, and treatment drug courts.

In each of these program areas, the Department of Justice, under Attorney General Janet Reno, will be allocating a percentage of the funds -- up to five percent -- to fund research and evaluation programs within the National Institute of Justice. Our approach is NOT to evaluate every program funded; nor will we only fund large national evaluations. Rather, we are developing -- and have just begun to release -- evolving research and evaluation strategies that will offer knowledge to guide the implementation of these new programs.

This is a particularly important development for NIJ. Not only will our research funds increase significantly -- in fact, they will more than double -- but we will be conducting research at a time of high innovation with researchers working side-by-side with program administrators implementing new approaches to the problems of crime and justice. We will learn

from experimentation at the local level and rapidly disseminate those findings to other jurisdictions around the country.

We call this "learning by doing." We will learn about what techniques are most effective in community policing -- not merely put 100,000 officers on the streets. We can learn about whether boot camps can divert beginners from criminal careers rather than just using them to relieve overcrowded prisons. We can learn about effective combinations of sanctions and services in treatment drug courts not just add a new segment to the court system. We can learn about how best to intervene in and prevent family violence, not just fund battered women's shelters.

Socrates thought the unexamined life was not worth living. I believe fervently that the unevaluated federal innovation is not worth funding. At the National Institute of Justice, we believe we have a special obligation to be accountable to the country and the Congress, to learn from what we do, to identify failures and replicate successes, to advance the field so that it can promote more effective policymaking -- and to develop the knowledge base so that we can intelligently design the next set of innovations.

With these objectives in mind, we have issued the first of our solicitations under the Crime Act -- on community policing. We have made copies available here today, and some of you may have seen the announcement on the Internet a week or so ago. In shaping our research plans, we have worked closely with the Office of Community Oriented Policing Services (COPS) and we convened representatives of the research and practitioner community to give us their views.

Our policing research plan is tied to Title I of the 1994 Crime Act, which supports the movement of the police function toward community policing around the Nation. We will examine such important issues as the obstacles to the implementation of community policing within a police department. We will recreate some of the classic research of two decades ago when, through ground-breaking observational studies, we learned about the day-

to-day work of the police and their interactions with residents. We will examine "police culture," the important issue of police integrity, and the role of the police in special environments such as housing projects, Indian country, and immigrant communities.

A key element of our plan is to support locally initiated research that creates close, ongoing collaborations between departments and researchers. We see these as creating a climate in which partnerships can thrive and seize opportunities for research and evaluation. We're looking to you in the field to be creative in proposing arrangements and relationships between departments and researchers. For example, a police department might seek funds to help employ a qualified researcher, or it might propose a formal departmental linkage with researchers at local or regional universities or other academic or research units.

Within the next few weeks, we expect to issue the second in our Crime Act solicitations -- outlining proposed research and evaluation under Title IV of the Violent Crime Control act. Title IV responds to the needs of the millions of women who are victimized by violence each year. As with other NIJ solicitations, we have worked closely with other DOJ offices and Bureaus -- the Violence Against Women Office and the OJP Violence Against Women Grants Program Office -- in charting what is a planned multiyear evaluation strategy. Our first solicitation will support a national implementation evaluation, individual program evaluations, and other research and evaluation projects concerning the Violence Against Women Act, as well as related family violence issues. So watch for an announcement soon of this solicitation on the Internet as well as in NIJ's and other professional publications. We will keep you posted in similar fashion on other forthcoming Crime Act research solicitations.

Other highlights of the NIJ research agenda

Of course, the research agenda of NIJ extends beyond the evaluation of specific initiatives in the 1994 Crime Act. In our

new Research Plan (copies of which are available to you here today), we reflect our commitment to funding investigator-initiated research, leaving to the research community the important responsibility of recommending specific research topics and strategies.

In reviewing the Institute's portfolio of prior and ongoing research we identified three areas of concentration in the near future -- violence, especially juvenile handgun violence; sentencing and punishment policy, and the relationship between drugs and crime. I would like to briefly describe our approach in these areas.

Juvenile violence is a serious complex of problems. In partnership with the Centers for Disease Control, NIJ is sponsoring model research and demonstration projects to reduce gun-related violence in three cities. These programs will attempt to break the link between young people and guns through various types of interventions. Through other research projects, we are learning more about gun trafficking, gun availability to juveniles, the impact of targeted police enforcement in areas of high gun crimes, and technology for detecting concealed weapons.

A second area for research focus -- fueled by the explosion of the prison population and the poverty of our sentencing options -- is our use of the criminal sanction. Last year, our country broke a national record, when the number of people behind bars exceeded one million. Average time served per violent crime approximately tripled between 1975 and 1989. But violent crime did not decrease. These figures suggest that our punishment policy is inadequate for the problems we confront. As Professor Alfred Blumstein remarked at a recent conference that policy has been based on a "prison-centric universe" a pre-Galileo model that needs to be reconceived for the modern world.

In about six months time NIJ will publish a separate research solicitation on these issues -- examining the

policy-making process in designing legislative options; evaluating the role of correctional administrators, including probation and parole; understanding the impact of imprisonment on individuals, their families and the communities they leave behind and to which they return, and evaluating the effectiveness of various sentencing options.

Finally, NIJ will be expanding its investment in basic and applied research to develop our understanding of the relationship between drugs and crime. Through interviews with arrestees in 23 urban areas, NIJ has developed an ongoing research platform that offers us an opportunity to learn about a wide range of drug related issues, including drug market dynamics, and the procurement of guns by drug pushers and or offenders. We will also be exploring the criminal justice system's coercive power to increase the use of effective drug treatment strategies in prisons through drug courts, in intensive supervision and on probation and parole.

These areas of concentration -- and our Crime Act research -- will represent our primary areas of new investments.

Education and Training

My third topic today relates specifically to the focus of your conference -- education and training. I know that one of the sessions on your agenda is initiating a dialogue on where criminal justice education and training should be going in these final years of the 20th Century.

Allow me to share some of my own thoughts on this subject and its close ties to research knowledge. I will examine these issues from the perspective of the police because I have devoted much of my career to thinking about the role of the police: when I established the first victim assistance program in New York City, when I served as a Special Advisor to the Mayor, and during the last ten years when I held two different positions on the Executive Staff of the New York City Police Department.

In our country, we are witnessing a remarkable, sustained effort to transform the police. Much of this effort, I believe,

can be traced to the growing role of research that, by the mid-1970's brought about a major rethinking of what police actually do and what new approaches promise better results.

My pride in the role of research in no way diminishes the key role of education and training in building the professional corps of leaders that have emerged over the past 25 years.

Many of these new young leaders acknowledge that programs such as the Law Enforcement Education Program -- or LEEP as it was called -- were formative experiences for them. LEEP, as you may know, was as much Jim Stinchcomb's contribution as anyone's, and I know I speak for all of us in thanking him for this and indeed for all his efforts in education and training.

LEEP provided the funding that began to make a reality of the recommendations of the President's Crime Commission of 1967. We all know that one of the Commission's recommendations was "that all police personnel with general enforcement powers have baccalaureate degrees." This was, of course, presented as "an ultimate" rather than an immediate, goal.¹

Extent of Higher Education among Police

What progress is being made towards that goal? Many of you may be familiar with the PERF-sponsored [Police Executive Research Forum] study conducted a few years ago [1988] that showed steady growth in education levels over the past 20 years:

- ◆An increasing number of departments require some type of college experience for employment or promotion.²

- ◆The number of officers who have no years of college has dropped by half since 1970.³

- ◆More than 60% of the departments surveyed had at least one policy supporting higher education, either through tuition assistance, incentive pay, or some other way.

- ◆The level of education of African-American officers was about the same as for whites--13.6 years compared to 13.7.⁴

The numbers demonstrate that in police education, we have come far.⁵ The continuing commitment at the federal level to higher education in policing was made evident in the Crime Act.

What is in store in the Act is the topic of another session in your meeting. I will only note that the Act confirms the commitment by offering scholarships to young people who want to work as law enforcement officers and to people already in the profession. And in offering this assistance, it gives priority to racial and ethnic minorities.

New Directions for Education/Training

Both education and training have to be ongoing, for police and others within the criminal justice system. To that end it is to our advantage to look at other models to provide for learning and growth over the professional's entire career. My comments focus chiefly on police, but the general concepts apply broadly to professionals in courts, probation agencies, corrections, and other components of the system.

Change in the academies

For example, many departments are exploring additional options that shape the experiences of recruits. The New Haven Police Department, for example, has adopted a radically new educational model. It has several components:

- ◆Abandoning the paramilitary structure of the academy and replacing it with one that more closely resembles an institution of higher education. Recruits no longer wear uniforms, and the academy (renamed the "Division of Training and Education") is headed by a civilian director.

- ◆Refocusing the curriculum, arguably a more important change. Formerly the emphasis was on rigorous physical training, with frequent use of the familiar battleground metaphors. Now all training centers on community policing, and the emphasis is on problem-solving, conflict resolution, diversity training, and acquiring organizational skills. Previously, only the minimum State requirements were taught. Now, recruits study such problems as sexual harassment, bias and hate crimes, HIV-AIDS, stress, and violence against women. There are course options in conversational Spanish and American sign language, among others. The students learn to deal with special populations. All these

skills are needed by others in criminal justice as well.

◆Supplementing in-house faculty ranks with faculty from local institutions of higher education, such as Yale and the University of New Hampshire.⁶

◆Emphasis on experiential learning. This type of learning is, as you know, a highly participatory instructional method in which students draw on their experience, knowledge, and imagination to solve problems. The method refocuses the instructor's role from that of deliverer of information to that of guide and coach.

Innovations in recruitment

When I was with the department in New York, we created a new method to recruit people into the force who might not otherwise have applied. The Police Cadet Corps [established 1986] offers college sophomores financial support toward tuition in return for a service obligation. The Police Foundation, under NIJ sponsorship, evaluated the program in its early years and judged it "an encouraging effort to invite college students to investigate the possibility of becoming a member of the police department."⁷

Similar outreach efforts have been undertaken in other jurisdictions:

- Richmond has a proactive system of attracting minorities into the force as well. At Virginia Union University, a historically black college, scholarships are made available to juniors by the City. In return, the students are obligated to serve four years on the police force.⁸
- In New Haven, the department's outreach extends to several groups that might not otherwise be attracted to police work: African-Americans, Hispanics, single parents, women, and lesbians and gays.⁹

Linking education to promotion.

While progress has been made, the PERF survey of police education showed that almost three-fourths of the departments still have no policies, either formal or informal, requiring

college education for promotion. Here again, I am going to use New York as an example, because it is among the minority that do. New York has a policy linking promotion to educational achievement, and offers in-service training through a series of incentives. The officer receives credits that make him or her eligible for promotion.

Executive development/leadership training.

The public sector is beginning to think like the private sector in the sense of being customer-oriented, watching the bottom line, and being competitive.

◆New York has recognized this and its response was the Police Management Institute, which trains police executives in association with Columbia's School of Business.

◆The IACP [International Association of Chiefs of Police] has been offering management training and self-help programs to police administrators and officers nationwide for the past ten years. What is unique about this program is donations by corporations of places--classroom seats--in their executive education programs. Currently, more than a thousand departments have signed on for the program, and the only cost to the department is a nominal administration fee.¹⁰

◆Richmond requires training for all of its sergeants and lieutenants in corporate team-building. This training uses the experiential model, and presents problems that have to be solved through group decision making -- again, skills so essential for individuals in all parts of the criminal justice system.

Alternative delivery systems.

We can also broaden the student audience in all criminal justice agencies, and increase training efficiency, through alternative delivery systems that use state-of-the-art technology. Many of you are knowledgeable about these, so I will simply note a couple of examples.

Distance learning. A growing number of organizations routinely use satellites to deliver televised training and education. The California POST Commission has been using

satellite transmission to present "telecourses" throughout the state to agencies that have the appropriate downlink facilities. It has broadcast training videos at no cost to agencies and these programs can be taped and replayed. The system allows teleconferencing because the one-way video has a two-way audio system.¹¹

Interactive technology using video allow for individualized instruction which, because it is self-paced, can shorten learning time.¹²

Simulator technology is interactive learning in which the student senses the reality of a situation without having to experience it firsthand or without a costly reproduction.¹³

NIJ and Professional Development Opportunities

NIJ, too, is involved in education and training for criminal justice professionals. We expect to announce in about a month a detailed description of the various fellowship and internship opportunities at NIJ. Among these are fellowships awarded for study at Harvard's Kennedy School of Government for practitioners from all criminal justice professions. These provide opportunities for participating in the 3-week Program for Senior Executives in State and Local Government, as well as for pursuing the 1-year Master's Degree in Public Administration Program. Other NIJ fellowships support master's thesis research at Historically Black Colleges and Universities. Visiting Fellows also come to NIJ to work on independent research on criminal justice issues on a topic of mutual interest to the Fellow and the Institute.

Technology and NIJ

My final topic for today relates to technology -- technology to improve the way we protect the public as well as technology that makes a world of information available with a few keystrokes.

From its inception, NIJ has been deeply involved in discovering new technologies and adapting existing technological advances to criminal justice. Many of you may be familiar with

the live-saving soft body armor that was pioneered by NIJ. Research on DNA evidence has also been high on the NIJ's technology research agenda, as has development of alternatives to lethal force. We are very excited about recent developments that have enabled us, through a Memorandum of Understanding, to work collaboratively with the Department of Defense in develop and sharing dual-use technologies appropriate to criminal justice situations.

To make sure that you and your counterparts can keep abreast of the last developments, NIJ last year opened the National Law Enforcement Technology Center located in Rockville, Maryland. This was the first in what has become the National Law Enforcement Technology Centers Network. We have created regional centers to work in tandem with local law enforcement and corrections, providing information and support. I am pleased to announce that the National Law Enforcement and Corrections Technology Center for the Southeastern Center will open its doors on May 30 in Charleston, South Carolina. This center will serve 13 states, including Florida. I encourage you to take advantage of these "one-stop" shops for information on advanced technology.

Technology for Information Sharing

I hope you are all aware that NIJ also administers the National Criminal Justice Reference Service (NCJRS), a vast clearinghouse of criminal justice information about a broad range of topics in criminal justice. In the age of new technologies, NIJ is moving rapidly to offer new services through NCJRS and to integrate its electronic services and to join them in the international information infrastructure -- the Internet. To that end, we have created NCJRS Online. Among its features are:

◆E-mail permits almost instantaneous communication between NCJRS and our "customers." Users can write to the address ASK NCRJS! and get answers to reference questions about criminal justice matters, order free publications, and receive instructions on using NCJRS Online.

◆Another service is: Listservs. JUSTINFO, our electronic newsletter, is a one-way list serve that presents information about news, events, and publications of the bureaus of the Office of Justice Programs. The first issue of this twice-monthly newsletters, available to users with Internet e-mail, was posted February 1, 1995.

◆Electronic publication: One of the major features of NCJRS Online is electronic publication. All documents published this year and in subsequent years within our office are available electronically -- for NIJ, these include our 1995-96 Research Plan as well as the special solicitations I discussed earlier. Documents published in earlier years are being processed so that they too will be available online.

All these efforts have one goal: to make information available more rapidly and more readily so that policymakers and practitioners can benefit from the findings and insights of research.

This is an exciting time to be in the business of supporting the development and dissemination of knowledge about the pressing issues of crime and justice. Archimedes once said that if he had a lever long enough, he could move the world. I believe, fervently, that in research and the development of knowledge, we have that lever. We are, I think, at this moment at a crossroads where there is a unique convergence -- of public concern about crime and violence, commitment of the government to support for research, a sound research base on which to build, a sophisticated world of practitioners, policymakers, educators, and trainers, and a willingness to learn from the experiences of others.

Thank you for asking me to join with you at this Conference, and I urge all of us to seize this moment, and use the lever of research and knowledge, in close partnership with practitioners and policymakers, to move the world toward a more effective -- and more humane - system of justice.

Thank you.

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