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REMARKS BY THE HONORABLE JAMES K. STEWART  
DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE  
TO THE  
POLICE EXECUTIVE RESEARCH FORUM ANNUAL MEETING  
WASHINGTON, D.C.  
MAY 17, 1988

NCJRS

OCT 14 1988

ACQUISITIONS

THANK YOU, [DARRELL STEPHENS OR CHIEF NEIL BEHAN].

O [ACKNOWLEDGE FELLOW PANELISTS: STEVE SCHLESINGER  
AND CHARLES SMITH]

IT'S GOOD TO BE BACK HERE TODAY TO SPEAK WITH ALL OF YOU AT  
PERF'S ANNUAL MEETING. DURING MY FIRST TRIP TO WASHINGTON, YEARS  
AGO, I SPOKE TO PERF AS A REPRESENTATIVE OF THE POLICE MANAGEMENT  
ASSOCIATION. SINCE THEN PERF HAS PLAYED A CRITICAL ROLE IN THE  
DEVELOPMENT OF OUR PROFESSION.

[ACKNOWLEDGMENTS]

O DARYL GATES  
O AL ANDREWS  
O PAT FITZSIMONS

NIJ HAS CULTIVATED A STRONG RELATIONSHIP WITH PERF OVER THE  
YEARS. DURING THAT TIME WE HAVE SEEN AN EVOLUTION IN POLICE  
MANAGEMENT WHICH PERF HAS BEEN INSTRUMENTAL IN BRINGING ABOUT.  
THAT EVOLUTION BEGAN WITH THE KANSAS CITY EXPERIMENT IN THE '70S  
-- THE STUDY THAT KNOCKED THE FOUNDATIONS OUT FROM UNDER ONE OF  
OUR MOST DEEPLY HELD ASSUMPTIONS IN POLICING: THE NECESSITY OF

RANDOM "PREVENTIVE" PATROL.

THE KANSAS CITY EXPERIMENT, AND OTHERS LIKE IT, SHOWED THAT RANDOM PATROL WASN'T EFFECTIVE IN PREVENTING CRIME. THE NEXT STEP WAS TO ASK: HOW SHOULD POLICE BE USING THEIR MANPOWER? PERF PROVIDED THE BEST ANSWER THROUGH THE DIFFERENTIAL POLICE RESPONSE EXPERIMENT CONDUCTED IN WILMINGTON -- A PROJECT THAT DEVELOPED AND FIELD-TESTED A MODEL OF HOW POLICE DEPARTMENTS CAN USE MANPOWER AND OTHER RESOURCES FAR MORE EFFECTIVELY, WITH NO DECREASE IN PUBLIC SATISFACTION.

THEN CAME THE PROBLEM-ORIENTED POLICING STUDY WHICH NIJ FUNDED AND WHICH WAS CONDUCTED UNDER DARRELL STEPHENS' TENURE AS CHIEF OF POLICE IN NEWPORT NEWS. CHIEF STEPHENS TURNED HIS DEPARTMENT INTO A LABORATORY FOR TESTING THIS SYSTEM OF POLICING -- WHICH DEMONSTRATED HOW POLICE CAN REDUCE THEIR WORKLOAD, REDUCE CRIME RATES, AND SOLVE LOCAL PROBLEMS MORE EFFECTIVELY. AS THE NEWPORT NEWS STUDY SHOWED, PROBLEM-ORIENTED POLICING OFFERS US A METHOD OF POLICING THAT IS TRULY PREVENTIVE -- IN

CONTRAST TO TRADITIONAL SO-CALLED "PREVENTIVE" PATROL.

WHEN WE REMEMBER THAT SYSTEMATIC RESEARCH ON POLICING BEGAN LESS THAN FIFTEEN YEARS AGO, THE PROGRESS HAS BEEN IMPRESSIVE. PERF HAS PLAYED AN IMPORTANT ROLE DURING THIS PERIOD NOT ONLY IN HELPING TO DEVELOP AND TEST NEW IDEAS BUT ALSO AS AN INSTRUMENT OF CHANGE, HELPING TO PROMOTE THE ACCEPTANCE AND USE OF RESEARCH FINDINGS IN DEVELOPING MORE EFFECTIVE POLICE POLICIES AND PROCEDURES.

WE ARE NOW IN A POSITION TO EVALUATE POLICE BEHAVIOR IN A PROFESSIONAL, OBJECTIVE MANNER. LIKE OTHER PROFESSIONS, WE ARE DEVELOPING THE CAPABILITY TO POLICE OURSELVES, WE ARE TAKING THE INITIATIVE TO EXAMINE AND ADVANCE OUR PROFESSION. A CASE IN POINT IS THE PERF STUDY OF THE EFFECTS OF THE SUPREME COURT'S U.S. V. LEON DECISION ON POLICE SEARCH WARRANT PRACTICES. (THE STUDY CONFIRMED THE SUPREME COURT'S PREDICTION THAT POLICE WOULD CONTINUE TO ACT IN GOOD FAITH, BEHAVING IN A CONSTITUTIONALLY CORRECT AND PROFESSIONAL MANNER.)

RESEARCH IS VITAL TO OUR ADVANCEMENT AS A PROFESSION. WE NEED TO BE WILLING TO TEST TRADITION -- AND TO BREAK FROM IT, IF NECESSARY -- IN ORDER TO FUNCTION BETTER. UNTESTED POLICIES MAY BE INVALID POLICIES. BY EMPIRICALLY TESTING THEM, WE CAN SEPARATE GOOD POLICE PRACTICES FROM BAD. BY PUBLICIZING OUR RESEARCH RESULTS, WE GIVE POLICE ADMINISTRATORS THE FACTS THEY NEED TO INITIATE AND JUSTIFY POLICY CHANGES.

WE'VE MADE PROGRESS. BUT LOOMING OVER US ARE PROBLEMS OF SUCH URGENCY THAT WE CAN'T AFFORD TO BE COMPLACENT. IT'S TIME FOR PERF TO FORGE AHEAD, TO BECOME MORE AGGRESSIVE, AND EVEN MORE ACTIVELY INVOLVED IN CRIME PREVENTION RESEARCH. WE MUST AGGRESSIVELY SEEK CURES FOR CRIME IN THE SAME MANNER THAT DOCTORS SEEK CURES FOR DISEASE -- THROUGH INVESTIGATION AND EXPERIMENTATION.

RESEARCH SHOULD BE A PART OF THE DAY-TO-DAY BUSINESS OF EVERYONE IN THIS ROOM. AND BY THAT I MEAN RESEARCH THAT CONTRIBUTES SIGNIFICANTLY TO NEW IMPROVED METHODS OF POLICING.

YOU ARE THE LEADERS OF AMERICA'S POLICE. YOU ARE THE ELITE. YOU HAVE THE TRAINING, THE (PROFESSIONAL) EXPERTISE, AND THE PRESTIGE TO FOCUS NATIONAL ATTENTION ON POLICING NEEDS AND PROBLEMS.

THE CHALLENGE I WANT TO ISSUE TODAY FOR US TO THINK ABOUT IS: NIJ AND PERF NEED TO DO MORE TO RESEARCH AND DEBATE THE ISSUES; TO UNDERTAKE A NEW OFFENSIVE, TO FOCUS ATTENTION ON THE CRUCIAL ISSUES FACING THE POLICE PROFESSION.

I'D LIKE TO ZERO IN ON TWO PARTICULAR AREAS OF CONCERN. ONE IS THE TRULY OVERWHELMING PROBLEM OF DRUGS. IT REPRESENTS ONE OF THE GREATEST CHALLENGES THAT THE POLICE HAVE EVER FACED -- AND ONE OF THE GREATEST CHALLENGES TO COMMUNITY SECURITY. AT THE RECENT U.S. CONFERENCE OF MAYORS MEETING HERE IN WASHINGTON, THERE WAS A SENSE OF REAL DESPERATION ON THE PART OF MANY OF THE NATION'S MAYORS OVER WHAT DRUGS ARE DOING TO OUR CITIES.

OBVIOUSLY THE POLICE ALONE CANNOT "SOLVE" THE DRUG PROBLEM -- ITS TENTACLES REACH TOO DEEPLY INTO TOO MANY ASPECTS OF

COMMUNITY LIFE. BUT SURELY, SURELY, RESEARCH COULD IMPROVE OUR UNDERSTANDING OF THE PROBLEM AND OUR TECHNIQUES FOR DEALING WITH IT. IT IS PARTICULARLY IMPORTANT THAT WE LEARN MORE ABOUT THE WAYS IN WHICH POLICE AND CITIZENS WORKING TOGETHER CAN REDUCE THE IMPACT OF DRUGS IN OUR NEIGHBORHOODS AND COMMUNITIES. WITH MEDIA AND PUBLIC ATTENTION AT AN ALL TIME HIGH, AN OPPORTUNITY EXISTS FOR US TO FORM A GRASSROOTS PARTNERSHIP WITH THE COMMUNITIES WE PROTECT. THE ENORMITY OF THE PROBLEM CAN BRING THE CITIZENRY AND THE POLICE TOGETHER LIKE NEVER BEFORE. DRUGS NEED TO BE ADDRESSED IN TERMS OF A PROBLEM-ORIENTED APPROACH THAT INVOLVES POLICE, THE COMMUNITY GROUPS, AND OTHER MUNICIPAL AGENCIES.

YET WE AREN'T HEARING ABOUT THE NEED FOR RESEARCH TO FIGHT DRUGS. TODAY THERE'S A 500 MILLION DOLLAR ANTI-DRUG BILL IN THE SENATE -- S.2205, THE ANTI-DRUG ABUSE ACT OF 1988. [IT HAS 72 CO-SPONSORS AS OF 5/13]. DO YOU KNOW HOW MUCH MONEY IN THAT BILL IS APPROPRIATED FOR RESEARCH AND DEVELOPMENT? [FOR STATE AND LOCALS? - THERE IS PLENTY FOR TECHNOLOGICAL INTERDICTION RESEARCH



TO HELP FEDERALERS.]

WHY ARE WE NEGLECTING CRIMINAL JUSTICE RESEARCH? WHAT WOULD THE PENTAGON'S REACTION BE IF OUR NATION'S DEFENSE BUDGET DIDN'T INCLUDE FUNDS FOR R & D? WELL, OUR PRESENT WAY OF OPERATING NEGLECTS THE "DOMESTIC DEFENSE." THE NEED FOR RESEARCH INTO PUBLIC SAFETY IS VITAL -- YET IT IS THE SMALLEST COMMITMENT TO RESEARCH IN THE FEDERAL GOVERNMENT. THE FISCAL BUDGET FOR 1988 EARMARKED ONLY \$19 MILLION FOR RESEARCH ON CRIME AND JUSTICE. BUT \$144 MILLION HAS BEEN DESIGNATED FOR THE NATIONAL INSTITUTE ON DENTAL RESEARCH. TWENTY-THOUSAND PEOPLE WERE MURDERED IN THIS COUNTRY LAST YEAR. HOW MANY PEOPLE DIED FROM TOOTH DECAY?

EVEN WITH OUR TINY RESEARCH BUDGET, WE'VE TAKEN AN IMPORTANT FIRST STEP IN UNDERSTANDING THE DRUG PROBLEM. I'M REFERRING TO NIJ'S DUF PROGRAM -- THE DRUG USE FORECASTING SYSTEM. WITH DUF, WE HAVE THE ABILITY TO TRACK AND FORECAST DRUG USE TRENDS. AS YOU MAY KNOW, WE ARE CONDUCTING VOLUNTARY DRUG TESTS ON ARRESTEES

IN MAJOR U.S. CITIES. WE'RE GETTING 200 SAMPLES FROM PARTICIPATING CITIES EVERY THREE MONTHS.

LAST YEAR, DUF WAS JUST AN IDEA. WE NOW HAVE [14 CITIES] ACTIVELY PARTICIPATING IN THE PROGRAM. AND THE DATA IS GIVING POLICE AND CITY OFFICIALS HARD, OBJECTIVE INFORMATION FOR THE FIRST TIME ON LOCAL DRUG USE PATTERNS. BUT WHERE IS THE RESEARCH THAT TELLS LOCAL OFFICIALS THE BEST WAYS TO PUT THAT INFORMATION TO WORK? WHERE IS THE RESEARCH THAT GIVES THEM MODEL POLICIES?

WE NEED SYSTEMATIC, CONTINUING RESEARCH TO FIGHT THE DRUG-DEALERS' AND DRUG-USERS' STRANGLEHOLD ON OUR COMMUNITIES. WE'RE BEGINNING TO COLLECT SOME DATA. WE NEED TO DEVELOP AND TEST SOME POLICIES. WE NEED TO EXPERIMENT, AND TO DEBATE THE RESULTS. WE NEED PERF'S LEADERSHIP TO FIGHT THIS MURDEROUS SOCIAL DISEASE.

A SECOND VITAL ISSUE OF DEEP CONCERN IN THE POLICE COMMUNITY IS LESS THAN LETHAL WEAPONS. WE NEED TO MOVE PAST THE POINT WHERE, IN AN EMERGENCY, THE POLICE OFFICER IS FORCED TO DELIVER A

DEATH SENTENCE. WE NEED A WEAPON THAT CAN PUT PEOPLE DOWN, WHEN NECESSARY, WITHOUT KILLING THEM.

THIS IS A LONGSTANDING NEED OF POLICE FORCES NATIONWIDE, BUT WE HAVE NOT BUILT THE NECESSARY COALITIONS TO TAKE ACTION. WE NEED TO FOCUS MORE PUBLIC ATTENTION ON THE ISSUE, AND HERE IS WHERE PERF'S LEADERSHIP COULD DO A GREAT DEAL.

WE NEED TO SAY, LOOK: THE REVOLVER HAS BEEN AROUND FOR ABOUT 150 YEARS. DURING A CENTURY AND A HALF, THERE'S BEEN VERY LITTLE CHANGE. YOU HAVE THE GUN, SOME POWDER, AND A BULLET COMING OUT OF THE END -- THAT'S THE BASIC DESIGN. AND FOR MANY LAW-ENFORCEMENT PURPOSES, IT'S OBSOLETE AND DANGEROUS.

EVEN A PERFECT FIREARM IS NOT A GOOD ENOUGH WEAPON FOR LAW ENFORCEMENT. 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 CAN NOW TELL THEM TO INHALE THE ANAESTHETIC. ENGINEERS DON'T HAVE TO FIDDLE WITH SLIDE-RULES ANYMORE, SINCE THE INVENTION OF CALCULATORS.

EVEN THE GAME OF 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'S DONE THE RESEARCH; NOBODY'S DONE THE TESTING. THE LAST TESTING BY NIJ OF NON-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 THE MERITS OF THIS WORK. SO UNTIL 1986, NOTHING MORE WAS DONE. THEN, AT THE REQUEST OF THE ATTORNEY GENERAL, NIJ HELD A CONFERENCE ON LESS THAN LETHAL WEAPONS. WE BROUGHT TOGETHER LAW ENFORCEMENT OFFICIALS AND SCIENTISTS AND TECHNICIANS.

SINCE THEN, NIJ HAS INVESTED \$55,000 IN EXPLORATORY RESEARCH. WE NOW KNOW ABOUT SIX POTENTIALLY SUITABLE COMPOUNDS THAT ARE EFFECTIVE AND SAFE IN STOPPING HUMAN BEINGS RELATIVELY QUICKLY. BUT THE NEXT STAGE -- DOING THE TESTING -- WILL TAKE AN

INVESTMENT OF ABOUT \$10 MILLION DOLLARS. THAT'S HALF OF NIJ'S ENTIRE BUDGET. IT'S FAR MORE THAN OUR AGENCY CAN AFFORD TO SPEND ON ONE PROJECT, EVEN ONE AS IMPORTANT AS LESS THAN LETHAL WEAPONS DEVELOPMENT.

BUT MEANWHILE, POLICE DEPARTMENTS AROUND THE COUNTRY SPEND MORE THAN THAT AMOUNT EVERY YEAR BECAUSE OF "EXCESSIVE FORCE" LAWSUITS! IT'S CRAZY! IT'S RUINOUS, AND IT'S SHORTSIGHTED -- AND BOTH THE POLICE AND THE CITIZENS SUFFER.

CIVIL LIABILITY SUITS ARE AN INCREASING THREAT TO MUNICIPALITIES. DURING THE PAST 15 YEARS IN CITIES OF OVER A QUARTER-MILLION POPULATION, POLICE KILLED OVER 250 PEOPLE A YEAR (CRIME CONTROL INSTITUTE STUDY, FORTHCOMING).

DALLAS POLICE CHIEF BILLY PRINCE JUST RESIGNED, IN PART AS A RESULT OF HIS DEPARTMENT'S RECORD-HIGH RATE OF POLICE SHOOTINGS. THE TURNING POINT CAME WHEN A 70-YEAR-OLD WOMAN WAS FATALLY SHOT BY AN OFFICER AFTER SHE HAD CALLED POLICE TO REPORT A BURGLARY.

THAT SHOOTING LED TO A CONGRESSIONAL SUBCOMMITTEE HEARING

THE COUNTRY INVOLVED IN DOING RESEARCH.

LET'S DIVE INTO THE DRUG ISSUE. LET'S CALL FOR MORE RESEARCH ON LESS THAN LETHAL WEAPONS. LET'S SEE MORE FIELD EXPERIMENTS IN POLICING.

SO FAR, PERF HAS BEEN A FORCE FOR PRODUCTIVE INNOVATION IN POLICING, AND I WANT TO ACKNOWLEDGE THE CONTRIBUTION PERF HAS MADE AND CONTINUES TO MAKE IN PROVIDING LEADERSHIP AND ENHANCING THE PERFORMANCE OF THE POLICE COMMUNITY.

I'D LIKE TO SEE YOU BECOME EVEN STRONGER IN THE FUTURE.

THANK YOU.