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REMARKS BY THE HONORABLE JAMES K. STEWART
DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE

LOS ANGELES POLICE DEPARTMENT
BATTLE PLANS SEMINAR
RANCHO MIRAGE, CALIFORNIA

SEPTEMBER 28, 1988

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.

(Fred Heinzelmann and John Buchanan helped with this speech)

NCJRS
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ACQUISITIONS

THANK YOU, (COMMANDER JAMES JONES OR ASSISTANT CHIEF ROBERT VERNON), AND ALL OF YOU FROM THE LOS ANGELES POLICE DEPARTMENT'S OFFICE OF OPERATIONS.

BEING HERE TODAY IS LIKE COMING HOME. I CUT MY TEETH IN LAW ENFORCEMENT (JUST UP THE COAST), IN OAKLAND...I BEGAN AS A PATROL OFFICER AND WOUND UP AS COMMANDER OF THE CRIMINAL INVESTIGATIONS DIVISION...15 YEARS ALTOGETHER...SO I REMEMBER SOMETHING ABOUT WHAT IT'S LIKE BEING A POLICE OFFICER AND POLICE MANAGER.

IT'S LIKE THE APPLICANT WHO WAS BEING INTERVIEWED FOR A POLICE JOB AND WAS ASKED, "IF YOU WERE BY YOURSELF IN A POLICE CAR AND WERE BEING PURSUED BY A DESPERATE GANG OF CRIMINALS IN ANOTHER CAR DOING SIXTY MILES AN HOUR ALONG A LONELY ROAD, WHAT WOULD YOU DO?"

THE JOB APPLICANT LOOKED PUZZLED FOR A MOMENT, AND THEN HE REPLIED, "SEVENTY."

WE'VE ALL SHARED EXPERIENCES LIKE THAT, I'M SURE.

BUT BEING HERE TODAY IS LIKE COMING HOME FOR ANOTHER REASON.

YOU KNOW WHAT ROBERT FROST, THE POET, SAID HOME IS...HOME IS A PLACE WHERE, WHEN YOU COME BACK, THEY'VE GOT TO LET YOU IN.

WELL, AS A FORMER POLICE OFFICER, THERE'S NOTHING QUITE AS SATISFYING OR COMFORTABLE AS COMING BACK TO A GROUP OF FELLOW CRIMINAL JUSTICE PROFESSIONALS. IN MY SIX YEARS AS DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE, I'VE DONE A LOT OF TRAVELING AND SPEAKING AROUND THE COUNTRY, AND I'VE MADE IT A POINT TO STAY IN CLOSE TOUCH WITH POLICE DEPARTMENTS LIKE THIS ONE, WITH EVERYONE FROM THE CHIEF TO THE PATROL OFFICER ON THE STREET. AS NIJ'S DIRECTOR, I HAVE ALSO CONSISTENTLY PROMOTED COLLABORATION BETWEEN THE POLICE AND RESEARCH COMMUNITIES IN ORDER TO HIGHLIGHT POLICE RELEVANT ISSUES.

WHEN I SEE A GROUP LIKE THIS, THEN I KNOW I'M WITH SOME OF THE BEST PROFESSIONALS IN THE BUSINESS. AND THERE'S NO DOUBT THAT THE LAPD IS ONE OF THE BEST.

THE OLYMPICS UNDERWAY IN SEOUL REMIND US THAT IT WAS JUST FOUR YEARS AGO THAT YOUR DEPARTMENT HAD THE SECURITY WATCH FOR THAT MAJOR INTERNATIONAL EVENT. THE WORK YOU DID DREW "RAVE REVIEWS."

SERIOUSLY, YOUR ANTI-TERRORISM PROGRAM AND THE WAY YOU PERFORMED YOUR JOB--UNOBTRUSIVELY BUT IMPRESSIVELY--EARNED THIS DEPARTMENT COMPLIMENTS FROM AROUND THE WORLD, AND JUSTIFIABLY SO.

YOU ARE A WELL-DISCIPLINED, EXTREMELY COMPETENT, HIGH-MORALE DEPARTMENT. YOU'RE ALSO A GOOD-LOOKING POLICE FORCE. MAYBE THAT'S WHY EVERY TELEVISION MOVIE THAT HAS SOME URBAN LAW-ENFORCEMENT SCENES FEATURES THE LAPD ON A HIGH-SPEED CHASE--TIRES SCREECHING, SIRENS SCREAMING, THE WHOLE WORKS.

BUT I THINK IT'S TO YOUR GREAT CREDIT THAT YOU DON'T REST ON YOUR LEGENDARY LAURELS. YOU REACH OUT FOR NEW IDEAS AND INFORMATION THAT CAN HELP YOU DO YOUR JOB EVEN BETTER. YOU SEEK INPUT FROM THE OUTSIDE. THE INPUT THAT CAN BE MOST USEFUL IS BASED ON ASSESSMENTS OF HOW WELL VARIOUS POLICE PROGRAMS AND

POLICIES WORK.

THAT'S WHY YOU HOLD THIS SESSION EVERY YEAR, AND I'M HONORED THAT YOU INVITED ME TO BE THIS YEAR'S GUEST SPEAKER, TO TALK ABOUT NATIONAL DEVELOPMENTS AND TRENDS IN LAW ENFORCEMENT.

THERE'S A LOT TO TALK ABOUT. I'M SURE YOU ALREADY KNOW THE BOTTOM LINE--THE TIMES, THEY ARE CHANGING. BEING A POLICE OFFICER OR MANAGER TODAY ISN'T WHAT IT WAS LIKE TWENTY YEARS AGO, WHEN I AND MANY OF YOU JOINED THE RANKS.

POLICE IN RECENT YEARS HAVE HAD TO REACT TO AN ONSLAUGHT OF DEVELOPMENTS AND DEMANDS---TO NAME JUST THREE, AFFIRMATIVE ACTION SUITS (I KNOW YOU'RE UNDER A CONSENT DECREE HERE); COURT RULINGS LIKE THE MIRANDA CASE THAT REVOLUTIONIZED OUR ABILITY TO COLLECT AND PRESENT EVIDENCE; AND AN EXPLOSION OF CIVIL LIABILITY LITIGATION.

ANOTHER REASON THINGS ARE DIFFERENT, I'M PROUD TO SAY, IS THE WORK MY AGENCY HAS DONE.

TWENTY YEARS AGO, THERE WAS LITTLE OR NO SYSTEMATIC,

OBJECTIVE INFORMATION AVAILABLE ON CRIME AND CRIMINAL JUSTICE POLICIES. FIELD EXPERIMENTS IN CRIMINAL JUSTICE WERE RARE. POLICE DEPARTMENTS OPERATED LARGELY ON THE BASIS OF TRADITION-- THEY DID THINGS A CERTAIN WAY BECAUSE THEY ALWAYS HAD DONE THEM THAT WAY.

IN THE PAST TWO DECADES, HOWEVER, THE NATIONAL INSTITUTE OF JUSTICE HAS SPEARHEADED PROFESSIONAL RESEARCH--POLICY RELEVANT RESEARCH--THAT ALREADY HAS BROUGHT ABOUT MAJOR ADVANCES AND CHANGES IN POLICING AND OTHER AREAS OF THE CRIMINAL JUSTICE SYSTEM.

SOME QUICK EXAMPLES THAT I'M SURE ARE FAMILIAR TO YOU:

THE KEVLAR BULLET-RESISTANT VEST. A THOUSAND POLICE OFFICERS ARE ALIVE TODAY BECAUSE OF IT. BY A CONSERVATIVE ESTIMATE, IT HAS SAVED HALF A BILLION DOLLARS IN DEATH BENEFITS THAT WOULD HAVE BEEN PAID IF THOSE OFFICERS HAD BEEN KILLED BECAUSE THEY WERE NOT WEARING THAT PROTECTION. THOSE SAVINGS, IN LIVES AND DOLLARS, HAVE MORE THAN PAID BACK THE INITIAL RESEARCH

INVESTMENT OF TEN MILLION DOLLARS THAT PRODUCED THAT VITAL PIECE OF EQUIPMENT.

ANOTHER EXAMPLE, WE'VE COME UP WITH BETTER WAYS TO POLICE NEIGHBORHOODS TO MAKE THEM SAFER AND TO REDUCE THE FEAR OF CRIME. WE'VE SHOWN THROUGH RESEARCH THAT SOME TRADITIONAL POLICE PRACTICES DON'T WORK AS WELL AS POLICE THOUGHT THEY DID FOR SO MANY YEARS, AND WE'VE COME UP WITH SOME NEW ONES THAT DO WORK. I'LL TALK MORE ABOUT THAT A LITTLE LATER.

ANOTHER EXAMPLE. DRUG ABUSE, PROBABLY THE COUNTRY'S NUMBER ONE SOCIAL AND CRIMINAL PROBLEM TODAY--CERTAINLY THE NUMBER ONE PROBLEM FOR POLICE AGENCIES AROUND THE COUNTRY. ASSISTANT CHIEF VERNON, IN ONE OF HIS LETTERS TO ME, CALLED THIS CONFERENCE A "BATTLE PLANS SEMINAR," AND WHEN WE'RE TALKING ABOUT THE DRUG PROBLEM, WE NEED BATTLE PLANS, BECAUSE WE'RE IN A WAR.

THROUGH RESEARCH, WE HAVE ESTABLISHED A CLEAR LINK BETWEEN DRUG ABUSE AND CRIME. WE'VE SHOWN THAT DRUGS CAN DRAMATICALLY INCREASE AN INDIVIDUAL CRIMINAL'S PREDATORY AND VIOLENT BEHAVIOR-

- THAT CRIMINALS COMMIT FOUR TO SIX TIMES THE NUMBER OF CRIMES WHEN THEY ARE USING DRUGS AS WHEN THEY ARE DRUG-FREE.

WE'VE TRANSLATED THOSE FINDINGS INTO POSITIVE PROGRAMS THAT LOCAL CRIMINAL JUSTICE SYSTEMS CAN USE TO REDUCE CRIME BY GETTING CRIMINALS OFF DRUGS. I'LL TALK MORE ABOUT THAT, TOO.

THERE ARE THREE EXAMPLES OF PROFESSIONAL RESEARCH IN AREAS IMPORTANT TO POLICING, AND HOW IT PAYS OFF. I'LL MENTION OTHERS AS I GO ALONG.

THE POINT IS THAT RESEARCH LIKE THIS HAD MADE IT POSSIBLE FOR MANAGERS AND CHIEFS AND OFFICERS ON THE STREET TO MAKE DECISIONS BASED ON ACCURATE, OBJECTIVE INFORMATION ABOUT THE STATE OF POLICING AND POLICE TACTICS.

THOSE ARE THE KINDS OF DECISIONS THAT ARE REQUIRED TODAY AND WILL BE EVEN MORE IN THE FUTURE. AS WE PREPARE TO MOVE INTO THE 21ST CENTURY, IT'S APPROPRIATE TO TAKE STOCK OF WHERE WE ARE AND WHERE WE'RE GOING IN POLICING.

WHERE DO WE FIT INTO SOCIETY? WHAT IS THE PROPER ROLE OF THE POLICE IN THE UNITED STATES TODAY? WHAT IS THE ROLE OF THE POLICE MANAGERS MUST MAKE IF LAW ENFORCEMENT IN THIS COMMUNITY IS TO BE EFFECTIVE?

THE BASIC ANSWERS TO THOSE QUESTIONS ARE THE SAME AS THEY WERE WHEN OUR NATION WAS FOUNDED. UNLIKE MANY OTHER COUNTRIES TODAY, THE AMERICAN POLICE STILL HAVE THEIR RESPONSIBILITY OF CIVIL AUTHORITY. YOU ARE THE FRONT-LINE SOURCE OF JUSTICE IN OUR COUNTRY--JUSTICE, THE TIE THAT BINDS A COMMUNITY TOGETHER.

BUT WHAT IS A COMMUNITY THESE DAYS?

ONE OF THE MAJOR FACTORS THAT IS INFLUENCING POLICE MANAGEMENT DECISIONS NOW--AND WILL IN THE FUTURE--IS THE NATURE OF THE MAJOR SOCIAL AND DEMOGRAPHIC CHANGES UNDERWAY IN MANY OF OUR MAJOR URBAN COMMUNITIES--AND LOS ANGELES CERTAINLY IS ONE OF THEM. THESE CHANGES ARE HAVING A PRONOUNCED EFFECT ON POLICING STRATEGY AND TACTICS. THE CHANGES ARE ALSO INFLUENCING THE PUBLIC'S UNDERSTANDING AND ATTITUDES ABOUT THE ROLE AND

RESPONSIBILITY OF THE POLICE.

I'M TALKING, FOR ONE THING, ABOUT THE GROWING CONCENTRATION OF MULTIPLE MINORITY GROUPS, MANY OF THEM NON-ENGLISH SPEAKING, IN MANY URBAN AREAS.

HERE IN LOS ANGELES, YOU WILL BE POLICING A CITY OF MINORITY COMMUNITIES INSTEAD OF ONE OVERALL COMMUNITY. AS STUDS TERKEL SAID IN HIS "AMERICAN DREAM:"

"IN LOS ANGELES, THERE IS A LITTLE CAFE WITH A SIGN: KOSHER BURRITOS. A BURRITO IS A MEXICAN TORTILLA WITH MEAT INSIDE. MOST OF THE CUSTOMERS ARE BLACK. THE OWNER IS KOREAN. THE BANKER IS A WASP. THIS IS WHAT'S HAPPENING IN AMERICA TODAY, THERE IS A MELDING OF CULTURES."

THIS CERTAINLY WILL INFLUENCE THE RELATIONSHIPS BETWEEN THE POLICE AND THE CITIZENS THEY SERVE. COMMUNICATION ALONE BETWEEN POLICE AND NON-ENGLISH SPEAKING GROUPS WILL PRESENT SPECIAL CHALLENGES BOTH IN DEFINING PROBLEMS AND PROMOTING EFFECTIVE REPOSES IN THE COMMUNITY.

I'M ALSO TALKING ABOUT THE DEVELOPMENT OF AN UNDERCLASS IN MANY OF OUR URBAN AREAS, ALONG WITH SOCIAL PROBLEMS ASSOCIATED WITH HIGHER CRIME RATES--AND THE RELATED CONCERN OF MORE OF THE GENERAL POPULATION BEING EXPOSED TO GANGS AND DRUGS.

THIS WILL INCREASE CITIZEN FEAR OF CRIME AND VIOLENCE AND CLEARLY IS AN ISSUE THAT HAS TO BE ADDRESSED IN A COMPREHENSIVE MANNER.

THEN THERE IS THE GROWING ISOLATION OF SOME OF THE MIDDLE-CLASS--AND, IN PARTS OF LOS ANGELES, THE UPPER CLASS--IN PRIVATELY-POLICE RESIDENTIAL AREAS AND FACILITIES LIKE SHOPPING MALLS. THIS MAY INFLUENCE THE PERCEPTION OF CITIZENS REGARDING THE BENEFITS OF THEIR PUBLIC POLICE.

AND FINALLY, DEMOGRAPHICALLY, WE ARE SEEING AN AGING OF THE POPULATION, A PHENOMENON THAT MAY LEAD TO AN INCREASE IN PROBLEMS SUCH AS FAMILY ABUSE OF THE ELDERLY AND INCREASED FEAR AMONG CITIZENS OF THIS AGE GROUP.

IN ALL OF THESE AREAS, POLICE ACTIONS AND RESPONSES ARE MORE

LIKELY TO BE EFFECTIVE IF THEY ARE DEVELOPED IN A PLANNED AND SYSTEMATIC MANNER BASED ON SOUND POLICY DECISIONS. AND WHEN IT COMES TO DECISION-MAKING, WE CAN LEARN SOME LESSONS FROM THE PAST.

(MANY OF THE PROBLEMS POLICE FACE TODAY ARE THE RESULT OF POOR MANAGEMENT DECISIONS AND POLICY CHOICES THAT WERE MADE EARLIER IN THE CRIMINAL JUSTICE SYSTEM. NOW, WE'RE PAYING THE CONSEQUENCES.)

FOR EXAMPLE, AS CRIME BEGAN TO INCREASE OVER THE LAST SEVERAL YEARS, THE PUBLIC, AND CRIMINAL JUSTICE PROFESSIONALS, BEGAN TO PRIORITIZE CRIMES--TO GIVE SOME CRIMES MORE "STATUS" THAN OTHERS. HOMICIDE, RAPE AND ROBBERY MOVED UP THE LIST, WHILE SUCH CRIMES AS PUBLIC DISORDERS, ABANDONED CARS, PROSTITUTION AND GAMBLING CAME DOWN. POLICE BEGAN TO PAY LESS ATTENTION TO THE SO-CALLED "HARMLESS" CRIMES--PUBLIC INTOXICATION, TRUANCY, LOITERING, SPITTING ON THE SIDEWALK. NOW WE HAVE LEARNED THAT SUCH "SIGNS OF DISORDER" CAN GENERATE INCREASED FEAR OF CRIME.

AND THEN, THERE WERE DRUGS.

IN THE 1960s, AS PRESSURES WERE BUILDING ON THE CRIMINAL JUSTICE SYSTEM TO RELIEVE OVERLOADED COURT DOCKETS AND CROWDED JAILS BUT ALSO PAY MORE ATTENTION TO THE "MAJOR" CRIMES, THE SYSTEM PUT DRUG USE AND POSSESSION ON THE LOW END OF THE STATUS LIST, TOO. THEY WERE CONSIDERED "VICTIMLESS" CRIMES. THE DRUG LAWS STAYED ON THE BOOKS, BUT THEY WEREN'T VIGOROUSLY ENFORCED. AND THE REST, AS THEY SAY, IS HISTORY.

NOW, THE COUNTRY IS BEING ASKED TO DEBATE THE QUESTION OF MAKING ILLICIT DRUGS LEGAL. WE'RE BEING ASKED TO SURRENDER IN THE DRUG WAS.

I SAY THAT INSTEAD OF DE-CRIMINALIZING DRUGS, WE NEED TO RE-CRIMINALIZE THEM. I MENTIONED EARLIER THE LINK BETWEEN DRUG USE AND CRIME. LET'S GO AFTER THE DRUG USERS AND PUSHERS, NOT JUST WINK AT THEM.

IN EFFECT, THE BAD MANAGEMENT DECISIONS AND POLICY CHOICES THAT WERE MADE EARLIER--MANY OF THEM IN SUPPORT OF EXPRESSIONS OF

INDIVIDUAL FREEDOMS--CREATED AN ENVIRONMENT THAT ATTRACTED THE PREDATORY AND VIOLENT CRIME WE FACE TODAY. THE COLLECTIVE PUBLIC, DECISIONS TO PRIORITIZE CRIMES INADVERTENTLY RESULTED IN INCREASED CRIME LEVELS AND--OF GREAT IMPORTANCE TO POLICE MANAGERS TODAY--INCREASED PUBLIC FEAR OF CRIME.

YOU CAN SENSE THE FEAR OF CRIME WHEREVER YOU GO ACROSS THIS COUNTRY. PEOPLE FEEL VULNERABLE, THEY ARE AFRAID, AND IT HAS CHANGED THEIR DAILY LIFESTYLES.

IT ALSO HAS CHANGED THE WAY THEY THINK ABOUT PROTECTING THEMSELVES. THEY DON'T THINK THE POLICE HAVE THE RESOURCES OR THE CAPACITY TO MEET THEIR EXPECTATIONS FOR SAFETY. SO THEY SEEK SUBSTITUTES--BURGLAR ALARMS; NEIGHBORHOOD WATCH AND CRIME-STOPPER PROGRAMS; AND PRIVATE SECURITY.

MANAGING A REGION'S SECURITY ALREADY IS FRAGMENTED ENOUGH, AS YOU KNOW. YOU MAY NOT EVEN BE THE PRIMARY FORCE. THERE ARE SCHOOL POLICE, TRANSIT POLICE, PARK POLICE, AIRPORT POLICE--AND NOW, IN ADDITION TO ALL THAT, THERE'S PRIVATE POLICE. THAT WILL

PROVIDE ONE OF LAW ENFORCEMENT'S GREATEST CHALLENGES IN THE YEARS AHEAD.

IT USED TO BE (TEN OR MORE YEARS AGO) THAT PRIVATE SECURITY MEANT A SOLO NIGHT-WATCHMAN, OR A 'RENT-A-COP.' I WAS ONE, BACK IN THE SIXTIES, FOR BURNS INTERNATIONAL SECURITY. I WORKED AT TIFFANY'S, A BEATLES CONCERT, FOR MIA FARROW, AND OTHER LESS GLAMOROUS ASSIGNMENTS.

THE PRIVATE SECURITY INDUSTRY HAS EXPANDED ENORMOUSLY SINCE THEN AND IT ISN'T SLOWING DOWN. BY 1986 ESTIMATES, WE SPENT OVER \$26 BILLION ON PUBLIC LAW ENFORCEMENT AND TWICE AS MUCH (\$51 BILLION) ON PRIVATE SECURITY. PROJECTIONS ARE THAT PRIVATE SECURITY WILL GROW TWICE AS FAST AS PUBLIC LAW ENFORCEMENT.

PRIVATE SECURITY HAS TAKEN OVER A WIDE RANGE OF FORMER POLICE FUNCTIONS--CROWD CONTROL, THE TRANSFER OF PRISONERS, AND SECURITY FOR PARKS, SPORTING EVENTS, COURTHOUSES, HOSPITALS, LIBRARIES AND AIRPORTS.

AS THE INDUSTRY HAS GROWN, SO HAS ITS PROFESSIONALISM. IT

ATTRACTS MANY FORMER MEMBERS OF TRADITIONAL LAW ENFORCEMENT--

ROBERT MCGUIRE, FORMER NEW YORK CITY POLICE COMMISSIONER, NOW THE
CHAIRMAN OF PINKERTON SECURITY; AND BUD MULLEN, FORMER HEAD OF
THE FEDERAL DRUG ENFORCEMENT ADMINISTRATION, NOW RUNS A PRIVATE-
SECURITY FIRM IN NEW YORK.

THE NATIONAL INSTITUTE OF JUSTICE HAS IDENTIFIED SEVERAL
AREAS OF COOPERATION BETWEEN PUBLIC POLICE AGENCY AND PRIVATE
SECURITY OPERATIONS--BURGLAR ALARM SERVICE CALLS; EMPLOYEE THEFT;
SHOPLIFTING; WHITE-COLLAR CRIME; AND CERTAIN ANTI-TERRORISM
ACTIVITIES, LIKE AIRPORT SECURITY.

WE NEED TO DEVELOP BETTER INFORMATION-SHARING IN ALL THESE
AREAS. THERE ARE MANY OPPORTUNITIES TO MOVE IN THAT DIRECTION
RIGHT NOW, BUT ON BOTH SIDES, THERE'S A NATURAL TENDENCY TO
PROTECT YOUR OWN TURF. BUT A DEFENSIVE STANCE IS NOT NECESSARILY
THE MOST EFFECTIVE ONE IN THE LONG RUN. IN MANY CASES, BOTH
SIDES COULD DO A BETTER JOB IF THEY INTERACTED MORE, SHARING
INFORMATION AND IDEAS. IF THEY DON'T, TWO SEPARATE JUSTICE

SYSTEMS MIGHT DEVELOP.

PUBLIC POLICE AGENCIES HAVE ENJOYED PRE-EMINENCE IN THE LAW ENFORCEMENT FIELD FOR A LONG TIME--BUT NO LONGER. THEY HAVEN'T DONE ANYTHING WRONG; THEY STILL MAINTAIN THEIR CREDIBILITY.

BUT DEVELOPMENTS AND DECISIONS OUTSIDE POLICE DEPARTMENTS HAVE CREATED THE ENVIRONMENT IN WHICH YOU WORK TODAY, AND THE CHANGES THAT WE ARE SEEING IN SUCH AREAS AS PRIVATE SECURITY.

INCIDENTALLY, PRIVATIZATION IN THE CRIMINAL JUSTICE SYSTEM ISN'T CONFINED TO POLICING. IT'S TAKING PLACE IN THE COURTS AND IN CORRECTIONS, TOO. AND NOT JUST IN THE UNITED STATES.

MEANWHILE, THERE'S ONE SIGNIFICANT BENEFIT OF INCREASED PRIVATE SECURITY FOR POLICE AGENCIES. IT FREES-UP POLICE OFFICERS AND OTHER RESOURCES FOR DIFFERENT TYPES OF OPERATIONS.

SO DO THE RESULTS OF RESEARCH I MENTIONED EARLIER--RESEARCH SPONSORED BY NIJ THAT SHOWED THAT SOME TRADITIONAL POLICE OPERATIONS DIDN'T WORK THE WAY WE ALWAYS THOUGHT THEY DID. LET ME REVIEW HOW WE REACHED THOSE CONCLUSIONS AND WHAT THEY MEAN FOR

POLICE MANAGERS TODAY, BECAUSE THEY BEGAN AN EVOLUTION IN POLICE MANAGEMENT AND ORGANIZATION AND PRACTICE.

THERE WERE TWO POWERFUL, TRADITIONAL CONCEPTS THAT GUIDED OUR PROFESSION FOR A LONG TIME. ONE WAS THAT RANDOM PATROL DETERS CRIME. THE OTHER WAS THAT RAPID RESPONSE IS ESSENTIAL, BOTH TO FIGHT CRIME AND BUILD PUBLIC SUPPORT. THAT'S THE MAIN REASON WE WENT TO THE 911 SYSTEM.

RANDOM PATROL AND RAPID RESPONSE. BUT DO THEY ACTUALLY WORK?

WITH THAT SIMPLE QUESTION AND A SERIES OF EXPERIMENTS SPONSORED BY NIJ, THE EVOLUTION BEGAN. I DON'T CALL IT A REVOLUTION, BECAUSE THE CHANGES HAVE NOT YET PENETRATED THOROUGHLY INTO POLICE DEPARTMENTS AROUND THE COUNTRY. BUT CERTAINLY AN EVOLUTION HAS BEGUN IN POLICE MANAGEMENT. POLICING IS NOW INCREASINGLY KNOWLEDGE-DRIVEN. POLICE MANAGERS ARE SEEKING TO RUN THEIR AGENCIES AT THE HIGHEST LEVELS OF EFFECTIVENESS. THAT MEANS OPERATING ACCORDING TO THE RULE OF EVIDENCE, RATHER THAN THE RULE OF THUMB--EVIDENCE THAT HAS BEEN

ACCUMULATING FROM EXTENSIVE RESEARCH AND EXPERIMENTATION OVER THE PAST 15 YEARS.

WE BEGAN BACK IN THE 1970s WITH A SERIES OF INVESTIGATIONS INTO TRADITIONAL POLICE PATROL OPERATIONS, STARTING WITH THE PATROL FUNCTION, THAT WHICH EATS UP THE LARGEST PORTION OF MOST POLICE BUDGETS. WE WANTED TO KNOW, DOES RANDOM PATROLLING WORK? DOES IT, IN FACT, PREVENT CRIME? DOES IT MAKE CITIZENS FEEL MORE SECURE?

IN AN EXPERIMENT FUNDED BY NIJ IN KANSAS CITY, MISSOURI--AND CONDUCTED BY THE POLICE FOUNDATION--WE TESTED THE PRACTICE OF PREVENTIVE PATROL. THE CITY WAS DIVIDED INTO THREE SECTIONS. ONE HAD NO PREVENTIVE PATROL, AND POLICE ENTERED THAT AREA ONLY TO ANSWER SPECIFIC CALLS. THE SECOND HAD THE CUSTOMARY AMOUNT OF PATROL. AND THE THIRD HAD INCREASED PREVENTIVE PATROL.

THIS ARRANGEMENT LASTED FOR ONE YEAR, AND AT THE END OF THAT TIME, WE FOUND THAT NOBODY NOTICED. NOBODY NOTICED THESE CHANGES IN OPERATIONS BECAUSE THEY HAD MADE NO DIFFERENCE. THE PUBLIC'S

PERCEPTION OF SAFETY WASN'T AFFECTED AND NEITHER WAS THE CRIME RATE.

WE GOT SIMILAR RESULTS FROM SIMILAR EXPERIMENTS IN ST. LOUIS AND MINNEAPOLIS. IN FACT, WE FOUND THAT AS MUCH AS SIXTY PERCENT OF THE TIME OFFICERS SPENT ON PATROL DUTIES COULD BE SPENT ON OTHER POLICING ACTIVITIES--OBVIOUSLY, A TREMENDOUS SAVING OF POLICE ENERGY AND RESOURCES. ALTHOUGH WE HAVE ALL PROBABLY MADE SOME GOOD ARRESTS WHILE ENGAGED IN PREVENTIVE PATROL, AS AN OVERALL STRATEGY, IT TURNED OUT NOT TO AFFECT CRIME RATES OR PUBLIC PERCEPTION. WE STILL THOUGHT THAT RAPID-RESPONSE TIME WAS CRITICAL. IT HAS BEEN AXIOMATIC IN POLICING THAT THE FASTER THE RESPONSE TO A CALL, THE BETTER YOUR CHANCES OF APPREHENDING THE CRIMINAL AT THE SCENE, AND THE GREATER THE CITIZENS' SATISFACTION.

A LOT OF MONEY WAS BEING SPENT IN POLICE DEPARTMENTS AROUND THE COUNTRY TO ENSURE RAPID RESPONSE. BUT THE UNDERLYING ASSUMPTIONS HAD NEVER BEEN TESTED. SO NIJ AWARDED ANOTHER GRANT

TO THE KANSAS CITY POLICE DEPARTMENT TO ANALYZE HOW RESPONSE TIME ACTUALLY AFFECTED THE OUTCOME OF POLICE ACTIVITIES.

THIS TWO-YEAR STUDY FOUND THAT POLICE RESPONSE TIME WAS GENERALLY UNRELATED TO THE PROBABILITY OF MAKING AN ARREST OR LOCATING A WITNESS. IT WASN'T POLICE RESPONSE TIME THAT MATTERED; IT WAS THE TIME IT TOOK CITIZENS TO REPORT A CRIME IN THE FIRST PLACE. FOR EXAMPLE, A HOMEOWNER RETURNING FROM VACATION AND DISCOVERING THAT HIS HOUSE HAD BEEN BURGLARIZED, HOURS OR EVEN DAYS EARLIER. DOES POLICE RESPONSE TIME REALLY MATTER? WHAT ARE THE POLICE GOING TO FIND WHEN THEY GET THERE? FURTHERMORE, RAPID RESPONSE HAD LITTLE TO DO WITH PUBLIC SATISFACTION.

WE WONDERED, THEN, WHAT WOULD HAPPEN IF POLICE DIFFERENTIATED AMONG CALLS--PROVIDING RAPID RESPONSE FOR THE SMALL PERCENTAGE OF CALLS THAT WERE CRITICAL AND SLOWER RATES OF RESPONSE FOR NON-EMERGENCY CALLS. WE TRIED A SYSTEM LIKE THAT IN WILMINGTON, DELAWARE, AND OTHER CITIES, INCLUDING SUCH NEW

PRACTICES AS SCHEDULING APPOINTMENTS FOR VISITS TO CRIME SCENES, OR INVITING COMPLAINANTS TO COME INTO THE POLICE STATION TO MAKE THEIR REPORTS.

THE RESULTS? NO INCREASE IN CRIME RATES. THE CITIZENS WERE SATISFIED. AND THE POLICE HAD MORE MANPOWER AVAILABLE TO USE IN OTHER WAYS.

SO, OUR TWO MOST DEEPLY-ROOTED PATROL PRACTICES HAVE TURNED OUT TO BE INVALID, EVEN COUNTER-PRODUCTIVE. WE HAD ALWAYS ASSUMED THAT RANDOM PATROL AND RAPID RESPONSE DETERRED CRIME. BUT THEY CAN HAVE EXACTLY THE REVERSE EFFECT BECAUSE OF THE DRAIN ON MANPOWER. WHEN A REAL EMERGENCY CALL COMES IN OVER THE 911 LINE, POLICE MIGHT NOT BE ABLE TO RESPOND QUICKLY IF THEY ARE BUSY ANSWERING OTHER NON-EMERGENCY CALLS.

ESTABLISHING THE 911 SYSTEM WAS A CONTRADICTIONARY MOVE. IT REALLY WASN'T THOUGHT THROUGH VERY WELL FROM THE PERSPECTIVE OF POLICE MANAGEMENT. WITH 911, WE DELEGATE THE MANAGEMENT OF POLICE RESOURCES TO WHOEVER IS CALLING IN ON THE OTHER END OF THE

LINE.

WELL, IF POLICE SHOULD NOT BE ENGAGED IN RANDOM PATROL AND RAPID RESPONSE TO EVERY CALL FOR SERVICE, WHAT SHOULD THEY DO? CHANGING CONVENTIONAL PATROL OPERATIONS, ALONG WITH THE GROWTH OF THE PRIVATE SECURITY INDUSTRY, FREES-UP OFFICERS AND RESOURCES FOR MORE CONSTRUCTIVE POLICING.

A PROJECT CONDUCTED FOR NIJ BY THE POLICE FOUNDATION IN NEWARK, NEW JERSEY AND HOUSTON, TEXAS DEMONSTRATED ONE POSSIBILITY. IT SHOWED THAT POLICE CAN SUBSTANTIALLY REDUCE A COMMUNITY'S FEAR OF CRIME AND INCREASE CITIZENS' SECURITY BY SEEKING A CLOSER BOND WITH THE NEIGHBORHOODS THEY SERVE. AND THEY CAN DO THIS WITHOUT SUBSTANTIALLY INCREASING PERSONNEL OR SPENDING--THROUGH SUCH STRATEGIES AS ESTABLISHING POLICE MINICENTERS IN SOME AREAS, OR DOOR-TO-DOOR CONTACTS WITH RESIDENTS OR BUSINESSES TO IDENTIFY LOCAL PROBLEMS.

NIJ'S RESEARCH ON A COMMUNITY'S RESPONSE TO CRIME AND FEAR HAS REINFORCED THE VIEW THAT BOTH POLICE AND CITIZENS ACTING

TOGETHER CO-PRODUCE THE LEVEL OF SAFETY AND SECURITY IN A COMMUNITY. INFORMAL SOCIAL CONTROL AND CITIZEN ACTIONS IN SUPPORT OF THE POLICE CAN BE INSTRUMENTAL IN REDUCING BOTH THE INCIDENCE AND THE THREAT OF CRIME.

NIJ RESEARCH ALSO HAS SHOWN THAT CITIZENS ACTIONS OFTEN ARE CRITICAL IN INFLUENCING CRIMINAL JUSTICE OUTCOMES. WHEN CITIZENS ARE WILLING TO REPORT CRIME, IDENTIFY SUSPECTS AND TESTIFY IN COURT, POLICE EFFORTS ARE MORE LIKELY TO BE EFFECTIVE OVERALL.

FURTHER, OUR RESEARCH HAS ALSO SHOWN THAT FEAR OF CRIME CAN BE REDUCED IN A COMMUNITY WHEN POLICE ADDRESS THE SIGNS OF DISORDER SUCH AS LITTER, ABANDONED CARS, EVIDENCE OF ALCOHOL AND DRUG ABUSE, AND LOITERING GROUPS--THE VERY TYPES OF SITUATIONS THAT WERE ASSIGNED LOW PRIORITIES THROUGH BAD POLICY DECISIONS EARLIER. IN SHORT, WHEN POLICE AND CITIZENS WORK TOGETHER TO DEAL WITH CRIME, DISORDER AND FEAR, THE RESULTS THEY ACHIEVE ARE GREATER THAN THE SUM OF THEIR INDIVIDUAL EFFORTS.

BUILDING ON WHAT WE LEARNED ABOUT CLOSER INVOLVEMENT WITH

THE COMMUNITY AND INCREASED OPERATIONAL EFFECTIVENESS, POLICE RESEARCH TOOK ANOTHER IMPORTANT STEP FORWARD IN TESTING A NEW CONCEPT THAT WE CALL PROBLEM-ORIENTED POLICING. IT IS A PHILOSOPHY OF POLICING AS WELL AS A SET OF TECHNIQUES AND IT CAN BE APPLIED TO WHATEVER TYPE OF PROBLEM IS CONSUMING POLICE RESOURCES.

WHILE TRADITIONAL POLICING REGARDS CALLS FOR HELP OR SERVICE AS SEPARATE INCIDENTS OR EVENTS TO BE PROCESSED BY TRADITIONAL METHODS, PROBLEM-ORIENTED POLICING ANALYZES GROUPS OF INCIDENTS. THEN, OFFICERS DRAW UPON A WIDE VARIETY OF PUBLIC AND PRIVATE RESOURCES TO HELP SOLVE THE PROBLEM.

(EXAMPLES - NEWPORT NEWS - ROLLER-RINK; TRANSVESTITES)

THE PROBLEM-ORIENTED APPROACH GIVES POLICE MORE SCOPE TO USE THEIR EXPERIENCE AND CREATIVITY IN SOLVING COMMUNITY PROBLEMS. AND IT IS TRULY PREVENTIVE POLICING, IN CONTRAST TO THE SO-CALLED "PREVENTIVE" PATROL.

AS I SAID, PROBLEM-ORIENTED POLICING CAN BE APPLIED TO JUST

ABOUT ANY KIND OF COMMUNITY PROBLEM. TAKE THE PROBLEM OF REPEAT CALLS FOR SERVICE. NIJ FUNDED A STUDY IN MINNEAPOLIS THAT ANALYZED REPEAT CALLS TO SEE IF IT COULD DISCOVER PATTERNS. WE FOUND THAT SIXTY-FOUR PERCENT OF THE CALLS POLICE RECEIVED CAME FROM JUST FIVE PERCENT OF THE ADDRESSES IN THE CITY.

IN ONE CASE, A BURGLAR ALARM AT ONE ADDRESS WENT OFF ABOUT SEVENTY-FIVE TIMES DURING THE YEAR. WHENEVER POLICE APPEARED ON THE SCENE, THERE WAS NEVER ANY SIGN OF TROUBLE. WHAT THE STUDY TURNED UP WAS THE FACT THAT THE ALARM WAS GOING OFF NEARLY EVERY DAY AROUND THE SAME TIME, 5:30 OR 5:45 A.M. THE WOULD-BE BURGLAR TURNED OUT TO BE A BUNDLE OF NEWSPAPERS THAT WAS BEING THROWN AGAINST THE FRONT DOOR AT THAT TIME.

SPEAKING OF FALSE ALARMS, I UNDERSTAND THAT 95 PERCENT OF THE CALLS THE LAPD RESPONDS TO ARE FALSE, INCLUDING TOP-PRIORITY ROBBERIES AND LOWER-PRIORITY BURGLARIES--SO YOU ARE WELL AWARE OF HOW SUCH PROBLEMS CAN DEplete YOUR RESOURCES.

THE FINDINGS OF THE MINNEAPOLIS STUDY DEMONSTRATE THE REAL

NEED FOR POLICE MANAGERS TO ANALYZE THEIR WORKLOADS MORE CAREFULLY AND IDENTIFY THE CHRONIC CALLERS THAT TIE-UP A LARGE PROPORTION OF YOUR RESOURCES.

AND AS MANAGERS, YOU HAVE TO UNDERSTAND YOUR COMMUNITY--THE RICH AND POOR, THEIR NEEDS AND INTERESTS, WHICH ARE NOT NECESSARILY THE SAME WHEN IT COMES TO WHAT THEY EXPECT FROM THEIR POLICE.

AS THE EVOLUTION IN POLICE MANAGEMENT GOES FORWARD, MANAGEMENT STRUCTURES MAY HAVE TO CHANGE. WE'RE TRYING NEW APPROACHES RIGHT NOW IN HOUSTON, TEXAS AND MADISON, WISCONSIN. POLICE MAY HAVE TO ESTABLISH DIFFERENT KINDS OF RELATIONSHIPS-- DIFFERENT WAYS OF COMMUNICATING; DIFFERENT ACCOUNTABILITIES.

BUT THE BASIC MESSAGE OF POLICE RESEARCH IS CLEAR. WE NEED TO BE WILLING TO TEST TRADITION--AND BREAK FROM IT, IF NECESSARY--TO MAINTAIN EFFICIENT AND EFFECTIVE POLICE OPERATIONS.

AS I WIND DOWN THESE REMARKS, I WANT TO MENTION SOME OTHER AREAS OF CURRENT INTEREST WITH REGARD TO POLICING AND RESEARCH.

FIRST, LESS-THAN-LETHAL-WEAPONS--A VITAL ISSUE OF DEEP CONCERN TO THE POLICE COMMUNITY.

HERE IN L.A., YOU USE THE TASER AND CHEMICAL SPRAYS IN THE NON-LETHAL CATEGORY. BUT THE SUCCESS RATE OF TASER IS ONLY ABOUT FIFTY PERCENT.

WE NEED A WEAPON THAT CAN SUPPLEMENT THE FIREARM; ONE THAT WILL PUT PEOPLE OUT OF ACTION, WHEN NECESSARY, WITHOUT KILLING THEM. WE NEED TO MOVE PAST THE POINT WHERE, IN AN EMERGENCY, THE POLICE OFFICER IS FORCED TO DELIVER A DEATH SENTENCE.

THE REVOLVER HAS BEEN AROUND FOR ABOUT ONE-HUNDRED AND FIFTY YEARS AND HASN'T CHANGED MUCH DURING THAT TIME. FOR MANY LAW ENFORCEMENT PURPOSES, IT'S OBSOLETE AND DANGEROUS--AS MUCH SO AS IF OFFICERS HAD TO DRIVE ANTIQUE CARS. IT BELONGS TO THE HORSE-AND-CARRIAGE AGE, NOT TO THE PRESENT.

LOOK AT HOW OTHER TECHNOLOGIES HAVE CHANGED. DOCTORS WHO USED TO TELL PATIENTS TO BITE THE BULLET NOW CAN TELL THEM TO INHALE THE ANESTHETIC. ENGINEERS DON'T HAVE TO FIDDLE WITH SLIDE

RULES ANYMORE, SINCE THE INVENTION OF CALCULATORS, NOT TO MENTION COMPUTERS. EVEN BASKETBALL HAS ADVANCED WITH THE INVENTION OF THE UNBREAKABLE BACKBOARD.

WHY HAVEN'T THE POLICE? WHY DON'T WE HAVE AN ALTERNATIVE TO THE REVOLVER? WHY CAN'T WE USE FORCE THAT ISN'T DEADLY?

THE ANSWER IS SIMPLE. NOBODY HAS DONE THE RESEARCH. NOBODY HAS DONE THE TESTING. THE LAST TESTING OF LESS-THAN-LETHAL WEAPONS WAS DONE BACK IN 1974. BUT CONGRESS CUT OFF THE INVESTMENT IN HARDWARE TESTING BECAUSE A LOT OF PEOPLE CALLED SAYING IT WAS A BAD IDEA. CONGRESS NEVER HEARD FROM PEOPLE WHO TOLD THEM ABOUT THE MERITS OF THIS WORK.

SO UNTIL 1986, NOTHING WAS DONE. THEN, AT THE REQUEST OF ATTORNEY GENERAL ED MEESE, NIJ HELD A CONFERENCE ON LESS-THAN-LETHAL WEAPONS. WE BROUGHT TOGETHER LAW ENFORCEMENT OFFICERS AND SCIENTISTS AND TECHNICIANS.

SINCE THEN, NIJ HAS INVESTED \$55,000 IN EXPLORATORY RESEARCH. WE KNOW ABOUT SIX POTENTIALLY SUITABLE COMPOUNDS THAT

MAY BE EFFECTIVE AND SAFE IN STOPPING HUMAN BEINGS RELATIVELY QUICKLY.

BUT THE NEXT STAGE--DOING THE TESTING--WILL TAKE AN INVESTMENT UP TO TEN MILLION DOLLARS. THAT'S HALF OF NIJ'S ENTIRE BUDGET. IT'S FAR MORE THAN OUR AGENCY CAN AFFORD TO SPEND ON LESS-THAN-LETHAL WEAPONS DEVELOPMENT.

MEANWHILE, WITH OUR HORSE-AND-CARRIAGE AGE WEAPONS, WE CONTINUE TO PAY A HIGH PRICE IN LIVES LOST, MONEY WASTED AND CAREERS RUINED. I'M HOPEFUL THAT WITH THE HELP OF THE POLICE PROFESSION NATIONWIDE, WE CAN BRING THIS ISSUE TO THE LEVEL OF NATIONAL PRIORITY THAT IT TAKES TO GET THE JOB DONE.

ANOTHER AREA OF INTEREST--FORENSICS.

THERE'S REAL PROMISE IN DNA IDENTIFICATION FOR USE IN POLICE WORK. ALTHOUGH IT HAS BEEN ACCEPTED IN CIVIL COURTS IN PATERNITY CASES, ITS ACCEPTANCE IN CRIMINAL CASES HAS PROCEEDED SLOWLY BECAUSE OF UNFAMILIARITY AND DIFFICULTY WITH THE MEDICALLY-RELATED TECHNIQUES INVOLVED.

BUT IT'S CLEAR THAT THE UNIQUENESS OF DNA'S PATTERNS AND ITS POTENTIAL FOR NEAR-ABSOLUTE IDENTIFICATION OF INDIVIDUALS BY BIOLOGICAL EVIDENCE HOLDS SIGNIFICANT PROMISE FOR INVESTIGATORS-- IN SEXUAL ASSAULT CASES, FOR EXAMPLE.

NIJ IS SUPPORTING RESEARCH TO SIMPLIFY CURRENT DNA PROBE TECHNOLOGIES AND DEMONSTRATE THEIR VALIDITY. THE USE OF NEW TECHNOLOGIES SHOULD ELIMINATE THE NEED FOR LARGE SAMPLE SIZES FOR IDENTIFICATION OF BLOOD OR OTHER EVIDENCE.

THEN THERE'S THE PROBLEM OF VOICE IDENTIFICATION.

SOMETIMES, VOICE SAMPLES ARE THE ONLY EVIDENCE LINKING OFFENDERS TO THEIR CRIMES--TERRORISTS, EXTORTIONISTS, WHITE-COLLAR CRIMINALS. POLICE NOW CAN COLLECT VOICE SAMPLES FROM A WIDE VARIETY OF SOURCES--TELEPHONES, ANSWERING MACHINES, OTHER RECORDING DEVICES, THE NEWS AND ENTERTAINMENT MEDIA, AND RECORDINGS THAT INVESTIGATORS OBTAIN WHILE THEY ARE LAWFULLY GATHERING EVIDENCE. IF WE COULD DETECT AND VERIFY THE IDENTITY OF THESE VOICES, IT WOULD GIVE LAW ENFORCEMENT A POWERFUL

INVESTIGATIVE TOOL AS WELL AS OBJECTIVE EVIDENCE.

THE USE OF FORENSIC VOICE IDENTIFICATION IS WIDESPREAD, BUT ITS AVAILABILITY TO LAW ENFORCEMENT HAS BEEN LIMITED BY ITS SLOW GROWTH AND THE HIGHLY-SPECIALIZED TRAINING THAT IS REQUIRED. ONLY A HANDFUL OF QUALIFIED PERSONS AND AGENCIES CAN PROVIDE THE SERVICE NOW.

IN LOS ANGELES COUNTY, NIJ IS WORKING WITH THE SHERIFF'S DEPARTMENT ON A PROJECT CALLED CAVIS--THAT MEANS COMPUTER-ASSISTED VOICE IDENTIFICATION SYSTEM. IT'S A RESEARCH PROJECT TO DEVELOP AN AUTOMATED, COMPUTERIZED SYSTEM CAPABLE OF COMPARING AND IDENTIFYING RECORDED UNKNOWN VOICES IN CRIMINAL CASES--FROM LEWD AND THREATENING PHONE CALLS TO KIDNAPPING, EXTORTION AND MURDER.

ALTHOUGH WE NEED TO DO FURTHER RESEARCH IN THIS AREA, THE PROJECT--A PARTNERSHIP OF FEDERAL, LOCAL AND SCHOLARLY ACADEMIC RESEARCH--IS AN EXAMPLE OF PRACTICAL RESEARCH IN A REAL-WORLD

- LABORATORY THAT PRODUCES POLICY-RELEVANT RESULTS.

IT ALSO DEMONSTRATES, ALONG WITH DNA, THE IMPORTANT ROLE THAT SCIENCE AND TECHNOLOGY ARE PLAYING AND ARE GOING TO PLAY EVEN MORE IN POLICE MANAGEMENT AND PRACTICE. THEY WILL BE KEY FACTORS IN THE POLICY DECISIONS POLICE MANAGERS MAKE. THERE WILL BE MORE SCIENTIFIC CERTAINTY IN INVESTIGATIONS AND MORE SCIENCE-ORIENTED TESTIMONY IN COURT, WITH LESS RELIANCE ON EYEWITNESSES.

FINALLY, LET ME GET BACK TO DRUGS--THE NUMBER ONE PROBLEM FOR POLICE TODAY--AND PUT IT IN TERMS OF A POLICY QUESTION:

IS THERE AN INEXPENSIVE WAY TO KEEP A HIGHLY-ACTIVE CRIMINAL OFF NARCOTICS, REDUCE THE NUMBER OF CRIMES HE COMMITS, AND SLOW DOWN THE CROWDING OF OUR JAILS? IS IT POSSIBLE TO DO ALL THAT WITHIN EXISTING RESOURCES?

IN A WORD, THE ANSWER IS "YES."

I SAID EARLIER THAT RESEARCH SPONSORED BY NIJ HAS ESTABLISHED A CLEAR AND STRONG LINK BETWEEN DRUG ABUSE AND CRIME. STUDIES ON CRIMINALS WHO WERE HEROIN ADDICTS SHOWED THAT THEY COMMITTED FOUR TO SIX TIMES MORE CRIMES WHEN THEY WERE USING

DRUGS THAN WHEN THEY WERE NOT.

WE TRANSLATED THOSE FINDINGS INTO A POSITIVE PROGRAM THAT ACHIEVES ALL THE OBJECTIVES I JUST LISTED. IT'S PRE-TRIAL DRUG TESTING.

WE SPONSORED RESEARCH--INITIALLY IN THE WASHINGTON, D.C. COURT SYSTEM--THAT CREATED A PRE-TRIAL TESTING PROCEDURE. IT IDENTIFIES DRUG-USERS ARRESTED ON CRIMINAL CHARGES AND GIVES JUDGES THE CHOICE OF RELEASING THEM ON BAIL--ON THE CONDITION THAT THEY REMAIN DRUG-FREE PENDING TRIAL.

THE PROGRAM HAS PRODUCED SOME DRAMATICALLY-POSITIVE RESULTS. IT REDUCED THE DEMAND FOR DRUGS BY THE CRIMINALS CHARGED, BECAUSE THEY KNEW THEY HAD TO STAY CLEAN OR GO TO JAIL. AND IT REDUCED THE NUMBER OF PRE-TRIAL ARRESTS FOR OTHER CRIMES BY 50 PERCENT FOR THOSE WHO STAYED IN THE PROGRAM.

IT'S LIKE THE OLYMPICS, WHERE A WINNING ATHLETE CAN LOSE HIS OR HER MEDAL IF TESTING SHOWS THE USE OF DRUGS. IF IT WORKS IN THE OLYMPICS, WHY NOT IN THE CRIMINAL JUSTICE SYSTEM?

WE'RE NOW APPLYING THE WASHINGTON EXPERIMENT TO 20 OTHER CITIES. I UNDERSTAND THAT INFORMATION ABOUT A DEFENDANT'S USE OF DRUGS IS NOT USED IN LOS ANGELES AS A CONDITION OF RELEASE OR BOND AS IT IS IN THE WASHINGTON, D.C. COURT. MAYBE IT SHOULD BE. THAT'S A POLICY DECISION FOR THE LOCAL CRIMINAL JUSTICE SYSTEM TO MAKE.

WELL, I'VE TALKED A LONG TIME AND COVERED A LOT OF TERRITORY. I SAID AT THE BEGINNING THERE WAS A LOT TO TALK ABOUT.

THERE'S ALSO A LOT I'VE UNCOVERED--SERIAL MURDERS, HOSTAGE NEGOTIATIONS, WHITE-COLLAR CRIME--BUT I THINK WE'RE READY TO OPEN THIS UP FOR QUESTIONS AND DISCUSSIONS. I WANT TO HEAR FROM YOU, BECAUSE WE GET OUR RESEARCH IDEAS FROM PEOPLE LIKE YOU IN THE FIELD, WHERE THE RESULTS OF OUR WORK EVENTUALLY ARE APPLIED.

I'VE TRIED TO FOCUS MY REMARKS TODAY ON POLICE MANAGEMENT, AND TO UNDERScore THE IMPORTANCE OF TWO ELEMENTS THAT ARE VITAL TO EFFECTIVE POLICE MANAGEMENT TODAY AND ARE GOING TO BECOME EVEN

MORE SO--PROFESSIONAL RESEARCH AND SOUND POLICY DECISIONS. THEY WORK TOGETHER.

I'VE GIVEN YOU A NUMBER OF THEMES TO THINK ABOUT WHEN YOU CONSIDER NATIONAL TRENDS AND DEVELOPMENTS IN LAW ENFORCEMENT, BUT WHAT THEY ALL COME DOWN TO IS THIS:

AS POLICE MANAGERS, YOU NEED ALL THE INPUT YOU CAN GET TO HELP YOU MAKE INFORMED POLICY CHOICES IN THE VOLATILE ENVIRONMENT IN WHICH YOU OPERATE. THAT'S THE CONTRIBUTION THAT POLICY-RELEVANT RESEARCH MAKES.

POLICE DESERVES A LOT OF CREDIT FOR THEIR ADVANCES IN RECENT YEARS, AND NOWHERE MORE SO THAN IN LOS ANGELES. THE LAPD IS IN THE FOREFRONT OF MODERN POLICE MANAGEMENT, ORGANIZATION AND PRACTICE. FROM THE OLYMPICS FOUR YEARS AGO TO PROJECT DARE, YOU'VE DEMONSTRATED WHAT THE BEST IS ALL ABOUT.

RESEARCH IN POLICING HAS COME A LONG WAY, TOO. WHEN WE REMEMBER THAT IT BEGAN SYSTEMATICALLY LESS THAN FIFTEEN YEARS AGO, THE PROGRESS IS EVEN MORE IMPRESSIVE. IN FACT, NIJ HAS COME

SO FAR IN SUCH A SHORT TIME THAT A WASHINGTON JOURNAL NOW LISTS US AS A "THINK TANK" AND NOT JUST ANOTHER GOVERNMENT AGENCY. IN WASHINGTON, THAT MEANS SOMETHING!

IN POLICE MANAGEMENT AND RESEARCH, WE HAVE COME FAR AND WE HAVE FAR TO GO. I'M VERY CONFIDENT THAT, BASED ON THE KNOWLEDGE AND THE LESSONS OF THE PAST, MODERN POLICE LEADERSHIP WILL MEET THE CHALLENGES OF MODERN LAW ENFORCEMENT.

GOOD LUCK, AND THANK YOU.