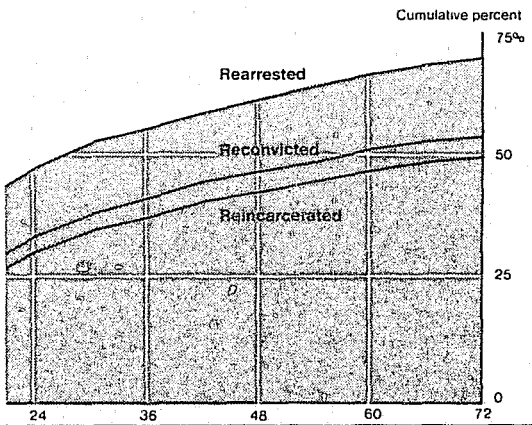


MFI



# Bureau of Justice Statistics Annual Report Fiscal 1987

Cumulative percent of young adults paroled in 1978 from prisons in 22 States who were rearrested, reconvicted, and reincarcerated, by 6-month intervals.



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U.S. Department of Justice  
Bureau of Justice Statistics



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# Bureau of Justice Statistics Annual Report

## Fiscal 1987

April 1988  
NCJ-109928

NCJRS

MAR 30 1988

ACQUISITIONS

U.S. Department of Justice  
Bureau of Justice Statistics

Steven R. Schlesinger  
Director

**Acknowledgments.** This report describes the activities of the Bureau of Justice Statistics (BJS) during fiscal 1987 and presents the most current data available from the BJS statistical and analytical programs. These programs are directed by Joseph M. Bessette, Deputy Director for Data Analysis; Benjamin H. Renshaw III, Deputy Director for Management and Intergovernmental Affairs; Charles R. Kindermann, Associate Director for National Statistical Programs; and S.S. Ashton, Jr., Assistant Director for State Statistical Programs. The report was assembled by Sue A. Lindgren. Report production was administered by Marilyn Marbrook, assisted by Jeanne Harris, Yvonne Shields, and Sherita Mitchell.

The Justice Assistance Act of 1984 (Public Law 98-473), Section 810, requires that "Not later than April 1 of each year . . . the Director of the Bureau of Justice Statistics . . . shall . . . submit a report to the President and to the Speaker of the House of Representatives and the President of the Senate, on [the Bureau's] activities under this title during the fiscal year next preceding such date."

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program offices and bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.



U.S. Department of Justice

Bureau of Justice Statistics

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Office of the Director

Washington, D.C. 20531

The President of the United States  
The Speaker of the House of Representatives  
The President of the Senate

I am pleased to report on the activities of the Bureau of Justice Statistics during fiscal 1987 as required by 42 USC 3789e.

In addition to summarizing BJS programs and activities, this report presents the latest statistical information on a variety of criminal justice topics. The report also describes BJS efforts to improve the quality and coverage of data on crime, victims of crime, and the criminal justice system. The final section describes the activities of individual State statistical agencies, which have been supported by BJS and which serve functions for States similar to those served by BJS at the national level.

I hope that the report will be of interest and use to you and your staff.

Respectfully submitted,

A handwritten signature in cursive script that reads "Steven R. Schlesinger".

Steven R. Schlesinger  
Director

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# Contents

Transmittal letter iii

## Introduction 1

### BJS reports on . . . 5

*Crime* 5

Crime trends 8

The volume of crime 9

Violent crime 10

Victims of crime 10

The relationship between victim  
and offender 12

The use of weapons in crime 13

The location of crime 14

Crime against District of Columbia  
residents and Capitol Hill  
employees 15

*Characteristics of various types  
of crime* 16

Robbery 16

Domestic violence against women 17

Rape 17

Household burglary 18

Bank robbery 18

Automated teller machine loss  
and theft 19

*Drugs* 20

Drugs and crime 22

Original sentence and time served  
by drug offenders 23

Drug offender profiles 24

Drug use in the general population 24

Public opinion about drugs 25

*The cost of crime* 27

Economic cost of crime to victims 28

Cost of the justice system 29

*The public response to crime* 30

Preventing crime 31

Reporting crime 32

Fear of crime 33

Public confidence in the criminal justice  
system 34

Public opinion on crime  
and punishment 35

*Adjudication and sentencing* 37

Civil and criminal cases filed  
and disposed 39

Felony courts 40

Local prosecution 41

Felony case-processing time 43

Federal prosecution and pretrial  
release 44

Indigent defense 45

Appeals and habeas corpus 46

Sentencing practices 47

Sentencing outcomes 49

Prosecution of white-collar offenders 51

*Corrections* 52

State prisons 54

Adult correctional populations 56

Juveniles in custody 58

International incarceration rates 59

Prison and jail crowding 60

Characteristics of prison  
and jail inmates 61

Corrections funding 63

---

Time served in prison 64

Capital punishment 66

*Recidivism and career criminals* 68

Young parolees 70

Federal probationers and parolees 71

Criminal histories of prison  
and jail inmates 72

*Privacy, security, and confidentiality  
of criminal justice data* 73

Criminal justice "hot" files 74

Quality of criminal history data 75

Automated fingerprint identification  
systems (AFIS) 77

**New initiatives** 79

National Crime Survey redesign  
implementation 80

Uniform Crime Reporting Program  
redesign implementation 82

National Crime Survey supplements 83

National survey of serious victimization  
injury and drug-related injury 84

Data on drugs and crime 84

Law enforcement management and  
administrative statistics (LEMAS) 86

Pretrial statistics 88

National court statistics program 89

Juvenile justice statistics 90

Federal civil justice data 91

Comparative international statistics  
on crime and justice 92

Statistical outreach 92

**State statistical program** 95

**State statistical analysis center  
(SAC) narratives** 103

Alabama 104

Alaska 104

Arizona 105

Arkansas 106

California 107

Colorado 108

Commonwealth of the Northern  
Meriana Islands 110

Commonwealth of Puerto Rico 111

Connecticut 112

Delaware 113

District of Columbia 113

Florida 114

Hawaii 116

Idaho 118

Illinois 119

Indiana 123

Iowa 124

Kansas 125

Kentucky 126

Louisiana 127

Maine 130

Maryland 130

Massachusetts 131

Michigan 132

Minnesota 133

Mississippi 134

Missouri 135

Montana 136

Nebraska 138

New Hampshire 140

---

## Contents

New Jersey	140
New York	143
North Carolina	146
North Dakota	148
Ohio	149
Oklahoma	151
Oregon	152
Pennsylvania	156
Rhode Island	158
South Carolina	159
South Dakota	161
Texas	163
Utah	165
Vermont	166
Virginia	166
Virgin Islands	168
Washington	170
Wisconsin	171

### Appendixes

A Sources of narratives on State activities	173
B Reports issued by BJS during fiscal 1987	179
C Source notes	181

### Figures

Trends in victimization rates for selected crimes, 1973-86	8
Households touched by selected crimes of violence and theft, 1975-86	8
Typical outcome of 100 felony arrests brought by the police for prosecution in 37 jurisdictions, 1982	42
Civil and criminal appeals filed, 1973-83 (38 States)	46
A typical 100 sentences in felony court in 28 local jurisdictions, 1985	49
Prison admissions per 100 serious crimes committed, 1960-85	50
Number of sentenced State and Federal prisoners, yearend 1925-86	57
Number of sentenced State and Federal prisoners per 100,000 U.S. population, yearend 1925-86	57

Cumulative percent of young adults paroled in 1978 who were rearrested, reconvicted, and reincarcerated, by 6-month intervals 70

### Tables

1 Functional activities of State statistical analysis centers (SAC's), calendar 1987	96
2 Number of States producing data on issues of policy concern, calendar 1987	98
3 Issues for which State statistical analysis centers (SAC's) produced data or conducted research, calendar 1987	100



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# Introduction

The Bureau of Justice Statistics (BJS)—

- collects, analyzes, publishes, and disseminates statistical information on crime, victims of crime, criminal offenders, and operations of justice systems at all levels of government
- provides financial and technical support to State statistical and operating agencies
- analyzes national information policy on such issues as the privacy, confidentiality, and security of criminal justice data and the interstate exchange of criminal records.

In the 8 years since its creation BJS has developed a program that responds to the diverse requirements of the 1979 Justice System Improvement Act and the 1984 Justice Assistance Act. These acts addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, State and local governments, the general public, and the media.

In meeting its statutory mandate BJS has developed more than two dozen data collection series using a variety of methods that include household interviews, censuses and sample surveys of criminal justice agencies and of prisoners and inmates, and compilations of administrative records.

BJS collects little raw data; rather, it designs collection programs and enters into agreements to collect data with other Federal agencies (such as the U.S. Bureau of the Census), private associations, and research organizations.

Initial data analysis is reserved to BJS staff. This analysis is performed by the BJS staff of statisticians, criminologists, and social science analysts. BJS maintains this internal analytic capability to provide the Administration, the Congress, the judiciary, and the public with timely and accurate data concerning problems of crime and the administration of justice in the Nation.

BJS prepared and disseminated 40 reports and data releases during fiscal 1987, a 16% increase over 1986.

BJS Bulletins, begun in 1981, present data gleaned from its various statistical series. In a nontechnical format each BJS Bulletin presents the latest information on particular aspects of crime or the administration of justice from the Bureau's ongoing statistical series.

BJS Special Reports, begun in 1983, also are written in nontechnical language and aimed at a broad audience. Each Special Report focuses on a specific topic in criminal justice.

Each BJS Bulletin and BJS Special Report is announced in a press release which summarizes the findings to ensure wide dissemination to policymakers and the public. Sometimes to expedite public communication, press releases alone are used to announce new BJS findings. During fiscal 1987 this method was used in April for the first release of 1986 victimization data and in September for the release of mid-year prisoner counts.

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## Introduction

BJS press releases and reports have received extensive coverage in the electronic and print media and have been cited frequently in the editorial columns of the Nation's newspapers.

BJS also prepares and releases detailed tabulations from its data series. These reports, often running over 100 pages, contain extensive cross tabulations of the variables covered in the BJS data collection series. Persons for whom it is impractical to work with the data tapes can access the full detail of BJS data in these reports. These reports also explain data collection methodology, define terms, and include copies of any questionnaires used.

BJS Technical Reports address issues of statistical methodology and special topics in a more detailed and technical format than in a BJS Bulletin or BJS Special Report.

Each year BJS publishes its *Sourcebook of criminal justice statistics*, which presents data from nearly 100 different sources in a single easy-to-use reference volume.

In fiscal 1987 progress was made on the second edition of *Report to the Nation on crime and justice*; publication is anticipated during 1988. The first edition was a major effort of BJS during fiscal 1983 and 1984. It was a landmark document in that it was the first attempt to describe comprehensively crime and the justice system in a nontechnical format. The first edition is now in its second printing, with nearly 75,000 copies sold or distributed.

The first edition of *Report to the Nation* was awarded a first-place prize in the 1984 Blue Pencil Competition of the National Association of Government Communicators in the category of general publications of over 16 pages. It also received an Award of Excellence in the 1984-85 Technical Communications Contest conducted by the Washington, D.C., Chapter of the Society for Technical Communication.

To supply summary information similar to what is contained in *Report to the Nation* in years when it is not issued, *BJS data report, 1986* was prepared and printed during fiscal 1987 and *Crime and justice facts, 1985* was prepared and printed in fiscal 1986. These documents present the most current data available from all the BJS statistical series.

BJS also disseminates statistical information by other methods, responding to thousands of requests for data, both in writing and by telephone. The requests come from Federal, State, and local officials; the media; researchers; students; teachers; and the general public. The pamphlet *How to gain access to BJS data* describes the programs of the Bureau and the availability of data from the various BJS series. Each year the Bureau also publishes *Telephone contacts*, which lists a wide range of topics in criminal justice and the names and telephone numbers of BJS staff members most familiar with each topic.

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To assist persons seeking crime and criminal justice data, BJS supports a staff member who specializes in statistical resources at the National Criminal Justice Reference Service (NCJRS). The BJS representative at NCJRS can be reached through a toll-free telephone number, 800-732-3277 (persons in Maryland and the Washington, D.C., metropolitan area should dial 301-251-5500).

BJS distributes its reports through the NCJRS, which notifies those on its mailing list of forthcoming publications. Users then request copies of desired publications.

Each year between 5,000 and 25,000 copies of each BJS report published are distributed in response to requests. To register for the NCJRS mailing list or order a BJS report, write to NCJRS, P.O. Box 6000, Rockville, MD 20850, or call 800-732-3277 (persons in Maryland and the Washington, D.C., metropolitan area should dial 301-251-5500).

Planning a specialized Data Center & Clearinghouse for Drugs & Crime was a major project during fiscal 1987. BJS saw the need for easier access to existing data on drug law enforcement and the justice system's treatment of drug offenders and nondrug offenders who are drug users.

Persons in need of such information have had to contact numerous persons throughout Federal, State, and local governments. The Data Center & Clearinghouse will—

- provide easy access to existing data through a toll-free number (800-666-3332)
- evaluate the statistical sufficiency and adequacy of the data for policymaking
- develop analyses that will help explain in lay language the nature of drug enforcement in this country
- develop a comprehensive report on drugs modeled on the BJS *Report to the Nation on crime and justice*.

The Data Center & Clearinghouse is described in more detail in the "New initiatives" section of this report.

BJS sponsors the National Criminal Justice Data Archive at the Inter-university Consortium for Political and Social Research at the University of Michigan. The archive assists users whose needs are not satisfied by published statistics. All BJS data tapes (covering most of the BJS data series) and other high-quality data are stored at the archive and disseminated via magnetic tapes compatible with the user's computing facility. The archive can be reached by writing the National Criminal Justice Data Archive, Inter-university Consortium for Political and Social Research, P.O. Box 1248, Ann Arbor, MI 48106, 313-763-5010.

With BJS funding, a catalog and library of statistical reports produced by the State criminal justice statistical analysis centers are maintained by the Criminal Justice Statistics Association, 444 North Capitol Street, N.W., Suite 606, Washington, DC 20001, 202-624-8560.

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## Introduction

BJA also supports the National Clearinghouse for Criminal Justice Information Systems, 925 Secret River Drive, Suite H, Sacramento, CA 95831, 916-392-2550.

The clearinghouse—

- operates an automated index of more than 1,000 criminal justice information systems maintained by State and local governments throughout the Nation
- issues technical publications
- provides technical assistance and training for State and local government officials
- prepares the *Directory of automated criminal justice information systems*
- operates the computerized Criminal Justice Information Bulletin Board
- operates the National Criminal Justice Computer Laboratory and Training Center.

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# BJS reports on . . .

## Crime

The amount and nature of crime have become prime indicators by which Americans judge how well public officials are performing their jobs. These public officials, as well as criminologists and researchers, also monitor the crime rate to assess the effectiveness of policies and programs aimed at crime reduction. Because of the importance attached to changes in the crime rate, the Nation must have sound and accurate statistics that measure the amount and characteristics of crime over time.

The largest BJS statistical series is the National Crime Survey (NCS). This survey—

- provides the Nation's only systematic measurement of crime rates and the characteristics of crime and crime victims based on national household surveys
- measures the amount of rape, robbery, assault, personal larceny, household burglary and larceny, and motor vehicle theft experienced by a representative sample of the U.S. population
- provides detailed data about the characteristics of victims, the victim-offender relationship, and the criminal incident, including the extent of loss or injury and whether the offense was reported to the police
- conducts interviews at 6-month intervals in about 49,000 U.S. households, asking 101,000 persons who are at least 12 years old what crimes they experienced since the last interview
- provides a vehicle for periodic supplements to collect important data that are too costly to collect or are not needed annually.

In April BJS released preliminary victimization rates for 1986 that basically were unchanged from 1985, when they reached the lowest level in the 14-year history of the NCS. This report was released on the accelerated schedule, adopted in fiscal 1985, that has reduced the time between the reference year and the release date by 5 months. This earlier release results from methodological work aimed at rapid publication of the data.

In October final results basically confirmed the preliminary estimates. For example, the final rate for crimes of violence was 28.1 per 1,000 persons compared with the preliminary rate of 28.0.

In fiscal 1987 BJS released, for the seventh year, an NCS indicator that measures the proportion of American households touched by crime, *Households touched by crime, 1986* (BJS Bulletin, June 1987). This indicator has revealed that victimization by crime is one of the most common negative life events that a family can suffer; 25% of U.S. households were touched by crime in 1986. For the first time the households-touched-by-crime indicator produced regional data. Households in the Northeastern United States were the least vulnerable to crime, whereas households in the West were affected the most.

During the year BJS continued to implement the National Crime Survey redesign. In July 1986 interviewers began using a new questionnaire, revised to include many improvements in incident reporting. The new questionnaire contains several questions designed to elicit victims' experiences with the criminal justice system after their victimization.

Preliminary data from the revised questionnaire have been received and are being analyzed for a report to be published in mid-1988.

Two small pretests of a new screening questionnaire were conducted, and national pretests are scheduled for February and August of 1988. This questionnaire should better screen for—and therefore yield—greater numbers of difficult-to-measure crimes such as rape and family violence.

Major changes to the NCS will be introduced in fiscal 1989. (The NCS redesign and other projects to improve the quality of statistical information on crime are discussed in the "New initiatives" section of this report.)

Also during the year the initial county-level data file of victimization data was completed and transmitted to the National Criminal Justice Data Archive at the University of Michigan as a public use data tape. To protect confidentiality, sampling data on these public use files has been scrambled to prevent a match with particular respondents. These files contain key NCS variables and important economic and demographic data for the appropriate geographic unit. Adding Uniform Crime Reports data to the files is being explored. Release of these files will allow—

- BJS to respond swiftly to requests for data on particular subnational units
- users more analytic flexibility in investigating victimization patterns for the areas of interest
- analysis of NCS data with other data available for counties on topics that are expected to yield geographic variations.

Topical NCS reports released during fiscal 1987 included—

- *Teenage victims* (a National Crime Survey Report, November 1986)
- *Robbery victims* (BJS Special Report, April 1987)
- *Lifetime likelihood of victimization* (BJS Technical Report, March 1987)
- *Violent crime by strangers and non-strangers* (BJS Special Report, January 1987)
- *Series crimes: Report of a field test* (BJS Technical Report, April 1987).

These reports frequently combine data over a period of many years to provide enough sample cases for more in-depth analyses than would be possible with a single year's data.

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Eight reports on criminal victimization were produced in fiscal 1987, including—

- final 1985 NCS estimates in *Criminal victimization, 1985* (BJS Bulletin, October 1986)
- *Criminal victimization in the United States, 1985* (BJS Final Report, May 1987)
- *Households touched by crime, 1986* (BJS Bulletin, June 1987).

Topical crime studies for fiscal 1988 include—

- trends in violent crime
- elderly victims
- motor vehicle theft
- victims' experiences with the justice system
- injuries in criminal victimization
- international crime rates
- crime and seasonality
- NCS redesign overview.

### Crime trends

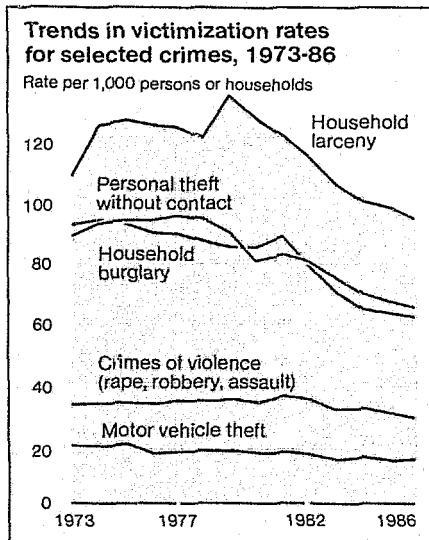
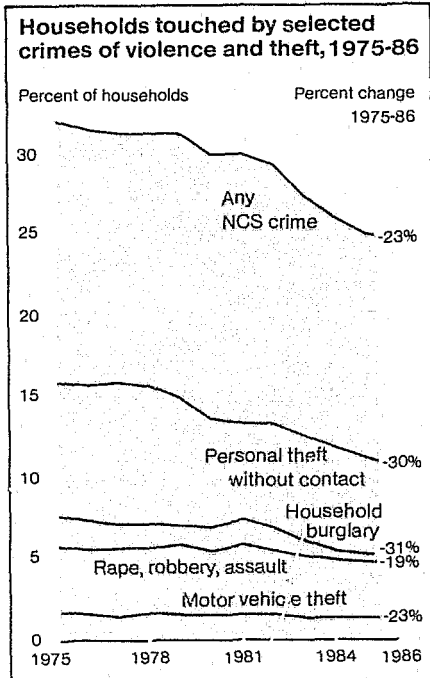
In 1986 criminal victimizations reached the lowest level in the 14-year history of the National Crime Survey (NCS). The 34.1 million criminal victimizations recorded in 1986 were about 18% below the 41.5 million recorded in the peak year of 1981.

Since 1981 the victimization rate per 1,000 persons for—

- violent crimes fell 20%
- personal thefts fell 21%.

Between 1981 and 1986 victimization rates for—

- robberies fell 31%
- assaults fell 17%
- household burglaries fell 30%
- household larcenies fell 23%
- motor vehicle thefts fell 12%.



In 1986 crime touched 25% of U.S. households, not measurably different from 1985, when the rate fell to its lowest level in a decade. These households suffered a robbery, burglary, motor vehicle theft, rape, assault, or theft.

The percent touched by crime varied by region—

- 19% in the Northeast
- 30% in the West
- 25% in the Midwest and South.

Households most likely to be touched by crime—

- were black, 27%
- had incomes of \$25,000 or more, 28%
- were in urban areas, 29%.



Overall, trends in crime rates against teenagers since 1973 have been similar to those for adults. Teenagers have experienced a decline in thefts, but violent crimes against them have remained essentially unchanged.

Sources: *Criminal victimization, 1986.*  
*Households touched by crime, 1986.*  
*Teenage victims.*

## The volume of crime

In 1986 the National Crime Survey reported 34.1 million victimizations:

	<u>Number of victimizations</u>	<u>Victimizations per 1,000 population*</u>
<b>Personal crimes</b>		
—of violence	5,515,000	28.1
Rape	130,000	0.7
Robbery	1,009,000	5.1
Assault	4,376,000	22.3
Aggravated	1,543,000	7.9
Simple	2,833,000	14.4
—of theft	13,235,000	67.5
		<u>Victimizations per 1,000 households</u>
<b>Household crimes</b>		
Burglary	5,557,000	61.5
Larceny	8,455,000	93.5
Motor vehicle theft	1,356,000	15.0

\*Victimizations per 1,000 population are for those age 12 or older.

In 1986 crime touched 22.2 million households—25% of all households.

	<u>Number of households</u>	<u>Percent</u>
<b>Personal crimes</b>		
—of violence	4,225,000	4.7%
Rape	121,000	0.1
Robbery	843,000	0.9
Assault	3,464,000	3.8
Aggravated	1,253,000	1.4
Simple	2,408,000	2.7
—of theft	10,098,000	11.2
<b>Household crimes</b>		
Burglary	4,778,000	5.3
Larceny	7,238,000	8.0
Motor vehicle theft	1,216,000	1.4

Sources: *Criminal victimization, 1986.*  
*Households touched by crime, 1986.*

## BJS reports on . . .

### Violent crime

In 1986 about 5% of all households had a member who was a victim of a violent crime.

Violent crime rates are—

- highest against black males
- higher against blacks than whites or members of other minority groups
- higher against unemployed persons—whether male, female, white, or black—than employed persons in their respective groups
- about 70% higher against males than females
- lowest against white females.

Rates for crimes of violence and theft are highest for young persons 12 to 24 years old.

The lifetime chances of being murdered are much higher for blacks than for whites: Black males have a 1 in 30 chance to be murdered; white males have a 1 in 178 chance.

Each year about 1 in 12 persons are victims of a violent crime. The risk of violent crime other than homicide is particularly high among males 16 to 24 years old and is about the same for whites and blacks in this age group.

Sources: *Criminal victimization, 1986.*  
*The risk of violent crime.*

### Victims of crime

1985 victimizations per 1,000 persons or households

	<u>Personal crimes</u>		<u>Household crimes</u>
	<u>Violence</u>	<u>Theft</u>	
<b>Sex</b>			
Male	39	75	
Female	22	65	
<b>Age</b>			
12-15	54	108	455
16-19	67	122	
20-24	60	108	241
25-34	37	83	
35-49	20	63	195
50-64	10	40	137
65 and over	5	19	78
<b>Race</b>			
White	29	70	169
Black	38	63	226
Other	25	73	150
<b>Origin</b>			
Hispanic	30	61	236
Non-Hispanic	30	70	171
<b>Income</b>			
Less than \$7,500	52	68	195
\$7,500-9,999	34	63	177
\$10,000-14,999	32	65	183
\$15,000-24,999	28	68	176
\$25,000-29,999	29	69	162
\$30,000-49,999	22	76	173
\$50,000 or more	25	90	181
<b>Residence*</b>			
Central city	43	85	238
1,000,000 or more	45	80	217
500,000-999,999	45	92	239
250,000-499,999	37	88	256
50,000-249,999	44	81	246
Suburban	30	77	169
Rural	22	54	136

\*1984 data.

Rates for crimes of theft in 1985 were lower against Hispanics than non-Hispanics, 61 vs. 70 per 1,000, but were the same for violent crimes.

Teenage victimization rates for violent crime and theft were about twice as high as those of the adult population age 20 and older. Younger teens (12 to 15 years old) had lower violent crime rates than older teens (16 to 19 years old), yet both groups had similar theft rates.

About 80% of the 12-year-olds in the United States will become victims of completed or attempted violent crimes during their lifetimes if current crime rates continue unchanged. About half of them will be such victims two or more times.

An estimated 3 in 10 of these young people will be the victims of a completed or attempted robbery during their lifetimes—about half of the blacks and 1 in 4 of the whites.

The chance of being an assault victim is much greater than of being a robbery victim. The likelihood of being a robbery victim also is much greater than of being a rape victim.

Victimization rates for all three NCS household crimes (burglary, household larceny, and motor vehicle theft) were higher against members of households headed by blacks than against members of households headed by whites or members of other minority groups combined.

Based on the number of vehicles owned, motor vehicle theft rates were higher against heads of black households than against whites or members of other minority groups.

Household victimization rates increased as the size of the household increased: Persons living in households with six or more persons experienced a higher total victimization rate than individuals in smaller households.

Sources: *Criminal victimization in the United States, 1985. Teenage victims. Lifetime likelihood of victimization.*

## **The relationship between victim and offender**

Most violent crimes are committed by persons who are strangers to their victims. From 1982-84 strangers committed—

- 57% of all crimes of violence, including 11% in which the offender was known by sight only
- three-fourths of robberies, including 6% in which the offender was known by sight only
- more than half of assaults and rapes, including those in which the offender was known by sight only.

Most violent crimes by strangers (70%) were committed against males; most crimes by relatives (77%) were committed against females.

Violent crime has intra- as well as inter-racial aspects. In 1985--

- 79% of violent crimes against whites were committed by whites
- 84% of violent crimes against blacks were committed by blacks
- 98% of violent crimes by whites were against whites
- 53% of violent crimes by blacks were against whites.

Teenagers were more likely to be victimized by someone they knew than were adults—about a fifth of the violent crimes against teenagers were committed by someone well known to them and an additional fifth by a casual acquaintance.

*Sources: Violent crime by strangers and nonstrangers. Criminal victimization in the United States, 1985. Teenage victims.*

## The use of weapons in crime

Armed offenders were responsible for 24 million victimizations from 1973-82, accounting for 37% of all violent victimizations.

Half of all robberies, a third of all assaults, and a fourth of all rapes or attempted rapes were committed by armed criminals.

Guns were involved in 13% of the violent crimes, knives in 11%, other weapons in 13%, and unknown types of weapons in 2%.

The offender fired a gun in about 25% of the violent crimes that involved only firearms. Assaults armed only with knives cut or attempted to cut about 22% of their victims. Victims were shot in 4% of all violent victimizations; they were cut or stabbed in 10%.

A greater proportion of offenses were completed by armed than by unarmed offenders:

	<u>Completed</u>	<u>Attempted</u>
<b>Rape</b>		
By armed offender	49%	51%
By unarmed offender	28	72
<b>Robbery</b>		
By armed offender	79	21
By unarmed offender	57	43

Victims of unarmed offenders were injured 30% of the time. Victims of offenders armed—

- with guns were less likely to be injured than those of offenders armed with other weapons
- only with guns were injured 14% of the time
- only with knives were injured 25% of the time
- only with other weapons (such as sticks, rocks, or bottles) were injured 45% of the time.

Victims injured by offenders with guns or knives were more likely than those injured by offenders with other weapons or those injured by unarmed offenders to require medical attention or hospital treatment.

Among victims who reported hospital stays of one night or longer, the average stay was—

- 16.3 days for those injured by guns
- 7.2 days for those injured by knives
- 8.2 days for those injured by other weapons
- 6.6 days for those injured by unarmed offenders.

Offenders armed with guns or other weapons were more likely than those armed only with knives or unarmed offenders to victimize more than one person in the same incident.

Robbers brandished weapons in almost half of the robberies from 1973-82; 41% of these weapons were guns.

Source: *The use of weapons in committing crimes.*

### The location of crime

City residents were about twice as likely as rural residents to be victims of violent crime during 1983.

1983 victimizations per 1,000 population

<u>Place of residence</u>	<u>Crimes</u>	
	<u>Violence</u>	<u>Theft</u>
All areas	31.0	76.9
Central cities	43.3	92.0
Suburban areas	29.4	82.0
Rural areas	22.4	57.7

Most crimes against city, suburban, and rural residents occurred in the general areas where the victims lived. Yet suburban dwellers were more likely to be victims of violent crimes within the city limits of the central cities of their metropolitan areas (12%) than were city dwellers to become victims in the suburban areas surrounding their cities (5%).

Almost 95% of the violent crimes against people who live in cities with 1 million or more inhabitants occurred in the city itself, whereas about 66% of the violent crimes against residents of suburbs of such cities occurred in the suburbs of the same city.

Robbery and personal larceny with contact (purse snatching and pocket picking) were especially likely to occur in cities:

- City residents who were victims of these crimes were almost always victimized in their own areas (94% and 95%, respectively).
- Many suburban victims of these crimes were victimized in city settings (31% and 35%, respectively).
- People living in small towns and rural areas reported that a higher proportion of these crimes occurred in metropolitan areas than was so for other personal crimes.

Source: *Locating city, suburban, and rural crime.*

## Crime against District of Columbia residents and Capitol Hill employees

Victimization rates of residents of the District of Columbia (D.C.) and of its Maryland and Virginia suburbs were compared: D.C. residents were more likely than suburban residents to be robbed but were less likely to be victims of vandalism.

The study found the following crime victim rates per 1,000 population:

	<u>D.C. residents</u>	<u>Suburban residents</u>
Robbery	29	12
Personal vandalism	12	30
Household vandalism	16	35

With one exception victimization rates did not differ significantly between Capitol Hill employees and other employed people in the D.C. area. The single exception was larceny without contact, where Capitol Hill employees had a higher overall rate.

The following rates were found:

	<u>Capitol Hill employees</u>	<u>Other employed people</u>
<b>Violent crime</b>		
Robbery	14	18
Assault	32	36
Threat	23	23
<b>Property crime</b>		
Larceny with contact	58	62
Larceny without contact	135	106
Personal vandalism	39	31

Source: *Criminal victimization of District of Columbia residents and Capitol Hill employees: Summary.*

## Characteristics of various types of crime

Information on the characteristics of completed and attempted criminal events can help the public deter crime. For example, many burglaries can be avoided by simply keeping doors locked.

BJS periodically publishes reports from the National Crime Survey on the characteristics of specific types of crimes. For example, an April 1987 BJS Special Report examined robbery victimization. In earlier years, crimes such as rape, burglary, and domestic violence against women were the topics of Special Reports. Motor vehicle theft is one topic scheduled for analysis during fiscal 1988.

Other data describing crime characteristics are collected under the Federal Justice Statistics Program. During fiscal 1987 work continued on the first annual compendium of Federal justice statistics, describing characteristics of both criminal and civil offenses. The compendium will be released in fiscal 1988 and continued on an annual basis after that. In previous years studies were completed on electronic fund transfer systems fraud, bank robbery, and automated teller machine theft.

## Robbery

Almost 14.7 million people were robbed or were victims of attempted robbery during the dozen years from 1973 through 1984, an average of about 1.2 million a year.

Two-thirds of these victims lost money or property during the robbery, a third were injured, and almost a fourth were both injured and lost property. About 1 in 12 robbery victims experienced serious injuries, such as a rape, a knife or gunshot wound, broken bones, or being knocked unconscious.

The robbers were male in almost 90% of the offenses and black in about half. There was more than one robber in about 50% of the cases.

Robbery often occurs in conjunction with other crimes. During the 1973-84 period robbery victims also suffered—

- a rape in about 3% of the cases
- a burglary in about 8% of the cases.

About half of the robberies happened at night, when it was more likely that the victims would be injured, and more than 40% took place on the street. Twenty percent occurred either at the victim's home or near it. A third of the robberies that happened at or in the victims' homes were committed by offenders with the right to be present, such as guests, relatives, or repair personnel.

*Source: Robbery victims.*



## Domestic violence against women

From 1978-82 the National Crime Survey showed that once a woman experienced domestic violence, her risk of being victimized again was substantial. During a 6-month period following an incident of domestic violence, close to 32% of the women were victimized again.

About a third of the incidents of domestic violence against women in the NCS would be classified by police as rape, robbery, or aggravated assault. These are felonies in most States. The other two-thirds would likely be classified by police as simple assaults, a misdemeanor in most jurisdictions. Yet as many as half of these actually involved bodily injury as serious or more serious than 90% of all rapes, robberies, and aggravated assaults.

Of domestic violence in the NCS, 7 out of 10 incidents were committed by the woman's spouse, ex-spouse, boyfriend, or ex-boyfriend:

All cases of domestic violence	100%
<b>Relatives</b>	
Spouse	40
Ex-spouse	19
Parent or child	1
Sibling	9
Other relative	3
<b>Close friends</b>	
Boyfriend or ex-boyfriend	10
Friend	9
Other nonrelative	16

An estimated 52% of all incidents of domestic violence were reported to the police. Calling the police following the

violence seems to reduce the risk of a husband's attacking his wife again within 6 months by as much as 62%.

*Source: Preventing domestic violence against women.*

## Rape

During the 10 years from 1973-82 there were about 1.5 million rapes or attempted rapes in the United States.

Among rape and attempted rape victims—

- close to three-quarters are unmarried women
- two-thirds are under 25
- about half are from low-income families
- four-fifths are white, but compared to their proportion in the general population black women are significantly more likely than white women to be victims.

More than two-thirds of all rapes and attempted rapes occur at night—the highest proportion between 6 p.m. and midnight.

About half the rapes or attempted rapes are reported to the police. The reasons most often given for not reporting a rape or attempted rape to the police or other authorities are that—

- the incident was too private or personal
- the victim felt the police would be insensitive or ineffective.

Victims who said they did report the rape to the police most often said that they did so—

- to keep it from happening again or to others
- to punish the offender.

## BJS reports on . . .

Over four-fifths of the rape victims reported that they took self-protective measures, including reasoning with the offender; fleeing from the offender; screaming or yelling for help; hitting, kicking, or scratching the offender; and using or brandishing a weapon.

Sources: *The crime of rape. Criminal victimization in the United States, 1985.*

### Household burglary

Burglars commit three-fifths of all rapes and robberies in the home and a third of all household assaults. During the 10 years from 1973-82, 2.8 million violent crimes occurred during the course of burglaries, even though the vast majority of burglaries occur when no household member is present.

Someone is at home during 13% of all burglaries, and 30% of such incidents end in a violent crime.

Among all cases of burglary—

- a third are forcible entries
- 22% use force trying to gain entry
- 45% are unlawful entries in which the intruder has no legal right to be on the premises and no force is used to enter the premises.

Theft is involved in—

- 77% of all forcible entries
- 82% of unlawful entries where no force is used to gain entry.

Housing units most likely to be burglarized are rented rather than owned and are in multiunit dwellings containing three to nine units.

Urban households are more likely than suburban or rural households to be victims of forcible entries. However, for unlawful entry where force is not used to gain entry, the rates in urban, suburban, and rural households are very similar.

Burglary occurs more often in warmer than in colder months.

When the time of entry is known, victims of burglary report that about half the incidents occurred during the daytime and half occurred at night.

Source: *Household burglary.*

### Bank robbery

Bank robberies—

- jumped from less than 500 a year prior to the 1960's to about 8,000 in 1980, increasing at a far faster rate than total robberies
- accounted for about 6% of all commercial robberies reported to Federal, State, and local authorities in 1982.

Of bank robberies investigated by the FBI that were studied—

- slightly more than 6% involved violence
- injuries occurred in slightly more than 2%
- death occurred in less than half of 1%.

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Most bank robbers appear to be unsophisticated, unprofessional criminals:

- 76% of them used no disguise despite the widespread use of surveillance equipment.
- 86% never inspected the bank prior to the offense.
- 95% had no long-range scheme to avoid capture and to spend the money without being noticed.

The average dollar loss from bank robberies was about \$3,300. In 1979 less than 20% of the amounts stolen were recovered.

Unlike other crimes bank robbery is almost always detected and almost always reported. About 2 in 3 bank robberies are cleared by arrest.

Of persons prosecuted for bank robbery—

- most had histories of prior arrests, convictions, and incarcerations
- 45% had served at least one prior term in excess of 1 year.

*Source: Bank robbery. Federal offenses and offenders.*

## **Automated teller machine loss and theft**

The Nation's banks lost an estimated \$70 to \$100 million from automated teller machine (ATM) frauds in 1983.

That year about \$262 billion were processed through 2.7 billion ATM transactions. Of a sample study of 2,700 transactions that prompted an accountholder complaint, about 45% appeared to involve fraud.

Of problem incidents studied, almost two-thirds involved withdrawals, almost a third of which were with a stolen or lost card.

To prevent unauthorized access, most ATM's require identification by a card and a personal identification number. According to the cardholders, the personal identification number of the cards that were used in ATM loss or theft was—

- recorded and kept near the card—typically in the purse or wallet—in 72% of the cases
- written on the card in 6% of the cases
- written and kept separate from the card or purse in 7% of the cases
- not written anywhere in 15% of the cases.

*Sources: Electronic fund transfer fraud. Electronic fund transfer fraud. Computer crime.*

## Drugs

Evidence increasingly points to a link between drugs and the commission of crime because crime is—

- a frequent characteristic of the drug business
- an activity engaged in by drug users.

However, currently there is no single source for the extensive data on drugs and crime compiled by Federal, State, and local governments. To fill this need, BJS established a Data Center & Clearinghouse for Drugs & Crime at the end of fiscal 1987 funded by the Bureau of Justice Assistance. The Data Center & Clearinghouse is accessible via a toll-free telephone number, 800-666-3332.

The center began operations October 1, 1987, and is—

- gathering existing data on drugs and the justice system in Federal, State, and local governments as well as the private sector
- identifying data needs that are not currently being met
- evaluating not only the statistical sufficiency of the data, but also the adequacy of the data for policymaking
- serving as a single source for those who need drug statistics, who must now contact numerous sources
- preparing a comprehensive report on drugs and drug law enforcement in the United States in a nontechnical format suitable for a lay audience
- performing other services such as preparing special computer tabulations and special analyses of existing drug data to inform policymakers and the general public on topics of policy concern.

The Data Center & Clearinghouse is discussed in greater detail in the "New initiatives" section of this report. Also discussed in that section are the redesigns of the Uniform Crime Reporting program and the National Crime Survey; both will be collecting more drug-related data than in the past.

During the year BJS sponsored a public opinion poll of Americans' attitudes on the seriousness of various crimes and the appropriate punishment for persons committing them. This survey was conducted in preparation for the National Conference on Punishment for Criminal Offenses held in November 1987 (described in more detail in the "Public opinion on crime and punishment" section of this report). BJS presented these results in a press release on November 8, 1987, and is preparing them for publication during fiscal 1988.

Drug use is not only a health problem in this country, but the use of drugs by otherwise law-abiding citizens supports illegal drug trafficking and the crime associated with it. The BJS *Sourcebook of criminal justice statistics* annually presents the most current data available on self-reported drug use, as well as public opinion data about illegal drug use.

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Care should be taken in using such data, particularly when comparing data from different polls where the wording or ordering of questions may be different and could influence results.

During fiscal 1987 analysis began of the 1986 National Prisoner Survey. The results of that survey will be published during fiscal 1988, including analysis of prisoner drug and alcohol use.

## Drugs and crime

Abundant data from BJS surveys show the extent of drug and alcohol use by prison and jail inmates at the time of the offense for which they are incarcerated and at other times in their lives.

Most prisoners and jail inmates have used drugs at some point in their lives, and many have used them just before committing the crime for which they were imprisoned:

- Just before committing the crime for which they were imprisoned, a third of State prisoners and a quarter of convicted jail inmates said they had been under the influence of an illegal drug.
- More than half the State prisoners said they had taken illegal drugs during the month before committing the crime.
- Three-fourths of all jail inmates reported using illegal drugs at some time in their lives in 1983, up from the two-thirds reporting drug histories in 1978—
  - 72% used marijuana
  - 38% used cocaine
  - 32% used amphetamines and 27% used barbiturates. (Methaqualone, LSD, and heroin each had been used by more than a fifth of the inmates.)

The proportion of jail inmates ever using heroin dropped from 1978 to 1983, but the proportion ever using cocaine and marijuana rose.

Among State prisoners drug offenders and burglars were the most likely to have been under the influence of drugs at the time of the offense. Among jail inmates the most likely to have been under such influence were drug offenders and property offenders.

Male prison inmates are somewhat more likely than female inmates to use drugs. However, the proportion who use heroin is somewhat greater among women than men.

Drug use and careers in crime appear to be related:

- The more convictions inmates had on their records, the more likely they were to have taken drugs in the month prior to committing the crime for which they were incarcerated.
- A study of Federal offenders found that those who use drugs (particularly those who use heroin) tend to
  - have worse criminal records than other Federal offenders
  - commit subsequent crimes, both drug and nondrug, at a higher rate than Federal offenders who do not use illegal drugs.

Sources: *Prisoners and drugs. Jail inmates 1983. Federal drug law violators.*

## Original sentence and time served by drug offenders

In Federal courts in 1986, 76% of convicted drug defendants were sentenced to prison. The following is the average sentence length for those sentenced to Federal prisons for—

Homicide	194 months
Robbery	161
Sex offenses	91
Drugs	70
Burglary	63
Assault	58
Auto theft	55
Weapons	54
Larceny/theft	46
Embezzlement	38

Federal sentences for drug offenses are longer than in the past. The average Federal prison sentence in the year ending June 30, 1986, for drug offenses was 38% longer than in 1979, a greater percentage increase in average sentence length than for all offenses combined (32%).

A study of 28 local jurisdictions found that 67% of those convicted of drug trafficking were sentenced to some kind of incarceration and 27% to incarceration for at least 1 year. This may reflect low amounts of illegal drugs (sometimes ounces) required to allow a defendant to be charged with possession with intent to sell rather than possession only. This could mean that relatively minor cases are pulling down the percent sentenced to incarceration.

In the 28 jurisdictions the average prison sentence lengths were—

- 157 months for rape
- 104 for robbery

- 81 for aggravated assault
- 65 for burglary
- 56 for drug trafficking.

Prisoners admitted to 23 State prisons in 1983 had average sentence lengths of—

- 100 months for all violent crimes
- 58 for property crimes
- 53 for drug offenses
- 45 for public-order offenses.

Typically, only a portion of the sentence handed down by the court is actually served in prison.

For Federal prisoners\* the following is the average time served and percent of sentence served for—

<u>Offense</u>	<u>Average time served</u>	<u>Percent of sentence served</u>
Robbery	72.9 months	49.0%
Drugs	38.5	58.6
Weapons	31.5	69.4
Monetary crime	26.5	63.8

\*Federal prison inmates who were sentenced to more than 1 year in prison, who had their first parole hearing during the year prior to June 30, 1980, and who were released or scheduled for release as of January 1, 1987.

Of State prisoners released from 23 State prison systems in 1983—

- drug offenders had served an average of 18.9 months (including credited jail time)
- violent offenders, 38.2 months
- property offenders, 19.4 months
- public order offenders, 13 months.

Sources: *Sentencing and time served: Federal offenses and offenders. Sentencing outcomes in 28 felony courts. Prison admissions and releases, 1983.*

## Drug offender profiles

The typical accused Federal drug law offender—

- is male
- is about 30 years old
- is most likely to be white
- has a 7% chance of opiate use or addiction and a 14% chance of current or past abuse of other drugs.

Persons charged with drug possession tend to be younger than those charged with the sale of drugs and to be less well educated, less often married, less wealthy, and less often repeat offenders than persons charged with other drug offenses.

Illegal drug producers tend to be the oldest of all.

*Source: Federal drug law violators.*

## Drug use in the general population

As presented in the BJS *Sourcebook of criminal justice statistics*—

- 54.2% of 1985 high school seniors reported having ever used marijuana/hashish
- 17.3% reported having ever used cocaine
- 1.2% reported having ever used heroin.

### Reported illegal drug use of high school seniors, 1985

Drug	Used within the last—	
	12 months*	30 days
Marijuana/hashish	40.6%	25.7%
Inhalants	7.2	2.9
Hallucinogens	7.7	2.5
Cocaine	13.1	6.7
Heroin	0.6	0.3
Other opiates	5.9	2.3
Sedatives	5.8	2.4
Tranquilizers	6.1	2.1

\*Including the last 30 days.

Through 1985, fewer students were using marijuana; more were using cocaine:

- 13.1% of high school seniors in 1985 reported cocaine use within the past 12 months, up from 5.6% in 1975.
- Reported marijuana use by high school seniors in the previous 12 months fell to 40.6% in 1985, reaching 1975 levels after peaking at 50.8% in 1979.
- Among young adults (high school graduates 1 to 8 years beyond high school) 19.9% reported using cocaine in the 12 months preceding the 1985 interview and 40.6% reported using marijuana.
- Self-reports of drug use among high school seniors underrepresent drug use among youth of that age group because high school dropouts and truants are not included, and these groups are expected to have more involvement with drugs than those who stay in school.

*Source: Lloyd D. Johnston et al. Monitoring the future 1975-1985, as presented in Sourcebook of criminal justice statistics, 1986.*



## Public opinion about drugs

As presented in the BJS *Sourcebook of criminal justice statistics*, 13% of the respondents to a 1986 New York Times/CBS News Poll reported that drugs are the most important problem facing their community. Females were more likely to rank drugs first, 14% vs. 12% of men; blacks were more likely than whites, 18% vs. 12%. However, 24% rated drugs as one of the two or three worst problems and an additional 35% said they were a serious problem.

When asked about spending for various social problems, 58% of the respondents to a National Opinion Research Center (NORC) poll said we are spending too little to deal with drug addiction.

### Attitudes toward public policy on illegal drug use

	<u>Agree</u>	<u>Disagree</u>
The U.S. Government should spend as much money as necessary to stop the flow of drugs into this country.	78%	20%
Drug abuse will never be stopped because a large number of Americans will continue to want drugs and be willing to pay lots of money for them.	83	14
Convicted heroin dealers should get the death penalty.	33	63

A third of the respondents felt it would reduce illegal drug use "a lot" if the Federal Government made a much greater effort to fight the drug problem; another third thought it would reduce drug use a little; a fourth thought it would make no difference.

When asked if they thought most Federal officeholders were serious when they made proposals for Federal programs to deal with drug abuse—

- 24% thought they were serious
- 60% thought most of them were using the issue for publicity.

Half of the respondents in a 1985 Gallup Poll said the possession of small amounts of marijuana should be treated as a criminal offense, up from 41% in 1977.

People with first-time convictions for cocaine or crack selling should receive the following punishment according to the respondents in a 1986 New York Times/CBS News Poll:

More than 1 year in jail	43%
1 year in jail	22
30 days in jail	16
Fine and probation	12
Death*	1

\*Response volunteered.

The 1987 BJS survey of public attitudes on punishment and the seriousness of crime asked what types of punishment persons selling cocaine to others for resale and persons using cocaine should receive, with the following results:

	<u>Most severe punishment preferred</u>		
	<u>Jail or prison</u>	<u>Proba- tion</u>	<u>Fine or restitution</u>
Cocaine—			
Sold for resale	89.9%	7.6%	2.5%
Used	57.9	35.3	6.8

## BJS reports on . . .

That survey also found that the public ranks selling cocaine to someone who will resell it as very serious. The respondents ranked it ninth in seriousness of the crimes they were asked about, higher than an assault with injury and robbery of \$1,000 with a gun where the victim is hospitalized. The higher ranking offenses involved either death or rape. Cocaine use ranked 18th out of the 24 offenses, higher than larceny of \$100 or less, assault with no injury, and burglary of \$10.

High school seniors have been surveyed annually since 1975. In 1985—

- 69% reported worrying often or sometimes about drug abuse
- 17% felt using marijuana should be entirely legal, down from 33% feeling that way in 1978.

Percent of 1985 high school seniors reporting they could obtain drugs fairly easily or very easily:

Marijuana/hashish	85.5%
Amphetamines	66.4
Tranquilizers	54.7
Barbiturates	51.3
Cocaine	48.9
LSD	30.5
Heroin	21.0

The students were asked how harmful the use of drugs was. The percents saying people were taking a great risk of harming themselves in regularly using the following were—

- marijuana/hashish, 70%
- LSD, 83%
- cocaine, 79%
- heroin, 86%.

Sources: New York Times/CBS News Poll data; National Opinion Research Center data; Lloyd D. Johnston et al., *Monitoring the future 1975-1985*; Lloyd D. Johnston, Patrick M. O'Malley, and Jerald G. Bachman, *Drug use among American high school students, college students, and other young adults: National trends through 1985*; Peter Begans, *ABC News-Washington Post Poll*; George G. Gallup, *The Gallup Poll*; all as reported in *Sourcebook of criminal justice statistics, 1986*. Joseph E. Jacoby and Christopher S. Dunn, "National survey on punishment for criminal offenses," (as presented at the National Conference on Punishment for Criminal Offenses, November 9, 1987), to be published by BJS in fiscal 1988.

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## The cost of crime

One of the questions policymakers, the media, and members of the general public most often ask BJS is "What is the total cost of crime to society?"

In all likelihood there will never be a simple answer to this seemingly simple question for a variety of reasons:

- Many costs to society of criminal activity cannot be measured directly. These include monies that might have been channeled into legal purchases if they had not been diverted for illegal purposes such as gambling, drug purchases, and prostitution. Organized crime, drug trafficking, and illegal immigration result in economic losses to society, but these defy direct measurement. Also difficult to measure are the losses from fraudulent activities that the victims are embarrassed to report.

- Some of the costs of crime to society are not quantifiable. These include non-monetary costs to victims, such as pain and suffering from injury, psychological distress, fear, and similar effects on victims and their families and friends.

However, BJS does measure some components of the cost of crime to society. One source is the National Crime Survey, which measures the value of property stolen or damaged through criminal incidents and the cost of medical care resulting from victimization.

Another cost of crime to society is that of operating the criminal justice system. In fiscal 1987 a report was issued containing 1985 expenditure and employment data in greater detail than possible since 1979 (*Justice expenditure and employment, 1985*, BJS Bulletin, March 1987). The Bureau of Justice Assistance sponsored this survey to collect data needed for the allocation of block grant formula funds under the Justice Assistance Act of 1984. It was possible to collect considerably more detailed data on corrections than since 1979, allowing the development of trend data showing the rapid increase in corrections expenditure, particularly for institutions as opposed to probation and parole.

**Economic cost of crime to victims**

Total economic loss to victims of personal and household crimes, 1985\*

Type of crime	Gross loss (millions)
All crimes	\$13,029
Personal crimes	3,363
—of violence	749
Rape	15
Robbery	492
Assault	242
—of theft	2,614
Personal larceny:	
with contact	80
without contact	2,534
Household crimes	9,666
Burglary	3,499
Household larceny	1,607
Motor vehicle theft	4,560

\*Includes losses from property theft or damage, cash losses, medical expenses, and lost pay because of victimization (including time spent with the police in investigation and in court and time spent in replacing lost property) and other crime-related costs.

A study of 1981 NCS data found that—

- nearly 75% of the cost stemmed from the three household crimes: burglary, household larceny, and motor vehicle theft
- among the three violent crimes (assault, robbery, rape), the largest loss was from robbery
- the median loss for a violent crime victim was twice as high as for a personal theft victim; motor vehicle theft gave rise to the highest median loss for all crimes
- most losses were from theft of property or cash (92%); 6% were from property damage and 2% from medical expenses
- about 65% of the medical costs resulted from assault—the most common of the three violent crimes
- 36% of all losses were recovered or reimbursed within 6 months after the offense
- median losses from personal and household crimes were greater for black than for white victims.

Sources: *The economic cost of crime to victims*. Unpublished National Crime Survey data.

## Cost of the justice system

Federal, State, and local spending for all civil and criminal justice activities in fiscal 1985 was \$45.6 billion—less than 3% of all government spending in this country:

### Government spending by activity

Social insurance payments	20.8%
National defense and international relations	18.3
Education	13.0
Interest on debt	10.9
Housing and the environment	6.8
Public welfare	6.0
Hospitals and health	4.0
Transportation	3.6
<u>Justice</u>	<u>2.9</u>
Space research and technology	0.5

Government spending (including direct and intergovernmental expenditures) is:

- Local, \$25.4 billion
- State, \$16.0 billion
- Federal, \$5.8 billion.

Of each justice dollar—

- 48¢ was spent on police protection
- 22¢ on the courts and other legal activities
- 29¢ on prisons and other correctional costs.

Less than 1¢ of every dollar spent by Federal, State, and local governments went into operation of the Nation's correctional system (including jails, prisons, probation, and parole).

Total government spending on civil and criminal justice was \$191 per person in 1985. State and local per capita spending varies greatly by State from the national average of \$167:

- West Virginia, Mississippi, and Arkansas spent the least (less than \$90 per person).
- The most is spent by New York (\$293), Nevada (\$278), Alaska (\$592), and the District of Columbia (\$613).

The percentage of direct expenditure for civil and criminal justice varies by level of government:

- .6% Federal
- 5.4% State
- 13.1% county
- 10.0% cities and towns
- 6.1% State and local combined.

1985 data are comparable to data collected for 1971 through 1979. Between 1979 and 1985, justice expenditures at all levels of government increased by 75%:

- corrections 116%
- prosecution and legal services 96%
- public defense 77%
- courts 71%
- police 58%.

Additional spending data are presented in the "BJS reports on . . . corrections funding" section of this report.

Sources: *Justice expenditure and employment, 1985. Justice expenditure and employment in the United States, 1971-79.*

## The public response to crime

The public's response to crime includes—

- decisions of individual victims on whether to report the crime to the police
- actions taken by victims (and their family and friends) in response to crime (such as attempting to minimize the risk of future victimizations through changes in behavior, purchase of burglar alarms, and guard dogs)
- similar actions taken by strangers who read or hear of crime through media accounts or other sources
- an increase (or decrease) in fear of crime
- changes in opinions on the effectiveness, efficiency, and fairness of the criminal justice system.

The National Crime Survey (NCS) measures the extent to which victims have reported crimes to the police and the reasons for reporting or not reporting; these are major justice indicators that BJS releases annually. During the previous fiscal year BJS issued an indepth study of these data. Another 1986 analysis of NCS data studied domestic violence and the effect that reporting it to the police had on recurrence.

Also during that year a special one-time supplement to the NCS, called the 1984 Victim Risk Supplement, was analyzed. This supplement collected information about crime prevention measures taken at home and at the workplace and about individuals' perceptions of the safety of their homes, neighborhoods, and places of work.

Public opinion polls by organizations such as Gallup, ABC News, and the National Opinion Research Center ask questions about how fearful people are of crime and about their confidence in criminal justice agencies. Data from these polls are assembled in the annual BJS *Sourcebook of criminal justice statistics*.

During the year BJS sponsored a public opinion poll of Americans' attitudes on the seriousness of various crimes and the appropriate punishment for persons committing them. This survey was conducted in preparation for the National Conference on Punishment for Criminal Offenses held in November 1987. BJS presented these results in a press release November 8, 1987, and is preparing them for publication during fiscal 1988.

Care should be taken in using public opinion data, particularly when comparing data from different polls where the wording or ordering of questions may be different and could influence results.

## Preventing crime

In 1984 about a third of all households reported taking one or more of these crime prevention measures:

Engraving valuables	25%
Neighborhood watch	7
Burglar alarm	7

Black and white households are equally likely to take at least one of these measures.

The higher the household income, the more likely it is that the home has a burglar alarm. One in six families with incomes of \$50,000 or more have one; this is twice the rate of families with incomes between \$25,000 and \$50,000 and three times that of families with incomes less than \$25,000.

Almost a fifth of all families live in communities that have neighborhood watch programs and, of these, about 38% of the families participate in these programs.

Households in areas with neighborhood watch programs and those participating in such programs vary with income:

Household income	Percent—	
	With programs	Participating
Less than \$7,500	14%	4%
\$7,500-9,999	14	5
\$10,000-14,999	16	6
\$15,000-24,999	19	7
\$25,000-29,999	22	9
\$30,000-49,999	25	11
\$50,000 or more	30	15

One in four urban families live in a neighborhood with a crime watch program as do 1 in 5 suburban families and 1 in 8 families who live outside metropolitan areas.

Of the households surveyed, 20% had at least one of these features:

- a fence or barricade at the entrance
- a doorkeeper, guard, or receptionist
- an intercom or phone for gaining entrance to the building
- surveillance cameras
- bars on windows or doors
- signs indicating alarms or security devices
- other warning signs, such as "beware of the dog."

Percent of respondents who reported at least one security measure at work:

<u>Security measure</u>	<u>Percent</u>
Receptionist or guard who checks people in	42%
Burglar alarm system	33
Police or guard for protection	30
Pass or ID required for entrance	19
Locked entry during work hours	16
Surveillance camera	16
Guard dog	2

Source: *Crime prevention measures.*

## Reporting crime

Less than two-fifths of all NCS crimes (rape, robbery, assault, personal and household larceny, household burglary, and motor vehicle theft) are reported to the police:

- The crimes most serious in terms of economic loss or injury are the crimes most likely to be reported; nearly half of NCS violent crimes are reported, but only a fourth of the personal crimes of theft and a third of household crimes are reported.

- The most frequently reported crimes (excluding murder) are motor vehicle theft (73% in 1986), aggravated assault (59%), and robbery (58%).

The percent of NCS respondents saying they had reported the incident to the police grew from 32% in 1973 to 37% in 1986.

Generally, demographic characteristics (sex, age, race) of the victims make less difference in reporting rates than does the type of crime.

Most crimes are reported by the victim or a member of the victimized household. Of reported—

- personal crimes, 60% are reported by the victim, 13% by another household member, and 22% by some one else; 3% are discovered by the police
- household crimes, 88% are reported by a household member and 10% by someone else; 2% are discovered by the police.

The reason most often given for reporting a violent crime to the police was to keep the crime from happening again. The desire to recover property was the reason most often given for reporting both personal theft and household crimes.

The reason most often given for not reporting property crimes was that the crime was not important enough to be reported to the police. For violent crimes, it was that the matter was private or personal.

Almost half of all cases of domestic violence reported by women in NCS surveys for 1978-82 were not reported to the police.

Calling the police about an act of domestic violence seems to reduce the risk of a husband attacking his wife again within 6 months by as much as 62%.

During 1978-82, 41% of the married women who were attacked by their husbands but did not call the police were assaulted again within an average of 6 months, but only 15% of the women who did call the police were attacked again.

Crimes against teenagers were less likely to be reported to the police than crimes against adults.

*Sources: Criminal victimization, 1986. Reporting crimes to the police. Preventing domestic violence against women. Teenage victims.*



## Fear of crime

In 1984 the National Crime Survey included a Victim Risk Supplement. Of the persons asked—

- about 32% said they felt their neighborhood was very safe from crime
- 59% said their neighborhood was fairly safe
- 10% said it was unsafe.

More than 90% of the people asked said they felt very or fairly safe at their workplace.

As presented in the 1986 BJS *Sourcebook of criminal justice statistics*, 82% of high school students surveyed in 1985 said they worried "often" or "sometimes" about crime and violence. More females (88%) than males (77%) reported such worries.

A higher percentage of high school students were worried about crime than about—

- hunger and poverty, 70%
- drug abuse, 69%
- chance of nuclear war, 65%
- economic problems, 60%
- pollution, 47%
- race relations, 43%
- energy shortages, 34%
- using open land for housing or industry, 30%
- population growth, 23%
- urban decay, 18%.

The 1985 *Sourcebook* presented the results of a 1984 Media General/Associated Press Poll. In that poll the following percentages of respondents reported being concerned about—

Someone forcing his way into your home and stealing your possessions	61%
Someone robbing or mugging you on the street	49
Someone raping you or a family member	62

Sources: *Crime prevention measures. Monitoring the future 1975-1985*, Lloyd D. Johnston et al., as presented in *Sourcebook of criminal justice statistics, 1986*. Media General/Associated Press Poll, as presented in *Sourcebook of criminal justice statistics, 1985*.

## Public confidence in the criminal justice system

As presented in the 1986 BJS *Sourcebook of criminal justice statistics*, 88% of the respondents to a 1985 Gallup Poll rated the honesty and ethical standards of the police as average or higher than average. Similar ratings were given when the same question was asked in 1977, 1981, and 1983.

The 1984 *Sourcebook* presented data from a 1982 ABC News Poll that asked a national sample if someone in their household had called the police in the past year. Of 35% saying yes—

- 72% said the police responded within a "short time"
- 22% said the police arrived a "long time" after they were called
- 4% volunteered a response of "somewhere in between"
- 2% didn't know.

The same poll asked how much confidence respondents had in the police to prevent crimes such as robberies from happening and how much confidence they had in the police to solve such crimes after they had happened:

	Confidence in the ability of the police	
	To prevent crimes	To solve crimes
All respondents	100%	100%
Great deal	18	14
Good amount	43	46
Very little	33	34
None at all	5	5
No opinion, refused	1	1

The 1986 *Sourcebook* presented the results of a 1986 poll conducted by the National Opinion Research Center (NORC). That poll asked respondents to a national survey, "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?" They responded as follows:

Too harshly	3%
Not harshly enough	85
About right	8
Don't know	4

This question has been asked for more than a decade. During this time—

- a decreasing percentage felt that the courts were dealing too harshly with criminals (6% in 1972 to 3% in 1986)
- an increasing percentage felt the courts were not dealing harshly enough (66% in 1972 to 85% in 1984)
- however, the current levels were reached in the middle to late 1970's and have been relatively stable ever since.

The percent of high school students reporting that they believe there are "considerable" or "great" problems of dishonesty and morality in the courts and justice system declined from 30% in 1975 to 23% in 1985.

Sources: ABC News Poll as presented in *Sourcebook of criminal justice statistics, 1984*. Gallup Poll, the National Opinion Research Center polls, and Lloyd D. Johnston et al., *Monitoring the future 1975-1985*, as presented in *Sourcebook of criminal justice statistics, 1986*.



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## BJS reports on . . .

The respondents were more likely to select imprisonment and to give longer prison terms to offenders who had prior convictions for violent crimes or prior prison sentences. In general, however, the seriousness of the crime was the major factor in the various choices.

When asked about their reasons for selecting a particular type of punishment, the respondents said the reason was "very important" or "somewhat important" according to the following percentages:

	<u>Very important</u>	<u>Somewhat important</u>
To deter the offender from doing it again	79%	12%
To make a public statement that such behavior will not be tolerated	76	13
To rehabilitate the offender	72	13
To give the offender what he or she deserves	70	20
To deter others from crime	70	18
To incapacitate the offender from committing more crimes	58	13
To respond as my religion or my morality requires	48	21
To get even with the offender by making him or her suffer for what he or she has done	25	21

Source: BJS press release, November 8, 1987, presenting results from Joseph E. Jacoby and Christopher S. Dunn, "National survey on punishment for criminal offenses," as presented at the National Conference on Punishment for Criminal Offenses, November 9, 1987.

## Adjudication and sentencing

Policymakers and the public are particularly concerned about—

- what happens to accused offenders when charges are brought against them and their cases are heard in court
- whether they are released on "technicalities"
- whether they are allowed to plead guilty to lesser charges, thus not receiving the full measure of legal sanctions due to them for the crimes they have committed
- whether they delay court proceedings through legal maneuverings that discourage witnesses and victims from continued participation in the prosecution
- whether the sentences received and served by convicted offenders reflect the seriousness of the crimes.

Methods of case processing and terminology vary across the country. Consequently, much of the information on this phase of criminal justice is based on studies of limited numbers of jurisdictions.

Of major importance in fiscal 1987 was the continuation of several projects directed toward development of nationally representative court case-processing and outcome data and improved data on other aspects of the judicial phase of criminal justice, such as pretrial release. (These efforts are described in the "New initiatives" section of this report.)

During fiscal 1987 BJS prepared individual summaries of each State's 1986 felony laws from the State's annotated code and published selected results in *State felony courts and felony laws* (BJS Bulletin, August 1987). Complete results will be published in *Felony laws of the 50 States and the District of Columbia* in fiscal 1988.

*State felony courts and felony laws* also contained data that were collected in fiscal 1986 in the process of updating the sampling frame needed to draw a nationally representative sample of felony courts. These data included court characteristics and the numbers of cases filed and disposed.

The Felony Sentencing Outcomes Project produced *Sentencing outcomes in 28 felony courts 1985* (BJS Final Report, August 1987):

- In fiscal 1987 BJS expanded this project to cover a nationally representative sample of 100 jurisdictions, with the Census Bureau assuming responsibility for collecting data for most of the added courts.
- Data collection is underway on the sentences received by more than 25,000 convicted felons for homicide, rape, robbery, aggravated assault, burglary, larceny, drug trafficking, and all other felonies.
- For the first time data will be available that reflect felony sentencing for the Nation as a whole.

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## BJS reports on . . .

- The project will study the use of different kinds and degrees of sanctions and will examine the impact on sentencing patterns of such factors as crime severity, different types of sentencing systems, the number of conviction offenses, and the use of pleas versus trials.

One source of data on local prosecution is the management information systems maintained by prosecutors in jurisdictions throughout the country. The BJS-sponsored Prosecution of Felony Arrests Project obtains case-processing data from such systems in some jurisdictions:

- It collects information on case attrition, guilty pleas, final dispositions, and case-processing time.
- In fiscal 1987 *The prosecution of felony arrests, 1982* was completed and submitted for publication, which will be in fiscal 1988. It contains full details on felony case-processing data for 37 jurisdictions.
- The number of jurisdictions participating in this project has grown from 13 supplying 1977 data to 28 for 1980 and 37 for 1982.

A third adjudication project being conducted for BJS is a major study of burglars and robbers brought to the attention of local prosecutors in 15 of the Nation's largest counties. Data collection continued in fiscal 1987. The study describes the impact of different policies and practices on the disposition and sentencing outcomes of robbery and burglary cases.

Of major importance during the year was the publication of reports on the judicial processing of white-collar offenders, one report covering Federal offenders and the other, State offenders: *White collar crime: Federal offenses and offenders* (BJS Special Report, September 1987) and *Tracking offenders: White-collar crime* (BJS Special Report, November 1986).

These reports are the culmination of methodological development efforts discussed in previous BJS annual reports in the "New initiatives" section.

One of these reports was produced from the Integrated Federal Justice Data Base under the Federal Justice Statistics Program:

- This data base traces Federal case processing from investigation through prosecution, adjudication, and corrections.
- It includes input from the United States Attorneys, United States Courts, the Bureau of Prisons, and the United States Parole Commission.
- This is the first time that such Federal justice data have been compiled in a single data series.
- In addition to the white-collar crime report, two reports were issued in fiscal 1987, *Sentencing and time served: Federal offenses and offenders* (BJS Special Report, June 1987) and *The Federal civil justice system* (BJS Bulletin, July 1987).
- Two reports specific to the judicial processing of Federal defendants are scheduled for fiscal 1988, one on pretrial release and the other on Federal drug offenders.

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During fiscal 1987 BJS continued its recently expanded program of analyzing Offender-Based Transaction Statistics (OBTS) data from States having such systems:

- The OBTS systems follow offenders from arrest through final disposition.
- In fiscal 1987 BJS completed analysis and published findings of State OBTS data on the white-collar crimes of forgery/counterfeiting, fraud, and embezzlement in *Tracking offenders: White-collar crime* (BJS Special Report, November 1986).
- Eight States and one territory were able to supply data: California, Minnesota, Nebraska, New York, Ohio, Pennsylvania, Utah, Virginia, and the Virgin Islands.

In 1986 complete results of the first national survey of public defense systems in 10 years were published in *National criminal defense systems study* (BJS Final Report, October 1986). This report contained detailed tabulations from the study. A project to update these data began in fiscal 1987 and will be published in a report in fiscal 1988.

Data on sentences received and served by prison inmates are available from *Prison admissions and releases, 1983* (BJS Special Report, March 1986).

During fiscal 1987 work began on an international study of time served in prison in five countries. Results will be published in fiscal 1988.

## **Civil and criminal cases filed and disposed**

In 1985, 1.5 million felony cases were filed in the Nation's 3,235 State felony courts, an average of nearly 500 per county. Eighteen counties had more than 10,000 felony filings each. Half of all counties in the Nation, however, had fewer than 100 filings each, and no felony cases were filed in 32 sparsely populated counties.

The 75 largest counties (those with populations of about 600,000 persons or more) accounted for about half of the reported crime and 43% of all arrests in the United States, but only about 28% of all felony court filings and convictions. These counties averaged about 5,500 felony case filings each.

The smallest counties (2,650 counties with populations of less than 100,000 persons) accounted for 16% of reported crime, but 23% of all arrests and 38% of all felony court filings and convictions.

Arrests in the South were more likely to result in prosecution and conviction in a felony court than arrests in other regions. For every 1,000 arrests in the South there were 143 felony court convictions; in the West, there were 58; in the Northeast, 60; and in the Midwest, 78.

After cases are filed with the court, the court takes action to dispose of them. Felony courts dispose of cases through conviction, acquittal, and dismissal or by some other means. In 1985 about 1.5 million felony cases were disposed by the Nation's felony courts, an average of nearly 500 per county. Twenty counties disposed over 10,000 cases each. Half of all counties had less than 100 dispositions each, and no felony cases were disposed in 31 counties. The 75 largest counties averaged 5,300 felony dispositions.

Nationwide, 69% of felony cases were disposed through conviction. Felony court convictions numbered one million in 1985, and the average per county was a little over 300. Four counties had over 10,000 convictions each. Half of all counties had less than 70 convictions, and 41 counties had no felony court convictions. The 75 largest counties averaged about 3,900 convictions.

Not all of these convictions were for felonies. Nearly 80% of the courts reported that felonies reduced to misdemeanors were included in their statistics on felony court dispositions.

Civil cases filed in U.S. District Courts (Federal courts) reached 254,828 in the 12 months ending June 30, 1986, six times as many as criminal cases filed in these courts (41,490).

The number of civil cases filed in the Federal courts almost doubled between 1976 and 1986 and almost tripled from 1970 through 1986. Filings decreased from 1985 to 1986, however.

*Sources: State felony courts and felony laws. The Federal civil justice system.*

### **Felony courts**

In the United States there are 3,128 counties and county equivalents (parishes, boroughs, independent cities, and the District of Columbia). Nearly all of them have State-level courts that conduct trials for all types of felony cases. These courts have various names. They are called—

- circuit courts in 16 States
- district courts in 15 States
- superior courts in 13 States and the District of Columbia
- other names in 2 States
- a combination of names in 4 States.

Collectively, these circuit, district, and superior courts form the Nation's State felony courts.



The vast majority of counties has one court responsible for deciding cases arising out of alleged violations of State felony laws.\* Only 19 jurisdictions have no felony court: 15 independent cities in Virginia, 3 counties in South Dakota and Wisconsin that are largely Indian reservations, and 1 county in Rhode Island. Felonies committed in these 19 jurisdictions sometimes are tried in nearby counties.

Courts vary in terms of how they define a case. In two-thirds of all courts, each defendant equals one case. In the rest each charge or each indictment equals one case regardless of the number of defendants. Consequently, the number of cases reported is not the same as the number of persons who appeared in felony courts or who were convicted.

The felony court in 326 counties (representing 10% of all counties) reported that the misdemeanor court accepts guilty pleas to felony charges; the felony court in 300 of these 326 counties further reported that the misdemeanor courts also sentence all felons whose guilty pleas they accept.

Source: *State felony courts and felony laws.*

\*The term court, as it is used here, should not be confused with courthouses or courtrooms. For example, if a State has a system of eight circuit courts throughout the State, they would be counted as eight courts.

## Local prosecution

Differences in local laws, agencies, resources, standards, and procedures result in varying responses to crime in each jurisdiction:

- For example, among 16 jurisdictions supplying data for 1981, two reject no cases prior to filing because the police file cases directly with the court.
- Across the other jurisdictions the rejection rate ranged from 3% to 47%.

A high rate of rejections at screening is because the prosecutor has a conscious policy to weed out weak cases before they enter the court system. In general—

- jurisdictions with high screening rates have low dismissal rates
- those with low screening rates have high dismissal rates.

Most felony arrests do not result in a trial:

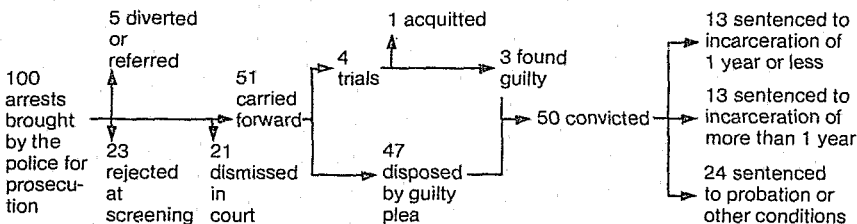
- From a third to more than half of all arrests are rejected at screening or dismissed.
- Most of the rest result in a guilty plea.

Evidence-related deficiencies and witness problems—

- account for more than half of rejections at screening
- are also common reasons for dismissals.

Guilty pleas rather than trials account for most felony convictions (an average of 88% of the 1981 felony convictions across the 27 jurisdictions studied).

**Typical outcome of 100 felony arrests brought by the police for prosecution in 37 jurisdictions, 1982**



The use of guilty pleas in felony cases varies greatly among jurisdictions:

- Some jurisdictions have policies that result in a high rate of guilty pleas.
- Others go to trial more frequently.

Most guilty pleas are to the most serious charge filed by the prosecutor. In 11 of 16 jurisdictions studied, close to 60% or more of the guilty pleas were to the top charge.

Few cases are brought to trial. On average, 4 of every 100 arrests went to trial in 1981.

Defendants charged with serious crimes are more likely than those with less serious charges to demand a trial.

Most trials by jury result in conviction:

- Of 26 jurisdictions providing data for 1981, an average of 73% of the cases that went to trial resulted in conviction.
- Individual jurisdiction rates ranged from 52% to 88%.

*Sources: The prosecution of felony arrests, 1981. The prosecution of felony arrests, 1982.*

## Felony case-processing time

On the average, in a study of 12 mostly urban counties about half the felonies for which court charges were filed were disposed within 3 1/2 months.

The average time for disposition was a little less than 5 months for felonies that resulted in indictments or were otherwise bound over for a trial in a State felony court.

Felony cases that went to trial took about twice as long to complete as those with guilty pleas or dismissals. Even when felonies went to trial, the average time from arrest to disposition was less than 8 months.

Generally, the more serious the charge, the longer it took to process the case.

Processing times are greatly influenced by how the cases are handled after the charges are first filed in court:

- Some felony charges are reduced to misdemeanors and the cases disposed of in lower courts.
- Other felony cases are sent to grand juries or are otherwise ordered to trial in a higher court.

Felony cases typically take longer to process than cases in lower courts:

- Unlike misdemeanor cases, they typically require preliminary hearings or grand jury presentations.
- They also more frequently require full trials.

The average processing time in the 12 jurisdictions for all felony cases filed with the courts according to the most serious charge were:

Homicide	6.2 months
Sexual assault	4.2
Robbery	3.5
Burglary	3.2
Larceny	3.2

Many factors influence case disposition times, but delay-reduction policies of prosecutors and courts are among the most significant.

Source: *Felony case-processing time.*

### **Federal prosecution and pretrial release**

In the Federal courts and in the State and local courts studied, about 85% of the defendants are released pending trial.

Of all Federal defendants released in 1979—

- about 50% were on unsecured bond
- 23% were on personal recognizance
- 14% were on deposit bond
- 9% were on surety bond
- less than 2% were on collateral bond.

In Federal courts the highest bail amounts tended to be imposed on defendants accused of the most serious crimes who had extensive criminal records and weak social and economic ties.

Of Federal defendants released, about 10% were rearrested for new crimes, violated the conditions of their release, or failed to appear for trial. In State and local courts, pretrial misconduct occurred three times as often. This difference may be attributed to the large number of white-collar offenders prosecuted in the Federal courts.

During the same bail period Federal defendants with serious criminal records were more likely to be rearrested or fail to appear for trial (35%) than defendants with less serious records (20%) or those with no records (8%).

The longer a defendant waits for a trial, the greater is the probability of misconduct. The likelihood was—

- 10% for Federal defendants free on bail for 90 days
- 14% for those on bail for 180 days
- 17% for those on bail for 270 days.

*Source: Pretrial release and misconduct:  
Federal offenses and offenders.*

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## Indigent defense

The Constitution grants a person accused of a crime punishable by a term of incarceration a right to an attorney. The courts have ruled that the defense of accused persons must be provided regardless of the defendants' ability to pay for such counsel. Therefore, the public bears the costs of indigent defense services.

The Nation spent almost \$625 million in 1982 for indigent criminal defense services in about 3.2 million State and local court cases.

Spending for indigent defense in 1982 was—

- 44% greater than the estimated \$435 million spent during 1980
- 213% greater than the estimated \$200 million spent in 1976.

The average cost of an indigent defense case nationwide was \$196—ranging from \$567 in Hawaii to \$85 in Oklahoma.

Assigned counsel systems that require the appointment of private attorneys dominate service delivery patterns. They are used in 60% of all counties, whereas 34% use public defender systems, and 6% use contract systems.

Public defender systems predominate in 43 of the 50 largest counties in the United States and serve 68% of the Nation's population.

A growing number of cases are no longer being handled by public defenders, mainly because of the increasingly strict definition of what constitutes a conflict of interest and limits on the number of cases the public defender is able to handle.

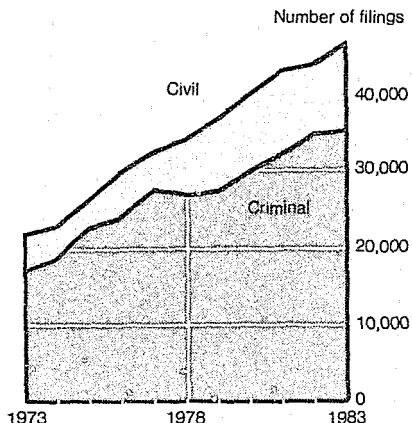
Of all counties studied, 75% have some form of recoupment requiring defendants to repay a portion of their defense costs, but 25% of the counties that require recoupment reported that no payments were received in 1982.

Sources: *Criminal defense systems: A national survey. National criminal defense systems study.*

## Appeals and habeas corpus

State appeals court cases more than doubled during 1973-83.

### Civil and criminal appeals filed, 1973-83 (38 States)



The increase—114% for civil cases and 107% for criminal cases—was greater than the 90% increase in Federal appeals filed in the U.S. Circuit Court of Appeals.

Both civil and criminal caseloads increased by about 4% per year since 1978, not nearly as fast as appellate filings.

Criminal appeals made up only 10% to 15% of the total appeals until the 1960's, when a rapid increase occurred. In the past decade criminal appeals accounted for 43% to 46% of all appeals.

The number of Federal habeas corpus petitions (in which prisoners challenge the validity of their State convictions after they have exhausted all other appeals) rose nearly 700% between 1961 and 1982.

Only a small number of inmates (1.8%) who filed habeas corpus petitions were successful in gaining any type of release.

Many of the same prisoners filed successive habeas corpus petitions for State and Federal court review of their conviction and/or detention.

Sources: *The growth of appeals: 1973-83 trends.* Habeas corpus: *Federal review of State prisoner petitions.*

## Sentencing practices

States vary in the degree of judicial and parole board discretion in the sentencing and release decisions provided by law. Currently, the range of State sentencing systems involves the following:

*Indeterminate sentencing.* The judge has primary control over the type of sentence given (such as prison, probation, or fine and the upper and lower bounds of the length of prison sentences within statutory limits), but actual time served is determined by the parole board.

*Determinate sentencing.* The judge sets the type of sentence and the length of prison sentences within statutory limits, but the parole board may not release prisoners before their sentences (minus good-time) have expired.

*Mandatory prison terms.* Legislation requires the imposition of a prison sentence, often of specified length, for certain crimes and/or certain categories of offenders.

*Presumptive sentencing.* The judge is required to impose a sentence whose length is set by law for each offense or class of offense. When there are mitigating or aggravating circumstances, however, the judge is allowed to shorten or lengthen the sentence within specified boundaries.

Some States have other practices that affect sentencing and the actual time served:

*Sentencing guidelines.* The courts set sentences by using procedures designed to structure sentencing decisions, usually based on offense severity and criminal history.

*Parole guidelines.* Parole boards use procedures designed to structure release decisions based on measurable offender criteria.

*Good-time policies.* In nearly all the States legislation allows for reduction of a prison term based on the offender's behavior in prison.

*Emergency crowding provisions.* Policies that relieve prison crowding by systematically making certain inmates eligible for early release.

In recent years many States have been moving away from sentencing systems that allow judges and parole boards wide discretion in sentences and time served to more certain and fixed punishments for crimes through mandatory sentences, sentences of fixed length (determinate sentencing), and the abolition of parole boards.

Evidence of this shift in sentencing and release policy can be seen in the percentage of offenders leaving State prisons because of a parole board decision:

- In 1977, nearly 72% of those discharged from prison exited as a result of a parole board decision.
- In 1985, by contrast, 43% of those released were by a parole board's decision.
- Increasingly, States have come to rely on mandatory release (sentence length minus good-time earned while in prison) to fix release dates rather than parole boards.

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## BJS reports on . . .

Sentence length varies by whether the system is determinate or indeterminate. Of 28 jurisdictions studied in 1985—

- the average (mean) prison term imposed in determinate sentencing jurisdictions was 40% to 50% lower than those found for indeterminate sentencing jurisdictions
- there was a narrower range in sentences imposed for each of the selected crime categories studied in the determinate sentencing jurisdictions than in the indeterminate sentencing jurisdictions.

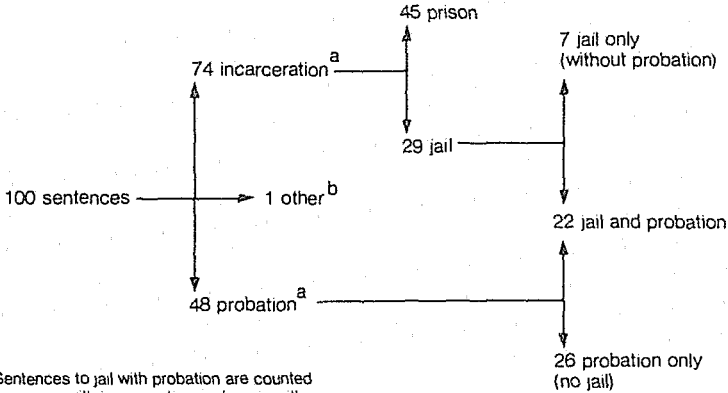
Mandatory sentencing also has gained wide acceptance as legislatures in almost all States have defined specific offenses or offender types for which imprisonment sentences must be given (probation is not an option):

- These offenses generally focus on specific violent crimes, offenses involving the use of weapons, or drug crimes.
- Repeat offenders also have been targeted by many States with mandatory enhancements given for a prior felony conviction or the inclusion of new offense categories for repeat offenders in State criminal codes.

Sources: *Setting prison terms. Sentencing practices in 13 States. Felony sentencing in 18 local jurisdictions. Prison admissions and releases, 1983. Sentencing outcomes in 28 felony courts. Probation and parole 1986.*



**A typical 100 sentences in felony court  
in 28 local jurisdictions, 1985**



<sup>a</sup> Sentences to jail with probation are counted twice, once with incarceration and again with probation. For this reason, the sum of incarceration, probation, and other exceeds 100.  
<sup>b</sup> Other includes such sentences as restitution to the victim or a fine.

**Sentencing outcomes**

Felons convicted of more serious offenses are more likely to go to State prison.

Percent of convicted felons sent to prison in 28 local jurisdictions, 1985

Homicide	84%
Rape	65
Robbery	67
Burglary	49
Aggravated assault	42
Larceny	32
Drug trafficking	27

Straight probation accounted for more than a fourth of felony sentences in the 28 jurisdictions studied. About another fifth of such sentences were to a term in a local jail (usually 1 year or less) followed by probation.

Subclassifications of general crime categories revealed substantial differences in imprisonment rates and average prison terms. For example, 56% of those persons convicted of residential burglary were sentenced to prison for an average term of 67 months, while only 47% of those persons convicted of nonresidential burglary were sentenced to prison for an average term of 46 months.

Of every 10 defendants convicted of a serious felony, 7 were 30 years old or younger.

## BJS reports on . . .

Of the 2,561 defendants convicted of homicide in 1985 in 28 large court systems throughout the country—

- 84% were sentenced to prison
- 1% were given jail terms
- 7% received combined jail and probation sentences
- 8% were given straight probation.

Felons with multiple conviction charges receive longer sentences:

- 39% of those convicted on a single charge in the 28 jurisdictions received prison sentences, averaging 73 months.
- 80% of those convicted on four or more charges received prison terms averaging 150 months.

Whites and blacks entering State prison in 1983 received the same average sentences if differences in geographical and offense distributions are taken into account:

- A higher proportion of blacks than whites had been convicted of a violent crime, especially robbery.
- Blacks were concentrated in States that gave longer average sentences to all racial groups than were given in other States.

For each of the major violent crimes (except murder), sentences were longer for the men than for the women who entered State prison in 1983. Murder brought a median sentence of life imprisonment for both sexes.

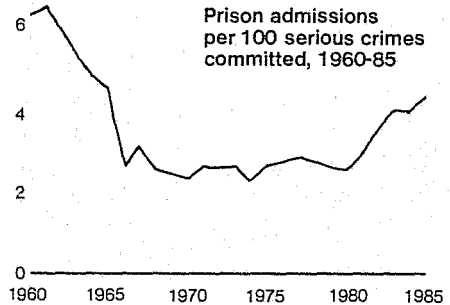
The risk of imprisonment for serious crime has increased in recent years, but it has not yet reached the levels of 20 to 25 years ago.

Of Federal offenders convicted between July 1, 1985, and June 30, 1986—

- 51% were sentenced to prison terms
- 37% were sentenced to probation only
- the remainder received fines or other sentences.

The average prison sentence for offenders receiving regular prison sentences was slightly less than 5 1/2 years.

Between 1979 and 1986 average lengths of regular Federal prison sentences increased by 32%.



Sources: *Felony sentencing in 28 local jurisdictions. Prisoners in 1985. Prison admissions and releases, 1983. Sentencing and time served: Federal offenses and offenders.*

## Prosecution of white-collar offenders

Of those arrested by State or local police for white-collar felonies in eight States and one territory in 1983, 88% were prosecuted—a somewhat higher proportion than those arrested for felonies involving property crimes (86%), violent crimes (82%), or public-order crimes (81%).

Persons prosecuted for the white-collar crimes of forgery/counterfeiting, fraud, and embezzlement had a conviction rate slightly lower (74%) than those arrested for property crimes (76%), but higher than for violent crimes (66%) or public-order crimes (67%). (Public-order offenses include nonviolent sexual offenses, commercialized vice, drug offenses, disorderly conduct, and weapons offenses.)

Persons convicted of white-collar crimes in State and local courts were—

- much less likely to be sentenced to incarceration for more than 1 year (18%) than violent offenders (39%) and property offenders (26%)
- sentenced to incarceration less often than violent offenders and property offenders (60%, 67%, and 65%, respectively) but more often than public-order offenders (55%).

About 30% of suspects investigated by U.S. attorneys in the 12 months prior to September 30, 1985, were suspected of involvement in white-collar offenses; the majority of suspects were investigated for fraud.

Criminal cases were filed by U.S. attorneys against 55% of white-collar suspects—the same filing rate as for non-white-collar offenses. The filing rate for tax fraud was the highest (79%), followed by regulatory offenses (65%).

During 1985, 10,733 defendants were convicted of Federal white-collar crimes, an increase of 18% in the number of white-collar convictions since 1980. The conviction rate for white-collar defendants was 85%, compared to a rate of 78% for all other defendants in Federal criminal cases.

About 40% of white-collar offenders convicted in 1985 were sentenced to incarceration, compared to 54% for non-white-collar offenders.

Those convicted of white-collar crimes received shorter average sentences of incarceration (29 months) than other Federal offenders (50 months).

Those convicted of non-white-collar crimes were more than twice as likely as white-collar offenders to receive a sentence of more than 5 years; white-collar offenders were more likely to be sentenced to probation or fined.

Among white-collar offenders, those convicted of counterfeiting were the most likely to be sentenced to incarceration (59%). They received the longest average sentence (40 months) and were the most likely to be sentenced to more than 5 years.

*Sources: Tracking offenders: White-collar crime. White collar crime: Federal offenses and offenders.*

## Corrections

Few aspects of criminal justice have been the subject of more intense debate over the past several years than that of corrections policy. As the public has demanded stiffer sentences and the effects of demographic changes in the population have increased the size of the more "prison-prone" age groups in society, prisons have filled to over capacity, leading to increased demands on correctional systems.

The BJS corrections statistics program provides systematic data on correctional populations and agency workloads covering probation, local jails, State and Federal prisons, parole, and persons under sentence of death.

In August 1987, the *1984 Census of State adult correctional facilities* was published as the first release of data from that census. The 1984 census was the third in a quinquennial series intended for use by Federal, State, and local correctional administrators in assessing the needs of State correctional facilities. Earlier censuses were conducted in 1974 and 1979.

The August report includes a national overview; a description of facilities and inmates by security level, size, sex of inmates housed, and facility function; and a final section on confinement and community-based facility age, capacity, inmates, court orders, programs, employees, and expenditures by region and State.

Based on the census, BJS published *Population density in State prisons* (BJS Special Report, December 1986). It examines prison housing patterns, population density and occupancy, and the effects of population density on rates of deaths, assaults, and disturbances.

Additional analyses on several topics were performed on data collected during the 1983 quinquennial National Jail Inmate Survey. *Jail inmates, 1985* (BJS Bulletin, August 1987) was published, releasing data from the annual jail sample survey that provides basic counts of jail populations in years when the jail census is not conducted. Analysis was completed of 1986 jail inmate data and released early in fiscal 1988 (*Jail inmates, 1986*, BJS Bulletin, October 1987).

The National Prisoner Statistics (NPS) series, begun in 1926, provides yearend and midyear counts, by jurisdiction, of prisoners confined in State and Federal institutions. *Prisoners in 1986* (BJS Bulletin, May 1987) and a September 1987 press release documented the continued growth in the population of the Nation's prisons: The number of inmates in State and Federal prisons reached a record high of 570,519 by June 30, 1987. Also released during the year was the detailed report, *Prisoners in State and Federal institutions on December 31, 1984* (BJS Final Report, June 1987).

The National Probation Reports series provides annual data, by State, on the number of admissions to probation supervision and the yearend total of persons under such supervision.

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The Uniform Parole Reports Program, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. This program also gathers information from States annually on legislative and administrative changes likely to affect the length of sentences and the time served in correctional institutions.

In January 1987 the annual *Probation and parole, 1985* (BJS Bulletin) was released, a month earlier than the previous year. Data were analyzed for the 1986 annual report, which was released an additional month earlier in December 1987, further reducing the time between reference date and publication.

The National Corrections Reporting Program (NCRP) gathers information on the characteristics of offenders admitted to or released from prisons. It has been integrated with Uniform Parole Reports to provide a complete overview of sanctioning across the States—from prison entry through termination of parole for each offender.

In fiscal 1987 data from the NCRP on time served in prison were analyzed. This report, *Time served in prison and on parole 1984* (BJS Special Report, December 1987), is the first providing the total time an offender serves on a court sentence and what proportion of that time is actually spent in confinement.

The corrections statistics program also reports separately on State prisoners sentenced to and awaiting execution. The first release of data for 1985 was made in *Capital punishment, 1985* (BJS Bulletin, November 1986), and the first release of data for 1986 was made in *Capital punishment, 1986* (BJS Bulletin, September 1987).

*Children in custody: Public juvenile facilities, 1985* (BJS Bulletin, October 1986) was published during the fiscal year and analysis continued on similar data collected on private facilities. During fiscal 1987 work began on an historical report that provides public and private facility data for the censuses done from 1975 to 1985. The 1985 private facility data will be released in fiscal 1988 as part of this historical document.

Of major importance during fiscal 1987 was the design and conduct of a sample survey of juveniles in long-term public confinement facilities, similar to the Survey of Prison Inmates. Nearly 3,000 juveniles confined in long-term public institutions were surveyed in December 1987 and January and February 1988. Data collected include demographic characteristics, offense for which incarcerated, prior offense history, drug use, and so on. Analysis of the data will begin in fiscal 1988 with publication early in fiscal 1989.

## BJS reports on . . .

Data on Federal, State, and local spending for corrections became available during fiscal 1987 in considerably more detail than at any time since 1979. These data show dramatic increases in the level of corrections spending as well as changes in what correctional activities are being funded.

In all, a total of 12 reports were issued under the corrections statistics program in fiscal 1987, including—

- *State and Federal prisoners, 1925-85* (BJS Bulletin, October 1986)
- *Population density in State prisons* (BJS Special Report, December 1986)
- *Imprisonment in four countries* (BJS Special Report, February 1987)
- *Historical corrections statistics in the United States, 1850-1984* (December 1986).

Topical reports planned for fiscal 1988 include—

- driving while intoxicated
- prison inmate characteristics
- criminal careers of jail inmates
- victims of prison inmates
- time served in prison in five countries.

During fiscal 1987 planning commenced for a National Conference on Punishment for Criminal Offenses, held in early fiscal 1988. During the year a national survey on public attitudes about crime and punishment was conducted especially for the conference. The survey covered public attitudes about the severity of crime, the types and lengths of punishment appropriate for various types of crime, and the purposes sought from punishment.

## State prisons

At midyear 1984, 903 State-operated correctional facilities housed 395,309 inmates/residents. Of these facilities, 77% were confinement facilities (prisons) housing 97% of the inmates/residents. The remaining 23% were community-based facilities.

Nearly 2 out of 3 confinement facilities housed fewer than 500 inmates, and 1 in 2 community-based facilities housed fewer than 50 residents. About 1 in 9 confinement facilities housed 1,000 or more inmates. The remaining confinement facilities, about 1 in 5, housed between 500 and 999 inmates.

Approximately 92% of all confinement facilities served as general adult population confinement facilities, 18% as reception and diagnostic facilities, and 16% as work release or prerelease facilities. Nearly all the community-based facilities served as work release or prerelease centers.

One in four confinement facilities were a maximum security institution, while virtually all the community-based facilities were minimum security. About half the inmates in confinement facilities were medium custody, 36% were maximum custody, and 14% were minimum custody. Nearly all the residents in community-based facilities were minimum custody.

Most confinement (70%) and community-based (67%) facilities were originally built less than 50 years before the census.

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Approximately 1 in 14 confinement facilities and 1 in 50 community-based facilities were 100 years old or older.

On the average, facilities holding only males held twice the number of inmates per facility (568 inmates per facility) as facilities holding only females (275 inmates per facility).

Regardless of facility size, roughly the same percentage of inmates in confinement facilities (between 22% and 26%) were involved in academic programs.

The percentage of inmates in vocational training programs was similar in facilities housing males only (10%), females only (13%), or inmates of both sexes (10%). Similarly, the extent of participation in prison industries varied little among facilities that housed males only (16%), females only (14%), or inmates of both sexes (19%).

Between July 1, 1983, and June 30, 1984, 753 deaths occurred in State correctional facilities. About 2 out of 3 of these deaths were from illness or natural causes. Fifty deaths were attributed to AIDS.

On June 30, 1984, correctional employees numbered nearly 145,000. Almost 95,000 of these employees performed custody/security functions. Staff were predominantly male in both confinement facilities (8 in 10) and community-based facilities (7 in 10). However, in facilities housing women only, more than two-thirds of the staff were female.

Among full-time payroll employees there were 4.1 inmates per custody/security employee in confinement facilities and 6.3 inmates per custody/security employee in community-based facilities.

Annual operating expenditures averaged \$11,302 per inmate in confinement facilities and \$7,951 per resident in community-based facilities. These expenditures were lowest in the South and highest in the Northeast for both types of facilities.

*Source: 1984 Census of State adult correctional facilities.*

### Adult correctional populations

An estimated 3.2 million adult men and women were under some form of correctional supervision at the end of 1986—equivalent to 1 in 55 U.S. residents 18 years old or older.

This total adult correctional population is a 7% increase over 1985 and a 30% increase since 1983.

From 1983 through 1986 the number of men and women under community supervision increased faster than did the number of incarcerated adults. Parolees increased by 33%, probationers by 32%, prisoners by 25%, and people in jail by 23%.

During the past decade the percentage of offenders who left prison as a result of a parole board's discretionary decision declined from almost 72% of persons released to 43% of those released. This is the result of an increased use of determinate sentencing in which each prisoner serves the full sentence the court hands down minus credits earned for good behavior or meritorious conduct. The Federal Government recently converted to this type of system.

Of the 3.2 million adults under the care or custody of a correctional agency at the end of 1986, 3 out of 4 were being supervised in the community:

Total	3,240,552	100.0%
Probation	2,094,405	64.6
Parole	326,752	10.1
Prison	546,659	16.9
Jail	272,736	8.4

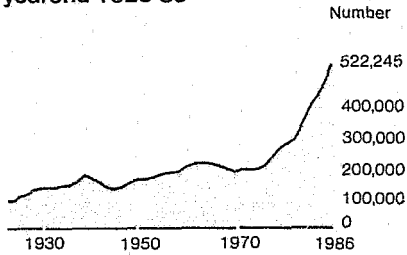
During the first 6 months of 1987, the Nation's Federal and State correctional population grew by 5%, representing a continuing space demand of about 1,000 new prison beds every week.

The average annual growth rate for the prison population during 1925-85 was 2.8%; for the residential population of the United States it was 1.2%. The more rapid growth of the prison population is also reflected in the incarceration rate (the number of sentenced prisoners for each 100,000 residents in the United States), which rose from 79 per 100,000 to 201 per 100,000 from 1925 to 1985.

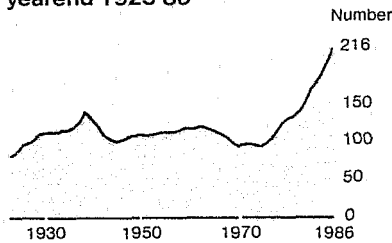
As of June 30, 1987, 5% of all prison inmates were women, the highest percentage since recordkeeping began in 1926. During the first half of 1987 the female prison inmate population grew by 6.2%, compared to 4.6% for males. Since 1980 the number of female inmates increased from 13,420 to 28,314, which is an 111% increase. The number of male inmates went from 316,401 to 542,205, which is a 71% increase.



**Number of sentenced State and Federal prisoners, yearend 1925-86**



**Number of sentenced State and Federal prisoners per 100,000 U.S. population, yearend 1925-86**



Note: Prior to 1977, prisoner reports were based on the custody population. Beginning in 1977, focus is on the jurisdiction population.

The jail population on June 30, 1986, was 274,444, up an estimated 7% from 256,615 the preceding year. The number of juveniles in jails was 1,708, an increase of 5% from the same date the year before.

Because of their dual functions of pretrial detention and postconviction confinement, jails have a higher volume of admissions and releases than other correctional facilities. During the year ending June 30, 1986, more than 16 million admission and release transactions occurred in the Nation's jails.

Sources: *Prisoners in 1986. Probation and parole 1986. The 1983 jail census. State and Federal prisoners, 1925-85. Jail inmates, 1985. Jail inmates, 1986.* BJS press release, September 6, 1987.

## Juveniles in custody

On February 1, 1985, 49,322 juveniles were being held in 1,040 public detention, correctional, and shelter facilities; this was a 1% increase in the number held on the same date in 1983. Another 34,000 juveniles were housed in some 2,000 private facilities in 1985.

In 1984, 521,607 juveniles were admitted to public facilities and 515,301 were discharged.

Of those in public facilities—

- about 93% were accused of or were found to have committed acts that would have been criminal offenses if committed by adults
- about 18% were being held for murder, rape, robbery, or aggravated assault
- 5% of the juveniles in custody were status offenders, such as truants, run-aways, or curfew violators.

About 18% of the public facilities (which held about 45% of the juveniles in public custody) held more residents than they were designed for.

At the time of the juvenile facility census, 86% of the juveniles were male, 61% white, 37% black, and 2% other races. About 82% of the juveniles were between 14 and 17 years old.

Nationally, 185 juveniles per 100,000 juvenile population were in custody. This is 5% higher than in 1983. The West had the highest confinement rate, 327 juveniles per 100,000 juvenile population, followed by the Midwest with 166, the South with 162, and the Northeast with 99.

The average cost of housing a resident for 1 year in a public juvenile facility was—

- \$25,200 nationally
- \$39,900 in the Northeast
- \$26,100 in the Midwest
- \$22,900 in the West
- \$22,700 in the South.

*Source: Children in custody: Public juvenile facilities, 1985.*

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## International incarceration rates

The United States, Canada, and England have similar rates of imprisonment for adults arrested for robbery. In these three countries an estimated 48% to 52% of those arrested for robbery eventually serve a sentence of incarceration in a jail or prison.

For the crime of theft, imprisonment rates range from 14% in Canada and England to 18% in the United States. For burglary Canada has the lowest measured rate (23%), followed by England (30%) and the United States (35%).\*

These percentages somewhat understate the actual likelihood of being sentenced to prison or jail in Canada and England because it is not possible to measure the number of people in these countries who are arrested for one crime but are incarcerated for a lesser crime. Such charge reductions often result from plea bargaining.

If the three countries are compared with no charge reduction corrections, the United States has the lowest imprisonment rate for robbery, a rate for burglary between that for Canada and England, and an imprisonment rate for theft within 3 percentage points of those for the other two countries.

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\*All data on England reported here include Wales but not Scotland, because England and Wales have a common criminal justice system.

It appears that the criminal justice system in the Federal Republic of Germany relies less on incarceration for theft—it imprisons an estimated 4% to 9% of those arrested—than do the systems in the other countries.

Source: *Imprisonment in four countries.*

## **Prison and jail crowding**

State prisons added an estimated 165,000 new beds between 1978 and 1985. Yet crowding remains a serious problem:

- The Nation's prisons are operating at between 6% and 21% above capacity.
- Most State prison systems, as well as the Federal system, are filled beyond capacity.
- 19 States reported 18,617 early releases in 1985 because of crowding.
- 19 States said that 10,143 prisoners were backed up in local jails because their prisons do not have room.

At yearend 1984 six States and the District of Columbia were operating their entire prison system under a court order or consent decree concerning crowding and other conditions, as was Michigan's system for male offenders. In 25 other States at least one major prison was under a court order or a consent decree.

During 1984 the prison population in States entirely under court order increased 2.1%, compared to an increase of 9.1% in States without court intervention.

Total inmate living space in State prisons throughout the country grew by 29% between 1979 and 1984. During the same period the number of prisoners grew 45%, resulting in an 11% decline in the average amount of living space per inmate.

There is little evidence that prison population density levels were directly associated with elevated death rates, inmate-on-inmate assaults, or other disturbances. Such events occurred more frequently in maximum security facilities, irrespective of their population densities.

At the end of 1986, 17 States reported holding 13,770 State prisoners in local jails because their prisons were crowded. Taken as a whole, State prisons are estimated to be operating at between 106% and 124% of their capacities. The U.S. Bureau of Prisons is at 127% to 159% of capacity.

Nearly three-fourths of the Nation's jail population in 1986 were housed in the jails of 361 jurisdictions, each with an average daily population of at least 100 inmates.

About 26% of these jails held inmates for State, Federal, or other local authorities because of crowding elsewhere, compared to 22% in 1985 and 21% in 1983.

Overall it is estimated that the Nation's jails were operating at 96% of rated capacity in 1986.

Occupancy exceeded rated capacity in jails in jurisdictions with large jail populations by 2% in 1984, by 6% in 1985, and by 8% in 1986. In 1986, 23% of the jails in these jurisdictions were under court order to reduce the number of inmates they housed.

Among those jails under court order to improve one or more conditions, 86% were cited for crowded living units, 51% for inadequate recreation facilities, and 41% for medical facilities/services.

About 1 in 5 jails in jurisdictions with large jail populations reported that they were under court order both to reduce population and to improve one or more conditions of confinement.

About 23% of the jails in jurisdictions with large jail populations reported inmate deaths in 1986, down from 27% in 1985.

The most common cause of death in jails in the year preceding June 30, 1986, was natural causes. Of the 277 inmate deaths in 1986, 52% were by natural causes, another 39% were suicides, 5% were by accidents from undetermined causes, and 4% were from injuries caused by another person.

Sources: *Prisoners in 1986. Population density in State prisons. Jail inmates, 1986. Prisoners in 1984.*

## Characteristics of prison and jail inmates

In 1985 about 5% of the Nation's Federal and State prisoners were women.

Violent crimes were much more common among men than among women. More than 40% of the women entering prison in 1983 had been convicted of larceny, forgery, or fraud, compared to 15% of the men.

Prisoners entering 30 State prison systems in 1983 were convicted of the following offenses:

Burglary	26.3%
Robbery	14.3
Larceny	11.3
Drug crimes	8.3
Public-order crimes	7.6
Assault	7.0
Forgery or fraud	5.7
Murder	3.8
Sexual assault other than rape	2.6
Rape	2.4
Motor vehicle theft	2.2
Manslaughter	1.9
Stolen property	1.4
Other crimes	1.3
Other violent crimes	1.2
Kidnaping	1.0
Other property crimes	1.0
Arson	0.7

Of persons entering prison in 1983—

- just over a third had been convicted of a violent crime (with robbery the most common violent offense)
- almost half did so for a property offense
- about a sixth had committed drug offenses or public-order offenses (such as weapons violations, drunk driving, commercialized vice, or morals offenses).

## BJS reports on . . .

Of State prison inmates in 1986—

- 67% were convicted violent offenders (either the current offense or a previous conviction)
- 95% were convicted violent offenders or previously had been convicted of a crime.

Of persons admitted to State prison in 1983—

- about 54% were white
- 45% were black
- less than 1% were of other races, primarily Native Americans and Asian Americans.

Women prison inmates numbered 26,610 among the Nation's prisoners at yearend 1986, increasing at a faster rate during the year (15.1%) than males (8.3%). The rate of incarceration for sentenced males (423 per 100,000 males in the resident population), however, was about 21 times higher than for sentenced females.

In 1986 whites accounted for an estimated 58% of the jail population, blacks 41%, and other races (Native Americans, Aleuts, Asians, and Pacific Islanders) about 1%.

Among local jail inmates in 1986, 53% were awaiting trial or on trial and the rest were convicted offenders who will either serve their sentence in jail (usually for less than 1 year) or will be transferred to a State prison.

The median age of jail inmates in 1983 was 27 years. Other demographic characteristics of jail inmates were:

- 79% were unmarried
- 59% had not completed high school
- 93% were male, 7% female
- 58% were white, 39% black, 3% other races.

The median income among the jail inmates who had been free for the year before their arrest was \$5,486. Of those in jail—

- 41% had a full-time job at the time they were arrested
- 12% had been working part time
- 47% were unemployed.

Unconvicted offenders held in local jails were charged with these offenses:

Burglary	16%
Robbery	14
Public-order offenses	13
Murder/attempted murder	10
Assault	9
Larceny	9
Drug offenses	8
Fraud/forgery/embezzlement	6
Rape/sexual assault	4
Other property	3
Other violent crimes	3

Of all inmates under sentence in a local jail, 10% were confined for drunk driving.

The most common offense of jail inmates 45 years old or older was driving under the influence (20% of the inmates in that age group).

Almost 9 out of 10 unconvicted jail inmates had had bail set for them. Those who had not had bail set were mainly probationers or parolees whose release had been revoked or persons charged with offenses (such as first-degree murder) for which bail may not be set in certain jurisdictions.

Sources: *Prisoners in 1986. Prison admissions and releases, 1983. Jail inmates, 1983. Jail inmates, 1986.*

## Corrections funding

The Nation spent \$13 billion on all forms of Federal, State, and local corrections during fiscal 1985. Such activities included building and operating jails and prisons as well as administering probation and parole programs.

This \$13 billion represents less than one penny of every dollar spent by Federal, State, and local governments.

State and local governments bear the greatest burden of correctional expenses. They devoted an average of 1.9% of their spending to corrections in 1985.

State governments devoted 3% of their total expenditures to corrections, mostly to operate, maintain, or build prisons or other correctional facilities. Counties spent 4% on corrections, mostly on jails.

For all governments combined, corrections expenditures increased at a greater rate (116%) than other justice activities from 1979 to 1985. For State governments the increase was 129%, for the Federal Government 100%, and for local governments 97%.

Data are available on the construction of State prisons beginning in 1977. Since that time State governments increased the percent of total corrections direct expenditure for prison construction from a low of 7.7% in 1977 to 11.2% in 1985.

Also beginning in 1977, data became available on all expenditures for correctional institutions versus probation, parole, and pardon programs. From 1977 through 1985 State and local governments changed the distribution of their corrections spending (including capital and operating costs) between institutions on the one hand and probation, parole, and pardon on the other. Between 1977 and 1985—

- State governments increased the proportion of their direct corrections spending for institutions from 76.3% to 83.9%, while the percent for probation, parole, and pardon decreased from 12.8% to 9.6%.
- County governments increased their percent for institutions from 70.1% to 79.8%, decreasing the percent for probation, parole, and pardon from 27.6% to 20.2%.
- Municipalities increased their percent for institutions from 76% to 91.9%, decreasing the percent for probation, parole, and pardon from 17.3% to 8.1%.
- Similar data for the Federal Government are available only for 1985; in that year Federal institutions accounted for 75.8% of Federal direct corrections expenditure; probation, parole, and pardon accounted for 16.2%.

Source: *Justice expenditure and employment, 1985.*

## Time served in prison

Typically, only a portion of the sentence handed down by the court is actually served in prison.

In 1984 the median sentence served by those released from State prison was 17 months (including prior jail credits), or 45.4% of their original court-ordered sentence.

Median time served by conviction offense of those released from State prison in 1984

Offense	Time in confinement	
	Months*	Percent
All	17	45.4%
<b>Violent</b>	28	50.5
Murder	78	42.2
Manslaughter	32	50.2
Rape	44	50.7
Other sexual assault	26	43.6
Robbery	30	52.4
Assault	22	51.4
Kidnaping	31	51.8
Other violent crimes	16	46.7
<b>Property offenses</b>	15	44.0
Burglary	17	44.2
Arson	19	39.7
Motor vehicle theft	14	55.3
Fraud	13	42.5
Larceny/theft	12	43.4
Stolen property	13	41.5
Other property	12	46.8
<b>Drug offenses</b>	14	38.8
Possession	12	39.2
Trafficking	16	38.7
Other drug	13	38.7
<b>Public-order offenses</b>	9	39.5
Weapons	15	48.9
Other public-order offenses	7	35.7
<b>Other offenses</b>	15	50.6

\*Includes prior jail credits.



Violent offenders with a history of felony incarcerations served about 6 months longer in prison than those with no such history; property offenders, about 3 months longer than those with no such history; drug offenders, 1 month longer than those with no such history.

The median time served for all first releases in 1984 was 2 months less than for those released in 1983. This decrease in time served may be partially attributable to the lower percentage of violent offenders released in 1984 and to changes in the composition of States reporting to the program.

On average, offenders had served 45.4% of the maximum length of their court-ordered prison sentences. Violent offenders on average served the highest percentage of their maximum sentences, followed by property offenders, public-order offenders, and drug offenders. Murderers received the longest sentences to prison, and they served the longest amount of time.

Black offenders released from prison in 1984 served a median of 18 months in prison. The median was 1 month longer than for whites. This racial difference largely is attributable to the higher percentage of blacks imprisoned for violent offenses.

**Average time served by Federal prisoners<sup>a</sup>**

<u>Offense</u>	<u>Mean time served</u>	<u>Percent of sentence served</u>
All	43.3 months	59.1%
Robbery	72.9	49.0
Drugs	38.5	58.6
Weapons	31.5	69.4
Monetary crime <sup>b</sup>	26.5	63.8

<sup>a</sup>Federal prison inmates who were sentenced to more than 1 year in prison, who had their first parole hearing during the year prior to June 30, 1980, and who were released or scheduled for release as of January 1, 1987.

<sup>b</sup>Monetary crime includes counterfeiting, forgery, fraud, mail theft, embezzlement, interstate transportation of stolen securities, and receiving stolen property with intent to sell; it excludes burglary and robbery.

Sources: *Sentencing and time served: Federal offenses and offenders. Time served in prison and on parole, 1984.*

## Capital punishment

At yearend 1986, 1,781 persons were under a sentence of death in State prisons.

Of these—

- all but one had been convicted of murder
- one had been convicted of capital rape of a child
- 99% were males
- 57% were white
- the median age was nearly 32
- two-thirds had prior felony convictions
- more than 1 in 10 had a prior homicide conviction
- a fifth were on parole at the time of their capital offense
- nearly another fifth had pending charges, were on probation, or were prison inmates or escapees when they committed their capital offense
- excluding those with pending charges, a third of those awaiting execution were under sentence for another crime when the capital offense was committed.

### Criminal history profile of prisoners under sentence of death, yearend 1986

	Number	Percent*
<b>Persons under sentence of death</b>	1,781	100.0%
<b>Prior felony conviction</b>		
With	1,085	65.8
Without	565	34.2
Not reported	131	
<b>Prior homicide conviction</b>		
With	128	8.6
Without	1,353	91.4
Not reported	300	
<b>Legal status at time of capital offense</b>		
Charges pending	91	6.1
Probation	85	5.7
Parole	304	20.5
Prison escapee	33	2.2
Prison inmate	49	3.3
Other status	20	1.3
None	901	60.8
Not reported	298	

\*Percents are based on those offenders for whom data were reported.

At yearend 1986—

- laws in 37 States authorized the death penalty
- 32 States held prisoners under sentence of death
- 7 States had conducted a total of 19 executions during that year.

Lethal injection (17 States) and electrocution (15 States) were the most common methods of execution permitted by State law. Lethal gas was permitted in 8 States, hanging in 4 States, and a firing squad in 2 States.

Nine States provided for more than one method of execution—lethal injection or an alternative method—generally at the election of the condemned prisoner.

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About 2.4% of the people who have been on death row in State prison between 1977 and 1986 have been executed.

The number of people the States have put to death a year has been as follows:

1976	0
1977	1
1978	0
1979	2
1980	0
1981	1
1982	2
1983	5
1984	21
1985	18
1986	18

In 1986—

- 297 people were added to State death rows
- 64 people had their death sentences vacated or commuted
- 9 died while awaiting execution
- 18 offenders (11 white males and 7 black males) were executed in 7 States (10 in Texas, 3 in Florida, and 1 each in Alabama, Georgia, North Carolina, South Carolina, and Virginia).

The 18 persons executed in 1986 brought the total to 68 persons executed since 1976, when the Supreme Court affirmed the death penalty.

The oldest person on death row was 75 years old; the youngest was 17. There were 14 States that do not specify in their laws the minimum age at which a capital sentence may be imposed. The age most frequently set by statute is 18 years old (9 States).

Source: *Capital punishment, 1986.*

## Recidivism and career criminals

Few issues in criminal justice have drawn as much attention as the impact of recidivism on public safety and the implications of recidivism for sentencing policy. Recidivism generally may be defined by rearrest, reconviction, or reincarceration. Career criminal programs and mandatory or enhanced sentences for repeat offenders are examples of policies that aim to reduce the threat recidivists pose to society.

With the help and encouragement of State departments of correction and law enforcement and of the FBI Identification Division, a program has been designed to link BJS correctional data with State and FBI criminal-history information. This National Recidivism Data Base enables BJS, for the first time, to derive representative samples of persons released from State prisons, follow this group for several years, and produce estimates on the incidence, prevalence, and seriousness of later arrests and dispositions.

The prison release and criminal history data provide an opportunity to examine the relationship between such factors as age, sentence length, time served, and prior felony-incarceration history on the one hand and postrelease performance on the other.

Major objectives of this effort are to—

- develop for each participating State a report that describes recidivism experiences in that State
- track a national cohort of offenders longitudinally
- assist in validating prediction and classification models used by corrections and parole authorities.

During fiscal 1987 work continued on matching records, data analysis began, and the first release of these data was made (*Recidivism of young parolees*, BJS Special Report, May 1987). The report analyzed local arrest records kept by the FBI of a representative sample of almost 4,000 of the 11,347 persons from 17 to 22 years old who were paroled from prisons in 22 States during 1978 and examined their postprison rearrest experience.

During fiscal 1987, BJS released a report presenting data on the outcomes of Federal offenders placed on probation and parole between July 1, 1985, and June 30, 1986, in *Sentencing and time served: Federal offenses and offenders* (BJS Special Report, June 1987).

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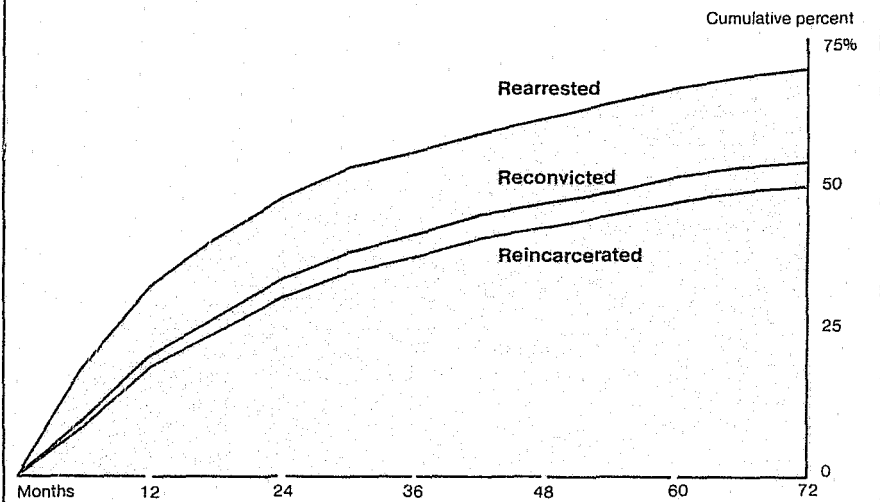
During the previous fiscal year BJS released two reports presenting findings relevant to the contemporary debate on recidivism:

- *Jail inmates, 1983* (BJS Bulletin, November 1985) was based on a sample survey of jail inmates that collected detailed data on their demographic characteristics, current offense, and prior criminal records.

- *Prison admissions and releases, 1983* (BJS Special Report, March 1986) contains data for 30 States participating in the National Corrections Reporting Program. These States reported on 144,804 persons entering prison in 1983 and 135,179 released from prison in that year. These prisoners represented more than three-fifths of the Nation's total State prison admissions and releases in 1983. Topics covered include previous criminal history.

During fiscal 1988 work will continue on building the National Recidivism Data Base. A report on recidivism in 11 States is planned for the fall of 1988. Also during fiscal 1988 data will be released on State prison inmates' criminal histories.

**Cumulative percent of young adults paroled in 1978 from prisons in 22 States who were rearrested, reconvicted, and reincarcerated, by 6-month intervals.**



### Young parolees

Almost 70% of the young adults who had been paroled from prisons in 22 States during 1978 were rearrested for serious crimes one or more times within 6 years. About 10% of the paroled offenders accounted for 40% of the new criminal charges.

About 53% of all the parolees were convicted of a serious new offense, and 49% were sent back to prison. Those paroled from prison for a property crime were as likely as were those paroled for a violent crime to be rearrested for a violent crime.

Recidivism rates were highest during the first 2 years following release. Within 1 year, 32% were rearrested. Within 2 years, 47% were rearrested.

Recidivism was higher among young men, blacks, and offenders who had not completed high school than it was among young women, whites, and high school graduates.

These young parolees are estimated to have been rearrested for more than 36,000 new felonies or serious misdemeanors, including about 6,700 violent crimes. The violent crimes included an estimated 324 murders, 231 rapes, 2,291 robberies, and 3,053 assaults.

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Of all those parolees rearrested during the 6-year period, half were rearrested within 14 months of leaving prison.

Parolees were frequently rearrested for crimes in States other than the paroling State. About a fifth of the postrelease arrests were in such States.

Almost three-quarters of those paroled for property offenses were rearrested for serious crimes, compared to about two-thirds of those paroled for violent offenses.

Longer prior arrest records were strongly related to high recidivism rates—more than 90% of the parolees with six or more previous adult arrests were rearrested, compared to 59% of the first-time offenders.

The earlier the parolee's first adult arrest, the more likely the chances for rearrest—79% of those arrested and charged as adults before the age of 17 years were rearrested, compared to 51% of those first arrested at 20 years old or older.

The length of time that a parolee had served in prison had no consistent impact on recidivism rates.

An estimated 37% of the parolees were rearrested while still on parole.

*Source: Recidivism of young parolees.*

## **Federal probationers and parolees**

Overall, of more than 24,000 Federal offenders leaving probation and parole between July 1, 1985, and June 30, 1986, more than 1 in 5 had committed a new crime or violated the technical conditions for release; 62% of those on parole and 83% of those on probation completed their full parole or probation terms.

Revocation of Federal parole and probation for a new crime or technical violation was more likely for males, blacks, less-educated offenders, offenders with prior criminal records, and offenders convicted of robbery or forgery.

Federal parole offenders who had previously served either a prison or jail term were about three times as likely to have parole revoked as offenders with no prior convictions.

*Source: Sentencing and time served: Federal offenses and offenders.*

## Criminal histories of prison and jail inmates

At least 80% of the men and women held in local jails in 1983 had a prior criminal conviction. About two-thirds had served time before in a jail or prison, and about a third had served a prior sentence at least twice.

More than 40% of the 1983 jail population were people who at the time of their arrest had been on probation, parole, bail or other pretrial release, or had been fugitives from justice.

Almost a fifth of those admitted to State prison in 1983 were parole violators. About a third of those leaving prison in 1983 had previously served time in prison for a felony. Males were more likely than females to have a prior incarceration history for a felony.

Prisoners released in 1983 who had served time for a past felony had received sentences an average of 7 months longer (or 12% more) than those with no prison history. This varied by offense type:

- 17 months longer for current violent offenses
- 6 months longer for current property offenses
- 11 months longer for current drug offenses.

Of persons entering a State prison in 1979—

- almost 84% had a record of prior convictions, including 61% who had previously been incarcerated as an adult, a juvenile, or both
- about 28% had five or more prior convictions for criminal offenses
- at the time of their admission 40% were on parole or probation for prior offenses
- about 28% would still have been incarcerated for earlier crimes if they had served the maximum term imposed by the court on their prior sentence to confinement.

Recidivists entering prison for robbery, burglary, or auto theft returned to prison sooner than those who entered for other crimes.

The greater the amount of time a former prisoner remains in the community without reincarceration beyond the first year, the less is the likelihood that he or she will return to prison.

*Sources: Jail inmates, 1983. Prison admissions and releases, 1983. Examining recidivism.*



## Privacy, security, and confidentiality of criminal justice data

The increased reliance on criminal justice data for public and private sector uses has highlighted the need for accurate, complete, and timely criminal justice records. Policies that govern the collection and maintenance of such data and legislation that regulates the release of such data for different purposes are also of prime concern to the criminal justice community. In response to these concerns, a major part of BJS activity during the year in the area of privacy, security, and confidentiality focused on the issue of data quality.

During fiscal 1987 BJS released proceedings of a major national conference on the quality of criminal justice records. (*Data quality policies and procedures*, November 1986). The proceedings include papers by then Deputy Attorney General D. Lowell Jensen, then Assistant Attorney General Lois H. Herrington, BJS Director Steven R. Schlesinger, and Congressman Charles E. Schumer (10th District, New York). The proceedings explore many aspects of data quality policy, legislation, and implementation techniques.

In recognition of the key role that courts play in the development of complete criminal-history records, a special effort has been made to ensure higher levels of court disposition reporting. Specifically, during fiscal 1987 discussions were initiated with national court organizations to explore further the legal, technical, and policy issues relating to disposition reporting.

In addition, BJS funded efforts to review the basic policies and assumptions underlying DOJ Privacy and Security Regulations (28 CFR Part 20), which implement the "privacy and security requirements" as set out in Section 812 of the Omnibus Crime Control Act, as amended. Recommended revisions to basic policies reflected in the regulations were also completed.

Another document in the Information Policy series, *Criminal justice "hot" files*, was released in January 1987. It is an extensive review of the policies and procedures affecting maintenance and dissemination of files on wanted persons and stolen property. The report also contains specific descriptions of Federal procedures for accessing FBI "hot" files.

In recognition of the impact that automated fingerprint identification systems will have on the accuracy of record checks, a study was conducted to determine the current status of such systems and to analyze the policy implications associated with increased use of automated fingerprint checks. A report on the topic was released in May of 1987, *Automated fingerprint identification systems: Technology and policy issues*.

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## BJS reports on . . .

The results of a 1984 survey of State criminal justice record repositories were presented in *State criminal records repositories* (BJS Technical Report, October 1985). This survey provided the first composite picture of the number of subject records in State repositories, the number of arrests and final dispositions reported each year, the extent of automation of repository data, the legal requirements imposed on law enforcement agencies for disposition reporting, and the production of statistical reports by the repositories. The report served as the basis for public presentations during fiscal 1987.

A major report in the Criminal Justice Information Policy series, *Data quality of criminal justice records*, was issued in fiscal 1986. The report describes statutory and common law requirements for data accuracy and discusses sanctions for failure to maintain data standards. Key issues relating to Federal and State data quality policies are also highlighted.

BJS continued to oversee activities to ensure the confidentiality of statistical and research data. These activities included the development and review of appropriate data maintenance and transfer procedures in support of the BJS Federal, State, and national programs.

## Criminal justice "hot" files

The computerized files of the Federal Bureau of Investigation's National Crime Information Center (NCIC) held almost 8 million records of wanted or missing persons and stolen property as of August 1986.

Among law enforcement officials, these files are commonly called "hot files," and the information in them is perhaps the most heavily used type of criminal justice information.

As of September 1985 law enforcement officers in the United States and Canada were querying the NCIC system more than 400,000 times a day—54% were about wanted or missing persons and 42% were about stolen vehicles or license plates.

On August 1, 1986, the hot files included records concerning—

- more than 2.1 million stolen securities
- 2 million stolen or recovered guns
- 1.4 million stolen articles
- 1.2 million stolen vehicles
- 616,000 stolen license plates
- 249,000 wanted persons
- 53,000 missing persons (mostly juveniles)
- 26,000 stolen boats
- 1,300 unidentified persons
- 253 Canadian warrants.

NCIC operates from the FBI's Washington, D.C., headquarters and responds to information requests 24 hours a day, 7 days a week. It has connecting terminals throughout the United States, Canada, Puerto Rico, and the U.S. Virgin Islands in police departments, sheriffs' offices, State police facilities, Federal law enforcement agencies, and other criminal justice agencies. Police officers in the field can use mobile terminals to obtain immediate access.

The wanted-person files contain identifying information on people for whom there are outstanding Federal warrants or State warrants for felonies or serious misdemeanors. These include parole and probation violators and juveniles who will be tried as adults. Wanted persons who are armed and dangerous are identified as such.

Source: *Criminal justice "hot" files.*

## Quality of criminal history data

By 1984, all 50 States had enacted laws to ensure some aspect of data quality.

Most State legislation (36 States) was enacted after promulgation of DOJ Privacy and Security Regulations (28 CFR Part 20) in 1975.

The statutes of almost all States (44) require that State and local law enforcement agencies report arrests for serious crimes to the central repository.

A lesser number of States require that case disposition data be reported to the central repository.

Disposition data are required to be reported—

- by courts (24 States)
- correctional agencies (31 States)
- prosecutors (23 States).

Many disposition reporting requirements are generally worded and therefore are difficult to enforce.

Criminal-history records are the most frequently used records in criminal justice.

Despite increasing awareness of data quality, States vary substantially in the quality of data. All States have some legislative requirements regarding data, but standards and sanctions are frequently unrealistic and therefore unworkable.

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## BJS reports on . . .

In 1984, 44 responding States reported having about 35 million subject records. (A subject record is a record pertaining to a specific person who has entered the criminal justice system. An individual can have more than one subject record.)

Close to 4 million arrests were reported to 39 State repositories in 1983. Almost 2 million final dispositions were reported to the 30 States reporting such data.

Thirty-five States had at least some automated criminal-history information, and steady gains are being made in increased automation of criminal records.

*Sources: Compendium of State privacy and security legislation, 1984 edition: Overview. Crime control and criminal records. State criminal records repositories.*

## Automated Fingerprint Identification Systems (AFIS)

Recent advances in fingerprint detection and in automated fingerprint matching are substantially increasing police efficiency and effectiveness. Many large police departments have begun using computers to analyze and classify fingerprints automatically and then match them against large files of known prints. In addition, new laser and chemical techniques are lifting prints off diverse materials and developing them so they can be read by the new computer systems.

The fingerprint enhancement and identification technologies greatly increase the ease with which fingerprints can be processed and improve the accuracy of criminal justice records and statistics:

- An Automated Fingerprint Identification System (AFIS) identified 525 men and women arrested in Baltimore who were using aliases during the system's first few months of operation in that city.

- San Francisco's AFIS operations conducted 5,514 searches of prints found at crime scenes (latent prints), made 1,001 identifications, and helped to clear 816 cases, including 52 homicides during its first year. That compared to 58 latent print cases San Francisco cleared the previous year using a manual system.

- The first latent print that was checked against the San Francisco Police Department's automated data base had been left in the home of a murder victim in 1978. Police investigators had spent thousands of hours searching for the print manually for 8 years, but with no suspect and no other clues there was no way to link the latent print with the huge file by conventional means. However, when the San Francisco AFIS operations started during 1985, it matched the print in 6 minutes, and the alleged murderer was in police custody the same day.

The AFIS computers scan fingerprints and automatically extract identifying characteristics. These are then translated into binary numbers, which the machine compares to similar numbers in its files of thousands or even millions of other prints. The computers can process about 500 or 600 print numbers a second.

File prints found to closely match the unknown print being studied are verified by a technician for final identification. The newest systems can also display a copy of the file print and other identifying data.

About 35% of all crime scenes yield usable latent prints. Superglue and lasers are making it easier to get prints that can be lifted from objects. The Federal Bureau of Investigation used a laser to detect the fingerprint of a Nazi war criminal on a 40-year-old postcard. Superglue was used to develop a print on a pillow case at the scene of a rape.

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## **BJS reports on . . .**

As of the latter part of 1986, Alaska, California, and Minnesota had AFIS systems in operation on the State level. Colorado, Indiana, Illinois, Massachusetts, Virginia, and Tennessee have purchased them or are negotiating to buy such systems.

As of May 1987, Delaware, Florida, Georgia, Kentucky, North Carolina, and Washington have begun procurement. Arizona, Pennsylvania, and New York plan to do so soon. Maryland, Michigan, and Wisconsin are considering doing the same within the next few years.

Idaho, Montana, Utah, and Wyoming are talking about establishing a joint regional operation. Massachusetts officials are discussing sharing their system with the other New England States.

The cities with operating AFIS systems as of 1986 are Baltimore, Houston, Kansas City, Miami, San Jose, San Francisco, and Washington, D.C. At that time systems were being installed in Chicago, Las Vegas, and Tacoma. Austin, Denver, Jacksonville, and Seattle are acquiring them.

Because systems manufactured by different vendors cannot directly communicate with one another, technical and policy issues must be solved to permit fingerprint searches to be conducted across jurisdictional boundaries. The new technology may trigger a reexamination of State and local laws concerning the fingerprinting of juveniles and the use of these prints. Many State laws prohibit putting the fingerprints of juveniles in adult files.

Although they are quite expensive, the automated systems have also made it feasible to match the fingerprints of job applicants rapidly against prints of convicted offenders. Such checks are increasingly being required by State legislation for certain types of sensitive public and private occupations, especially those involving working with children.

*Source: Automated fingerprint identification systems: Technology and policy issues.*

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## New initiatives

During fiscal 1987 BJS continued methodological work to refine existing statistical programs and to develop programs to produce data not currently available. The result of such perennial efforts is the fairly comprehensive statistical program that produces the data contained in the previous section of this report.

As these methodological programs begin to produce data, their discussion is moved from this section of the report to the "BJS reports on . . ." section. This year the white-collar crime and recidivism programs were moved. Next year we expect that pretrial statistics and Law Enforcement Management and Administrative Statistics (LEMAS) will be moved and that important new court and juvenile justice statistics will be available, although those two programs will continue under development. Other methodological programs involve more extensive work and are expected to be under development for longer periods of time.

Developmental projects during fiscal 1987 include—

- National Crime Survey redesign implementation
- Uniform Crime Reporting Program redesign implementation
- National Crime Survey supplements
- National survey of serious victimization injury and drug-related injury
- Data on drugs and crime
- Law enforcement management and administrative statistics (LEMAS)
- Pretrial statistics
- National court statistics program
- Juvenile justice statistics
- Federal civil justice data
- Comparative international statistics on crime and justice
- Statistical outreach

Each of these projects is described in this section.

## New initiatives

### National Crime Survey (NCS) redesign implementation

The NCS redesign project, begun in 1979, was a total reassessment of the design, administration, and potential uses of the survey. A consortium of experts in criminology, survey design, and statistics undertook the redesign, with the active participation of BJS and the Census Bureau, which serves as the collection agent for the NCS.

The project was to investigate a wide range of issues, which included—

- improving the accuracy of recall for victimization incidents
- expanding the scope of crimes covered
- increasing cost-effectiveness
- enhancing the analytic potential of NCS data
- improving the overall utility of NCS data.

Implementation of the NCS redesign began during fiscal 1986 when modifications judged to be non-rate-affecting were made. These changes included—

- expansion of questions on the victim's use of self-protective measures
- the addition of a question about drug use by the offenders
- the addition of questions about the victim's contacts and experiences with the criminal justice system.

These data will be available shortly.

Other possible modifications are being studied—

- collecting information on vandalism
- following a subsample of respondents over time to determine long-term effects of victimization and the impact of lifestyle changes on the risk of victimization
- to save cost, asking some questions less often and, when they are asked, collecting more detailed information than is done currently.

In addition to questionnaire revisions, BJS also has been investigating the use of Computer-Assisted Telephone Interviewing (CATI) technology for NCS data collection; this technology will facilitate data processing and reduce errors in questionnaire administration and coding. Gradual implementation of a CATI capability began in January 1987.

A second group of major modifications currently are being tested for simultaneous implementation at a later date. Plans under review could mean phase-in of those revisions beginning in 1989 and usable data being produced as early as 1990. Planning for this set of revisions continues, but some decisions have been made:

- Telephone interviewing will be expanded to the maximum extent feasible.
- Improved methods will be adopted to increase accuracy, for example, better prodding of respondent recall and separate recording of similar incidents that are now combined and counted as "series" crimes.



This second phase of the redesign recommendations will result in a "break" in the series. BJS is exploring methods to minimize and document the magnitude of the break, primarily by developing a statistical "splice" between old and new data. However, in many cases comparisons of data collected before and after the phase-in will remain difficult. These changes, nonetheless, will result in more efficient collection of NCS data, greater accuracy of victimization estimates, and improved opportunities for analysis of victimization-related issues.

Also during the year the initial county-level data file of victimization data was completed and transmitted to the criminal justice data archive at the University of Michigan as a public-use data tape. To protect confidentiality, sampling data on these public-use files have been scrambled to prevent a match with particular respondents. These files contain key NCS variables and important economic and demographic data for the appropriate geographic unit. Adding Uniform Crime Reports data to the files is being explored. Release of these files will allow—

- BJS to respond swiftly to requests for data on particular subnational units
- users more analytic flexibility in investigating victimization patterns for the areas of interest
- analysis of NCS data with other data available for counties on topics that are expected to yield geographic variations.

Taking into account the two implementation phases, changes are intended to—

- improve the survey instrument to provide more information about the characteristics of criminal victimization incidents, victims, and long-term consequences of victimization

- completely revise the strategy for eliciting victim reports of crime incidents, allowing greater efficiency in measuring these events

- rely on telephone interviewing whenever possible to reduce field costs

- adopt Computer-Assisted Telephone Interviewing (CATI) in a centralized interviewing facility to better monitor interviewers and reduce errors in data collection and processing

- use a longitudinal design to provide greater sample stability and improved measurement of victimization patterns and of the consequences that extend beyond one interviewing period

- develop weighting procedures to allow use of initial interviews for estimating annual data

- release aggregated subnational data so that users of such data may examine victimization patterns for their own or similar localities

- collect data on victims' perception of what happens to them in the criminal justice system and how satisfied they are with their treatment

- develop county-level victimization estimates for counties for which the survey provides enough sample cases to yield significant findings.

## New initiatives

### Uniform Crime Reporting Program redesign implementation

BJS came closer to launching a new national crime reporting system by beginning implementation of the UCR redesign, undertaken in cooperation with the FBI. BJS received \$3 million for this purpose in fiscal 1987.

A private contractor conducted the study of the UCR Program and a joint BJS/FBI Task Force oversaw it. The contractor received guidance from a steering committee made up of police practitioners, researchers, academicians, the media, and representatives of the leading law enforcement professional organizations.

The study examined—

- the original program as begun in 1930 based on the plan of the Committee on Uniform Crime Records of the International Association of Chiefs of Police
- the current program as operated by the FBI
- alternative potential enhancements to the current UCR system.

A set of recommendations was developed and published in *Blueprint for the future of the Uniform Crime Reporting Program*. This report was released in June 1985.

Major recommendations in the report are to—

- convert the UCR system to a two-level reporting system under which most agencies report basic offense and arrest information similar to that currently reported (Level I), while a comparatively small sample of agencies report much more extensive information (Level II)

- convert the entire UCR offense reporting system to unit-record reporting in which local law enforcement agencies submit reports on the characteristics of each individual criminal incident (for example, location, time, presence of weapon) and on the characteristics of each individual arrest
- distinguish attempted from completed offenses
- distinguish among crimes against businesses, crimes against individuals or households, and crimes against other entities
- institute routine, ongoing audits of samples of participating UCR agencies to establish the extent of error in the system on a continuing basis for both Level I and Level II
- support continued and improved user services, including a user data base with files linked over time, the ability to draw samples of offenses for analysis either by the UCR staff or by outside researchers, and response to public queries.

During fiscal 1987 the feasibility of the proposed system was tested by the South Carolina State UCR program. Currently, 13 other States are initiating implementation with BJS grant funds, and an additional 7 to 9 States will receive BJS grant funds to begin their implementation in fiscal 1988.

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## National Crime Survey supplements

The National Crime Survey has provided annual estimates of the extent and characteristics of crimes against individuals and households since 1972. It has been a stable and consistent measure of crime and various aspects of crime. However, some researchers maintain that it is being underutilized as a data collection vehicle because it has not been used to collect supplemental periodic information of great value in current policymaking but which need not be collected annually as a part of the ongoing NCS.

During the year work continued on the National Institute of Justice (NIJ)/Bureau of Justice Statistics jointly sponsored research program to use the NCS as a vehicle for periodically collecting supplemental data.

In this program BJS and NIJ identify topics of interest to the criminal justice community and select a research firm to coordinate the development of a supplemental questionnaire. The current topic under development is school crime. The contractor will be selected in fiscal 1988 and will solicit ideas for questions to be asked and subjects to be covered from researchers and policymakers who are experts on the topic. The Census Bureau will pretest the resulting questionnaire in late fiscal 1988, with actual data collection during fiscal 1989.

The researchers who participated in the development of the supplement will be invited to suggest analytic plans for the resultant data set. The researchers will be eligible for BJS and NIJ financial support to conduct the analysis. In developing this program BJS and NIJ affirm their support for enhancement of the NCS through open solicitation of ideas from the criminal justice community.

BJS has decided to repeat the Victim Risk Supplement (VRS) in fiscal 1989; it will collect data similar to those that were first collected in February 1984. The 1984 supplement resulted in a report, *Crime prevention measures*, published in March 1986. The supplement collected data on crime prevention measures taken at home and at the workplace and about individuals' perceptions of the safety of their homes, neighborhoods, and workplaces. Data from the first VRS are presented in the "BJS reports on . . . preventing crime" section of this report.

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## New initiatives

### National survey of serious victimization injury and drug-related injury

Feasibility studies have been conducted for developing a national survey of serious victimization injury and drug-related injury. This project would supplement the Consumer Product Safety Commission's "National Electronic Injury Surveillance System," which is a nationally representative sample of hospital emergency rooms. The BJS supplement would obtain nationally representative information on drug-related injuries (including drug overdoses) and on violent crime injuries (including child abuse, family violence, and physical assaults) that are treated in a hospital emergency room.

Data studied for collection included the victim's age, race, sex, marital status, and relationship to the offender; the type of weapon used; the extent and type of injury; whether drugs and alcohol were involved; and the hospital disposition. The initial feasibility test was completed in fiscal 1987.

The results of the initial feasibility study were encouraging. BJS is exploring funding options to continue methodological development of this program.

### Data on drugs and crime

Many BJS programs are producing data on drugs, drug offenders, and drugs and crime. These data are presented in the "BJS reports on . . . drugs" section of this report.

Under preparation at BJS is the second edition of *Report to the Nation on crime and justice*, which will contain drug statistics not covered in the first edition, and a Federal justice statistics compendium, which will contain extensive data on the processing of drug offenders in the Federal system.

There is an urgent need for policymakers and others to have ready access to understandable information on drug law violations and drug-related law enforcement; the need is in part an outgrowth of the data requirements of various programs funded by the Anti-Drug Abuse Act of 1986. At the present time data users must contact several persons, sometimes within the same agency, to obtain the full range of data they need.

To fill this need, BJS, with funding from the Bureau of Justice Assistance, issued a competitive solicitation in fiscal 1987 to establish a *Data Center & Clearinghouse for Drugs & Crime*. After an outside review board reviewed the applications, an award was made at the end of fiscal 1987 to establish the Center & Clearinghouse. The Center & Clearinghouse will serve as a centralized source of data from diverse Federal, State, and local agencies, as well as the private sector.

The Data Center & Clearinghouse for Drugs & Crime has two major components—

- data user services (the Clearinghouse)
- data analysis and evaluation (the Center).

The specific functions of the Clearinghouse and user services component are to—

- determine the specific needs of policymakers, government officials, and other drug data consumers
- assemble existing drug enforcement data reports and announce their availability through the Clearinghouse
- establish a toll-free 800 number to be staffed with qualified statistical personnel
- fill requests for specific drug enforcement data reports
- advise users of the availability of the data they seek and suggest alternative sources when the requested data are not available.

The specific functions of the data analysis and evaluation component are to—

- evaluate existing drug data for statistical quality and utility for policymaking and report on methodological flaws
- identify drug-data gaps
- prepare special computer tabulations for users whose needs are not satisfied by existing publications
- prepare special analyses of existing drug data to inform policymakers and the general public on topics of policy concern, such as the justice system's treatment of drug traffickers and the relationship between drug use and crime

- prepare a comprehensive report (modeled on the Bureau of Justice Statistics *Report to the Nation on crime and justice*) that will assemble drug data from various sources into a single, easy-to-understand, comprehensive, and readily available reference volume.

A panel of distinguished policymakers, researchers, and criminal justice professionals will oversee the Center & Clearinghouse. Additional advice will be provided by a working group of potential users of the Center & Clearinghouse and a working group of drug enforcement data researchers and statisticians.

The Center & Clearinghouse will coordinate with and refer persons to the National Clearinghouse for Alcohol and Drug Information (NCADI) being established by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), which will cover epidemiological, prevention, and treatment aspects of the substance abuse problem.

The Center & Clearinghouse began operations on October 1, 1987, and is currently funded for 2 years. The toll-free telephone number is 1-800-666-3332.

Other BJS drug-data initiatives are as follows:

- The National Crime Survey (NCS) redesign added a question during fiscal 1986 on apparent drug use on the part of the offender.
- BJS explored the feasibility of collecting data on drug-related injuries (including overdoses) through the National Electronic Injury Surveillance System.

## New initiatives

- The Juvenile Survey (discussed later under juvenile justice statistics) is collecting drug-use history data from those held in long-term public facilities for juveniles; the feasibility of collecting similar information for juveniles held in other types of facilities is being studied.
- The national court statistics program (discussed later) plans to collect data on drug offenders and is studying the feasibility of collecting data on the drug histories of these and other offenders.

The redesigned UCR program will provide a vast increase in information concerning drugs and drug-related crime. Under the enhanced UCR system—

- information will be available for all crimes as to whether or not they were drug related
- drug/narcotic offenses will be broken down by type of activity and by type of drug
- drug paraphernalia crimes will be separately recorded
- information will be available about the general circumstances of drug crimes (the victim, offender, time of day, place of occurrence, and presence of a weapon)
- reporting the crime of driving under the influence will require a specification of drug or narcotic use
- an indication will be provided of the magnitude of drug seizures.

## Law enforcement management and administrative statistics (LEMAS)

Recognizing that very little national-level police administrative and management data exist, BJS commissioned a study of the need for such data along with recommendations as to what types of data should be collected.

The study focused on input data (calls for service and crimes reported), process data (number of agencies, functions, personnel, and expenditures), and output data (arrests, clearances, convictions, citizen attitudes, and use of deadly force).

This first phase culminated in a state-of-the-art report that addressed these basic questions:

- What data have been collected in the past?
- What statistics are available now?
- How useful are these data to the police, researchers, and policymakers?
- What is the quality, reliability, and comparability of these statistics?

The report concluded with specific recommendations for continued planning for a national series of law enforcement management and administrative statistics. These recommendations formed the basis for a second phase of this effort, which was completed in fiscal 1986. That phase included—

- an analysis of existing data sets of police statistics
- a survey of the data needs of small police agencies
- the development of a survey questionnaire and handbook for a national collection effort

- a discussion of various sampling designs
- a pretest of the proposed survey.

Also during fiscal 1986 data collection was completed to update the mailing list that is used for drawing a nationally representative sample of agencies. Besides obtaining current mailing address information, agency characteristics data were collected to draw a more efficient, less costly, stratified sample. This survey to update the mailing list and sampling frame obtained a 100% response rate from the nearly 17,000 State and local law enforcement agencies in the country.

LEMAS is expected to be a recurring survey, collecting core information every few years from a sample of approximately 3,000 law enforcement agencies, supplemented by questions on specific topics such as lockup use, use of deadly force, and police chief longevity.

Data collection for the first survey began in fiscal 1987, and the results will be published in the fall of 1988. Information being collected includes—

- number and type of patrol shifts
  - calls for service
  - numbers of adults and juveniles held in lockups
  - equipment provided to officers
  - numbers, types, and policies regarding police vehicles
  - types of and uses made of computers
  - types and characteristics of personnel
  - salaries and other expenses
  - unionization
- agency policies (such as residency requirements, education requirements, training, differential pay)
  - types of programs (such as victim assistance, missing children, career criminal, child abuse, drug screening, drug education).

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## New initiatives

### Pretrial statistics

Little information is available about the pretrial phase of the judicial process. To fill this void, BJS is sponsoring a study of the feasibility of developing a national data base covering persons who have been released pending trial. Initial work, completed in June 1986, covered the development of methodology, including the design of data collection forms, training of personnel in participating jurisdictions, and the collection of data pertaining to some 3,600 defendants in 17 jurisdictions. A report on this initial effort was completed in fiscal 1987.

In each jurisdiction data were collected for a sample of between 100 and 500 defendants who had been released pending trial. Sixty percent had been charged with felonies and the remainder with misdemeanors. Each defendant is tracked for 9 months after pretrial release or until disposition. Pretrial rearrests and failures to appear in court were recorded, as well as the outcome of each case at disposition.

In the final phase of the project, now in progress, data will be collected in 40 jurisdictions, selected to provide a statistically representative sample of the 75 largest counties in the United States (which account for more than half of the Nation's criminal justice activity). A statistically representative sample of defendants in each county will be tracked for up to 12 months or until disposition, and the data will be analyzed. The data to be collected include—

- the type of pretrial release including financial and nonfinancial conditions
- failure to appear in court
- rearrests while on pretrial release
- disposition and sentencing (for the original charge and for any charges resulting from rearrest).

The work is scheduled for completion in April 1988. The final report will provide statistical information pertaining to the behavior and court dispositions of defendants on pretrial release.

- the offense
- the person's prior criminal record



## National court statistics program

The Adjudication Statistics Program continued a major redesign and expansion to increase its statistical quality and its utility for policymakers. The increased amount of data available for the "BJS reports on . . . adjudication and sentencing" section of this report compared with earlier years demonstrates the success of this developmental effort. Methodological progress continued during fiscal 1987 and will continue in future years, greatly increasing the amount and utility of judicial data.

During fiscal 1987 a sample of 100 counties was selected for a national survey of the sentences that convicted felons receive. Data collection began in fiscal 1987 and will be completed in fiscal 1988. BJS will issue a report on these data in the fall of 1988. That report will answer such questions as—

- what percentage of convicted felons receive a prison sentence
- what is the average prison sentence
- how many persons are convicted of violent felonies?

In preparation for the national survey BJS prepared individual summaries of each State's 1986 felony laws from the State's annotated code. Selected results were published by BJS in *State felony courts and felony laws* (BJS Bulletin, August 1987). Complete results will be published in *Felony laws of the 50 States and the District of Columbia* in fiscal 1988. For the first time, district attorneys and others will have a single publication that allows them to see how their felony laws compare to the laws of other States with respect to such things as maximum sentence and felony classification.

*State felony courts and felony laws* also contained data that were collected in fiscal 1986 in the process of updating the sampling frame needed to draw a nationally representative sample of felony courts. Besides obtaining current mailing address information, court characteristics and workload data were collected to draw a more efficient, less costly stratified sample.

BJS continued a grant for a detailed study of case-processing characteristics and other relevant variables from a sample of 10,000 defendants charged with robbery and burglary. The aim of the study is to assess the impact that different prosecutorial practices have on the outcome of these cases. Data are being collected in 15 counties. Results of that study are expected next year.

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## New initiatives

### Juvenile justice statistics

From the efforts of BJS and its predecessor agency over the past 15 years, the Nation is now close to having a comprehensive program describing crime and the adult criminal justice system. However, comparable data are less developed on juvenile crime and the juvenile justice system.

BJS continued work in fiscal 1987 leading to improved statistics on juvenile victims, juvenile offenders, and the juvenile justice system. During the year, one report on juveniles in detention and on juvenile correctional facilities was published, *Children in custody: Public juvenile facilities, 1985* (BJS Bulletin, October 1986). Another report was published on teenage victims, *Teenage victims* (November 1986). Findings from those reports are presented in the "BJS reports on . . ." section of this report.

BJS continued analysis of data on children in private juvenile facilities. The results of these analyses will be published as part of a larger volume on public and private juvenile facilities in early 1988. Done in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP), this volume will include data from the census years 1975, 1977, 1979, 1983, and 1985. Characteristics of the facilities and the juveniles will be presented by State and nationally. Data will include information on counts, admissions and discharges, expenditures, demographic characteristics, reasons for custody, and occupancy levels of facilities.

Also expected during fiscal 1988 is a report on juvenile information systems. The report will—

- be based on a survey of facilities and a review of existing legislation
- describe the level of access to juvenile data by courts and private employers.

BJS continued to work on a report presenting the recommendations of a comprehensive evaluation of existing data sources on juvenile justice and an assessment of the need for new data sources. The assessment was conducted during fiscal 1986. The recommendations of this report are being implemented; however, a written record of the evaluation is being prepared for wide distribution to the juvenile justice statistical and research community. Publication is expected in fiscal 1988.

BJS has taken steps to provide some information on the characteristics of juveniles in correctional facilities. A sample survey is being conducted of the residents of long-term State-operated facilities for juveniles. Collection of information about the juveniles incarcerated in these facilities is less methodologically problematic than for those in private facilities and short-term detention and diagnostic facilities. The survey will be administered in fiscal 1988 to approximately 3,000 juveniles in 52 institutions across 26 States. This nationally representative sample will be the first national effort to collect data describing the juveniles held in these types of facilities.

This juvenile survey will provide Federal, State, and local juvenile justice decision-makers with data on the juvenile population by age, sex, race, and ethnicity; schooling completed; nature and location of current offenses and weapons used during those offenses; victim characteristics for violent acts; drug and alcohol use; and prior delinquent and status acts and probations. The first report to be published from the juvenile survey should be completed early in fiscal 1989.

### Federal civil justice data

In recognition of the importance of the civil component of American law and the impact of civil case backlog on overall criminal justice processing, BJS recently launched a project in the area of Federal civil justice statistics. The aim of the program is to develop a data base that traces the flow of Federal civil cases and describes the interface between agencies and organizational components involved in civil case-processing. Special attention will be directed toward the volume of case flow and identification of issues affecting successful case-processing.

A complete and detailed schematic flow chart describing Federal civil case-processing was developed and published in fiscal 1987 (*The Federal civil justice system*, BJS Bulletin, July 1987). Results of that study are presented in the "BJS reports on . . . civil and criminal cases filed and disposed" section of this report.

Data have been collected describing civil case filings and processing and will be presented in a Federal justice statistics compendium to be issued annually. Analytic reports on relevant topics are being prepared using statistics from the civil data base. Two topics being studied are—

- alternative dispute resolution techniques
- tort case-processing.

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## New initiatives

### Comparative international statistics on crime and justice

Studies suggesting that the United States is among the most punitive of industrialized nations have been criticized because of methodological problems and the failure to test alternative explanations for observed differences in prison use, such as differential crime rates.

In fiscal 1987 BJS published work that provided more definitive information on this topic (*Imprisonment in four countries*, BJS Special Report, February 1987). Comparisons were made among the United States, Great Britain, West Germany, and Canada, taking into account the amount of crime in these countries as well as incarceration rates. The results are presented in the "BJS reports on . . . corrections" section of this report.

In fiscal 1988 work will continue on three international topics:

- comparison of different official statistical series on international crime
- time served in prison in six countries including the United States, Great Britain, Canada, West Germany, Australia, and France
- victimization survey results in several countries including the United States, Great Britain, and Canada.

### Statistical outreach

BJS has long sought methods of increasing the utility of its data for policymaking. One of these is to try to increase the amount of secondary analysis conducted of its data to increase the amount of knowledge on crime and justice. Another method is to seek suggestions from the criminal justice and policymaking communities as to the types of information and analyses that are needed.

During fiscal 1987 BJS initiated several noteworthy efforts along these lines that are expected to continue in the future.

Four of these were jointly sponsored with the American Statistical Association (ASA). ASA is a 150-year-old professional association for statisticians and quantitative scientists with membership drawn from academic institutions, government agencies, and research, business, labor, financial, and industrial organizations. In 1980 it established a Committee on Law and Justice Statistics with responsibility for providing an interface between the Association and the legal, judicial, and criminal justice communities. The committee consists of 15 leading statisticians and criminologists who serve 3-year terms. They receive no compensation for their participation unless a specific task is performed at the request of BJS; in that case, they may receive a nominal honorarium for the work performed.

During July 1987 BJS and ASA sponsored a major 2-week training course to introduce young associate professors to the detailed information that is needed to use and analyze data from the National Crime Survey data tapes. The workshop was developed to alleviate the difficulty statisticians and criminologists outside of BJS were having in their work with the NCS data tapes. Because of the nature of the survey's design, the data files are among the largest and most complex statistical data bases in existence.

The goal of the workshop was not only to train the participants in the use of NCS but also to encourage them to train their students in the use of NCS when they returned to their campuses.

The workshop was widely advertised, and over 90 applications were received for the 12 positions, permitting the selection of an exceptionally well-qualified class.

The workshop was held at the University of Maryland and was conducted by staff of the Institute for Criminal Justice and Criminology. Instructors came from BJS, the Census Bureau, university statistics and social science departments, and criminal justice research centers. Topics covered included—

- concepts of victimization and conceptual issues in measuring victimization
- the history of the NCS
- NCS design and redesign
- NCS data management
- graphics and exploratory data analysis
- the use of NCS for estimation
- error properties of the NCS
- risk assessment using NCS data

- longitudinal analysis of NCS data
- multilevel analysis
- typology construction.

The course included many computer sessions in which the participants accessed NCS data tapes at the University of Michigan via remote computer terminals, applying what they had been taught in the classroom sessions.

A followup 1-week workshop will be held in the summer of 1988 to further assist this group of NCS users, to determine if they have been making use of the data, to solve any problems they have been having with the data, and to determine if there are any systemic difficulties with the data files that can be corrected by BJS or the Census Bureau.

After the 1988 workshop BJS will determine if this workshop program should be continued and, if so, on an annual or biannual basis.

A similar 2-week summer program was held at the University of Michigan in conjunction with the annual summer program of the Inter-university Consortium for Political and Social Science. The curriculum for that program was broader, covering the full range of BJS data series in less technical detail. Such a level of training is appropriate for most BJS data series, which are much less complex than the NCS.

In August 1987 BJS and ASA sponsored a panel at the annual Joint Statistical Meetings, "Methodological developments at the Bureau of Justice Statistics."

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## New Initiatives

The following papers were presented:

- Hierarchical models for BJS surveys
- Redesign of the National Crime Survey
- Estimating assault and drug abuse cases from emergency room visits
- Series crimes in the National Crime Survey
- Recidivism among prison-released cohorts, 1978 and 1983.

BJS plans to make this an annual session that will—

- increase BJS visibility within the statistical community
- introduce BJS programs to statisticians who will subsequently analyze the data
- provide additional technical input to BJS statistical programs as they are being developed and refined
- expose selected BJS statisticians to the latest in statistical techniques and theory.

The Committee on Law and Justice Statistics held a meeting open to all ASA members at the August conference to discuss plans for the development of a network of statisticians interested in criminal justice. The meeting was well attended and the participants expressed considerable interest in such a network. Initial plans are to develop a newsletter to which statisticians and social scientists can contribute articles on their current work in criminal justice statistics.

Also during fiscal 1987, BJS and ASA began development of a joint Statistical Fellowship Program in which an upper-level graduate student would be selected to work at BJS for up to 1 year to pursue an analytic or methodological project mu-

tually agreed upon. The program is modeled after those at the Bureau of Labor Statistics, the Census Bureau, the National Center for Education Statistics, the National Agricultural Statistical Service, the National Institute of Justice, and the Bureau of Prisons.

During fiscal 1987, planning commenced for a National Conference on Punishment for Criminal Offenses, held in early fiscal 1988. During the year, a national survey on public attitudes about crime and punishment was conducted especially for the conference. The survey covered public attitudes about the severity of crime, the types and lengths of punishment appropriate for various types of crime, and the purposes sought from punishment.

Results from the survey were presented at the conference and are included in the "BJS reports on . . ." section of this report. Other topics addressed at the conference included—

- punishment policymaking and the public interest
- movements to increase punishment
- punishment as a systems problem
- public demands for just punishment
- public opinion, political process, and punishment
- cross-national perspectives on punishment trends and issues
- the politics of punishment
- politics, policy, and prison growth
- trends in prison population
- the arguments for punishment
- public opinion, punishment policy, and practical progress.

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# State statistical program

The twofold purpose of the Bureau's State statistical program is to—

- enhance the capabilities of the States in developing policy-relevant statistical information to meet their own needs
- make State-level data available to BJS for national compilations and studies.

There are State-level statistical analysis centers (SAC's) for criminal justice in 44 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Northern Mariana Islands. These 48 SAC's have been established over the years through BJS support. They provide—

- statistical services and policy guidance to the Governors, executive branch agencies, legislators, State and local criminal justice agencies, judiciary, press, and public
- data to BJS for multi-State statistical compilations and analyses.

State statistical analysis center (SAC) is a generic name. Many of the agencies responsible for criminal justice statistics and information at the State level have other official names.

The responsibilities and functions of these agencies vary widely among the States (table 1). Some State agencies have extensive data collection, analysis, and publication programs; the activities of others are more limited.

The organizational setting of the SAC's in State agencies also varies. Many are in the Office of the Governor, but the SAC may be located in the Office of the Attorney General, the Department of Public Safety, a crime commission, a planning agency, or a public university.

State statistical program

**Table 1**  
**Functions of State**  
**statistical analysis**  
**centers (SAC's),**  
**calendar 1987**

	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia	Florida	Georgia	Hawaii	Idaho	Illinois	Iowa	Kansas	Kentucky	Louisiana	Maine
Crime statistics reporting	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗
Legislative study/assistance				⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗			⊗	⊗	⊗		⊗	⊗
Program evaluation	⊗	⊗			⊗	⊗					⊗			⊗	⊗	⊗	⊗	⊗	⊗
Information sys. development					⊗				⊗	⊗	⊗			⊗	⊗	⊗		⊗	⊗
Research	⊗		⊗	⊗	⊗	⊗	⊗		⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗
Directory of agencies	⊗	⊗	⊗		⊗					⊗	⊗			⊗	⊗	⊗			
Policy analysis	⊗		⊗		⊗	⊗	⊗			⊗	⊗		⊗	⊗	⊗	⊗	⊗	⊗	
Task force support							⊗				⊗		⊗	⊗				⊗	
Analysis of system process		⊗			⊗	⊗	⊗		⊗		⊗	⊗	⊗	⊗	⊗	⊗		⊗	⊗
Clearinghouse activities			⊗		⊗	⊗			⊗	⊗	⊗	⊗	⊗	⊗	⊗			⊗	⊗
Training	⊗												⊗	⊗	⊗	⊗		⊗	⊗
Data file maintenance/update	⊗	⊗			⊗	⊗	⊗	⊗		⊗		⊗	⊗	⊗	⊗	⊗		⊗	⊗
Software development		⊗											⊗	⊗				⊗	⊗
Services to non-SAC agencies											⊗	⊗	⊗	⊗	⊗				
Newsletter	⊗	⊗																	

Source: Criminal Justice Statistics Association,  
 Computerized Index to Data Sources (CIDS).





## State statistical program

**Table 2**  
**Number of States producing data**  
**on issues of policy concern,**  
**calendar 1986 and 1987**

Issue	Number of States	
	1986	1987
Sentencing	28	33
Drunk driving	13	29
Juvenile delinquency	22	28
Police	22	28
Jail	20	27
Crime prevention	9	24
Probation	19	24
Substance abuse	20	24
Alternatives to incarceration	12	23
Domestic violence	11	23
Personnel manage- ment issues	20	23
Overcrowding	16	22
Recidivism	16	21
Child abuse	11	20
Parole	17	20
Corrections popula- tion projections	12	19
Victims	23	18
Plea bargaining	13	16
Pretrial release	12	16
Rehabilitation	13	13
Sexual assault	12	12
Public attitudes	12	11
Restitution	8	11
Homicide	11	10
Risk assessment	8	10
Female crime	8	8
Missing children	*	3

\*Category not used in 1986.

Source: Criminal Justice Statistics Association,  
 Computerized Index to Data Sources (CIDS).

The subjects about which the SAC's collect and analyze data also vary, but some topics stand out as being of particular interest across the States (tables 2 and 3).

In fiscal 1987 grants and cooperative agreements were awarded to one State to start a new SAC and to two States and the Commonwealth of Northern Mariana Islands to continue development of SAC's that had been started recently. Partial support was given to 33 established SAC's, primarily for serving as clearinghouses for criminal justice statistics. BJS also entered into 11 cooperative agreements with individual SAC's for specific projects in statistical analysis and research on topics of critical importance to the States.

The Criminal Justice Statistics Association (CJSA), the national organization of SAC Directors, held a national conference for the States on the use of data in the policy development process. State officials from throughout the Nation participated.

In conjunction with BJS, CJSA continued operation of a computerized index to State statistical data sources to provide rapid access to recent applied research and statistics in the States. It is updated through an annual survey of State statistical analysis centers. Some results of that survey for fiscal 1987 are given in tables 1, 2, and 3.

Through BJS funding CJSA maintains a catalog and library of statistical reports produced by the SAC's. CJSA also provides technical assistance, computer software, workshops, and publications for the State SAC directors.

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In past years BJS has supported the development of State Uniform Crime Reporting (UCR) systems in approximately 40 States to improve the completeness and quality of data submitted by local police agencies to the Federal Bureau of Investigation (FBI). During fiscal 1987 awards were made to 13 States to begin implementing the reporting standards of the redesigned UCR program. In fiscal 1987 those States that had not received an implementation award were invited to submit grant applications for funding in fiscal 1988; 11 States responded.

Under the State statistics program, BJS is increasingly analyzing Offender-Based Transaction Statistics (OBTS) data provided by the States. In OBTS offenders are tracked through the criminal justice system from arrest to sentencing. During fiscal 1987 a report on white-collar crime using OBTS data from eight States and one territory was published. California, Minnesota, Nebraska, New York, Ohio, Pennsylvania, Utah, Virginia, and the Virgin Islands provided data for the report. The section of this report titled "BJS reports on . . . adjudication and sentencing" presents the results of that study. Work began on three additional topics—drug trafficking, 1984 offender dispositions, and 1980–85 disposition trends—scheduled for publication in fiscal 1988. The BJS reports and other programmatic efforts have increased State involvement in OBTS from 8 in fiscal 1986 to 13 in fiscal 1987, with an additional 3 to 4 States anticipated for fiscal 1988.

Reports issued in the past based on data provided by the States for the BJS State Statistical Program dealt with sentencing practices, time served in prison, and recidivism.

## State statistical program

**Table 3**  
**Issues for which State**  
**statistical analysis**  
**centers (SAC's) produced**  
**data or conducted research,**  
**calendar 1987**

	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia	Florida	Georgia	Hawaii	Idaho	Illinois	Iowa	Kansas	Kentucky	Louisiana	Maine
Alternatives to incarceration	*	*		*	*	*								*	*	*	*	*	*
Bail					*	*	*			*		*		*	*	*	*	*	*
Courts		*			*	*	*	*				*		*	*	*	*	*	*
Child abuse				*	*	*							*	*	*	*	*	*	*
Crime prevention			*		*	*	*			*			*	*	*	*	*	*	*
Crime trends	*	*	*	*	*	*	*	*	*	*		*	*	*	*	*	*	*	*
Crime projections			*		*	*	*			*			*	*	*	*	*	*	*
Deterrence			*	*	*					*			*		*	*	*	*	*
Discrimination	*			*	*	*	*		*	*	*	*		*	*	*	*	*	*
Domestic violence			*	*	*								*	*	*	*	*	*	*
Drug abuse	*		*	*	*	*	*		*	*	*	*	*	*	*	*	*	*	*
Drunk driving	*		*	*	*	*				*	*	*	*	*	*	*	*	*	*
Female crime					*				*						*	*	*	*	*
Homicide			*	*	*					*		*		*	*	*	*	*	*
Jail			*	*	*	*		*				*	*	*	*	*	*	*	*
Juvenile delinquency		*	*	*	*	*	*						*	*	*	*	*	*	*
Management/personnel issues	*				*				*			*	*	*	*	*	*	*	*
Missing children					*										*	*	*	*	*
Offender demographics					*	*	*		*	*	*	*	*	*	*	*	*	*	*
Overcrowding					*	*	*						*	*	*	*	*	*	*
Parole			*		*	*							*	*	*	*	*	*	*
Plea bargaining					*	*	*	*			*	*	*	*	*	*	*	*	*
Police	*		*	*	*					*	*	*	*	*	*	*	*	*	*
Population projections			*		*	*	*			*			*	*	*	*	*	*	*
Pretrial release		*		*	*	*				*		*	*	*	*	*	*	*	*
Probation			*	*	*	*				*		*	*	*	*	*	*	*	*
Prosecution			*	*	*	*		*		*		*	*	*	*	*	*	*	*
Public attitudes			*		*	*				*		*	*	*	*	*	*	*	*
Recidivism				*	*	*				*	*	*	*	*	*	*	*	*	*
Rehabilitation			*	*	*										*	*	*	*	*
Restitution			*		*								*	*	*	*	*	*	*
Risk assessment					*	*							*	*	*	*	*	*	*
Sentencing		*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Sexual assault	*		*	*	*	*				*	*	*	*	*	*	*	*	*	*
Status offenses				*	*	*							*	*	*	*	*	*	*
Traffic safety			*		*	*						*	*	*	*	*	*	*	*
Victims	*		*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*

Source: Criminal Justice Statistics Association,  
 Computerized index to Data Sources (CIDS).



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## State statistical analysis center (SAC) narratives

This section reports on State statistical analysis activities for the period October 1, 1986, to September 31, 1987, presenting an overview of criminal justice data resources available at the State level.

BJS provides financial support to State criminal justice statistical analysis centers (SAC's) as described in the preceding section, but many of these agencies operate largely without Federal funding. Consequently, many of the activities cited below were accomplished without Federal support.

For this section each SAC was invited to submit a short narrative description of its activities. Narratives from the States that responded were edited only for consistency of style.

States and territories that are not listed either had no SAC (or its equivalent) during the period or did not submit a narrative. The names, addresses, and telephone numbers of the State officials who supplied the narratives are listed in appendix A. These officials can be contacted for additional information.

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## State narratives

### Alabama

The Statistical Analysis Center (SAC) is a component of the Alabama Criminal Justice Information Center (ACJIC). ACJIC is an independent State agency charged with operating and maintaining an information system for the criminal justice community.

Alabama's SAC is responsible for—

- compiling statistics on the nature and extent of crime
- compiling data for planning
- developing crime reduction programs
- publishing statistics on the level and nature of crime and the general operation of agencies within the criminal justice system in Alabama.

Alabama's SAC is very much involved in the Uniform Crime Reporting (UCR) redesign currently underway. The SAC assists in "selling" local agencies on the benefits of an incident-reporting system by providing them with computer services such as crime by sector breakdowns, manpower and caseload data, and crime by shifts. These services benefit both administrators and investigators in local police departments.

In addition to the many special reports produced for local agencies, SAC has published two reports during the year:

- *Crime in Alabama 1986*
- *Law enforcement officers handbook*.

### Alaska

In 1987 the Alaska Justice Statistical Analysis Unit (SAU) completed its first full year of operations as a part of the Justice Center at the University of Alaska, Anchorage.

The SAU information program—

- released BJS report summaries to all major justice agencies, newspapers, and other mass media throughout Alaska
- published and distributed statewide the initial issues of the *Alaska Justice Forum*, a quarterly publication designed to provide current national and State statistical information on justice-related issues to Alaska agencies, officials, and other parties with justice system concerns
- responded to requests from legislators, the press, and other public officials for research information on a variety of justice issues ranging from capital punishment to the certification of corrections officers.

During the year the SAU, with the Justice Center, focused on several major research projects:

- A study undertaken for the Alaska Division of Family and Youth Services, "An Analysis of Offense Patterns, Recidivism and Emergency Detention of Children Accused of Delinquent Acts in Alaska in 1985," was completed and published. Copies of the publication are being released to Alaskan legislators and other public officials and will be available to the general public.

- A data base directory, which catalogs all major data bases in Alaska justice agencies, has been compiled. This directory will serve in policy analysis and research. It represents the first attempt in the State to identify and detail all data bases relevant to justice issues.
- A study of sentencing disparity issues was begun, which uses the Alaska Offender-Based Transaction Statistics (OBTS) tapes.
- An effectiveness study of the Alaska pretrial diversion program was begun using data compiled over 3 years for the Alaska Department of Law.
- A preliminary assessment of Alaska's participation in the Interstate Compact for Probation and Parole was completed. The study utilized Alaska Department of Corrections data for 1976 to 1983.
- A 30-second public service announcement was produced and released to television stations statewide. It uses BJS statistics on homicide and features a crisis referral number.

The SAU, continuing to expand its data bases during fiscal 87:

- completed compilation of the 1985 OBTS tapes and is continuing to assemble the 1986 data
- arranged for regular acquisition of Alaska UCR data; national Return A data are accessible for 1960-1984
- assumed archival responsibility for data collected by the Alaska Judicial Council in various research projects relating to the Alaska court system.

## Arizona

During fiscal 1987 the Arizona Statistical Analysis Center (SAC) continued to function as a clearinghouse for crime information and statistics. In this capacity it responded to a number of inquiries from the media and legislators for explanation and analysis of crime trends and was partially responsible for dissemination and interpretation of State Uniform Crime Reports (UCR).

SAC continued its study of major criminal justice issues in the State. This research focused largely on the issue of drunk driving. Using an updated data base, the unit continued its reassessment of a previous evaluation of 1982 revisions to the State's drinking-and-driving laws. The unit also published a research report that analyzes case histories of drunk-driving defendants and describes a statistical procedure for modeling such information. Finally, an investigation was initiated to evaluate the impact of Arizona's recently increased minimum drinking age on motor vehicle crashes and traffic casualties among young drivers.

The SAC also investigated other crime issues during the year. A study of homicides in Arizona will be available in early fiscal 1988. Two other research studies, which use multivariate time-series analyses, will continue through the year. One looks at the effect of economic cycles on crime in the State and at the national level. The other investigates the relationship between imprisonment and the amount of crime in Arizona.



## State narratives

### Arkansas

The Statistical Analysis Center (SAC) is a component of the Arkansas Crime Information Center (ACIC). ACIC is an independent State agency that is the central access and control agency for Arkansas input, retrieval, and exchange of criminal justice information in the National Crime Information Center (NCIC) and the National Law Enforcement Telecommunications System (NLETS). ACIC is responsible for coordinating all Arkansas user agencies with the NCIC and the NLETS, and for collecting data on the nature and extent of crime. It administers the State Uniform Crime Reporting program and has published three reports during 1987.

#### *Crime in Arkansas 1986*

This annual report—

- provides an overview of crime based on statistics submitted by law enforcement agencies as part of the Uniform Crime Reporting Program
- includes the number of arrests and incidents known and reported by law enforcement agencies
- does not include data on prosecution, adjudication, or corrections
- includes a statewide summary of supplemental information about rape, including victim and offender data, time/place of occurrence, weapon used, and victim/offender relationship.

#### *Arkansas crime poll 1986*

A questionnaire mailed to a random sample of 1,500 citizens from all 75 counties requested their views on—

- the effectiveness of criminal justice
- fear of crime
- punishment
- crime events during the year
- selected current issues
- Arkansas resident's perception of problems within the community.

Of the 804 respondents—

- 79% felt that the courts are too easy in dealing with criminals.
- 11% had marked their possessions so they could be identified if stolen.
- 90% felt that a jury should know about the parole laws before sentencing a defendant.
- 24% indicated that they had been a victim of crime during the year.
- 60% indicated they would support an alcohol tax in order to finance new prisons and jails.
- drug abuse was indicated as the most serious problem in their community.

#### *Crime information*

This quarterly report portrays the level of crime reported by law enforcement agencies for a comparable period of time.

## California

The Bureau of Criminal Statistics (BCS), of the California Attorney General's Office, is statutorily mandated to compile, analyze, and publish data on crimes, criminals, and the criminal justice system. This is a summary of major projects, activities, and accomplishments that have contributed to development of criminal justice law and policy in California.

### *Data bases*

The Statistical Analysis Center (SAC) uses data collected, compiled, and maintained by the Statistical Data Center (SDC). Data sets include—

- crimes
- arrests
- processing of adult and juvenile offenders
- local detention facility counts
- law enforcement personnel
- deaths in custody
- domestic violence.

### *Special requests program*

Each year BCS answers more than 2,500 requests for statistical information from the Governor, legislature, other State and Federal agencies, researchers, and the public. These range from providing individual crime statistics to literature searches, special computer runs, and extensive analysis of BCS and other data.

### *Publications program*

BCS published 12 reports during 1987 including 6 Outlooks reports on topics of special interest; 4 Annual Reports on crime and delinquency; and 2 FORUMS, findings of major research projects.

### *Adult Criminal Justice Statistical System (ACJSS) longitudinal file*

This data system, begun in May 1985, is a powerful tool for studying the California criminal justice system. The file contains the entire criminal histories (for example, previous arrests and convictions) of offenders whose first arrest occurred on or after January 1, 1973. The data base is updated continually to show an offender's involvement with the justice system. Selected cohorts of arrestees can be drawn from the file for special studies, such as recidivism rates and the characteristics and patterns of specific groups of offenders.

### *California Attorney General's criminal justice targeted research program*

The Attorney General initiated an ongoing program to fund 1-year research projects in the field of criminal justice undertaken by doctoral candidates and postdoctoral research fellows. The program is designed to accomplish greater and more sophisticated analysis of BCS data by working more closely with the academic community and allied practitioner agencies. Projects in 1986/1987 included studies of—

- classification of white collar crime
- employment and crime
- missing persons system evaluation.

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## State narratives

### *AG/UC collaboration program*

In 1986 the Attorney General's Office and the University of California began a collaborative research effort on critical criminal justice policy issues. First-year concentration was on analyzing sentencing trends. An initial publication on sentencing trends was released in early 1987 with another nearing completion.

## Colorado

### *Felony court cases data base*

This data base consists of a 10% sample of cases filed in district criminal courts from 1979 to December 1986. Data are collected on—

- the offender (age, sex, education, employment, drug and alcohol abuse, mental health needs, criminal history)
- the offense at filing and at conviction (type, felony class, number of offenses charged, number of offenses convicted)
- the disposition (dismissed, guilty plea, deferred prosecution or sentence, type of sentence, length of sentence, fees or fines imposed, restitution, recidivism).

The data are used to provide information to the legislature, the Governor's office, the Judicial Department, and other users of criminal justice data.

The types of analysis done include—

- a description of criminal court filing patterns by volume, type, and region
- a description of criminal court sentencing practices including plea bargaining; number of convictions; sentences to prison, community corrections, or probation; changes in type of offenses filed; type of offender; and type and length of sentence imposed
- an analysis of felony filings, convictions, and court dispositions to assess the effectiveness of the criminal justice system, to monitor implementation of new policies or legislation, and to estimate the impact of policies and legislation
- an analysis of the variation in sentencing practices among several Colorado judicial districts

- a development of statistical profiles of the types of offenders sentenced to probation, community corrections, and prison and an assessment of sentencing practices based on these profiles
- a development of prison population projections using age-specific commitment rates.

There is no other research data base of criminal justice information available in the State. All other data bases, such as Judicial, CBI, PROMIS, and DOC, are designed for administrative purposes and not for research on problems in the criminal justice system.

#### *Colorado inmate profile*

Data were collected for a sample of the 1987 State inmate population. These data will be used to compare the 1987 inmate profile with the 1986 inmate profile and to assist in validating a risk assessment scale to be used by the parole board in making release decisions.

#### *A description of community corrections in Colorado*

This annual report describes the activities, clientele, and success of community corrections programs. This is a technical report based on client termination forms filled out by community corrections staff.

#### *Estimating individual offending rates in Colorado: Replication of the Rand Second Inmate Survey*

Data for a sample of 313 inmates recently sentenced to the Colorado Department of Corrections were analyzed to determine individual offending rates and criminal career patterns. Respondents were asked about their criminal activity for the period just prior to committing the current offense, and their answers were compared with official records. Findings indicate that there is a small proportion of offenders who commit a large number of offenses. Selective incapacitation and data quality issues also are examined.

#### *DCJ bulletins*

Two-page bulletins that report findings from various data bases are published. The two bulletins during this time period are *Sentencing trends in Colorado: 1980-87*, which examines the trends in judicial attitudes and their relationship to Colorado's tougher sentencing laws, and *A look at community corrections in Colorado*, which explores the feasibility of expanding the use of community corrections in Colorado as a viable sentencing alternative.

## Commonwealth of the Northern Mariana Islands

The Commonwealth of the Northern Mariana Islands (CNMI) established its Statistical Analysis Center (SAC) during fiscal 1986. The SAC is a division of the CNMI Criminal Justice Planning Agency (CJPA). The SAC serves the Micronesian region as well as the Commonwealth. The regional jurisdiction of the SAC was established under a series of agreements between the CNMI and the governments of the Republic of Palau, the Federated States of Micronesia, and the Republic of the Marshall Islands.

The SAC has been establishing data collection stations throughout the region to support regional data analysis, with data collection arrangements and capability now available in all of the participating jurisdictions.

The SAC has produced several reports since its creation in 1986. The first was entitled, *Jury trials in the CNMI: 1978 through 1985*. The CNMI, as a result of the Covenant agreement that brought it into a Commonwealth relationship with the United States, is not required to provide trials by jury in all cases. Debate has continued on the ability of the jury trial system to operate effectively in island communities. The study was an attempt to examine those jury trials that had taken place in light of the debate. The study supported the viability of the jury system in the CNMI.

The second report was *Juvenile crime in the CNMI: The 1985 update*. This report examined juvenile crime trends and statistics from the Department of Public Safety.

The third report was *Crime in the CNMI: The 1985 update*. This was similar to the second report but its focus was broader and included all reported offenses. An update for 1986 is now available.

While not formally published as a SAC report, the CNMI Anti-Drug application with its problem statement was a product of the SAC.

The SAC publishes a quarterly newsletter (until recently a monthly) sent to all justice system practitioners and policymakers in the CNMI and participating agencies throughout the region, providing them with the most current justice system statistical analysis, news from the various agencies, and national-level justice system developments. It also has several regular educational features introducing the readers to the use of available technology and promoting crime prevention activities.

The SAC also serves as an analysis center for the Micronesian region receiving crime data, analyzing it, and returning the reports to the various submitting jurisdictions for their use in management and policy-related decisionmaking.

Individual requests for analysis or available data are handled on a case-by-case basis, with priority given to government agencies.

## Commonwealth of Puerto Rico

The Statistical Analysis Center (SAC) in Puerto Rico was established within the Criminal Justice Information System (CJIS), an independent agency of the Department of Justice.

SAC's main objective is to compile, analyze, and publish criminal statistics pertaining to the four agencies of the Criminal Justice System: Department of Justice, Police, Corrections, and Courts.

CJIS produces complete and accurate criminal history information, and the SAC is responsible for analyzing this and generating reports to the users.

In compliance with a Governor's request, SAC is planning to publish a monthly bulletin addressing major crime issues, listing court dispositions, and analyzing the impact of new legislation and programs. Additional personnel will be recruited.

Technical assistance and information on criminal statistics were provided to legislators, university students, criminal justice agency personnel, and personnel from other public agencies in Puerto Rico and the United States.

The following reports have been published in Spanish and are available to the public:

- *Compendio Estadístico de las Agencias que Componen el Sistema de Información de Justicia Criminal, año 1984-85* (Statistical Summary of the Agencies pertaining to the Criminal Justice System, fiscal 1984-85). This report summarizes the statistics of the four agencies within the Criminal Justice Information System.
- *Crímenes Violentos en Puerto Rico, 1985* (Violent Crimes in Puerto Rico, 1985). This report graphically details violent crime statistics and contains some corrections data.
- *Perfil del Atacante Sexual Diciembre 1983 y Enero de 1984* (Sexual Offenders Profile, December 1983 and January 1984). This is a research study of the sexual offenders completing sentence in the penal institutions, including their modus operandi and characteristics. Its purpose is to reduce victimization and to implement preventive measures.

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## State narratives

### Connecticut

The Connecticut Statistical Analysis Center (SAC) is in the Justice Planning Division of the Connecticut Office of Policy and Management. The SAC has conducted (or provided assistance for) a number of Justice Planning Division projects during the year, including—

- awarding and administering of Justice Assistance and OJJDP grants
- providing technical assistance funds for criminal justice agencies
- monitoring the implementation of tough new family violence legislation
- developing site selection processes for new prisons and jails
- revising criminal justice computer model caseload projections based on recent arrest trends in Connecticut
- staff support for the Connecticut Prison and Jail Overcrowding Commission and Governor's Action Committee on Drug Education.

A Colloquium on Family Violence conducted in 1987 examined the input of the Family Violence Prevention and Response Act, which took effect October 1, 1986. The colloquium recommended that the Family Violence Response Coordinating Committee, which the Justice Planning Division convenes, be strengthened to promote better interagency coordination.

Revised prison and jail population projections, based on Connecticut's computer simulation model, show higher future population figures than previous estimates and a continuing rise in the incarcerated population throughout the 1990's.

The Justice Planning Division now has the major responsibility for coordinating prison and jail expansion, meeting weekly with the Department of Correction, Department of Public Works, and assisting the Property Review Board to expedite construction, as well as the expansion of alternatives to incarceration.

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## Delaware

During fiscal 1987 the Delaware State Analysis Center (SAC) initiated three major projects:

### *Evaluation of sentencing changes*

Because of a significant change in sentencing policy, the SAC must now evaluate how and to what degree these changes have affected the criminal justice system and whether the priority-ranked goals of Incapacitation of the Violence Prone, Restoration of Victims, and Rehabilitation of Offenders are achieving measurable changes. The establishment of the prechange data base has commenced.

### *Drug data collection*

To provide the required data for the development of anti-drug strategies and application for funding under the Anti-Drug Abuse Act, the SAC contracted with the Bureau of Justice Statistics to develop a methodology for data collection. Additionally, the SAC will perform the evaluation of the State's anti-drug strategies.

### *Population forecasting*

The SAC has taken the lead in the development of Prison Population Forecasting methodologies in the State in its role as the technical leader of a Prison Population Forecasting Committee.

## District of Columbia

The District's Statistical Analysis Center (SAC) is a unit in the Office of Criminal Justice Plans and Analysis (OCJPA). This office provides staff support in the criminal justice area to the Mayor and the City Administrator/Deputy Mayor for Operations.

Staff support functions include—

- analyzing criminal justice issues
- gathering and compiling information and data from operating agencies
- preparing written reports and studies
- developing legislation
- drafting government rules, regulations, and executive orders.

The SAC—

- is responsible for preparing and disseminating a statistical report on crime and arrest trends in the District of Columbia
- prepares special studies and conducts ongoing research relating primarily to correlates of crime and descriptions of the offender population
- analyzes criminal justice related legislation on behalf of the Executive
- assists in preparing Executive positions on criminal justice legislative and policy matters
- is involved in development of a computerized criminal justice management information system including a computerized criminal history file
- provides technical assistance to other agencies in helping to improve data analysis capabilities.



## State narratives

### *Most important accomplishments*

In fiscal 1987 the SAC accomplishments included—

- publishing the *Crime and justice report for the District of Columbia*, which provides statistics about trends in crimes, arrests, prosecution, convictions, corrections, and parole
- publishing *Drug abuse and crime in the District of Columbia*, which includes statistical profiles of various types of drug users, an examination of geographical patterns of drug use, and an examination of the specific relationship between drug abuse and crime
- preparing the District of Columbia drug enforcement block grant application to the Bureau of Justice Assistance including assisting in the development of the District's drug enforcement strategy
- preparing position memoranda for the Executive on a wide range of legislative proposals, including parole reform, victim rights, and speedy trial provisions.

In coming months the SAC will produce an analysis of the sentencing guideline proposal for the District. This analysis will include a review of sentencing guidelines used in other States and will assess the impact of proposed guidelines on the District's criminal justice system. Other areas of study shall include an analysis of drug use patterns in the District, a profile of female offenders, and an analysis of juvenile crime.

## Florida

The Florida Statistical Analysis Center (SAC) is part of the Division of Criminal Justice Information Systems, Florida Department of Law Enforcement (FDLE). With support and authorization of the Governor and the Legislature, and initial funding from the Bureau of Justice Statistics (BJS), the SAC became operational in April 1986. The primary responsibility of the Florida SAC is to improve the effectiveness of policymaking, program development, and planning through the provision of data and interpretive analysis of data concerning crime, the criminal justice system, and related issues.

The Florida SAC, with support from FDLE's Data Center, provides technical assistance on the collection, analysis, and dissemination of criminal justice statistics throughout the State of Florida. The SAC has built an automated data base for applied statistical modeling of the criminal justice system and has filled numerous data base requests from researchers and planners throughout the State.

During Federal fiscal 1987 the SAC has published the following:

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*Florida's population influx: A methodology to capture tourism monthly for each of Florida's 67 counties with applications for the law enforcement community* provides an objective methodology to estimate tourism on a countywide basis. Prior to the influx study, legislation and budget decisionmaking were impaired because of incomplete knowledge of the true demographics of a locale, while crime and personnel rates based solely on resident populations did not accurately depict the crime and resource problems being faced by law enforcement agencies in the high tourism State of Florida. The SAC updates the tourism estimates annually.

*1987 Florida directory of automated law enforcement information systems* summarizes the microcomputer and mainframe computer systems currently being used by sheriffs' offices and police departments throughout Florida. The directory is a useful research tool for law enforcement agencies who are anticipating upgrading or purchasing an initial automated system. The SAC will update the directory every other year.

*1987 Florida Statistical Analysis Center criminal justice data base directory* describes all data bases (along with complete record layouts of each file) available to State and local agencies and criminal justice researchers through the Florida SAC. The directory will be updated annually.

The Florida SAC began the publication of a quarterly criminal justice newsletter, which focuses on issues pertinent to criminal justice researchers and policymakers in Florida. Each issue of the newsletter describes advancements in the capabilities of the FDLE and the Florida SAC to assist local, State, and Federal agencies, the SAC's research agenda, data base updates, and describes pertinent studies (mainly Department of Justice studies) that are expected to affect Florida's criminal justice community.

The Florida SAC also has initiated the following research projects during fiscal 1987: A career criminal study; a study evaluating options for the Florida Retirement System; and an historical 1985 Offender-Based Transaction Statistics project, which produces a narcotics data set.

## State narratives

### Hawaii

The Hawaii Criminal Justice Data Center is part of the Department of the Attorney General. The Data Center is responsible for collecting, storing, disseminating, and analyzing criminal justice data. The Data Center is mandated to develop systems and provide structure to support criminal justice information systems, provide statistical research and data analysis, and publish reports that provide the public with a clear view of the criminal justice system.

The Data Center operates and maintains the Offender-Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) system for the State and is the lead agency involved in the development of the Criminal Justice Information System and the Automated Fingerprint Identification System.

The Data Center also provides information to State and local criminal justice agencies as well as other agencies and the general public, runs the State Uniform Crime Reporting program, and conducts research into the various aspects of the criminal justice system.

Data Center research focuses on all areas of the criminal justice system, from arrest to appeals, covering juvenile to adult offenders. In addition, the Data Center is responsible for the civil identification or State ID program, the criminal identification program, the expungement of arrest records function, and the criminal history records clearance function.

#### *Criminal justice information system (CJIS)*

The State embarked on a project to develop a well-functioning, integrated criminal justice information system by improving and building on that which is already in existence for the short term and, at the same time, examining its directions and design strategies for the long term by establishing a Criminal Justice Data Intergency Board.

#### *Automated Fingerprint Identification System (AFIS)*

The Hawaii State Legislature passed a bill that provides for the establishment of an Automated Fingerprint Identification System within the Data Center. Currently, the fingerprint identification process is handled primarily at the local level, with the Data Center's assistance for the smaller counties. The AFIS will centralize the identification function at the State level for a more uniform and efficient system. The Data Center is currently in the initial stage of project development, with full implementation expected in late 1989.

#### *Drug study*

This study looks at drug offenders arrested in 1984. Variables such as race, sex, age, prior criminal history, and post-arrest criminal activities are being examined.

### *Probation followup study*

In 1986 the Data Center completed a report on the rearrest of offenders on probation. This followup study continues where the original report ended, examining the criminal activities of the offenders up to July 1, 1987.

### *Hilo prosecutor's interface*

This project has been initiated to automate the transfer of disposition data from the Hilo Prosecutor's Information System to OBTS/CCH. This information is currently posted through on-line terminal data entry. The proposed interface would provide a more efficient and timely method of data capture.

### *State intake service center (SISC) interface*

This project will address the task of automating the transfer of offender status and disposition data from the Comprehensive Offender Monitoring and Program Assessment System (COMPAS), maintained by SISC, to OBTS/CCH. On-line terminal data entry is the current method of posting this information. The proposed interface would provide a more efficient and timely way of capturing these data.

### *Criminal history record checks (CHRC) unit*

This unit has been established to complete the criminal history record checks on individuals which the State Legislature has required the Data Center to provide. Included are record checks on child care providers (Acts 208 and 209, SLH 985); record checks for child protective services on alleged perpetrators of imminent harm, harm or threatened harm to a child (Act 316, SLH 1986); and record checks on employees of private detective/guard agencies (Act 57, 1987). In addition, criminal history record checks also are provided to criminal justice and other agencies authorized by Chapter 846, Hawaii Revised Statutes.

### *Civil identification automation*

This project studies the feasibility of automating the issuance process of the State identification cards by the Civil Identification section. This project improves service to the public in processing identification card requests, reducing the hours spent on verification, and maintaining records in a space-efficient manner.

## Idaho

The Idaho Statistics Analysis Center (SAC) is located in the Criminal Justice Support Bureau of the State Department of Law Enforcement (DLE). Activities during the period included the following:

- Specifications for a local PC network were researched and developed to meet SAC and other staff computer hardware and software needs. Specialized needs for data base management in the radio communications and statistical analysis, departmentwide physical wellness coordination, and grants management will be met by the network, in addition to word processing, in-house communications, and administrative needs.

- SAC staff assisted in coordinating the National Uniform Crime Reporting (UCR) conference in Coeur d'Alene. SAC expects cooperation from the Idaho DLE Criminal Identification Bureau, which now houses the State's UCR program. The bureau has begun revising UCR reporting to collect drug-related data to support Anti-Drug Abuse Act grant funds and to determine the extent and nature of State drug abuse problems.

- Staff began collecting data from selected county sheriffs' offices for its 2-year study, "Response to calls for service." The study will gather information on response time, type of incident, assistance from other agencies, use of delayed response, and the effect of recordkeeping on information retrieval. Results will be made available, and recommendations will be made to enhance efficiency of resource allocation (manpower, time, and economics).

- The SAC has been designated as the State agency responsible for developing and implementing an evaluation process in support of Anti-Drug Abuse Act grant funds. Initial activities have included mailing a questionnaire to 38 drug-treatment centers statewide to develop a profile of centers and recipients of drug-abuse treatment services. Supervisors of 41 regional medical center emergency rooms and 24-hour emergency clinics have been asked to participate in questionnaire surveys of drug-related emergency incidents. These data, along with information from the State Forensic Crime Lab, school drug-use surveys, UCR statistics, and DLE arrest and seizure statistics, will be used to develop baseline and yearly continuation data for evaluating the anti-drug abuse strategy.

- A child sexual abuse study, begun in 1987, will be continued to establish the extent of child sexual abuse in Ada County, Idaho's most populated county. The study will provide accurate information to law enforcement personnel and the public on the nature and extent of the problem.

• An additional research project will be added to SAC activities to develop information on personal computer (PC) systems and software currently being used in local law enforcement agencies within the State for computer-aided dispatch, crime analysis, and case management. The SAC will create a reference document so that agencies contemplating additions or upgrades of PC systems will be aware of available equipment and systems. The document will also put agencies in touch with current users. It will be available to agencies statewide and will be updated annually.

• The SAC continues to make technical assistance available to local as well as other State criminal justice agencies.

## Illinois

The State legislature has mandated the Illinois Criminal Justice Information Authority to improve the quality of criminal justice information throughout Illinois. As a response to that mandate the Authority undertook numerous statistical and information system projects during fiscal 1987. These projects can be classified generally into two categories:

- research and analysis
- information system development and operation.

Highlights of each primary program area are given below.

### *Research and analysis*

The Research and Analysis Unit of the Authority consists of four centers, each fulfilling a distinct criminal justice information role:

- The Information Resource Center (IRC) is responsible for collecting, maintaining, analyzing, and distributing criminal justice information statewide and nationally.
- The Data Quality Control Center (DQCC) is mandated to audit and subsequently improve the quality and accuracy of criminal justice information, particularly the State's Computerized Criminal History Program.
- The Statistical Analysis Center (SAC) conducts long-term research efforts to help improve criminal justice policies and practices.
- The Management Operations Analysis Center (MOA) provides hands-on technical assistance to various criminal justice agencies to improve their day-to-day use of information.

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## State narratives

### *Information Resource Center (IRC)*

The agency's IRC, a clearinghouse for criminal justice information, greatly expanded its capabilities through continued use of student interns and development of new data base management techniques. The number of requests increased substantially from the previous year.

Work was completed on the *Pretrial Decision Data Project*. This effort looked at the current pretrial process in the Circuit Court of Cook County and assessed the availability and quality of information about bail decisions. This project is one part of the State's larger effort to improve the criminal justice decisionmaking process through availability of more accurate and complete criminal-history information.

### *Statistical Analysis Center (SAC)*

The agency's SAC completed a study of the predictability of crime. The study, *Is Crime Predictable?*, determined whether it was possible through use of advanced prediction models, to predict accurately a month or a year ahead the number of Index robberies, larcenies, burglaries, and aggravated assaults occurring in specific Illinois jurisdictions.

Supported by a BJS grant, work on a field test of the *Spatial and Temporal Analysis of Crime (STAC)* program continued. The goal of this field test is to implement, test, and enhance an automated system for detecting patterns of crime using geographic and crime data. This system will be a tactical tool for development of law enforcement personnel and a hypothesis-generating device suggesting to investigators crime-to-crime links that might otherwise be overlooked.

In addition to these ongoing research efforts the SAC provides research support for the Authority's Statistical Array Storage System (SASS) project and began distribution and training for the *Time Series Program Description (TSPD)* program.

### *Management and Operations Analysis (MOA) Center*

The agency's MOA Center continued to act as a liaison and provided direct technical assistance to various criminal justice agencies during 1987. MOA's major effort, in conjunction with the Authority's Data Quality Control Center (DQCC), has been the Criminal History Information Project (CHIP). This project is an ongoing effort to address various policy and operational issues associated with criminal-history record information. Work on CHIP has included developing and evaluating several federally funded grant programs aimed at improving the identification and processing of serious repeat offenders, implementation and monitoring of the Uniform Disposition Reporting (UDR) law, and oversight of the State's law enforcement facsimile network.

MOA also continued work on the *Serious Offender Project*, which includes work with local law enforcement agencies and the Department of State Police to enhance those agencies' ability to identify and process serious and repeat offenders. This study has been conducted with support of the Federal Justice Assistance Act program in Illinois.

#### *Data Quality Control Center (DQCC)*

The agency's DQCC completed its work on the *Repeat Offender Project*, supported in part by the U.S. Department of Justice. The primary goal of the project was to determine the rate of "failure" (rearrest or reincarceration) of offenders released from the State's prison system. The project produced four research bulletins describing various findings.

The DQCC conducted its annual audit of the State's central repository for criminal-history records. Findings from this and previous audits are used regularly to help identify and correct problems with the Department of State Police's computerized criminal-history (CCH) system.

As part of its ongoing *Criminal History Information Project* (CHIP), the DQCC also completed evaluation of several Federal assistance programs aimed at identifying and processing serious repeat offenders, and also assisted in the review and analysis of State and Federal criminal justice information legislation.

#### *Other research and analysis projects*

All four centers in the agency's Research and Analysis Unit worked together to develop a comprehensive overview of the criminal justice system in Illinois, including historic, current, and projected trends in all criminal justice components within the State. The final report, *Trends & issues: Criminal and juvenile justice in Illinois*, has been distributed statewide and nationally.

#### *Information system operation*

The Information Technology Unit (ITU) is responsible for maintaining the Authority's network of hardware and software systems. To support the operation and development of information systems, ITU consists of five different centers:

- The Systems Development Center is responsible for the design, development, and maintenance of application software.
- The Quality Assurance Center is responsible for the coordination of systems and adherence to standards.
- The Telecommunications Center is responsible for the hardware and software to maintain communications between systems and components of the Authority's network.
- The Microcenter is responsible for microcomputer support and development and provides walk-in facilities to demonstrate microcomputer hardware and software.
- The Systems Operations Center is responsible for the operation and maintenance of the Authority's computer facility.



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## State narratives

The ITU combines the skills of these various centers to support the three major information systems operated by the authority. Those systems, PIMS, CIMIS, and RAPS, are described below.

### *Correctional Institution Management Information System (CIMIS)*

CIMIS is an automated management information system designed to support State and county jail facilities with timely, accurate, and accessible inmate information. CIMIS provides to jail facilities of any size a means by which their correctional staff can reduce paperwork and permit information sharing with other criminal justice agencies. CIMIS automates the receiving and booking process and generates arrest and booking reports. It maintains personal information about inmates, including medical information, personal identifiers, arrest records, and specialized administrative warnings such as gang affiliations. The automated system allows identification and classification of inmates being booked, especially the serious repeat offenders. Prior information entered on repeat offenders can be retrieved, eliminating or reducing data entry. Additional features of CIMIS include—

- facility utilization reporting
- logistic scheduling of events for inmates such as court appearances, medical appointments, work assignments, educational classes, and transfers to State correctional centers
- management of inmate trust fund accounting; housing information; and medical, personal property, and court records.

A wide range of management reports also are provided.

### *Rapid Automated Prosecution System (RAPS)*

RAPS is a management information system designed to automate many of the activities of a prosecutor's office, regardless of the size of the caseload. The system collects and stores detailed information on all cases, both active and closed. This information enables prosecutors to—

- devote more time to prosecuting cases by automating the management of case record information and by generating schedules of upcoming events and case calendars
- improve the efficiency and effectiveness of prosecutors' offices by increasing the use of automated text processing
- improve victim/witness support via the automatic generation of case notification and disposition
- help prosecutors to manage their office workload by providing notices and reports required by law and analyzing office workloads and productivity
- maintain local criminal-history files on offenders prosecuted by any participating RAPS agency.

## *Police Information Management System (PIMS)*

PIMS is an automated management information system designed to provide law enforcement agencies with the following information management capabilities:

- the collection of descriptive arrest and charge information about all persons arrested by an agency
- access to arrest, property, and vehicle information of other participating PIMS agencies
- information about all calls for service, including names, property, and vehicles
- the ability either to inquire on any of the information gathered in the system or to search for information given on any set of criteria.

Implementation of PIMS will increase the tactical effectiveness of the participating agencies by giving them the capability to retrieve information quickly in a variety of ways as well as sharing information with other law enforcement agencies. The effectiveness of the participating agency is enhanced with timely and accurate information available through the management report module. The participating agency is able to reduce costs and streamline operations by reducing paperwork and to enhance its ability to comply with State and Federal reporting requirements. PIMS provides a Uniform Crime Reporting module that elicits the information required for UCR reporting.

The automatic cross-referencing structure of PIMS makes the maintenance of several hard-copy, cross-reference files unnecessary.

## **Indiana**

### *Statistical Analysis Center*

The Indiana Statistical Analysis Center (SAC) is being established under a grant from the Bureau of Justice Statistics. Indiana's SAC is a unit of the Indiana Criminal Justice Institute, whose director reports to a Board of Trustees appointed by the Governor. Much of the past year was devoted to staffing the SAC. A director has been hired and the center will now begin developing research and analytic capabilities and providing services to the criminal justice community throughout the State.

Initially, SAC efforts will focus on compiling, analyzing, and disseminating data that support criminal justice decisionmaking in Indiana. Eventually, the center will conduct policy research on issues confronting criminal justice agencies at the State and local level.

The Institute continued to work with other State agencies in the development of criminal justice data bases and information systems during the last year.

### *Adult Felon Data Base*

The Adult Felon Data Base is a cooperative effort of the Institute and the Indiana Department of Correction. Initiated in September 1986, this computerized data base contains sentencing, demographic, offense, and other information on each inmate committed to the Department of Correction. The data base has grown from 225 cases a year ago to 12,589 cases as of September 1987. It now contains data

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## State narratives

on all adult felons incarcerated in Indiana's correctional system.

### *Offender-Based Tracking System*

In March 1987 the Data Processing Oversight Commission of Indiana gave final approval for the development of the Offender-Based Tracking System (OBTS). All data elements for Indiana's OBTS have been identified, and online and batch programs have been documented. The OBTS development team has started coding the programs; a field test of the system is planned for 1988.

When completed, Indiana's OBTS will provide extensive information on offenders as they move through the criminal justice system. It will enable law enforcement agencies to obtain online offender identification, arrest, trial, and other information. Prosecuting attorneys will have direct online inquiry capability and will update trial and formal charge data with a nightly batch job. The OBTS will use the existing Indiana Data and Communications System (IDACS) network as well as a network being created by Indiana prosecutors.

## Iowa

The Iowa Statistical Analysis Center (SAC) during fiscal 1987 continued to undergo organizational changes stemming from State executive branch reorganization the previous fiscal year. After a transfer to the new Department of Management in July 1986, the SAC was transferred in July 1987 to the Iowa Department of Corrections. Not surprisingly, this transfer resulted in an increasing concentration on corrections-related research, including analysis of prison population characteristics and population projections.

The Iowa SAC continued to rely on Federal funding during fiscal 1987, continuing operation exclusively on funds from the Bureau of Justice Statistics and the National Highway Traffic Safety Administration.

One activity that continues is the collection and analysis of disposition and sentencing data. The SAC remains the repository for such information in Iowa, and 3 years of relatively reliable data are currently available for analysis. The one major SAC report in fiscal 1987 relied on these data: It was a study examining disposition and sentencing patterns for drunken driving.

## Kansas

The Kansas Bureau of Investigation, a division of the Office of the Attorney General, is the central repository for an extensive amount of information concerning justice activities in the State. The Statistical Analysis Center (SAC), consisting of 11 people, is the component of the bureau responsible for data and information system development, research and statistical activities, and publication of reports from these data sets.

Four major programs are—

- an Incident-Based Reporting System, which allows the collection of standardized crime data on offenses occurring in specific jurisdictions
- the State Juvenile Justice Information System, which receives data from justice agencies on juveniles, both as victims and offenders
- the State Missing Persons System
- the State Probation System.

Other SAC programs include data sets on justice system employment and expenditures, the Justice System Directory, traffic safety, and law enforcement officers killed or assaulted, and statistical reports and special studies including:

*Quarterly crime statistics*

*Crime in Kansas* (annual report)

*Juvenile justice* (annual report)

*Missing children bulletin*

*Justice systems employment and expenditure*

*Justice system directory*

*Highway traffic safety.*

The SAC also attempts to respond to requests for justice system data and continually works with other justice system members to evaluate and bring all data to a usable level for persons in Kansas. Finally, SAC staff provide training in mandatory reporting procedures.

## Kentucky

Since September 1984 the Kentucky Criminal Justice Statistical Analysis Center (SAC), funded by a BJS grant, has been housed in the Attorney General's Office and operated by the Urban Studies Center (USC). (USC is the policy research component of the College of Urban and Public Affairs, University of Louisville.) It was assumed such a State government-university partnership would be more efficient than developing the necessary research expertise and capabilities within the Office of the Attorney General. Thus, the Honorable Fred Cowan (Kentucky Attorney General) provides policy guidance, and the University of Louisville research center, in cooperation with faculty from other Kentucky universities, conducts research and disseminates findings. Additionally, a SAC Steering Committee, composed of representatives from various agencies that deal with criminal justice issues, advises the Attorney General on research matters in the Commonwealth.

The Kentucky SAC's third year of operation continues to be productive. The SAC is involved in the implementation of a statewide Offender-Based Tracking System (OBTS) bill (H.B. 774) passed by the 1986 legislature and has completed six major studies:

- *A crime estimation program for Kentucky: Description and preliminary analysis* by Dr. Knowlton W. Johnson and Patricia L. Hardyman
- *The effects of "self-help" precautionary measures on criminal victimization and fear* by Drs. Knowlton W. Johnson and Fran Norris

- *Capital sentencing in Kentucky: An analysis of the factors influencing decisionmaking in the post-Gregg period* by Dr. Gennaro F. Vito
- *A data inventory of Kentucky's criminal justice agencies* by Jack B. Ellis
- *Child abuse and neglect: The cost of agency services* by Dr. Gordon S. Bonham
- *Local agency personnel as brokers of criminal justice research: A SAC experiment* by Dr. Knowlton W. Johnson and Patricia L. Hardyman.

The results of these studies have been disseminated in a variety of ways. In September 1987 the SAC held its annual statewide conference, which featured panel discussions of the preliminary results from studies pertaining to victimization. The 2-day conference attracted nearly 100 criminal justice professionals from agencies across the Commonwealth. The reports were released in December 1987. Quarterly bulletins also have been released highlighting the reports from 1987. Bulletin topics covered the annual conference, child abuse, crime estimation, and victimization.

The Kentucky SAC plans for 1987-88 include:

- a report on the profiles of Kentucky jail inmates and pretrial release practices
- a continuation of the study of services provided to abused and neglected children
- an analysis of fiscal 1987 Crime Estimation data and collection of data for the fiscal 1988 Crime Estimation program
- a followup analysis of death penalty data

- quarterly bulletins to create greater awareness of SAC research among State criminal justice policymakers and employees
- a fourth annual conference with presentations of SAC products generated during the year
- assistance in implementing and maintaining Kentucky OBTS
- upon request, assistance to agencies regarding the use and development of criminal justice research and statistics
- a study to identify the effectiveness of the research utilization and dissemination strategies of SAC
- a criminal justice clearinghouse for Kentucky, which will act as a repository for all Kentucky criminal justice statistical reports and research from which policymakers and citizens can easily access data
- a statewide SAC data user association and sharing of information and resources among criminal justice agencies.

## Louisiana

The Louisiana Statistical Analysis Center (SAC) is a division of the Louisiana Commission on Law Enforcement. It was the first such organization funded under the Federal Comprehensive Data Systems program.

Since its establishment in 1975 the mission of SAC has undergone significant evolution from a statistical information reporting agency in the early years to the policy-directed research and technical assistance organization it is today. Statistical research remains the primary tool of SAC, but its use is more clearly focused on critical policy issues confronting State and local criminal justice systems in Louisiana.

Since 1984 SAC efforts have focused on the largest single problem confronting the State's criminal justice policymakers: the crowding crisis in the State's prisons and jails. In dealing with this issue, SAC was assigned to support the work of the Governor's Prison Overcrowding Policy Task Force. The SAC role in this effort is to provide research and policy analysis services to the Task Force and policy impact statements to the relevant legislative committees. Largely as a result of the task force effort, major legislative packages dealing with State and local corrections were adopted during the 1985, 1986, and 1987 regular legislative sessions. The task force will continue its work with additional legislative proposals in 1988.

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## State narratives

The work of the task force resulted in an expanded role for SAC as the focal point for policy analysis and research activities in the State's criminal justice system. This expansion occurred primarily in two areas. The first was the passage of the Comprehensive Correctional Planning Coordination Act of 1986. The function of SAC under this act includes—

- reporting the status of State and local correctional facilities and programs to the Governor and legislature on an annual basis
- conducting needs analyses for all State and local correctional facility construction projects where State funds are involved
- presenting policy impact statements on each major proposed change to correctional law
- maintaining prison population forecasts for all State and local correctional institutions, as well as probation and parole caseloads
- evaluating the cost and effectiveness of all correctional programs approved by the legislature on an experimental basis.

During the 1987 regular session, SAC reviewed 126 proposed pieces of legislation and prepared policy impact statements on 47. The policy impact statements were well received by the legislature, and plans are currently under consideration to expand the SAC role in this area to encompass the entire range of criminal and juvenile justice legislation.

The second major expansion of the SAC role resulting from task force initiatives is in the area of sentencing. During the 1987 regular session the legislature established the Louisiana Sentencing Commission. The placement of the sentencing commission within SAC yields several specific benefits to the State:

- correctional and sentencing policy development will be supported by a common information base, which eliminates duplication and provides a single point of reference for decisionmaking
- the common placement of staff services in addition to the overlapping membership of the correctional policy group and the sentencing commission facilitates the coordination of these two interrelated areas of policy development, thereby preventing waste and inefficiency
- the cost of the combined programs is significantly less than the cost would be if the programs were developed separately.

The primary SAC role in the work of the sentencing commission is providing the empirical research necessary for the proper development of sentencing guidelines. This effort will include—

- developing a description of existing sentencing practices in the State at the detail level
- forecasting the effects of each proposed guideline on the State criminal justice system in terms of sentence uniformity and cost (or savings) compared to current practices, so that committee members can consider these factors in reaching their final decision
- developing a monitoring system for guideline implementation

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• evaluating the effect of the guidelines on budget, crime, the courts, and corrections on a continuing basis.

In performing these tasks, SAC will develop a series of new data bases, which also can be used for improving—

- correctional population forecasting
- the construction planning process
- the quality and range of policy impact statements available to the Governor and the legislature for use in the policymaking process
- the ability of the State to identify and project its criminal justice needs so that decisions on cost-effectiveness can be made in a more timely manner than is currently possible.

In addition to these programs, SAC is engaged in several other activities designed to support criminal justice policymaking and operations in the State. Among these are—

- developing and maintaining criminal justice policy simulation models to improve the information available to decisionmakers on the potential impact of existing and proposed criminal justice policies
- developing risk assessment technologies to support the decisionmaking process of the Louisiana Board of Parole
- providing technical assistance to State and local criminal justice agencies in policy analysis, planning, evaluation, and information systems
- operating and maintaining the Parish Prison Information System
- developing a comprehensive information and analysis system to support activities of the Peace Officers Standards and Training Council

• implementing an active research agenda responsive to the policy concerns of the State's chief criminal justice policymakers (the 1987 research agenda will focus on prison crowding, juvenile justice, and drug control)

- creating and operating the Bureau of Criminal Justice Information in conjunction with the Louisiana Sheriff's Association
- developing electronic data transfer standards for local criminal justice information systems, which will ensure that information contained in local agency systems can be shared among the appropriate agencies
- revising and maintaining the Louisiana Privacy and Security Regulations governing the use of criminal history record information
- developing and publishing the *Juvenile justice data book*, the *Louisiana statute digest*, and *The Journal*, a quarterly publication for the State criminal justice community.

The goal of each of these activities is to bring advanced analytical technologies to bear on the problems of criminal justice in the State and to promote the use of empirical information in decisionmaking at all levels.



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## State narratives

### Maine

The Maine Criminal Justice Data Center has been active in planning and implementing the Department of Corrections' Management Information System. Now completed, this system provides the criminal justice community with the critically needed correctional and probation information on which to base its decisions (judicial, presentence, and so forth). The correctional information system includes all the items from the National Corrections Reporting Program as well as items (corrections) that are required and desirable from the Offender-Based Transaction Statistics (OBTS) program.

The Data Center has updated its *Directory of criminal justice practitioners in Maine* and its *Juvenile crime data book*. In fiscal 1987 the Data Center technically assisted several legislative committees and sat on the Judicial Subcommittee investigating the automation of the State Bureau of Identification.

Finally, the Data Center has worked closely with the Uniform Crime Reports (UCR) Division of the Department of Public Safety on their annual *Crime in Maine* publication. The Data Center has been involved in this publication since 1975. The Data Center provides the municipal police departments with detailed, 5-year crime profiles based on their UCR data. The Data Center will publish an extensive analysis of crime in Maine using UCR information, court data, and correctional statistics. This document, scheduled for publication in March 1988, will trace crime patterns from 1980 through 1987.

### Maryland

The Maryland Justice Analysis Center was established by executive order of the Governor as a component of the Institute of Criminal Justice and Criminology at the University of Maryland at College Park. The center is authorized to collect, analyze, and interpret data on criminal and juvenile justice issues. In 1986-87 an advisory board consisting of representatives of executive, judicial, and legislative branches of State and local government was appointed to provide policy guidance to the Center.

During the fiscal year the Center continued its work on the audit of the State's criminal justice information system. An audit methodology has been developed and tested in one major jurisdiction. Currently, audits of other jurisdictions are underway.

In cooperation with the Maryland Correctional Administrators Association the Center is conducting a survey of the sentenced inmates in Maryland jails. The survey is intended to provide data necessary for jail planning and assist in the development of a jail information system.

The Center developed data on Maryland prison populations for a Joint Executive/Legislative Correctional Capital Planning Committee. The data included trends in population growth, offender profiles, and release methods. The Committee recently released an Action Agenda for Corrections for 1988-1998.

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## Massachusetts

The Massachusetts Statistical Analysis Center (SAC) is organizationally within the Committee on Criminal Justice (CCJ), an agency within the Secretariat of Public Safety. The SAC acts as a statistical resource to the executive branch in general but responds to inquiries from the legislature, press, and public.

The SAC has four specific roles:

- to respond to the criminal justice data and analysis needs of the Executive Office and the Governor
- to gather, summarize, and disseminate reports of significant criminal justice information from a variety of sources
- to conduct research of importance to the Commonwealth
- to facilitate contact between outside researchers (typically academic) and governmental agencies.

During 1987 the Massachusetts SAC worked closely with the CCJ's juvenile justice specialist in monitoring compliance by local law enforcement agencies with holding standards for delinquent and status offenders. The SAC also received funding to begin an examination of the county house of corrections population, because these entities will be affected by increased drug enforcement.

The SAC has been involved in coordinating drug enforcement funds, especially in the critical areas of data collection and evaluation. In part because of SAC input, Massachusetts has hired a full-time evaluation specialist to monitor the effectiveness of Federal funds in this area.

The SAC continues to implement the Incident-Based Reporting System of the redesigned Uniform Crime Reporting program in the Commonwealth. Because Massachusetts was one of the originally funded States under this program, the SAC has devoted a great deal of time and effort to involving local law enforcement in all aspects of the project.

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## State narratives

### Michigan

The Michigan Statistical Analysis Center (SAC) is an element of the Office of Criminal Justice in the Department of Management and Budget. The SAC annually compiles and evaluates data for the Secondary Road Patrol report to the legislature and compiles data for the Juvenile Justice and Justice Training reports to the legislature.

The SAC responds to requests for data using the most recent sources available. The most frequently used sources are Michigan's *Uniform crime report*, the Department of Corrections' *Annual statistical summary*, the Supreme Court Administrator's Office, and the Juvenile Justice Detention Data Base, which now contains data for 1982 through 1987. The SAC is adding 1981 data.

The SAC graphics computer provides illustrations for budget and statistical reports. Recent comparisons include unemployment and crime in Michigan, percentage of crimes solved, felony convictions and sentences to State prison, and juvenile apprehensions compared to adult apprehensions.

The SAC accounting computer manages and generates fiscal reports for the following programs using modified SIGMA software: Justice Assistance, Juvenile Justice, JJ Reversion, Justice Training (State), Secondary Road Patrol (State), Victims' Rights (State), Victims of Crime, and Anti-Drug Abuse.

The SAC Program Analysis for the Secondary Road Patrol Program was included in its annual report.

## Minnesota

The goal of the Minnesota Statistical Analysis Center is to provide State and local governments with data and information for informed criminal justice decisionmaking. The Center is part of the State Planning Agency, which coordinates policy analysis and development for the executive branch of State government. This is a summary of the Center's major accomplishments for the Federal fiscal year.

### *Sentencing effectiveness in Minnesota*

This study examines the impact of sentencing on criminal careers. The report contains policy implications for jail and prison sentences.

### *Juvenile court 1985 and 1986*

An analysis of Minnesota's juvenile court is provided each year, examining dispositions, legal representation of juveniles, and referring juveniles to adult court. The Center is the only source providing county data on juvenile court activity. This information is used primarily for planning purposes by State and county governments.

### *Adult felony court 1985 and 1986*

Each year trends are examined in felony case-processing, including county data. Again, the Center is the only provider of this data for county-level decisionmaking.

## *Minnesota 2010*

This study was completed during the last fiscal year; however, it continues to influence State and county decisions. Criminal justice facility and personnel plans have been significantly affected by these projections. The study has received wide media coverage and has been presented to numerous audiences; other States have expressed interest in replicating the research method.

### *Legislation*

The Center follows judicial legislation on behalf of the Governor's office and provides data to State lawmakers regarding proposed legislation.

### *Information services*

The Center conducts special analyses upon request and also offers an extensive library loan program. Last year the Center responded to requests for over 10,000 research reports, analyses, and library loans.

### *Criminal justice data bases*

The Center receives the following data bases, which are used for research and answering ad hoc requests. The felony data base is provided to the Bureau of Justice Statistics each year for its analysis of national trends:

- juvenile court 1982-86
- adult felony court 1982-86
- State and county projections
- Uniform Crime Reports
- criminal histories.

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## State narratives

### Mississippi

This Mississippi Statistical Analysis Center (SAC) is a functional unit of the Governor's Office of Criminal Justice Planning. SAC serves as a clearinghouse for criminal justice information and statistics in the State. To assist in this activity, SAC maintains a file of statistical reports, criminal justice newsletters, and other publications from numerous Federal and State agencies in addition to nongovernmental sources. SAC also attempts to maintain a current list of names, addresses, and telephone numbers of various criminal justice sources to refer inquiries to the most appropriate parties.

SAC also provides analytical support for the Office of Criminal Justice Planning and the Board on Law Enforcement Officer Standards and Training. Assistance in data collection and analysis, needs assessment, and task analysis have been provided on a regular basis.

SAC annually publishes *Crime in Mississippi*, which presents a variety of crime statistics for the State. In addition, SAC also publishes a quarterly newsletter focusing on the individual components of the criminal justice system. Surveys conducted throughout the year provide the basic information for the newsletter. These data are not readily available from any other single source in the State. Therefore, the publication can be beneficial as well as informative to administrators, planners, and researchers throughout the criminal justice community.

In conducting its activities, SAC tries to maintain a close working relationship with the Bureau of Justice Statistics, many national criminal justice associations, and State and local agencies.

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## Missouri

The Missouri Statistical Analysis Center (SAC) is a unit of the Missouri State Highway Patrol under the Department of Public Safety and was designed to provide research and information services in the areas of traffic safety and criminal justice.

From October 1, 1986, through September 30, 1987, major accomplishments of the SAC included—

- developing and publishing a set of standard reports to assist public officials in identifying traffic safety and criminal justice problems that confront the State. During this time the SAC produced and disseminated the following major publications to Federal, State, and local authorities: *1985 Missouri crime and arrest digest*; *1985 Missouri law enforcement employment and assault report*; *1986 Traffic safety digest*

- completing a problem analysis report designed to upgrade the State's criminal history records system, to provide statistics on serious offenders arrested in the State and to assist the processing of such offenders through the criminal justice system

- processing 346 traffic safety and criminal justice-related requests for studies, reports, and SAC library publications for Federal, State, and local authorities. Criminal justice-related studies included analysis of crime, arrest, and other criminal justice data to assist with drafting and evaluating proposed legislation, developing criminal justice policies and programs, and evaluating existing criminal justice programs. In addition, work was completed to upgrade existing information systems maintained by the State to provide management-oriented reports and statistical information for traffic safety and criminal justice authorities.

## Montana

### *Administration*

The Statistical Analysis Center (SAC) is part of the Crime Control Division, Montana Department of Justice. The overall responsibility of the Crime Control Division, aside from administering Federal grants, is to provide centralized technical assistance and aid to all elements of the criminal justice system.

The mission statement adopted by the Board of Crime Control provides a summary outline of the Crime Control Division's role: "To promote public safety by strengthening the coordination and performance of both the criminal and juvenile justice system and by increasing citizen and public official support and involvement in criminal justice."

### *SAC goal*

The goal of the Statistical Analysis Center, which complements the board's goal, is "to provide base data and statistics to improve the administration, efficiency, and effectiveness of juvenile and criminal justice agencies."

### *Jails*

During the past year the SAC has been involved in a comprehensive jail program, which has involved new legislation for the administration and operation of jails and, through the Montana Uniform Crime Reporting program, data collection on jail activities.

The jail legislation is aimed at a modern view of jail administration. Most existing laws relating to jails were passed in the late 1800's and many were based on antiquated philosophy. The objective is to get the 1988 legislature to review and enact a modern version of this legislation.

### *Montana Uniform Crime Reporting (MUCR)*

SAC is responsible for the administration of the MUCR program. Montana operates this system as an incident-based reporting system. As of July 1986 the system includes data on jail activities, primarily capturing admission and release data per incident or arrest. The SAC is now incorporating the FBI's enhanced Uniform Crime Reporting program into its existing system.

### *Police Officers Standards and Training (POST)*

The POST program has developed a microcomputer file of all training taking place throughout the State, profiling individual training by officer. A complete record of the officer's training is now available for present and future certification, enhancing personnel placement. A separate component of the POST system initiated in 1987 is the inclusion of standards for training local jail detention officers.

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### *Criminal justice technical assistance*

The Board of Crime Control Staff is providing statewide technical assistance to law enforcement. The assistance is targeting consolidation issues, new facility plans, record systems, and administrative and operational issues. So far the program, although relatively new, has met with a high degree of success and acceptance at the local law enforcement level.

### *Juvenile Probation Information System (JPIS)*

Within the juvenile justice system, one of the major efforts of the Crime Control Staff has been in relation to the JPIS, an activity-recording system for Montana's Youth Court.

JPIS has been run on a State mainframe computer, with individual records from 20 judicial districts being keypunched and processed by the State. The new direction for the JPIS is to become a microcomputer-based information system that will be operated at the local level with statistical information being provided to the State via computer modem or diskette. The local agencies will have a viable tool, and the State will still have the necessary data to do statewide planning. The components will include case management, summary statistics, and a restitution accounting system. Six judicial districts are now testing programs.

### *Juvenile justice training*

During mid-1986 the Board of Crime Control initiated a statewide coordinated Juvenile Justice Training program. This effort began with a needs assessment by State and local juvenile justice personnel. The State training coordinator developed various goals and objectives to meet perceived needs and established training programs in response.

The long-term goal is to develop and maintain ongoing training criteria for each professional group involved in the program.



## Nebraska

The Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) performs several functions in the State, one of which is the operation of the Statistical Analysis Center (SAC). The Nebraska SAC—

- responds to data requests
- provides technical support to local law enforcement agencies
- collects and disseminates data related to the criminal justice system.

### *Offender-Based Transaction Statistics (OBTS)*

The OBTS program tracks a felony offender through the Nebraska criminal justice system fulfilling the urgent need for comprehensive and detailed information about what happens between arrest and final disposition. An OBTS record consists of selected facts about an arrested offender and the actions taken by the police, prosecutors, and courts. The sum of these activities for all adult offenders handled by the States can provide a national, as well as statewide, description of the administration of adult criminal justice in terms of the flow of offenders through the system and the intervals between various events.

### *Jail Population Report*

In conjunction with the Jail Standards Division, the SAC began production of an annual report on jail population. The *1986 Nebraska jail population report* presents data on persons held in Nebraska city and county jails in 1986. All jails in Nebraska except for the Omaha City Jail, Douglas County Corrections, and Lancaster County Corrections are represented in this report.

The data from local jails provide detailed statistics on the flow of inmates through the jail and demographics of those confined. The data cover jail use on both a statewide and local level as well as data for specific jails. This information is used to monitor the detention of juveniles in the State's secure facilities; however, inmates held in Douglas and Lancaster Counties represent almost half the total number of inmates confined in Nebraska jails at any given time. Because they are not included in this report, the statewide statistics reflect only the characteristics of the jail population outside these metropolitan areas.

### *Juvenile court report*

The flow of juveniles through the judicial system is documented in the *1986 Juvenile court report*, which summarizes data reported to the SAC for the 5,951 cases reaching disposition in 1986. For each case, the courts submit a form describing reasons for and sources of referral, processing time, demographics, and related information. This allows the courts and others to compare juvenile disposition data statewide as well as by county.

### *Criminal justice directory*

The SAC obtained all information needed to complete a 1987 *Criminal justice directory*. The directory includes all agencies related to the criminal justice system.

Names, addresses, and phone numbers are given for each entry. The directory is divided into six categories:

- law enforcement
- courts/adjudication
- corrections
- education
- miscellaneous
- State agencies.

### *Crime Commission newsletter*

A monthly newsletter is published and sent to 700 agencies/persons related to the criminal justice system.

The newsletter features aspects of the Crime Commission including—

- availability of films from the film library
- monthly publication features of the clearinghouse library
- Federal/State grant information
- inservice jail bulletin, and much more.

### *Computer assistance*

The SAC gives computer assistance to law enforcement agencies on request. Such assistance ranges from simple to complex systems, including software and hardware applications.

With the new automation systems available and with the scarcity of personnel in law enforcement agencies (especially in rural areas), a great deal of technical assistance is needed to help small agencies become familiar with the computer world.

### *Clearinghouse Library*

The SAC operates a library that serves as a central repository of all criminal justice publications available to the Crime Commission. All materials in the library are available for loan. The library also serves as a point of contact and information exchange between State and local criminal justice agencies and Federal resources.

## State narratives

### New Hampshire

The New Hampshire Statistical Analysis Center (SAC) continues to be involved with the Office of the New Hampshire Attorney General in implementing the comprehensive Crime Control Act of 1984. In March 1985 the Governor designated the Office of the Attorney General as the responsible agency for administering the Act. This also applies to grant funds for fiscal 1986 for which the subgrantees also have been selected.

In addition, the Governor selected the office as the administrating agency for the Anti-Drug Abuse Act of 1986.

During the past reporting period the New Hampshire Statistical Analysis Center published *Pretrial detention: An examination of "danger laws."* This study examined New Hampshire's existing danger laws, that is, nonbailable offenses, and compared them to those of other States.

SAC also has prepared inhouse reports on suicide, white-collar crime, homicides, juvenile involvement in crime (as measured by arrests), and firearm use in violent crime.

### New Jersey

The New Jersey Data Analysis Center was created in 1973. Its mandate then, as now, was rather broad, encompassing issues pertaining to crime and the criminal justice system. Since its inception, the Data Analysis Center has completed several projects for a wide spectrum of agencies that comprise the New Jersey criminal justice system, such as (1) the Criminal Disposition Commission, (2) Office of the Attorney General, (3) Administrative Office of the Courts, (4) Department of Corrections, (5) New Jersey State Police, and (6) New Jersey Parole Board.

The following are projects completed in fiscal 1987:

#### *Probation study*

This study produced statistics on probationary sentences by race and covered 1985 and 1986 years of disposition. These statistics were produced by type of court (lower versus superior) for each of the 21 counties.

#### *Parole study*

This study tracked persons who were released on parole during calendar 1983 to determine their rearrest and disposition patterns after their parole release date.

### *Federal drug grant study*

This study generated data on arrests and dispositions for possession, sale/distribution of controlled dangerous substances such as heroin, cocaine, hallucinogens, stimulants, depressants, cannabis, tranquilizers, and other drugs.

### *Demographic characteristics of arrestees*

This study generated data on the total number of arrests for each of the years 1980 through 1986, broken out by sex, race, and year of birth. This basic information then was used for projecting prison populations.

### *NJSP classes 104 and 105 —final questionnaire*

New Jersey State Police trainees are required to fill out a self-administered questionnaire that elicits information about the training program and their perceptions regarding police work, for example—

- How training was different from what they expected
- To what area of training would they like to see more time devoted
- Biggest obstacle on the job
- Attitude of spouse, girlfriend/boyfriend, mother, father toward their becoming a trooper.

### *Computer related crimes*

This study generated data on arrests and dispositions for computer-related crimes and covered the years 1984 through 1987. The specific statutes included in the study were NJ2C: 20-23 through NJ2C: 20-34.

### *Listing of fugitives*

This study generated a computer printout of all individuals in the OBTS/CCH data base who were flagged as fugitives.

### *Delinquent CDR1-2 document audit*

These are instances in which there is an arrest segment (fingerprint card) in the computerized OBTS/CCH data base but no further CDR documents corresponding to those arrests. These delinquency rates were ascertained for 1983, 1984, 1985, and the first 6 months of 1986.

The details included in the listing were:

- SBI number
- name of defendant
- arresting agency ORI
- arrest date
- citation
- contributor number.

These detailed listings were used by the field staff to recoup the missing documents and enter them into the data base.

### *Delinquent CDR-3 document audit*

These are instances in which there is an arrest segment (fingerprint card) and the corresponding summons/warrant (CDR1 or 2) in the computerized OBTS/CCH data base but no papers pertaining to the action taken by the prosecutor/grand jury (CDR-3). These delinquency rates were ascertained for 1981 through 1984.

## State narratives

The details included in the listings were:

- SBI number
- date of arrest
- municipal court identifier
- name of defendant
- summons/warrant number
- docket number
- charges.

These detailed listings were used by the field staff to recoup the missing documents and enter them into the computerized data base.

### *Delinquent CDR-4 document audit*

These are instances in which there is an arrest segment (fingerprint card) and the corresponding prosecutor/grand jury (CDR-3) but no superior Court documents (CDR-4) corresponding to those indictments/accusations.

These delinquency rates for CDR-4's were ascertained for 1980 through 1984. The details included in the listings were:

- SBI number
- name of defendant
- county of arrest
- date of arrest
- indictment/accusation number
- date indictment/accusation was filed
- county of indictment.

### *Error listings missing segments*

Two different listings of missing segments were forwarded to the State Police for reentry into the computerized OBTS/CCH data base:

- identification segments (A1) that do not have any corresponding arrest segments (C1)
- arrest segments (C1) that do not have any corresponding identification segment (A1).

### *Confinement terms—invalid entries*

Entries in the confinement field of the OBTS/CCH data base must have a unit of time entered: D (for days) or M (for months) or Y (for years). However, there are entries in the data base where the unit of time has not been entered. Thus, an entry of "7" in the confinement term does not tell whether that is "7 days" or "7 months" or "7 years." These listings were forwarded to the State Police for correction.

### *Audit of the completeness of the "MFN" field*

The New Jersey State Police initiated a standard operating procedure effective July 1, 1987, whereby all arrests made by the State Police will have a four-digit municipal code entered in the "MFN" field of the arrest segment.

This first audit covering July and August 1987 showed a total of 799 New Jersey State Police arrests in which the "MFN" field was inadvertently left blank. The error listings were forwarded to the State Police for correction.

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*Arrests and dispositions for pornography-related statutes*

The study generated data on the number of arrests and dispositions for—

- NJ2C: 34-2 Sell obscene material
- NJ2C: 34-3 Obscenity for persons under 18 years of age.
- NJ2C: 34-4 Public communication of obscenity.

## **New York**

The New York State Division of Criminal Justice Services (DCJS) is responsible for a broad range of information services and policy support activities in New York State. Through its Commissioner, who also serves as the Governor's cabinet-level Director of Criminal Justice, the Division seeks to increase the overall effectiveness of the system of criminal justice in New York State. This is accomplished through—

- The Office of Identification and Data Systems, which maintains criminal history records on offenders and other operational data systems
- The Bureau for Municipal Police, which provides training to police officers and coordinates programs on highway safety, crime prevention, and arson awareness
- The Office of Funding and Program Assistance, which monitors and evaluates local criminal justice programs and disburses State and Federal funds to localities on behalf of the Crime Control Planning Board.

A fourth unit in DCJS is the Office of Justice Systems Analysis (OJSA). OJSA is the policy-oriented research and statistical arm of the agency and performs many of the functions of the Statistical Analysis Center (SAC) for New York State.

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## State narratives

The mission of OJSA is to advise and assist the Governor and the cabinet-level Director of Criminal Justice in developing policies, plans, and programs for improving the criminal justice system. It conducts empirical research to test assumptions that are central to the development of criminal justice policy, provides policy analysis, and monitors the legislative process. OJSA also is responsible for designing, maintaining, and coordinating statistical data systems in the agency and for disseminating statistical information on crime, offenders, and the administration of justice in New York State.

During the past year the Office continued to address the needs of State and local criminal justice administrators through the production of *County criminal justice profiles*. This multivolume report is a compilation of data from a variety of sources that provides a comprehensive picture of criminal justice activities within each county in New York State and the State overall. An outgrowth of a special briefing series for the Governor and his staff, the *Profiles* publication is based on a microcomputer data base of multiyear criminal justice data.

The office also has continued to address the needs of State and local officials by updating the *Directory of New York State criminal justice agencies*. The *Directory* project is funded by the Bureau of Justice Statistics as part of the Criminal Justice Clearinghouse program.

In 1987 the Office further refined its Offender-Based Transaction Statistics (OBTS) capabilities with the assistance of the Bureau of Justice Statistics. The Office has developed one of the most sophisticated OBTS case-tracking systems in the country for felonies and misdemeanors. During 1987 OBTS data were used in several analyses of criminal justice processing in New York. One of these, presented in a report titled *Violent felony offenses in New York State*, details the processing and disposition of this special class of violent crimes defined in the New York State Penal Law. A second Violent Felony publication, a "VFO" *Sourcebook*, detailing case dispositions for each county, also was prepared. Additionally, OBTS trend data were presented in the Bulletin "Criminal justice trends in New York State: 1982-1986."

Together the *Profiles*, the *Agencies directory*, and the new *VFO Sourcebook* help the Division to coordinate and address the needs of local criminal justice agencies in the State.

In 1984 the State Legislature mandated the creation of a Missing Children Register and in 1985 created a Missing Children's Clearinghouse in the Division. OJSA accepted responsibility for presenting policy-analytic data derived from the Register. An initial report was published in 1986 describing the number and characteristics of cases reported in 1985. This report was the first to document the magnitude of the missing children problem in New York State. During 1987 these data were updated in a bulletin titled, "Children reported missing in New York State." The Office is refining its analytic capabilities in this

area as the content and quality of the data on the Register continue to improve.

The ongoing collection of data on restitution orders was supplemented in 1987 by a comprehensive survey of probation officials regarding how restitution is administered in their agencies. These data were brought together in an indepth policy report that dealt with the status of restitution in New York State.

The issue of crimes against children has been a matter of serious concern to citizens and their elected representatives. As a result of this concern and pursuant to Chapter 263 of the Laws of 1986, the Division, through OJSA, conducted a study of methods used by all law enforcement agencies within the State to apprehend individuals who victimize children. On the basis of analysis of these investigative methods, OJSA developed recommendations for the prevention, detection, and reduction in the number of crimes against children.

Office research staff, working with corrections officials, have developed a forecasting model for projecting future State prison populations. Research in support of this effort has produced a number of "by-products" highlighting specific problem areas for policy analysis. These have been published in a new "Research Notes" series and include *Timing is everything: Toward a better understanding of recent increases in predicate arrests*, and *The prevalence and incidence of arrests among adult males in New York State*.

During 1987 the Division was one of 13 SAC's awarded grants from the Bureau of Justice Statistics for the redesign of the Uniform Crime Reporting (UCR) Program. The initial planning and development phase of this effort is now underway with the establishment of working groups of major contributing law enforcement agencies. These groups will actively participate in designing and testing the new system to ensure that it meets local, State, and national program objectives.

To understand and respond to hate or bias-related violence, the Governor created a special Task Force to examine this issue and recommend action. As part of this overall effort the Office began to develop its own program to obtain data on all such incidents reported to law enforcement agencies throughout the State. This program, on completion, will be incorporated into the Uniform Crime Reporting system.

A survey research capability was established within the Office to provide the ongoing capacity to design, administer, and analyze surveys that focus specifically on criminal justice issues. The Bureau of Justice Statistics supported a statewide random-digit-dialing survey of State residents, which examined citizen attitudes and perceptions on a broad range of criminal justice concerns. Mail surveys of key criminal justice officials dealing with restitution and crimes against children were administered. A nationwide survey of State Statistical Analysis Centers dealing with legislatively mandated activities was also conducted.



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## State narratives

The degree to which adult probation supervision adequately meets the needs of public protection, given the types of offenders currently sentenced to probation, is an issue being studied jointly by the Division and the State Division of Probation and Correctional Alternatives. A central focus is to assess the State's role in assuming the effective delivery of this service at the local level. Extensive data analysis, interviews with probation practitioners, reviews of pertinent literature, and examination of other States' programs were conducted during 1987. This project will continue during 1988 and will provide recommendations to the Governor regarding improvements in the delivery of probation services.

As part of the Division's mandate to improve the coordination of New York State criminal justice agencies, an ongoing forum called the "Statistics Working Group" was established. Consisting of representatives from the State-level executive criminal justice agencies, the group will address issues dealing with the exchange of information and problems of common concern to the State's criminal justice analytic community.

The Office continues routinely to produce policy "white papers" on a broad range of issues to inform the Director of Criminal Justice and the State Division of the Budget on critical decisions.

## North Carolina

The North Carolina Criminal Justice Analysis Center is within the Governor's Crime Commission Division of the Department of Crime Control and Public Safety. The Center provides analysis and research assistance to the Crime Commission as it develops criminal justice policy recommendations for the Department Secretary and the Governor; it also serves as a primary resource for data and information on crime and the criminal justice system in North Carolina.

During Federal fiscal 1987 the Analysis Center completed its work on a report entitled *Truth in Sentencing: A Report to the Governor*. The study addressed sentencing practices and punishment alternatives in North Carolina. The Analysis Center provided the statistical information to the Sentencing Committee of the Crime Commission on distribution of felony sentences, time served, and other indicators of the impact of the Fair Sentencing Act (FSA) of 1981. The report contains recommendations to—

- revise the FSA to enhance credibility of court-imposed sentences by redefining prison terms as supervision terms, which include an initial prison term and a mandatory parole term
- increase the use of local confinement facilities and community punishments for traffic offenders and selected misdemeanants
- expand alternative punishment programs with a focus on nonviolent property offenders.

The Analysis Center also published a research bulletin that examined the results of the sentencing study.

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During 1987 the Analysis Center completed its work with the Victims Committee of the Crime Commission on a report entitled, *Victims of Crime in North Carolina: A Report to the Governor*. The report examines the problems facing crime victims, identifies the rights and services they expect, and recommends action needed to address these problems. The report called for—

- State funding to expand victims assistance programs and establish new ones
- legislative action to strengthen protections and services already authorized by statute.

A research bulletin was published by the Analysis Center in July. It summarized the victim's study, a victimization survey conducted by the Department of Anthropology at North Carolina State University entitled, *Crime in North Carolina* and data on North Carolina from the Bureau of Justice Statistics' National Crime Survey.

During the 1987 General Assembly session the Analysis Center responded to requests for information from the legislature and other agencies on several issues being considered. In addition, a system was developed to track pertinent criminal justice bills for the Crime Commission and the Department.

The Analysis Center is currently assisting the Jail Committee of the Governor's Crime Commission in its study of jail management and overcrowding in North Carolina. From June through September Center staff collected demographic, time-served, and impact data at 12 jail sites across the State. Based on analysis of this data the committee should begin to draft recommendations in December and complete the study in the spring of next year.

## North Dakota

The North Dakota Statistical Analysis Center (SAC) is part of the Criminal Justice Training and Statistics Division (CJTS) of the Attorney General's Office. The division provides training for law enforcement officers and serves as a statistical analysis center and clearinghouse for criminal justice information.

The SAC manages the State Uniform Crime Reporting (UCR) Program, which collects crime statistics from all county sheriff departments and all cities with populations of 2,500 or greater. The SAC analyzes the statistics and forwards them monthly to the FBI for national statistical summaries. The SAC publishes annual reports including the overview *Crime in North Dakota* and more specific analyses of arson, arrests for drug offenses, homicides, and law enforcement officers assaulted. Other reports are compiled and published in response to requests for specific analysis of UCR data.

A unique correctional information system—Jail Information System (JIS)—was designed and implemented in the State in 1977. The SAC manages JIS through which data are collected on all incarcerations in the 44 local correctional facilities in North Dakota. JIS enables the SAC to monitor the nature and extent of the use of all the State's local jails. Data from JIS are used to recommend staffing plans and advise in budget preparation; they have been extremely useful in planning for remodeling old jail structures and construction of new ones. JIS is a very accurate tool in monitoring the detention of juveniles and incarceration of driving under the

influence (DUI) offenders, two important issues in the State and across the country. Annual reports are published on jail usage. A special report with emphasis on juvenile detentions in local jails and detention centers is prepared and circulated to all correctional facilities, judges, and other interested persons.

A Manpower and Training Information System (MTIS), which maintains employment and training records for all law enforcement officers in the State, is operated by the CJTS Division. This system had been designed to monitor compliance with peace officer licensing standards and annual sidearm certification requirements.

Computer programs provide the SAC with a data base on officer demographics and training that lends itself to extensive analysis of the law enforcement profession. The system, in general, coordinates very closely with peace officer training programs to contribute to the increasing professionalism of law enforcement in North Dakota.

The SAC periodically undertakes special research projects to address current relevant issues. Because these kinds of projects can absorb a considerable amount of limited staff time, the SAC encourages cooperative endeavors with independent researchers, university faculty and students, and local college intern programs.

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The SAC began, in 1987, a project designed to generate statistics on victims of fraud in cooperation with the Consumer Fraud and Anti-trust Division of the Attorney General's office. This project involves automating consumer fraud files in order to produce statistical data on mail fraud, in- and out-of-State fraud initiatives, recovery of losses, and other similar information.

Another major project was begun as an adjunct to automation of criminal history records. A new multipart fingerprint card/disposition reporting form was inaugurated in the State, and provides a base for Offender-Based Transaction Statistics (OBTS).

## Ohio

The Ohio Statistical Analysis Center (SAC) is the Bureau of Research and Statistics within the Governor's Office of Criminal Justice Services. Since being reorganized in June 1978, the Ohio SAC has undertaken a dozen major research projects and over 30 reports and responded to some 2,000 requests for information. Currently, SAC operates with a full-time staff of four, with frequent use of interns.

### *Uniform Crime Report data*

SAC continues to be the sole repository of statewide crime data within Ohio. The most recent Ohio Uniform Crime Report data (1986), received annually from the FBI, contain county-by-county crime and arrest displays for more than 400 Ohio law enforcement agencies. In September 1986 SAC began briefing law enforcement officials concerning the potential impact of the revised Uniform Crime Report program.

### *Offender-Based Tracking Statistics*

SAC is the only agency that collects and analyzes information that fully describes what happens to persons arrested for serious crimes in Ohio. This process was initiated with a 2,500-felony case-tracking study conducted by SAC in 1983-84 in 62 criminal courts throughout the State. A similar 2,500-case followup study was begun in May 1986 and will be completed in early 1988. Rigid sampling procedures ensure that the cases are representative of the 50,000 to 60,000 such cases handled each year.

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## State narratives

Additionally, SAC annually coordinates the production of a 3,000+ case computer tape from the computerized criminal-histories file, maintained by the Attorney General, for inclusion in the national tracking study administered by the Federal Bureau of Justice Statistics. In March 1988 SAC will contract with UNISYS to greatly increase dispositional reporting for this project via computer program adjustments.

### *Public opinion/attitude survey*

The fifth SAC survey of Ohio citizen attitudes concerning crime and criminal justice was conducted in September 1986. The scientific telephone poll of 1,000 Ohio residents addressed a wide range of critical issues including fear of crime, juvenile gangs, family violence, homeless people, drugs, and, predominately, juvenile justice. A final report was published in the spring of 1987.

### *Ohio victimization data*

SAC is the repositor for Ohio victimization data collected via the National Crime Survey, which is sponsored by the Bureau of Justice Statistics (and executed by the U.S. Bureau of the Census). During Federal fiscal 1987 the 1985 data tables were received, reflecting responses from several thousand Ohio households, and providing a rich supply of data on victim-reporting patterns, physical and material losses, measures of self-defense, personal characteristics, and many other issues relative to the criminal event from the victim's perspective.

### *Suicides in Ohio's jails and prisons*

Using Department of Health Statistics and death certificates, SAC is analyzing some 250 inmate suicides committed during the last 10 years. Of special interest are any correlates (such as arrest offense, drug/alcohol involvement, age of arrestee, prior criminal history) that might help corrections officials identify high-risk inmates at the front end of their detention.

### *State of crime and criminal justice in Ohio*

Ohio is currently receiving BJS funds to become one of the Nation's first two States to develop a comprehensive report on crime and justice at the State level, an emulation of the BJS *Report to the Nation on crime and justice*. It has taken Ohio's SAC 8 years to gather the full range of criminal justice system data necessary to support this type of demanding document. The resulting publication (fall of 1987) was the first of its kind attempted in this State. It will serve as both a textbook and a resource book for all major criminal justice issues in Ohio. Over 6,000 copies were disseminated by mid-November 1987.

### *Law enforcement training policy research*

In the past year the Ohio Peace Officer Training Council has revised Ohio's radically upgraded entry-level training curriculum. The dramatic changes in the training curriculum were triggered by SAC's massive Law Enforcement Task Analysis Study 4 years ago. Henceforth, all entry-level law enforcement officers in Ohio will receive more than 400 hours of basic

training, a significant increase over the 292 hours previously required. SAC invested 2 1/2 years on the Task Analysis Study, gathering over 4 million pieces of data from 3,500 officers in 400 agencies, a task greatly aided by a grant from BJS. Ohio training school commanders received the final curricula on November 12, 1987.

#### *Juvenile justice tracking study*

SAC is presently undertaking Ohio's first statewide juvenile case-tracking study, involving 1,000 criminal juvenile offenders. The project is a field study, similar to the present adult tracking effort, and will yield a rich data supply relative to juvenile crime and justice in this State. Completion is targeted for mid-to-late 1988.

#### *Crime environment and the victim*

This study is analyzing the role of 200 victims of violent crime in a large Ohio city in 1985. It aims at identifying physical circumstances that saw the victim contributing (either by commission or omission) to the "chemistry" of the crime (for example, drinking, fighting, weapon use, threats, and so forth). Expected completion is in winter or spring 1988.

## Oklahoma

During fiscal 1987 the Oklahoma Statistical Analysis Center (SAC) continued to maintain the Arrest Disposition Reporting System (ADRS)—

- This 11-year-old data base contains information on charges filed by district attorneys and the dispositions of those cases.
- Monthly and annual summaries of the data are produced for each DA district and the State.
- A cross-reference report tells the district attorneys if a person they have filed charges against has charges pending in another county.
- The unit also has responsibility for printing and distributing numbered fingerprint cards to sheriffs and police so that cases can be traced through the system.
- Larger counties with their own information systems contribute to ADRS by supplying data via magnetic tape each month.
- Other offices complete forms keyed into the system by SAC staff.
- Inquiries of the system are possible by use of microfiche that is distributed monthly, by terminals in larger district offices, and by phone to the ADRS office.

Other activities of the SAC representative include—

- membership on the Oklahoma Justice Assistance Board, the State body that reviews applications for Bureau of Justice Assistance (BJA) block grants for Justice Assistance and Crime Victim Assistance
- membership on the Legislative Criminal Justice Task Force and Subcommittee on Criminal Justice Information Systems

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## State narratives

- provision of technical support for the Governor's Task Force on Crime Prevention and Punishment
- management of the NCCD prison population projection project funded by the Bureau of Justice Statistics (BJS).

## Oregon

The Crime Analysis Center is part of the Oregon Department of Justice and serves as the research agency for inquiry into criminal justice issues in Oregon. The Center currently has seven authorized and five current professional/technical staff positions to assist State and local criminal justice system policymakers and the public through their products and services. The continuing goal of the Center is to be an objective, independent, and competent source of policy-relevant criminal justice research data and information.

The Center also has direct ties to the Bureau of Justice Statistics (BJS) of the U.S. Department of Justice and serves as a Statistical Analysis Center (SAC) and clearinghouse for criminal justice research efforts involving State and Federal coordination. In addition to its research activities, the Center also has ties to the Bureau of Justice Assistance and administers block grant programs under the Justice Assistance Act of 1984 and the Anti-Drug Abuse Act of 1986.

The primary research functions of the Center are to—

- collect, analyze, and interpret criminal justice data
- develop and maintain the collection of selected criminal justice data
- prepare and disseminate research reports on crime, criminal offenders, and the operations of the criminal justice system
- help to maintain and improve the quality of data in established criminal justice data bases within the State

- provide technical assistance related to data analysis, statistical procedures, and criminal justice research to State and local agencies
- serve as an information center and repository for the dissemination of criminal justice data and documents to government agencies and the public
- provide Oregon data to the Bureau of Justice Statistics.

Major products and services of the center included the following:

#### *Oregon serious crime survey*

This is an annual survey research project involving use of a mail questionnaire that is completed and returned by approximately 80% of the 1,500 randomly selected citizens who receive it. The survey provides statewide information in three topical areas—

- victimization data including costs (losses) and a measure of citizens' reporting and nonreporting of crime to police
- citizens' involvement in crime prevention activities
- citizens' opinions about current criminal justice problems and issues.

The victimization data provide a more complete measure of certain crimes occurring in Oregon and augment understanding of crime beyond that attainable from official statistics only. The survey was first administered in 1977 and is the oldest data base maintained exclusively by the Center. Results are distributed to legislators and other elected officials, criminal justice agencies, other government officials, representatives of the media, and to private citizens on request. In recent years

the survey has been an important source of information on citizen opinions on such issues as jail and prison construction and such community problems as dealing with child abuse, remanding juveniles to adult courts, prioritizing law enforcement services, and treating first-time offenders. The crime survey data is currently being analyzed to provide a basis for longitudinal (and trend study) research on victimization patterns in Oregon.

#### *Prison population forecasts*

The Center staff has developed short-range (1- and 2-year) forecasts of prison and field populations for use by the Corrections Division, along with the Executive and Legislative branches. The forecasts are used in developing service needs (primarily prison bed space requirements).

#### *Policy implications of Oregon research on incarcerated traffic offenders and other "chronic" recidivist offenders*

This report examined the findings and policy implications of recent and past Center research on incarcerated and released offenders—especially traffic offenders and other offenders with chronic recidivism histories. The report was eventually published as the feature article in the February 1987 issue of *The CJSA Forum*.



## State narratives

### *Juvenile court wards: Comparison of delinquent youth and those identified as abused or neglected*

This study was part of a BJS-funded study on child abuse in Oregon. The data used in this study came from an earlier research study on the service needs of juvenile court wards in Oregon. The current study is comparative in nature contrasting 239 delinquent court wards with 153 neglected, abused, and dependency wards identified in a representative sample of formal juvenile court cases active as of March 1984 in Oregon. Comparisons between these two study groups are made in terms of demographic and other descriptive characteristics, presenting problems (assessed at juvenile court intake), and the availability and adequacy of services and resources deemed important for these cases.

### *Juvenile detention practices in Oregon: A preliminary report on the demographic characteristics of detainees for selected years from 1975 to 1986*

This is the first of two reports on the history and use of juvenile detention in Oregon. Oregon, because of its early participation in and extensive monitoring of the Juvenile Justice and Delinquency Prevention Act of 1974, accumulated a rich and extensive data base useful for the empirical and longitudinal study of such research questions as who gets detained, why, where, and for how long? This research exploits this data base to answer these sorts of questions.

### *Current federally funded research projects*

Center staff are engaged in work on two federally funded research reports:

- *A study of criminal victims and their response to criminal victimization in Oregon.* This survey profiles and studies the characteristics, circumstances, attitudes, and reactions of crime victims in Oregon. Of special interest is the focus on factors that enhance or retard the ability of current victims of crime to respond to the threat of further victimization and to reduce their chances of being crime victims in the future. The research also includes a study of trends in unreported crime and criminal victimizations as measured by the center's 10-year Serious Crime Survey. Data from this annual survey will greatly enhance and augment the statistical picture of crime in Oregon. Historically, official law enforcement (Uniform Crime Report) data has been the only statewide source of crime data in Oregon.

- *An analysis of the economic costs of criminal victimization in Oregon.* This study focuses on the social and economic cost of criminal victimization. The study population consists of applicants receiving services and compensation from a special statewide program for the victims of violent crime.

### *Other current projects*

Smaller research projects of the Center include a study of the impact of changing State population characteristics on crime rates and a study of juvenile court detention practices in Oregon.

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Also, the Center will be engaged in studies of crime trends in Oregon as revealed in both official (UCR and OBTS) statistics and in unofficial (crime victimization survey) data and statistics. The Center also would like to develop an Oregon Criminal Justice Statistics Sourcebook.

As a result of its administration of the Anti-Drug Abuse Act of 1986 law enforcement block grant program, the Center also will be engaged in basic research on drug abuse and drug law enforcement, as well as evaluative research on intervention programs aimed at decreasing drug abuse and drug law violations.

#### *Technical assistance to State and local agencies*

Over the years one of the primary functions of the Center has been to provide technical assistance to State and local criminal justice agencies and organizations. The technical assistance is provided in a variety of areas—statistical analyses of criminal justice data, research and program evaluation design, data form and questionnaire design, survey design and sampling strategies, and literature reviews.

Technical assistance efforts will be expanded to provide assistance in research involving offender risk assessment and recidivism prediction methodologies. Likewise, to be enhanced is the ability to respond to requests that involve forecasting and predicting crime levels and other crime phenomena and assessing the impact of current and past legislation in the criminal justice system.

#### *Information center and repository for criminal justice data and materials*

Another primary service the Center performs is to provide criminal justice data and materials to a wide variety of State and local criminal justice agencies, legislative members, colleges and universities, private organizations, the media, special study groups or advisory boards such as the Governor's Commission on Violent Crime, and the public.

The requests include specific crime and arrest data for a particular county or jurisdiction, statistics on criminal case filings and prison population numbers, and demographic information on various target groups in the criminal justice system. Other requests fall in the general category of which agency or source to contact for specific information.

#### *Focal center for BJS data requests*

The Center also serves as the primary contact for Oregon data and/or special study requests from the Bureau of Justice Statistics. Some recent requests fulfilled were related to an analysis of Oregon data on prison time served compared to sentence lengths, together with recidivism data on prison releases.

## Pennsylvania

The Bureau of Statistics and Policy Research of the Pennsylvania Commission on Crime and Delinquency (PCCD) plays an integral part in the agency's role of examining criminal justice problems and needs, researching and proposing suggested strategies, and assessing the results of these strategies on affected components of the justice system.

As the criminal justice Statistical Analysis Center (SAC) for the Commonwealth of Pennsylvania, the Bureau conducts analysis of legislative issues concerning criminal justice topics, recently including such topics as pretrial probation, recidivism, electronic home monitoring, sentencing reform, prison overcrowding, and driving under the influence.

The Bureau fosters the development of criminal justice policy by conducting research on timely criminal justice matters. Recently completed was a report on recidivism among first-time offenders and also a report on the effects of the State's sentencing guidelines. Prior to that the Bureau completed an indepth study of the effects of mandatory sentencing laws. Currently in preparation is a report on dangerous juvenile offenders, and in the planning stages is a report on the effectiveness of electronic home monitoring as an alternative to secure detention and incarceration.

A prime objective of the agency is to examine the utility that a variety of criminal justice data bases have for addressing questions of practical and theoretical interest in the criminal justice field. One product of this examination is *Trends and issues in the Pennsylvania criminal justice system*. This issue-focused report describes and analyzes offenders in various stages of the criminal justice system and provides information that helps to evaluate the effects of policy changes.

To communicate policy-related information more effectively and sooner, the Bureau is improving its ability to produce quickly high-quality graphics and to integrate graphics and text into reports through use of a network of personal computers.

The PCCD makes effective use of appointed task forces, advisory groups, and planning committees composed of commission and noncommission members to assist the agency with advice on how to address and resolve specific criminal justice problems the State is experiencing. The Bureau often is involved in coordinating these efforts and conducting analysis and research for the advisory groups. A prime example of this work is the PCCD's Prison and Jail Overcrowding Task Force, which was established to discuss, debate, and put forth proposals to address the State's prison and jail crowding problem. Bureau staff assisted the Task Force in developing a report that details the magnitude of the problem and presents recommendations for its alleviation.

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Related to this effort the Bureau also has responsibility for the agency's County Jail Overcrowding Technical Assistance Program. Through this program Bureau staff assist counties in analyzing the flow of offenders through their local systems to determine the magnitude, type, and causes of local jail crowding problems and to implement changes to effectively deal with the problem.

The Bureau also assisted a State Police planning committee in studying the feasibility of implementing an Automated Fingerprint Identification System, and, in fact, the group has developed a design for such a system in Pennsylvania. The Bureau assisted the State Police in developing a design to study the feasibility of implementing a unit-record UCR system in Pennsylvania.

Finally, the Bureau is heading an inter-agency effort to review and change the State's Criminal History Record Information Act to improve the automated sharing of necessary data across agency lines while protecting individual rights.

Integral to the Bureau's role in criminal justice analysis and coordination is its continuing work toward full implementation of a State Offender-Based Transaction Statistics system (OBTS) and the implementation of an integrated criminal justice information system. OBTS allows any criminal justice agency to determine the status of a criminal without going through various complicated criminal justice data bases and allows the Bureau to study the criminal justice system as a whole. Included in the development of OBTS is continuing analysis of the completeness and accuracy of criminal justice data bases and the development of improvement strategies.

The development of an integrated information system coordinated by the Bureau will facilitate statewide sharing of data among criminal justice agencies to enhance the efficiency of the entire system. OBTS provides the tool for planning, evaluation, and research; the integrated information system will provide on-line, interagency communication capability within the State.

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## State narratives

### Rhode Island

The Rhode Island Statistical Analysis Center (SAC) has been a unit of the Governor's Justice Commission since 1975. Among its major accomplishments and ongoing services are the following:

#### *Statistical*

SAC produces an annual report on *Serious crime in Rhode Island*. This report focuses on the eight most serious crimes and generally is released in June. The SAC also produces many special reports and studies on such important issues as domestic violence, white collar crime, drug abuse, rape, motor vehicle theft, stolen property, female criminality, robbery, juvenile statistics, arson, clearance by arrest, and other matters.

Thus, SAC has become a recognized clearinghouse and authority for much of the public and private sectors' needs for criminal justice statistics. Further, SAC produces press releases and provides radio and television interviews. In short, SAC has been able to take complex data and translate them into more understandable terms for the business person and the general public.

#### *Information systems*

Over the past 12 years SAC has been the catalyst agency in Rhode Island for planning, funding, and coordinating modern, computerized information systems for the State's criminal justice system. For example, with Federal and State funds the SAC has had a direct hand in implementing these statewide computer programs:

- the State Police message switcher (a system that can transfer and receive a vast flow of communications by computer from local and national sources)
- the court's Wang computer system (a system installed throughout the entire court system)
- a recently installed computer system at the Attorney General's Bureau of Criminal Identification (BCI).

The SAC also acts as resource, coordinator, and liaison for the State's ongoing Criminal Justice Information System (CJS) Subcommittee. Germane to activities of the CJIS Subcommittee, a R.I. Comprehensive Criminal/Juvenile Justice Information Plan is in the development stage. Anticipated completion is February 1988.

#### *Governor's Justice Commission (GJC) liaison/coordination*

The SAC unit and GJC are under the same organizational umbrella, that is, the Governor's Executive Office. As such, the GJC has a major role in developing and implementing criminal justice policy, generally having statewide impact. Therefore, SAC is often requested by the GJC to provide statistics and data toward eventual completion of a special report or study.

The GJC has been directly responsible for recent policy change through the production of the following documents:

- *Anti-Drug Abuse Act of 1986 report/application*
- *Report of the Commission to Study the Juvenile and Adult Systems in Rhode Island*

- *Rhode Island's overcrowded prisons: Recommendations to the Governor from the Task Force on Prison Overcrowding*
- *Criminal sentencing practices: Background information for policy makers*
- *Special Commission to Combat Auto Theft: A report to the Governor and General Assembly*
- *Recommendations of the Juvenile Justice Committee of the Governor's Justice Commission*
- *Fire fighters training and education: Recommendation of the Fire Education and Training Task Force prepared for the Governor and General Assembly*
- *Fitting the pieces together through juvenile probation: The major findings and recommendations of the Rhode Island Task Force on Juvenile Probation*
- *Governor's Justice Commission's 1986 annual report to the Governor and General Assembly.*

All of the preceding documents are available by contacting the Rhode Island Governor's Justice Commission. Further, the GJC is active with and coordinating the following Rhode Island/nationally based groups:

- Probation Task Force
- State-National Crime Prevention Act
- Youth Advocacy Organization
- Crime and Delinquency Prevention Task Force
- National Criminal Justice Association, Family Mediation Training and Youth Development Initiatives (YDI).

## South Carolina

Established by legislation during the 1978 session, the Office of Criminal Justice Programs, which includes the Statistical Analysis Center (SAC), is in the Division of Public Safety in the Governor's Office.

Some of the functions mandated in the legislation include—

- collecting and disseminating information concerning crime and criminal justice to assist the General Assembly and enhance the quality of criminal justice at all levels of government in the State
- analyzing activities and problems in the administration of criminal justice and developing plans for improvement for consideration and implementation by State and local agencies
- advising and assisting law enforcement agencies in the State to improve their law enforcement systems and their relationship with other agencies and the statewide system
- stimulating and seeking financial support from Federal, State, and local governments and private sources for programs and projects designed to improve the administration of criminal justice, court systems, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs, and related fields.

These activities are performed in conjunction with the Governor's Committee on Criminal Justice, Crime, and Delinquency. The Governor's Committee, which was established by the same legislation as the Office of Criminal Justice Programs, functions as the policy board for the Office of Criminal Justice Programs and also for the

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## State narratives

Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415). The committee advises the Office of Criminal Justice Programs and the Governor on criminal and juvenile justice policy issues and makes recommendations for administrative and legislative improvements to these systems.

The office also works with the Juvenile Justice Advisory Council established by the same legislation. The advisory council advises the committee and the office on all matters relevant to juvenile justice and recommends priorities for the improvement of juvenile justice services.

In support of legislative mandates the SAC provides the Office of Criminal Justice Programs with technical support in many areas. During the past Federal fiscal year some of the more important tasks supported by the Office of Criminal Justice Programs included—

### *Coroner's systems*

A special subcommittee was appointed by the Governor's Committee to examine the coroner system and develop recommendations. After considerable research and numerous meetings, recommendations were presented to, and approved by, the Governor's Committee. Legislation was introduced to establish a Forensic Death Investigation Center. The center will provide a major improvement to the coroner system in South Carolina. The legislation did not get through the legislative process during the 1986 session. The bill is being redrafted and will be introduced during the 1988 legislation session.

### *Information Center*

A primary function of the Office of Criminal Justice Programs/SAC is to provide a wide range of criminal justice data to the criminal justice system and units of government at the national, State, and local level. Additionally, similar data are provided to the general public, the media, colleges and universities, private organizations, and others. One method used to provide data is the publication of crime booklets. These booklets concern the criminal and juvenile justice system in South Carolina. They are intended to help correct and clarify some of the misinformation and myths about crime and criminal justice in South Carolina. They provide facts on the incidence of crime and the population that passes through the criminal and juvenile justice systems. The books are aimed at the general public and the legislature as well as groups within the criminal justice system.

### *Victim's compensation*

In 1982 the General Assembly established the Victim's Compensation Fund to award funds to crime victims to pay for physical injuries incurred as a direct result of the crime. Even though a recent Governor's Office-commissioned study indicated that less than half of all crime victims were even aware of the existence of the fund, the tremendous number of victims applying for compensation has depleted the fund and caused a shortfall to occur. In 1986 the General Assembly reduced the maximum award amount to an individual victim from \$10,000 to \$3,000 to make the funds go further, but it is apparent that more funds are needed if the victim's fund

is to adequately address the needs of South Carolina crime victims. The Office of Criminal Justice Programs is assisting the Victim Compensation Fund in addressing this funding problem.

Additionally, the office is working on legislation for the 1988 session of the General Assembly to include psychological trauma as a compensable injury for crime victims.

#### *Anti-Drug Abuse Act of 1986*

The Office of Criminal Justice Programs was designated by the Governor to administer the State and Local Law Enforcement Assistance Act of 1986 (P.L. 99-570), which is a section of the Anti-Drug Abuse Act. SAC played a major role in assisting the office in developing the overall statewide drug strategy and grant application required to obtain the drug grant funding. A drug council was appointed by the Governor to assist in implementing the program in South Carolina. Its membership represents the three components of the Anti-Drug Abuse Act—enforcement, education, and treatment.

#### *Grant program support*

The Office of Juvenile Justice and Delinquency Prevention, the Justice Assistance Act, and the Victims of Crime Act grant programs are administered by the Office of Criminal Justice Programs. SAC assists in this effort by review and evaluation of the data submitted by subgrantees. Technical assistance is provided primarily to subgrantees involved in implementing or expanding information systems.

## **South Dakota**

The South Dakota Statistical Analysis Center (SDSAC) is located within the Office of Attorney General. The Attorney General is mandated by statute to maintain the Bureau of Criminal Justice Statistics for the State. The primary goal of the SDSAC is to improve the quality of criminal justice information throughout South Dakota.

Since its establishment in 1983 the SAC has been charged with developing a perspective that spans the entire criminal justice system—from law enforcement to the courts to corrections to legislation—and dealing with these issues at every level: local, State, and national. This intention has continued to the present.

The major activities conducted by the SDSAC during fiscal year 1987 include the following:

#### *Clearinghouse function*

In this function the SAC receives many requests for information and assistance from Federal, State, and local entities, as well as from private citizens. These special requests are generally handled on a first-priority basis, taking precedence over other duties. As the SAC becomes more visible, these informational requests have continued to increase and it is our intent to fulfill every reasonable request pertaining to the criminal justice system in South Dakota. Many more requests for criminal justice information were received by the SDSAC during this past year. This increase is viewed positively as a measure of the SDSAC's stature as a coordinator



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## State narratives

and facilitator of criminal justice planning and research.

### *South Dakota criminal justice directory*

A complete criminal justice directory for the State was compiled, listing the names, addresses, phone numbers, and positions of all individuals involved, at every level, in the criminal justice system in South Dakota. In 1987, 1,200 copies of the Directory were published and widely distributed. The Directory is the most extensively used product of the SDSAC and has facilitated access of individuals to one another and between their agencies.

### *Management and administrative studies*

For the third consecutive year the SAC surveyed all law enforcement agencies in the State to obtain comparative management information. Budgetary and personnel information and wage/salary practices were examined in addition to many other policies and practices of the law enforcement departments throughout the State. Two separate reports were compiled, one each for the sheriffs and police chiefs, and widely distributed. The law enforcement administrators have come to rely on these annual reports to support their budget processes and to provide them with comparative management statistics never before available in South Dakota.

### *Uniform crime report*

In 1987 the SAC continued to keep abreast of the many changes being made in the national Uniform Crime Reporting (UCR) Program. South Dakota does not currently have a State UCR Program, but the SAC is very interested in becoming the State clearinghouse for UCR data. SAC staff have worked with FBI personnel to promote training and to increase participation among South Dakota law enforcement agencies. The common goal is to increase the quality and quantity of UCR statistics within South Dakota.

The SDSAC published its fourth annual *Crime in South Dakota* report in fiscal 1987. Data from the FBI's *Crime in the United States* were analyzed and graphically portrayed. The 10-year crime trends for the Part I offenses were examined, in addition to crime in South Dakota cities with populations of 10,000 or more. The publication provides a good overall view of crime in South Dakota.

### *Sexual offender project*

The SAC continues coordination of a large project, which involves all branches of the criminal justice system in the State. Using police records, court documents, prison and psychological records, and a survey instrument filled out by the penitentiary inmates, a collective profile of the sexual offender will be attained. In addition, a tracking system like Offender-Based Transaction Statistics (OBTS) for these offenders will be established. For purposes of the profile, the aggravated assault offenders also will be studied to ensure that any similarities found among the sex of-

enders are not common to all offenders in general.

Results of this systemwide effort are eagerly awaited by many individuals and agencies in the field of criminal justice. Semiannual updates will be published and distributed to the participants because a forward effort of this magnitude will require several years to complete.

In addition to the above, the SDSAC also periodically undertakes special research projects to address current relevant issues.

## Texas

Created by State statute effective September 1983, the Texas Criminal Justice Policy Council is composed of the Governor, Lieutenant Governor, Speaker of the House, and their appointees. The council is charged to develop "means to promote a more effective and cohesive State criminal justice system." The mandates in the enabling legislation clearly indicate that data gathering and analysis are the primary focus of the Council, and the staff has concentrated on that area.

The Criminal Justice Policy Council is conducting the following projects:

- analyzing data collected by State and local agencies and recommending improvements in data collection and retrieval to enhance its usefulness for research and policy development
- maintaining a PC-based Computerized Legislative Analysis Simulation Model (CLASM), which provides corrections population simulations and will be expanded to include other components of the criminal justice system
- chairing a joint effort among the Policy Council, Legislative Budget Board, Sunset Advisory Commission, Governor's Budget and Planning Office, and State Auditor's Office to standardize the calculation of costs in the adult and juvenile systems (Uniform System Cost Project)
- conducting an audit of the Computerized Criminal History Database maintained by the Texas Department of Public Safety
- designing standardized data collection and tracking forms for persons arrested through the State's Anti-Drug Abuse Program and developing program evaluation methodology

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## State narratives

- serving on an interagency council, which is implementing a case management pilot program for mentally retarded, developmentally disabled, and mentally ill offenders
- serving on the Advisory Commission on State Emergency Communications to establish 911 as the statewide emergency telephone number
- coordinating the replication of the Drug Use Forecasting (DUF) model operating in Houston to other Texas cities
- institutionalizing the Policy Council as the State's Statistical Analysis Center
- conducting a prison unit cost analysis project with the Texas Department of Corrections to provide detailed cost information at the lowest level of analysis possible
- analyzing proposed legislative changes in the State criminal justice system and predicting their impact on the system in terms of both persons and costs
- conducting research projects on issues of interest to State policymakers.

The Criminal Justice Policy Council has assumed a leadership role in—

- identifying problems and developing solutions
- initiating systemic improvements
- analyzing existing data and recommending ways to improve their usefulness
- using data to project the impact of proposed changes in the criminal justice system
- bringing agencies together to work toward common goals.

## Utah

The Utah Commission on Criminal and Juvenile Justice was created by the Utah Legislature to ensure broad philosophical agreement on the objectives of the criminal and juvenile justice system in Utah and to provide a mechanism for coordinating the functions of the various branches and levels of government to achieve those objectives. The commission has 17 members representing key leaders from the legislative, judicial, and executive branches of State and local governments. The commission has a small staff and is attached to the Governor's Office.

The specific statutory charges of the Commission are to—

- promote the coordination of all criminal justice agencies
- provide analysis and recommendations on all criminal and juvenile justice legislation, State budget and facility requests, including program and fiscal impact on all components of the criminal and juvenile justice system
- provide public information on the criminal and juvenile justice system and give technical assistance to agencies or local units of government on methods to promote public awareness
- promote research and program evaluation as an integral part of the criminal and juvenile justice system
- provide a comprehensive criminal justice plan annually
- develop, monitor, and evaluate sentencing and release guidelines for adults and juveniles
- forecast demands on the criminal justice system, including specific projections for secure bed space.

The budget of the Commission was supplemented by the Bureau of Justice Statistics (BJS) during fiscal 1986. This funding was used to gather and disseminate important information on the Utah criminal justice system.

*The Utah criminal justice system, 1987*, was published. This report describes crime trends; details the activities of the Commission on Criminal and Juvenile Justice; abstracts criminal justice legislation that passed the 1987 Utah legislature; and highlights adult corrections, juvenile justice, and the drug problems in Utah.

Sentencing and release guidelines were monitored and evaluated. Resulting recommendations were adopted and the guidelines were modified.

Considerable effort was made to improve the coordination of criminal justice information systems within the State. Software was developed and policies implemented for a new statewide warrants system. Planning has started to develop common identifiers and other means to link criminal justice information systems across agencies. Planning also has begun to electronically transfer Uniform Crime Reports information to the State computer from some 35 remote, small to midsize law enforcement agencies within the State.

The commission served as a clearinghouse to disseminate reports produced by BJS and other quality information to concerned agencies in the State. This provided the best nationally available information to policymakers.

Basic research was conducted to estimate the impact of the sentencing and release guidelines on the amount of correctional resources needed. Staffing and support were provided to a Governor's task force on Corrections as it attempts to deal with the conflict between a rapidly rising prison population and tight budgets.

Staffing was provided as well to a task force examining the juvenile justice system. A study examined juvenile probation supervision and helped to clarify that there is considerable interaction between probation officers, the type of treatment they provide, and outcome.

Other commission activities included—

- reviewing criminal justice budgets at the State level and the impact of proposed criminal justice legislation
- serving as the lead State agency in matters related to the Justice Assistance Act, the Victims of Crime Act, the Anti-Drug Abuse Act, and the Juvenile Justice and Delinquency Prevention Act
- staffing the Governor's Council on Victims, which developed legislation and other actions to improve the plight of the victim in the criminal justice system
- staffing and sponsoring a task force that is looking at major changes in the justice of the peace system in Utah
- staffing and sponsoring a task force examining the Utah grand jury system.

## Vermont

Having received its first Federal support to establish a statistical analysis center, the State of Vermont began operation of the Vermont Criminal Justice Center in November 1987. The center is an independent State agency and is governed by a criminal justice council, which includes public members and representatives from the executive, legislative, and judicial branches of government. As it matures, the center expects to be involved in policy-relevant research to assist in describing and improving Vermont's criminal justice system.

## Virginia

The Virginia Statistical Analysis Center (SAC) activities are undertaken within the Division of Information Systems and Technology, Department of Criminal Justice Services (DCJS). DCJS is responsible for—

- establishing and regulating statewide training standards for law enforcement officers, jail/corrections officers, and the private security industry
- the privacy and security of criminal-history record information
- the development and coordination of criminal justice information systems
- crime prevention efforts
- the provision of technical assistance and program development services to State and local criminal justice agencies.

DCJS also administers a number of grant programs, including the Justice Assistance Act, the Victims of Crime Act, and State-funded, criminal-justice-oriented grant programs, as well as the recent drug enforcement grants. DCJS is located in the executive branch under the Secretary of Transportation and Public Safety.

The mission of the Division of Information Systems and Technology is to provide for the coordination, maintenance, and development of criminal justice information systems and technologies to ensure that timely, accurate, and complete information is available to assist in detecting, apprehending, prosecuting, convicting, and sentencing offenders. A few of the major projects follow.

### *Automated Fingerprint Identification System (AFIS)*

A contract was signed with NEC Information Systems on June 1, 1987, to provide the Commonwealth with an AFIS system. The system will greatly enhance the use of latent prints gathered from crime scenes and will prevent offenders from successfully using aliases on arrest. Unlike the AFIS systems installed in many States, the focus of the Virginia AFIS system is to provide a latent search capability for local law enforcement departments. Toward this end a statewide network of 19 remote terminals is being installed to provide local departments with access to the statewide AFIS data bank.

### *Uniform Crime Reporting (UCR)*

Initial efforts began to convert the current UCR reporting method from a summary-based format to an incident-based reporting method. A State-level UCR committee was formed to guide this initiative. Under the auspices of the UCR committee, local law enforcement departments were surveyed to determine the potential impact of incident-based UCR on local agencies. Both State and Federal funding recently were requested to implement incident-based UCR in Virginia.

### *Decision Support System (DSS)*

Division staff are developing a Decision Support System cooperatively with the Virginia Department of Corrections. Corrections managers and staff will be provided with an online query capability to access the Statewide Presence Investigation (PSI) data base. The data base contains

approximately 240 items of information on an offender's history (criminal, social, medical, drug) as well as information pertaining to the instant offense, such as weapon use and victim characteristics. Initially, standardized, menu-driven reports will guide user access and query to the data. This mode of inquiry will be followed by implementation of an artificial intelligence software package, which will allow inquiries to be posed in English language terms.

Technical assistance efforts continued to provide law enforcement agencies with requirements analyses. These needs analyses usually are followed by a subsequent "request for proposal" to procure the necessary hardware and software configuration. Assistance was provided to the City of Richmond and the Richmond Sheriff's Department to procure comprehensive information systems. These assistance efforts were funded in part by monies available through a cooperative agreement with the Bureau of Justice Statistics.

The SAC continues to provide OBTS data to BJS for national compilation. Efforts were initiated to examine comprehensively the data quality of criminal history record information in Virginia, which will result in more complete disposition reporting, an essential component of the OBTS data file.

### *Desktop publishing and video technology*

Two new projects were undertaken that will help staff to accomplish the Division's mission more efficiently:

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## State narratives

*Desktop publishing.* An Apple Macintosh was installed so the Division can assume greater responsibility for producing agency publications and save time and money by doing so. These publications include the *DCJS report*, the *Training digest*, the *Crime prevention update*, and the *Criminal justice information systems newsletter*. Each are published on a quarterly basis.

*Video technology.* The capability of video tape production was initiated to facilitate training and educating criminal justice agency personnel. The following topics are currently under production—

- DCJS agency profile
- Automated Fingerprint Identification System
- Motor Vehicle Theft
- Missing Children Investigations
- Surveillance Technology and Techniques
- Managing Undercover Investigators.

Plans are also underway to produce training tapes in the following areas—

- crime analysis
- report writing for jail and corrections personnel
- officer safety.

Tapes produced by DCJS and other agencies in Virginia will be gathered to establish a clearinghouse of training tapes at the agency for use by law enforcement personnel statewide. In addition, a number of tapes are scheduled for future production that will make criminal justice related information available to business and community groups.

## Virgin Islands

The statistical and analytical needs of the criminal justice community have been addressed by establishment of the Office of Justice Research Services (OJRS) a division of the Law Enforcement Planning Commission (LEPC). OJRS serves as the Virgin Islands' Statistical Analysis Center (SAC).

OJRS was funded by BJS in 1982 and was operational in the fall of that year on the island of St. Thomas. Staff is composed of a director, associate planner/analyst, and a part-time administrative assistant, with two part-time data collectors on St. Croix.

The law enforcement system in the Virgin Islands is organized as follows:

- V.I. Police Department/Department of Justice (includes prosecution, adult corrections, and narcotics investigation)
- Territorial Court
- Health and Human Services (includes juvenile services and corrections).

The Administrator of LEPC reports directly to the Governor in an advisory capacity and is responsible for overseeing subgrants to other agencies and organizations.

OJRS provides the statistical and analytical capability for LEPC. Its main objective is to compile, analyze, and publish criminal statistics, as well as to provide technical assistance and promote development of other criminal justice statistical systems in the territory.

Federal funding has enabled OJRS to acquire microcomputer resources with data base, statistical, and word processing software, resulting in accelerated capability for statistical reporting.

OJRS has been building a data base through entry of criminal offense, arrest, and juvenile records over a 4-year period. Approximately 70,000 records are now computerized; annual record input would approximate 15,000. (Population for the three islands is approximately 100,000; annual Part I crimes average 10,000, arrests 1,500, juvenile contacts about 1,000.)

Major projects and accomplishments have included—

- organizing the total secondary school population drug use survey, as well as records search and analysis of all existing data generated by the Departments of Health, Education, Police, Justice, and the Narcotics Strike Force
- planning, organizing, and installing the Prosecutorial Management Support System (PMSS) for the Department of Justice to automate case management and records control. Annually there are about 2,000 criminal cases, 1,000 civil cases, and 33,000 other violation matters
- completing an analysis of juvenile offenses, case dispositions, and offender flows
- providing technical assistance to the Department of Labor, Statistical Division in data base programming

- various ongoing or onetime assignments (that is, UCR data collection and entry, response to requests from individuals and organizations, the University, legislature, Federal Government, and associated organizations).

Next year OJRS will continue with emphasis on general criminal offenses, drug offenses, juvenile crime and delinquency, and prosecutorial case management.



## State narratives

### Washington

The criminal justice Statistical Analysis Center (SAC) for Washington State in fiscal 1987 was the Office of Financial Management (OFM), Forecasting Division. The Forecasting Division performs forecasts; estimates; and data, policy, and system analyses in demographic and program areas, including criminal justice.

#### *Inmate population forecast*

The interim inmate population forecast was prepared using assumptions from the Governor's Interagency Criminal Justice Work Group. In 1988 the inmate population is expected to continue a declining trend that started in 1986, when the population peaked at 7,100. The inmate population was 6,676 at the end of 1987 and will be 6,166 at the end of 1988. The reason for the decline is increased releases because of a State Supreme Court ruling and ensuing legislation mandating shorter, determinate sentences for inmates who were serving relatively long, indeterminate sentences under an old sentencing law. The inmate population will not return to levels previously forecasted until 1991, when it will reach about 7,400 inmates.

#### *Jail forecast of convicted felons*

This first State jail forecast of convicted felons was completed by the OFM's Forecasting Division (fiscal 1987 SAC) in February 1987. It showed long-term, moderate increases in the State's population of jailed felons. The Division has assumed the new responsibility of collecting jail

data. Plans are currently under way to improve the quality of reported data.

#### *Juvenile institutions forecast*

The interim Juvenile Rehabilitation (JR) Institutional forecast was completed using assumptions from a committee of State and local juvenile justice administrators. Longer sentence lengths for certain sex offenders will have an upward impact on the JR population. The number of 11-to 17-year-olds, however, will continue to decrease until 1991. That declining target population will more than offset increasing sentence lengths. The JR population is expected to decrease from 760 in 1987 to 739 in 1988, and will reach a low of 719 in 1991.

#### *Narcotics Control Program*

OFM staff served on the Drug Policy Board and Peer Review Committee to distribute \$1.6 million in State and Local Law Enforcement Assistance Act grant funds for regional drug law enforcement task forces.

#### *Criminal justice information systems*

OFM chairs the Executive Committee for the Implementation of the Criminal Justice Information Act. The committee's current responsibilities include—

- acquisition and development of a statewide Automated Fingerprint Identification System
- design of a statewide Electronic Judgment and Sentence form reporting system
- coordination of the State's three centralized criminal justice information systems.

## Wisconsin

The Wisconsin Statistical Analysis Center (SAC) is a program of the Office of Justice Assistance (formerly the Wisconsin Council on Criminal Justice). The SAC collects, analyzes, and disseminates a variety of criminal justice data in Wisconsin.

The Wisconsin SAC was established in November 1981 by Executive Order of the Governor and was fully or partially supported by Federal funds through September 1986. On October 1, 1986, the State assumed total support of SAC, with additional BJS grant funds to undertake special studies.

The Wisconsin SAC—

- maintains the Uniform Crime Reporting (UCR) system for the State as well as some components of a Jail Information System (JIS) and a Juvenile Detention Information System (JDIS)
- conducts special research studies on criminal/juvenile justice topics
- responds to approximately 200 information requests each year from State legislators, justice system professionals, the media, and other citizens
- provides technical assistance to local criminal justice agencies and promotes the coordination and development of criminal justice statistical programs in Wisconsin.

Publications during the period October 1, 1986, through September 30, 1987

- *Wisconsin crime and arrests: 1986*
- *Sexual assaults in Wisconsin: 1985*
- *Secure detentions of juveniles in Wisconsin: 1985*
- *Annual jail reports: 1986* (Jackson, Juneau, Kewaunee, La Crosse)
- *Special jail studies (Inmate profiles and population forecasts)* (Portage, St. Croix, Winnebago, Racine, and Bayfield counties)
- *Juvenile restitution programs: 1986* (annual reports)
- *Special UCR Reports* (Chilton, Whitefish Bay, Pleasant Prairie, New Berlin, Marinette, Beloit, Plover, Brookfield, Milwaukee and Towns of Menasha, Mayfield, and Platteville Police Departments)
- *Drug arrests in Wisconsin: 1976-1985*
- *Felony case processing in Wisconsin 1984*
- *Index crime rates in Wisconsin—1985 An Inter-State Comparison*
- *Index crime rates in Wisconsin—1986 An Inter-State Comparison*
- *Robbery in Wisconsin 1977-1986.*

Major research projects and other activities during the period

- *Aggravated Assaults in Wisconsin 1981, 1986*
- *Secure Detention of Juveniles in Wisconsin 1986*
- *Homicide Trends in Wisconsin*
- *Special UCR Reports*
- *UCR Training.*

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