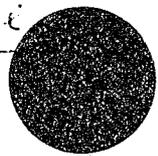


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ADDRESS BY THE HONORABLE JAMES K. STEWART

DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE

**FUTURE CHANGES IN THE ROLE OF THE POLICE IN THE AREAS OF  
DRUGS AND CRIME, AND THE NEED FOR MORE RESEARCH IN THE BATTLE**

PRESENTED TO THE  
POLICE EXECUTIVE RESEARCH FORUM  
WASHINGTON, D.C.

MAY 24, 1989

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U.S. Department of Justice  
National Institute of Justice

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Thank you, Darrel. . . and my congratulations to PERF on its superb new slate of officers:

oChief Mack Vines of Dalls, the new President;

oChief Peter Ronstadt of Tucson, secretary, and

oChief Jim Carvino of Boise, treasurer.

President Neil Behan and the outgoing board have left you a proud record, their four years of distinguished accomplishment, and I know you will continue to build on their legacy. You have to be heard or they will be listening to someone else!!

This morning, you heard from Attorney General Dick Thornburgh, who was appointed by President Bush because of his strong background in local law enforcement and his record as an energetic crime fighter. With the Attorney General at the helm, you know that organized crime and white collar crime are top priorities.

In the drug war, international cooperation to stem supplies and end havens for drug cartels has been given real force in the U.N.

accord recently signed for the United States by the Attorney General. That's a major initiative to stop the unmolested flow of drugs.

At the National Institute of Justice, we're doing everything we can to support the Attorney General's priorities and to work in partnership with you. We're proud not only of our research accomplishments . . . but also of the way that police officials everywhere have taken new ideas from research and built on them to expand their competence and extend their influence on the quality of life in their communities. Competence is the key to our future.

PERF continues to be a partner in these efforts. All of you here today know that research is the hallmark of a profession. You exemplify the growing number of innovative police leaders -- leaders willing to conduct experiments, to test traditional practices, and to steer departments in new directions when

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needed. Policing is and ought to continue to be the "thinking man's profession."

One of the foremost examples of our partnership -- a source of pride to PERF and to Darrel Stephens -- is our field test of Herman Goldstein's concept of problem-oriented policing. That taught us important lessons, including the need to go beyond incidents of crime and disorder to systematically analyze underlying problems.

Even more important, a problem orientation teaches us that police can't always do it all -- that often we need to be brokers who enlist the cooperation of others. If it takes partnerships to solve a problem, police can forge the partnership. With other parts of government -- schools, housing, community services. With the private sector.

As tough a problem as any we've ever had is today's drugs and

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crime crisis. The problem-oriented model can help us in attacking this scourge. Had we used this kind of approach in the seventies, we might find ourselves in a better position today.

When society began accepting the notion that drug use was a victimless crime, it led to a series of policy choices that inadvertently downplayed enforcement, prosecution and sentencing of drug users. Drug use and possession was virtually de facto decriminalized. Now we're paying the price in the deadly commerce of dollars and drugs on our city streets.

Today, we have from the President, the Attorney General and the Secretary for Drug Policy on down the recognition and the requirement that not only drug sellers but users will be held accountable. An end to a moral confusion and the start of a strong national consensus.

I've been asked to talk about research and how it relates to future changes in the role of the police in the areas of drugs

and crime. The public and media pressure on police to "do something" is fierce. And to our credit we are doing a lot. We still have a tremendous need for research in this area, for instance we also need to develop some way of measuring success in drug enforcement beyond arrests. We need to be able to define what constitutes success, rather than being held to some vague standard.

If there is one over-arching trend that I say will characterize the future of policing , it is that we will become more proactive or fade into the bureaucratic mire. We will focus more and more on anticipating and resolving problems before they explode on the street.

Nowhere is this more necessary -- and encouragingly more apparent -- than in the area of drugs and crime. Some of the new drug enforcement strategies and tactics now being tried reach beyond the criminal justice system. More and more, authorities are turning to civil law and other sanctions that do not tend to

overload the courts and the police.

Other efforts include enlisting the support of community groups, seizing assets of both sellers and users, cracking down on street sales, and civil abatement procedures. Some of these are not "new" per se -- but applying them to the drug problem is innovative -- for instance, the use of crackdowns and civil abatement procedures which have long been used to fight and control prostitution and massage parlors.

Some states and jurisdictions are suspending drivers licenses and putting other professional licenses in jeopardy as a way of deterring the casual drug use that generates so much profit on the streets.

There are new techniques in terms of crackdowns too -- for instance what Ben Ward is doing in New York City with TNT -- that's "tactical narcotics teams." They have 117 teams citywide that go into a neighborhood for 60 to 90 days, work with people in the community, do buy/busts and street sweeps, and then move on. With strong community support, these intensive tactics seem

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to be working very well, resulting in higher arrest rates and dislocating the market. But the research has yet to be done. As professionals, we must insist on credible evaluation.

There are also other new approaches we need to try -- especially to get at the economic side of drug trafficking, and reduce its profitability. Raise the cost of doing business and you cut the business! Sometimes this involves new and creative use of laws on the books. In New York, they're using a 19th Century "Bawdy House" statute -- the predecessor to today's nuisance laws -- to evict dealers from private housing. We also need greater application of RICO laws.

Money-laundering is another avenue for way-laying those involved in drug traffic -- and it need not apply only at the national or international level. The NIJ study done for us by Cliff Karchmer under PERF's leadership is an important tool for boosting local attacks on money-laundering operations. PERF's training and technical assistance program for the Bureau of Justice Assistance on asset seizure and forfeiture is another valuable contribution.

And we are looking forward to research findings, again a result of an NIJ-Perf partnership, on effective local enforcement policies against narcotics wholesalers.

At the suggestion of Chief Neil Behan, NIJ will be beginning a report on Leadership in Coordinated (or Integrated) Drug Enforcement which will look at the issue of regional law enforcement and coordination of drug enforcement strategies.

The specific application of Problem-Oriented Policing to drugs is also new -- PERF is studying its use in five cities right now.

I think this is the wave of the future in drug and crime control.

The premise of Problem Oriented Policing and Community Oriented Policing is that the police alone cannot solve the drug problem -- or indeed any crime problem. But they can be leaders, checking the vital signs of the community, making contributions to the citizenry they are sworn to protect.

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NIJ has other important items in the anti-drug arsenal we want to share with you. Let me briefly mention just two. They both involve generating information -- the real substance of management, the hard facts about who's doing what, and where they're doing it. Getting that kind of information is one of our biggest challenges in the drug battle. I've been referring to "the drug problem" but there are really lots of drug problems -- and they vary from city to city, neighborhood to neighborhood and require different tactics -- and from week to week and month to month. NIJ is working to provide some information systems that can help police diagnose the local situation better.

The first system, already in operation in 21 cities, is the Drug Use Forecasting System (DUF). Urine-testing of samples of arrestees every three months in these cities has given us an objective measure of just how extensive drug use is among arrestees -- from 54 percent in one city up to 90 percent in another.

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DUF also revealed wide regional differences in drug use -- for instance, we spotted early on the PCP epidemic in Washington, DC, and the prevalence of amphetamines in the West. With DUF, we're tracking shifts in use of specific drugs. In D.C., for example, PCP has now been eclipsed by cocaine. And we've found that female arrestees are as likely to test positive as males. In some cities, females are even more likely to be using heroin or cocaine than males.

These types of data offer something for local officials to build on when it comes to developing programs for their own city -- not justice law enforcement programs, but treatment, prevention or education efforts that are crucial components in the drug battle.

At NIJ, we are also looking at how we can apply the rules of commerce to drug markets. Adam Smith said we need police to keep the cost of commerce down. Well, today, we also need police

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to push the cost of drug commerce unacceptably high for both dealer and user. We're in the early stages of working on an idea that will help police spot street markets earlier and keep dealers on the run.

We will pilot test a drug market analysis network that will computerize all law enforcement information about the drug traffic, location by location. Through mapping and computer printouts, officers, deputies and detectives would be able to locate drug hotspots more easily, initiate an appropriate strategy, and be able to evaluate its effects. That's the opportunity to really manage our impact.

If there is a silver lining to the drug problem for police, it may be this: the challenge is so big that it invites us -- maybe compels us -- to take a new look at the way we structure police agencies. Certainly we need to look at the practice of assigning three or four percent of a department's force to narcotics.

Beyond that, we need to take a new look at police relations with the community. The drug devastation in many neighborhoods is making people cry out for help from the police. Sometimes these are people who never wanted anything to do us before. Can the police take advantage of this situation to help build new community security networks that involve citizens and the private sector as active participants? I think we can. Many of you in this room are at the forefront of the growth in community policing.

The kinds of partnerships that make these new approaches flourish need not be with other public agencies or community groups only, but also with the private sector. We know that economic rebirth in our inner cities is possible only if we can begin to overcome crime and the paralyzing fear that keeps people off the streets..

There have been recent promising developments in the Watts'

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section of Los angeles where for the first time in 20 years, the private sector has returned with highly secure shopping malls in the midst of a high-crime area. They are heavily guarded by private security forces, and one also houses the entire Homicide Division and a Traffic Division of the Los Angeles Police Department.

You know better than I that police are making more arrests for drugs than ever before. Lack of adequate prison and jail space is undermining good police efforts. Police need to be heard from in a concerted fashion about the need for more prison space. They can help spread the message about the new, faster and cheaper construction methods that NIJ is publicizing. Let's stop the system's left hand from undoing the good work of the right hand.

Dr. Bennett, whom you heard from yesterday morning, has expressed interest in the boot camp model for young drug offenders. NIJ has been gathering information for some time about the experience

to date with Shock Incarceration, another name for this sort of no-nonsense process of straightening out offenders. We'll be reporting soon on the findings from our research. In the meantime, NIJ is thinking about ways the "boot camp" model can help put an end to drug-related criminal activities in instilling discipline and self-respect.

One way might be a public private partnership that would draw upon the experience with promising programs and private entrepreneurs who could help put some of the newly trained and drug-free youths to work.

I've been talking about change and the future. But it's salutary to remember that ours is an ancient and probably eternal struggle. You are the people who conduct that necessary and honorable struggle. The question for all of us as we approach the 21st century is whether police will be leaders or followers in the struggle.

My belief is that police will be an influential force in our society, and I know you here today share that vision for the

future. Your opinions and perspectives have helped the National Institute of Justice by taking good ideas and changing criminal justice. I look forward to our continued partnership and a bright future.