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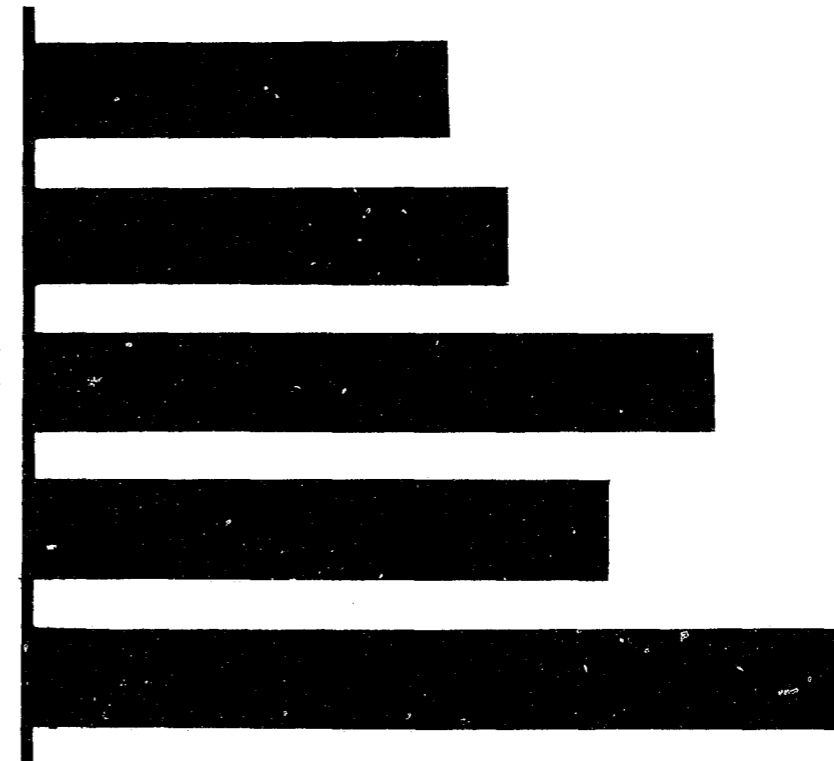
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U.S. Department of Justice  
Bureau of Justice Statistics



# Bureau of Justice Statistics Five Year Program Plan FY 1982-1986



## Preface

Statistical programs are not an end in themselves--they are a means to the end of improving criminal justice policy and decision making. The Bureau of Justice Statistics of the U.S. Department of Justice, through the program described here, is striving to produce data and information of direct use and relevance to the policy deliberations of the Department of Justice, the legislative process of the Congress of the United States, the information requirements of the judiciary, and the criminal justice system management responsibilities of State, regional and local decisionmakers. As the national repository for statistical information dealing with crime and the administration of justice, this Bureau is attempting to provide an objective, independent, and competent source of policy-relevant data.

For those of you who have read our earlier "Program Plan for Statistics 1977-81" there is much that is similar since the hallmark of statistical agencies is continuity and stability. But there is an increased emphasis on evaluation and assessment to improve the benefits of data for public and private decisions, and on analysis to extract and explain the implications of data for the national criminal justice policy apparatus we seek to serve. While we have given much thought to the statistical program presented here, we are ready to make changes that make our data more responsive, relevant and timely--and therefore worthy of continued public support.

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Within BJS, the document was prepared under the direction of Carol G. Kaplan, Director, Federal Statistics and Information Policy Division. Staff assistance was provided by Thimi R. Mina of that office.

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## Introduction

The Bureau of Justice Statistics (BJS) Five Year Program Plan describes the goals, objectives and programmatic areas to be supported by BJS during the years FY 1982-1986. The five year planning cycle is intended to ensure that individual programs undertaken during each fiscal year are coordinated and are consistent with previously identified long-term goals and objectives of the Bureau.

This Plan represents the second statistical planning document issued by the Department of Justice. The initial document, the Program Plan for Statistics 1977-81, was issued in 1977 and defined the scope of statistical activity to be supported through FY 1981.

Experience over the preceding five years has indicated that the initial Plan provided continued direction in the establishment and redefinition of statistical programs and has established a conceptual framework against which funding priorities could rationally be defined. In light of the potentially increased fiscal constraints over the forthcoming years, it is anticipated that the BJS Program Plan for FY 1982-86, will represent an even more critical document in the overall process of BJS program definition.

In light of the fact that BJS was first formally established in 1980 under the Justice System Improvement Act (JSIA) and in recognition of the long-term interest in the evolution of criminal justice statistical programs, the initial sections of the Plan are devoted to a description of BJS' historical background and to a discussion of its current mandate. The latter section describes the legislative objectives underlying BJS program authority and clarifies the distinctions between BJS' statistical mandate and the grant assistance mission of its predecessor organizational entity.

The remaining sections of the Plan describe specific goals, objectives and program projections.

Since the program projections are intended to be implemented over a five year period, optimal fulfillment of the Plan projections will, of course, be dependent upon continued legislative authorization and the availability of adequate personnel and fiscal resources. In addition, since BJS is subject to reauthorization legislation in 1983, the program laid out here must be reexamined for conformance with new Congressional intent.

Finally, since the Plan specifically envisions that BJS activities will be designed to be responsive to priority interests of the Federal and State justice communities, modifications to the Plan program projections may be required to respond to criminal justice policy issues and pressures.

#### Historical Background

For nearly half a century, various commentators have acknowledged the need for accurate nationwide criminal justice statistics. In 1931, the National Commission on Law Observance and Enforcement (The Wickersham Commission) noted that:

"The eagerness with which the unsystematic, often inaccurate, and more often incomplete statistics available for this country are taken up by text writers, writers in periodicals, newspaper writers, and public speakers speaks for itself. ... Accurate data are the beginning of wisdom in such a subject, and no such data can be had for the country as a whole, nor have they even been available hitherto with respect to many of the activities to the Federal Government in the enforcement of Federal laws. A proper system of gathering, compiling, and reporting of statistics of crime, of criminals, of criminal justice, and of penal treatment is one of the first steps in the direction of improvement." (Report on Criminal Statistics, p. 3)

The Wickersham Commission recommended that the States play an increased role in the collection and transmission of statistics for "general national purposes." The Commission also recommended the establishment of a bureau within the Department of Justice with responsibility to compile and publish statistics regarding the administration of the Federal justice system. (p. 17)

While these recommendations went largely unheeded, Congress did take steps, in 1931, to improve the Nation's criminal justice statistical capability by authorizing the Bureau of the Census to expand its efforts to collect data on adults in State and Federal institutions and on capitol punishment. In addition, from 1932 to 1946, the Census Bureau also collected court statistics from the States on a voluntary basis. Congress also enacted legislation under Title 28, Section 534 of the United States Code which authorized the Attorney General to gather crime information. Under this authority, the Federal Bureau of Investigation, in conjunction with the IACP, established the Uniform Crime Reporting Program. Over the last 50 years this series has served as the primary source of criminal justice data regarding crime reported to local law enforcement agencies.

These efforts aside, several of the primary issues raised by the Wickersham Commission, such as the need for standardized State criminal justice data and consolidation of Federal statistical efforts, went unattended until the late 1960's. In 1967, the President's Commission on Law Enforcement and the Administration of Justice again drew attention to the need to improve nationwide criminal justice statistics, noting that:

"The United States is today, in the era of the high speed computer, trying to keep track of crime and criminals with a system that was less than adequate in the days of the horse and buggy."

In response to the President's Commission, the Bureau of the Census sponsored three conferences in 1967 and 1968 regarding data needs in criminal justice. These conferences concluded that a nationwide statistical system was "essential to the very necessary development of State data collection programs" (Report on National Needs for Criminal Justice Statistics, p. 2.), and determined that the most formidable technical difficulty standing in the way of such a development was "the lack of uniform classifications and definitions around which to organize the data elements." See Section II, supra.

In March of 1968, the Subcommittee on Census and Statistics of the House of Representatives Committee on Post Office and Civil Service held eleven days of hearings concerning proposals for a National Criminal Justice Statistics Center in the Department of Justice. Testimony and statements were received from 29 individuals representing an extensive array of organizations concerning what steps were required to implement a centrally directed nationwide criminal justice statistical program.

As a result of testimony presented before the committee, and in view of the longstanding sentiment favoring increased efforts to improve the Nation's criminal justice statistical capability, Congress took steps to address this concern under the Omnibus Crime Control and Safe Streets Act of 1968. The Act, which created the Law Enforcement Assistance Administration, authorized LEAA "to collect, evaluate, publish and disseminate statistics and other information on the condition and progress of law enforcement within and without the United States." Pub. Law 90-351, Sec. 515(b).

To accomplish these tasks, LEAA established the National Criminal Justice Information and Statistics Service (NCJISS) in 1970. The primary mission of NCJISS was to assist States and local communities in developing statistical systems; to collect, publish, and disseminate technical and substantive

statistical data to the criminal justice community; to give statistical support to the administration of LEAA in program development, implementation and evaluation; and to provide nationwide leadership in developing statistical research methods in the field of criminal justice. During the nine years of its existence, NCJISS assumed responsibility for several on-going criminal justice statistical series from other Federal agencies, launched new major nationwide statistical collection and analysis efforts, and initiated a comprehensive effort to build and improve State and local statistical capabilities.

Despite the advances achieved under NCJISS, Congress, in 1977, again took notice of the continued "lack of coordination and centralization of statistics" and began nearly two years of hearings relating to the proposed Justice System Improvement Act (S. 241; H.B. 2061) which would establish a Bureau of Justice Statistics within the Department of Justice. The Report of the Senate Judiciary Committee was sympathetic to a March 17, 1978, Memorandum to the President from the Attorney General which stated that:

... targeting resources for crime control and justice systems improvement will remain an elusive task as long as no one Federal agency has the mandate to: (1) ensure that statistical efforts at all levels of government produce comparable, reliable and timely justice data; and (2) analyze those data and disseminate them in readily usable format.

The Report of the House Committee on the Judiciary, in recommending establishment of a BJS, recognized (1) "the need for more credible statistics, (2) the need for uniformity and comparability, (3) the need to avoid duplication of statistical gathering, (4) the availability of essential criminal justice statistics, and (5) the present absence of adequate analysis of criminal justice statistics."

Accordingly, the proposal to establish the Bureau of Justice Statistics under the Justice System Improvement Act was favorably reported out of the Judiciary Committees of both houses of Congress on May 15, 1979. When the Justice System Improvement Act of 1979 was signed into law on December 27, 1979, all on-going programs and staff of NCJISS were transferred to form the nucleus of the new Bureau of Justice Statistics within the U.S. Department of Justice.

### The BJS Mandate

The programmatic mandate for the Bureau of Justice Statistics (BJS) is legislatively defined in Part C of the Justice System Improvement Act of 1979. In analyzing the scope of the BJS mandate, however, consideration must also be directed to the organizational evolution of BJS and to the substantive and administrative transitions which have occurred as respects BJS program priorities and operating procedures. These latter factors are relevant since they clarify BJS' establishment as an independent statistical analytic entity and distinguish its mission from that previously established for its predecessor entities.

Consideration of BJS's legislative mandate is critical in the context of this Plan since both the long-term goals and individual Five Year projections assume continued existence of a supporting legislative basis. For this reason it must be recognized that full implementation of some programmatic options may require a clarification of legislative priorities and/or of funding availability in conjunction with agency reauthorization.

In summary terms, the BJS legislative mandate establishes BJS as an entity having prime responsibility for the collection, analysis and dissemination of statistical data describing the rates, characteristics, nature and related aspects of crime and the operation of the criminal justice system at the Federal, State and local level. Included specifically within this mandate is the responsibility for development of analytic techniques and capabilities appropriate to ensure that statistical data is made available on a timely and regular basis and in a format which is directly responsive to the needs of the user communities. Also specifically included within this mandate is the responsibility for support for those activities which are necessary to ensure the technical availability of data, and to facilitate the regularized collection, management and analysis of State-level criminal justice data. These efforts are intended to encourage State and local utilization of data and permit data aggregation at the national level.

Lastly, in recognition of BJS' establishment as an office of data development, consideration is also given to BJS' responsibilities in the area of data confidentiality and information policy and to its role in the development and promulgation of statistical standards designed to increase the credibility, reliability and validity of statistical data.

The conceptual framework underlying this mandate is the recognition that accurate and timely data about crime and related justice operations is critical to decisionmakers at all levels of government; that the analysis of such data is a key factor in the development and evaluation of procedures for the management and control of violent and other types of criminal activity and that such data is a key factor in the development of upgraded operations throughout the investigative, prosecutorial, adjudicatory and correctional components of the justice system.

Similarly, the establishment of a specific entity having continuous responsibility for the publication of statistical data in the area of criminal justice reflects recognition of the fact that the development of comparable data series is critical to permitting meaningful data analysis and that maintenance of statistical series over time is necessary to permit the type of longitudinal analysis which is necessary for the evaluation of differing legislative, management and operational techniques.

Since its establishment in 1980 under the JSIA, BJS programs, priorities and policies have been directed toward fulfillment of this mandate. In particular, BJS efforts have been intentionally designed to ensure that the overall program is redirected from the grant support mission of its predecessor agency to the statistical data and informational resource mission which is critical to the operation of a departmental statistical bureau.

Toward this objective, major emphasis has been placed on the development and expansion of inhouse efforts relating to the analysis of statistical data. This emphasis on the analytic functions responds to the accepted view that the practical utility of statistical data for policy and operational functions is directly related to the extent that the data is analyzed in terms of substantive issues of relevance to policy and decisionmakers.

Correspondingly, the increased emphasis on data analysis--both inhouse and under contract--is viewed as a cost-effective means to derive maximum utility from data gathered with Federal funds and to enable BJS to provide meaningful input to issues of current concern to the criminal justice, legislative and academic communities.

Priority emphasis has also been placed on those inhouse efforts relating to collection and dissemination of national-level data. In particular, the National Crime Survey developed and supported by BJS, represents the only data survey on crime

victimization based on actual surveys of sample populations throughout the U.S. Regular publication of this data provides the basis for analysis of crime trends, victim characteristics and other factors relevant to criminal justice policy and operations. Similarly, BJS' support for regular data series describing correctional facilities and operations, criminal justice employment and expenditures, and court activity directly implements its mandate to serve as a national-level data resource in the area of justice statistics.

Consistent with its goals as a statistical entity, BJS has also placed primary emphasis on the establishment of regularized publication series intended to ensure that relevant statistical data and corresponding informational analysis are available on a timely and regular basis to users at the Federal, State and local level. Toward this objective, the BJS Bulletin series has been implemented under which Bulletins discussing different statistical issues and findings in non-technical terms are released regularly on a monthly basis. Similarly, technical and special reports addressing differing issues are also prepared for regular release, as are more specialized documents addressing, for example, information policy issues and other criminal justice related areas. A special series of analytic reports relating to Federal statistical issues is also being developed in response to BJS' expanding mandate in the area of Federal transaction statistics.

In keeping with BJS' role as a source of comprehensive data describing all aspects of the criminal justice system, BJS has also initiated a major effort to prepare and regularly release a National Report on Crime to the Nation. This document, which will contain substantial graphic displays is intended to provide a continuing overview of criminal justice activity and to increase public awareness of the complexities and corresponding problems inherent in the criminal justice system.

Another new initiative undertaken in response to the comprehensive BJS mandate is in the area of Federal transaction statistics. Under this program, efforts are being made to develop and analyze data tracing cases and offenders through the Federal justice system. Although such efforts have previously been supported at the State level, parallel efforts have not been attempted with respect to Federal data. The products of this program are intended to support policy and operational efforts and to increase the responsiveness of the Federal justice system to violent and other areas of crime.

The BJS mandate to support data collection and analysis at the State level is also recognized within the BJS program. Implicit in this mandate is recognition of the fact that the



development of adequate State-level data collection capabilities, and the utilization of uniform terminology and data classifications are necessary to support national aggregations and to encourage increased utilization of State-level data for intra-State criminal justice planning and operations. Similarly, the legislative mandate, implicitly reflects legislative awareness of the fact that statistical data analysis is dependent upon the existence of supporting information systems which function to regularly capture and transmit information for subsequent analysis. This view is consistent with BJS' historical involvement as a major leader in the support of State level information system development. Although at this time high costs and legislative uncertainties have precluded indepth developmental efforts in this area, BJS continues to support State efforts to upgrade data collection capability in order to increase the production of more reliable and comparable State-level data.

A last major component of the BJS mandate relates to its mission in the area of confidentiality and information policy. Specifically, consistent with its role as an information agency, provisions in the BJS legislation establish comprehensive confidentiality protections and identify BJS as a participant in the development and analysis of related information policy which impacts on the criminal justice system. These provisions reflect Congressional recognition of the fact that statistical credibility is directly related to the level of data confidentiality; that the establishment of appropriate information policy is a necessary corollary to the development of informational capabilities and resources; and that the analysis of information policy implications is critical to the establishment of new criminal justice intervention strategies. Current activities in this area implement this legislative mandate and build upon BJS' historical involvement as a leader in the development of policies affecting the security, accuracy and interstate exchange of criminal justice information.

In considering the major programmatic responses to BJS' mandate, as described above, attention must also be directed toward the basic principles which underly these efforts. Specifically, these principles, which BJS believes are inherent in the operation of a departmental statistical entity, include priority commitments to the continuing evaluation and assessment of statistical programs and the development of innovative, improved and more cost-effective techniques for the collection and analysis of data at the State and national level. Examples of this commitment are evident in the current joint FBI-BJS assessment of the Uniform Crime Reports (UCR) program and the redesign project for the National Crime

(Victimization) Survey. Similarly, exploratory efforts have been made to develop techniques for the collection of data in newly emerging priority areas such as computer crime.

Corresponding to these evaluative and developmental efforts is the BJS commitment to departmental responsiveness and commitment to more indepth and substantive analysis of data in response to specific Departmental and/or Congressional inquiries. The recent comprehensive Executive level briefing on violent crime is one example of the areas in which BJS' commitment to the provision of statistical support services is evident.

Lastly, attention should be directed to BJS' commitment to ensuring a continuing outreach to the statistical and criminal justice community in order to encourage the ongoing exchange of ideas, concerns and priorities regarding statistical efforts and needs at the State and national level. In light of limited fiscal resources, this effort is considered critical to maximize the utility of BJS products and expenditures.

STATEMENT OF GOALS

GOAL I:

TO MAINTAIN AND EXPAND THE COLLECTION, ANALYSIS, AND DISSEMINATION OF NATIONAL SCOPE DATA DESCRIBING (1) THE RATES, INCIDENTS AND CHARACTERISTICS OF CRIME AND CRIMINAL VICTIMIZATION, (2) THE OPERATIONS OF STATE COURTS, PROSECUTORS OFFICES, AND PUBLIC DEFENDERS, AND (3) THE FUNCTIONS, WORKLOAD, AND OPERATIONS OF CORRECTIONAL INSTITUTIONS AND PROBATION AND PAROLE AUTHORITIES.

GOAL II:

TO ASSIST STATE AND LOCAL GOVERNMENTS IN THE COLLECTION, ANALYSIS, UTILIZATION AND REPORTING OF CRIMINAL JUSTICE DATA, AND TO DEVELOP TECHNIQUES TO FACILITATE COLLECTION OF DATA FROM STATE-LEVEL SOURCES.

GOAL III:

TO COLLECT, ANALYZE AND DISSEMINATE DATA DESCRIBING FEDERAL CRIMINAL JUSTICE EVENTS, CHARACTERISTICS OF THE FEDERAL OFFENDER AND THE OPERATION OF THE FEDERAL JUSTICE SYSTEM.

GOAL IV:

TO EVALUATE, ASSESS, AND CRITIQUE MAJOR CRIMINAL STATISTICAL SERIES OF THE BUREAU OF JUSTICE STATISTICS, INCLUDING THE CONTINUOUS REEXAMINATION AND REDESIGN OF BJS AND OTHER FEDERAL AGENCY SERIES TO IDENTIFY AND ANALYZE METHODOLOGICAL ISSUES, ANALYTIC OPTIONS, AND POLICY UTILITY CONCERNS OF THE DEPARTMENT OF JUSTICE.

STATEMENT OF GOALS (CONT'D)

GOAL V:

TO ANALYZE MAJOR STATISTICAL DATA BASES AND QUANTITATIVE RESEARCH STUDIES OF BJS AND OTHER GOVERNMENTAL AND NON-GOVERNMENTAL AGENCIES; TO PRODUCE AND DISSEMINATE REPORTS, BULLETINS, BRIEFING MATERIALS, AND OTHER DOCUMENTS THAT DESCRIBE THE DATA AND ITS POLICY IMPLICATIONS, AND TO PROMOTE THE UTILIZATION AND SECONDARY ANALYSIS OF BJS DATA BASES.

GOAL VI:

TO ASSIST STATES IN IMPLEMENTING AND ADAPTING OPERATIONAL INFORMATION SYSTEMS TO FACILITATE COLLECTION AND ANALYSIS OF CRIMINAL JUSTICE STATISTICAL DATA AT THE STATE AND LOCAL LEVEL AND TO MAINTAIN A DATA PROCESSING CAPABILITY TO ENHANCE BJS DATA ANALYSIS AND DISSEMINATION.

GOAL VII:

TO ENSURE PRIVACY, SECURITY AND CONFIDENTIALITY OF IDENTIFIABLE INFORMATION AND TO PROVIDE LEADERSHIP IN THE DEVELOPMENT AND ANALYSIS OF INFORMATION POLICIES IMPACTING ON THE CRIMINAL JUSTICE SYSTEM.

GOAL VIII:

TO INCREASE THE UTILIZATION OF JUSTICE STATISTICS BY INFORMING POTENTIAL USERS OF THE AVAILABILITY OF DATA, PERFORMING OTHER USER SERVICES, AND PROVIDING STATISTICAL INFORMATION IN A FORM THAT IS ADAPTED TO POLICY NEEDS AND IS READILY COMPREHENSIBLE TO NON-STATISTICIANS.

SUPPORTING OBJECTIVES

GOAL I

TO MAINTAIN AND EXPAND THE COLLECTION, ANALYSIS, AND DISSEMINATION OF NATIONAL SCOPE DATA DESCRIBING (1) THE RATES, INCIDENTS AND CHARACTERISTICS OF CRIME AND CRIMINAL VICTIMIZATION, (2) THE OPERATIONS OF STATE COURTS, PROSECUTORS OFFICES, AND PUBLIC DEFENDERS, AND (3) THE FUNCTIONS, WORKLOAD, AND OPERATIONS OF CORRECTIONAL INSTITUTIONS AND PROBATION AND PAROLE AUTHORITIES.

Objective I.1

Manage the National Crime Survey (NCS) data collection effort and continue efforts to (1) maintain quality control and effect economies in Bureau of the Census data collection and processing activities and (2) improve the quality and timeliness of annual and trend (or change) reports.

Objective I.2

Develop and refine statistical series bearing on court and adjudicatory activities of State and local governments, including State court caseload data, prosecutors' management information, and public defender status information.

Objective I.3

Manage the adult and juvenile correctional statistics program including annual collection, analysis, and publication of statistics on prison, jail, probation, and parole populations and the periodic censuses of prisons/jails/juvenile detention facilities and surveys of prisoners/jail inmates/ and juvenile detainees.

Objective I.4

Establish a comprehensive series describing the organization, resources and financing of State and local justice agencies.

SUPPORTING OBJECTIVES (CONT'D)

GOAL II

TO ASSIST STATE AND LOCAL GOVERNMENTS IN THE COLLECTION, ANALYSIS, UTILIZATION AND REPORTING OF CRIMINAL JUSTICE DATA, AND TO DEVELOP TECHNIQUES TO FACILITATE COLLECTION OF DATA FROM STATE-LEVEL SOURCES.

Objective II.1

Provide fiscal and technical assistance for development and maintenance of a network of State statistical agencies capable of collecting and analyzing data for State utilization, and of providing subsets of data for aggregate analysis at the national level by BJS.

Objective II.2

Provide technical and fiscal support for the development and maintenance of a network of State agencies to manage the submission of data for the Uniform Crime Reporting (UCR) program.

Objective II.3

Obtain specific types of criminal justice data and policy-relevant analytic products from State and local sources through a program of cooperative agreements.

Objective II.4

Develop and implement a strategy for collecting and organizing local criminal justice data bases for the development of national statistical series through a network of urban and local analysis agencies.

SUPPORTING OBJECTIVES (CONT'D)

GOAL III

TO COLLECT, ANALYZE AND DISSEMINATE DATA DESCRIBING FEDERAL CRIMINAL JUSTICE EVENTS, CHARACTERISTICS OF THE FEDERAL OFFENDER AND THE OPERATION OF THE FEDERAL JUSTICE SYSTEM.

Objective III.1

Develop and implement methodologies for the collection, collation and analysis of Federal criminal justice transaction data in order to describe operation of the Federal criminal justice system and characteristics of the Federal offender.

Objective III.2

Initiate a continuing series of statistical reports providing a general overview of Federal criminal justice statistics and addressing specific issues relating to Federal justice operations.

Objective III.3

Develop and implement innovative techniques for the collection and analysis of data relating to areas of priority Federal concern such as white-collar crime, public fraud and high technology crime.

Objective III.4

Develop and initiate a program relating to Federal civil justice activities, including establishment of working relationships with other Federal agencies concerned with civil justice and development of a publication series presenting and analyzing Federal civil statistical data.

SUPPORTING OBJECTIVES (CONT'D)

GOAL IV

TO EVALUATE, ASSESS, AND CRITIQUE MAJOR CRIMINAL STATISTICAL SERIES OF THE BUREAU OF JUSTICE STATISTICS, INCLUDING THE CONTINUOUS REEXAMINATION AND REDESIGN OF BJS AND OTHER FEDERAL AGENCY SERIES TO IDENTIFY AND ANALYZE METHODOLOGICAL ISSUES, ANALYTIC OPTIONS, AND POLICY UTILITY CONCERNS OF THE DEPARTMENT OF JUSTICE.

Objective IV.1

Support an in-depth assessment and evaluation of the Uniform Crime Reporting (UCR) Program administered by the Federal Bureau of Investigation and continue efforts to develop alternative crime classifications and reporting systems.

Objective IV.2

Continue the ongoing National Crime Survey (NCS) Redesign program in order to examine the various conceptual, methodological, analytic, and utilization issues concerning the NCS which have been raised since the inception of the program, and conduct studies aimed at resolving these questions.

SUPPORTING OBJECTIVES (CONT'D)

GOAL V

TO ANALYZE MAJOR STATISTICAL DATA BASES AND QUANTITATIVE RESEARCH STUDIES OF BJS AND OTHER GOVERNMENTAL AND NON-GOVERNMENTAL AGENCIES; TO PRODUCE AND DISSEMINATE REPORTS, BULLETINS, BRIEFING MATERIALS, AND OTHER DOCUMENTS THAT DESCRIBE THE DATA AND ITS POLICY IMPLICATIONS, AND TO PROMOTE THE UTILIZATION AND SECONDARY ANALYSIS OF BJS DATA BASES.

Objective V.1

Prepare, design, and disseminate briefing materials dealing with crime and the administration of justice for the National Indicators System (NIS) program which has been developed to inform the President and key White House staff on the extent and impact of crime in the United States.

Objective V.2

Develop an Annual Report to the Nation on crime and the response to crime in order to provide the general public with a comprehensive understanding of crime, its prevention, and the functions of criminal justice administration system.

Objective V.3

Prepare and disseminate criminal justice bulletins to provide non-technical information derived from BJS and other data bases to the Congress, the business community, State and local criminal justice policy officials, and other users.

SUPPORTING OBJECTIVES (CONT'D)

GOAL VI

TO ASSIST STATES IN IMPLEMENTING AND ADAPTING OPERATIONAL INFORMATION SYSTEMS TO FACILITATE COLLECTION AND ANALYSIS OF CRIMINAL JUSTICE STATISTICAL DATA AT THE STATE AND LOCAL LEVEL AND TO MAINTAIN A DATA PROCESSING CAPABILITY TO ENHANCE BJS DATA ANALYSIS AND DISSEMINATION.

Objective VI.1

Complete documentation packages and achieve transferability status for major Law Enforcement Information Systems (LEIS) programs including POSSE, CASS, IMIS and FMIS to facilitate the collection and analysis of law enforcement data at the State and local levels.

Objective VI.2

Develop technical procedures and standards to facilitate the submission of State and local criminal justice statistical data to BJS and support development and implementation of operational information systems to improve statistical data collection and analysis at the State and local level.

Objective VI.3

Develop and maintain a data processing capability to facilitate and enhance collection, analysis and reporting of data by BJS.

SUPPORTING OBJECTIVES (CONT'D)

GOAL VII

TO ENSURE PRIVACY, SECURITY AND CONFIDENTIALITY OF IDENTIFIABLE INFORMATION AND TO PROVIDE LEADERSHIP IN THE DEVELOPMENT AND ANALYSIS OF INFORMATION POLICIES IMPACTING ON THE CRIMINAL JUSTICE SYSTEM.

Objective VII.1

Maintain in-house legal and technical staff resource to direct development and implementation of BJS policies and procedures consistent with statutory requirements regarding privacy, security and confidentiality of criminal justice data and related relevant regulations, policies and guidelines.

Objective VII.2

Identify and provide assistance in the analysis, development and implementation of information policies which impact on the operation of the criminal justice system, the development of criminal justice intervention strategies and the conduct of criminal justice statistical activity.

SUPPORTING OBJECTIVES (CONT'D)

GOAL VIII

TO INCREASE THE UTILIZATION OF JUSTICE STATISTICS BY INFORMING POTENTIAL USERS OF THE AVAILABILITY OF DATA, PERFORMING OTHER USER SERVICES, AND PROVIDING STATISTICAL INFORMATION IN A FORM THAT IS ADAPTED TO POLICY NEEDS AND IS READILY COMPREHENSIBLE TO NON-STATISTICIANS.

Objective VIII.1

Develop and maintain a program, in accord with Office of Management and Budget policy, to determine the data needs of potential justice statistics users and to inform them of the availability and accessibility of such statistics and of the user services available through BJS. In addition, support criminal justice and statistical professional membership organizations that provide BJS with policy recommendations, technical support, and access to networks of officials that support submission of national statistical data.

Objective VIII.2

Maintain a national criminal justice data archive and information network to provide machine-readable data files of BJS, National Institute of Justice, the National Institute of Corrections, the Office of Juvenile and Delinquency Prevention, and other high quality criminal justice data bases and to conduct training and technical assistance in their use.

Objective VIII.3

Continue annual publication of the Sourcebook of Criminal Justice Statistics.

Objective VIII.4

Respond to the information and analytic needs of the Department of Justice, the Administration, the Congress, the media, and the general public.

PROGRAM PLAN

GOAL I

TO MAINTAIN AND EXPAND THE COLLECTION, ANALYSIS, AND DISSEMINATION OF NATIONAL SCOPE DATA DESCRIBING (1) THE RATES, INCIDENTS AND CHARACTERISTICS OF CRIME AND CRIMINAL VICTIMIZATION, (2) THE OPERATIONS OF STATE COURTS, PROSECUTORS OFFICES, AND PUBLIC DEFENDERS, AND (3) THE FUNCTIONS, WORKLOAD, AND OPERATIONS OF CORRECTIONAL INSTITUTIONS AND PROBATION AND PAROLE AUTHORITIES.

Objective I.1

Manage the National Crime Survey (NCS) data collection effort and continue efforts to (1) maintain quality control and effect economies in Bureau of the Census data collection and processing activities and (2) improve the quality and timeliness of annual and trend (or change) reports.

Program Description

The National Crime Survey Program is one of the major on-going data collection and analysis efforts supported by BJS. The survey provides information on the incidence and characteristics of criminal victimization in the United States. Specifically, the survey provides data on rates of victimization, trends in rates since 1973, demographic characteristics of victims and offenders, characteristics of criminal incidents, extent of reporting to police, and reasons for reporting or not reporting.

The NCS represents the only resource for crime data based on direct inquiry to individuals selected from a stratified sample of the population. The direct inquiry technique was developed as a means to offset possible statistical inaccuracies which may result where data are drawn from a universe of "reported" crimes. At the present time, under the survey program, approximately 60,000 households are surveyed annually. All members of sampled households are interviewed to determine whether they have been victimized by crime and, if so, the characteristics of the event.

A series of periodic and special analytical reports are issued based on data from this series. The reports are intended to provide policy makers and the general public with regularized data reflecting changes in victimization rates. Special analytic reports also address individual issues of particular interest, such as the differential impact of crime on various population groups (such as Hispanics, the elderly, and women), the economic costs of crime, and the impact of particular

crimes (such as rape and no-force burglary). The NCS series was initiated in 1972 and the survey has been continued since that date. The continuous series of data has permitted longitudinal trend analysis and multi-year data comparisons. In light of current concern over crime and the impact of victimization, data from the NCS represents a major indicator and is critical to the formulation of Federal and State policy at the executive and legislative level.

In order to ensure the continued quality of NCS data and to support the development of more cost-effective techniques for the operation of the survey, BJS has undertaken a longterm effort to evaluate and, where appropriate, redesign the survey. This effort is responsive to the recommendations of the 1975 National Academy of Sciences study of the program.

#### 5 Year Program Projection

##### FY 1982-83

- o Publish at least 12 reports from the National Crime Survey program, including reports on annual victimization findings (5/82, 5/83), trends since 1973 (9/82), victimization of Hispanics (11/81), elderly victimizations (12/81), and periodic technical monographs on victimization methodology.
- o Complete analysis of crime severity data (12/81).
- o Transmit NCS annual data tapes (for previous data years) to Criminal Justice Archive and Information Network (8/82, 8/83).

##### FY 1984-86

- o Continue publication of annual victimization findings, trends in victimization, analyses of special victimization topics and technical monographs on victimization methodology.
- o Implement redesigned NCS.
- o Implement new NCS sample, incorporating changes recommended by NCS redesign consortium.

#### GOAL I:

##### Objective I.2

Develop and refine statistical series bearing on court and adjudicatory activities of State and local governments, including State court caseload data, prosecutors' management information, and public defender status information.

##### Program Description

The adjudication function, that group of activities taking place after an arrest, needs study as one interactive system with inextricable linkages to law enforcement and correctional functions. The Bureau has developed a State court series and has sponsored statistical analysis of the rich prosecutors' data base (PROMIS) for an analysis of patterns of case attrition. The judicial series has produced two annual reports of nationwide State court statistics and successive editions of the National Court Organization Survey, the authoritative reference document on court structure, management, and jurisdiction. The Bureau has also helped to encourage improvement and greater comparability of State court statistics. In the coming years, the Bureau will seek further improvements in the court statistics program through ongoing evaluation of the methodology and of the appropriate reporting units.

The prosecutorial series produced a widely cited report, A Cross-City Comparison of Felony Case Processing. This study presents comparative statistics on the disposition of felony arrests in 13 jurisdictions employing the Prosecutors Management Information System (PROMIS). BJS is continuing efforts to develop the analysis displayed in this report.

Because of the increasingly apparent need for information to plan and manage constitutionally mandated indigent defense services in a cost-effective manner, the Bureau is adding an indigent defense series to its programs of adjudication statistics. In its maturity, this program should also augment the statistical base for drawing conclusions about the overall functioning of the criminal justice system.

#### 5 Year Program Projection

##### FY 82-83

- o do intensive field work in at least one site to strengthen the link between the model State court statistics previously recommended and the field requirements for producing such statistics; report the results in a monograph (3/82).



- o publish annual report of nationwide court statistics for 1977 in improved format based on suggestions by previously commissioned independent evaluation (9/82).
- o produce at least one analytic report using court series data to demonstrate their utility (1/83).
- o in conjunction with preparation of a second state-of-the-art monograph on court statistics, conduct a redesign study of the program of nationwide court statistics (9/83).
- o evaluate feasibility of collecting comparative court statistics for units other than States for intensive analysis of case transactions and system issues such as delay (9/83).
- o expand number of jurisdictions providing data for statistical comparisons of case processing by prosecutors (6/82).
- o design a sample for collection of statistical information, detailed program descriptions, and cost estimates of defender services. Begin to execute statistical collection (3/82).
- o publish report on defense services with national estimates of caseload, program comparisons, and cost data (12/83).
- o refine sample plan for continued collection of defender statistics (12/83).
- o publish third report of statistics on multi-jurisdiction comparisons of felony case processing (10/83).

FY 1984-86

- o act upon results of redesign study to modify program of court statistics as needed.
- o produce diversified reports on court statistics drawing from multiple collection and analytic strategies.
- o publish at least one analytic monograph using data from the defender series.
- o continue expanding sample coverage and statistical scope of defender series.
- o publish a fourth report on comparison of multi-jurisdiction felony case processing.

GOAL I:

Objective I.3

Manage the adult and juvenile correctional statistics program including annual collection, analysis, and publication of statistics on prison, jail, probation, and parole populations and the periodic censuses of prisons/jails/juvenile detention facilities and surveys of prisoners/jail inmates/ and juvenile detainees.

Program Description

The correctional statistics program of the Bureau of Justice Statistics has its origins in statistical series that have been established and maintained for over fifty years although it also includes statistical series that have been developed by BJS and its predecessor agency, the National Criminal Justice Information and Statistics Service of the LEAA. The correctional statistics program consists of the National Prisoner Statistics (NPS), the Uniform Parole Reports (UPR), the National Probation Reports (NPR), and the Special Correctional Studies. Under the NPS, three statistical series are collected annually: population confined to State and Federal institutions and the turnover in that population; the number and characteristics of persons sentenced to death and executed; the characteristics of persons admitted to and released from State correctional institutions, including their age, sex, race, offense, and length of sentence. The Uniform Parole Reports collects and publishes annual statistics on the parole population, turnover in the parole population, and characteristics of parolees, including age, sex, race, offense, time served, and whether or not parole was completed successfully. The National Probation Reports, the newest annual correctional statistics program, publishes annual statistics on probation populations and turnover in probationers. A program to collect statistics on the characteristics of probationers is in the developmental phase.

The special Correctional Studies comprise those data collection efforts which are conducted less frequently than annually. Included among these are the quinquennial census of local jails and the survey of jail inmates and the quinquennial census of State correctional facilities and the survey of prison inmates. These parallel data collection efforts provide detailed characteristics for the Nation's correctional institutions and their inmate populations obtainable from no other sources. The biennial census of juvenile detention facilities provides statistics on the number and characteristics of public and private juvenile detention facilities and limited statistics on their inmate populations.

In an effort to produce aggregate inmate population statistics on a timely basis, BJS has also developed a program for quarterly prison population statistics and annual jail population statistics.

#### 5 Year Program Projection

##### FY 1982-84

- o Publication of Capital Punishment 1980, (2/82).
- o Publication of Parole in the United States, 1980, (4/82).
- o Publication of Probation in the United States, 1980, (5/82)
- o Publication of Prisoners in State and Federal Institutions, (6/82).
- o Conduct the first annual survey of jail populations, (6/ 2).
- o Conduct the biennial census of juvenile detention facilities, (6/82).
- o Publication of Characteristics of the Parole Population, 1979, (7/82).
- o Complete the first pilot survey of characteristics of individual probations, (9/82).
- o Publication of admissions and releases statistics for 1974-76, (10/82).
- o Publication of Capital Punishment, 1981, (2/83).
- o Publication of Parole in the United States, 1981, (4/83).
- o Publication of Probation in the United States, 1981, (5/83).
- o Publication of Prisoners in State and Federal Institutions, 1981, (6/83).
- o Conduct the quinquennial census of jail and survey of jail inmates, (6/83).
- o Publication of Characteristics of the Parole Population, 1980, (7/83).

- o Complete the first pilot survey of characteristics of individual probations, (9/82).
- o Publication of admissions and releases statistics for 1974-76, (10/82).

##### FY 1984-86

- o Continue to publish annual publications in corrections, probation, and parole.
- o Analyze and publish results of 1982 juvenile detention facility survey.
- o Analyze and publish results of the 1983 jail census and jail inmate survey.
- o Conduct 1984 prison census and prison inmate survey and analyze and publish results.
- o Conduct annual surveys of jail populations.
- o Develop statistical series on juvenile parole and probation and characteristics of juvenile offenders.

GOAL I:

Objective I.4

Establish a comprehensive series describing the organization, resources and financing of State and local justice agencies.

Program Description

In 1970, LEAA assumed responsibility from the Bureau of the Census for the statistical series, begun in 1967, Expenditure and Employment Data for the Criminal Justice System. A survey was conducted annually from 1970 through 1979 to determine fiscal year expenditures and employment levels for all States, counties, and municipalities with a population of 10,000 or more persons and for a sample of cities and townships with less than 10,000 persons. These figures were required for "pass-through" and "maintenance of effort" calculations mandated by the Crime Control Act of 1968 as amended and for the formula provisions of the Justice System Improvement Act of 1979. In addition the data provided important information concerning the costs of administering justice systems for criminal justice management and planning at the national and State levels. Data were disseminated through a series of reports, through computer printouts, and through magnetic data tapes.

Budget cuts in 1981 forced the termination of this survey. If funds become available, 1980 and 1981 data will be collected in FY 1982 to provide trend data. Beginning with FY 1982, data will be extracted from the Census Bureau's annual Governmental Finance Survey which is scheduled to undergo modification in that year which will allow the development of data comparable to those collected through the previous expenditure and employment survey.

A second project under this objective produces information on the organization, resources, and workload of justice agencies as a by-product of developing sampling frames for justice agency surveys. The Bureau has collected these data since 1970. They offer a useful reference for a number of purposes, and were published in a series of directories listing individual agencies during the early 1970's and in a summary report, "Justice Agencies in the U.S.: 1980."

5 Year Program Projection

FY 1982-83

- o Develop and implement a plan to collect and publish FY 1980 and 81 data on criminal justice expenditures and employment (9/83).

- o Develop plan to extract FY 1982 and subsequent years' expenditure and employment data from on-going Census Bureau annual governmental finance and employment surveys (9/82).
- o Extract, analyze, and publish justice expenditure and employment data from the Census Bureau's annual governmental finance and employment surveys (9/83).
- o Develop economic deflators and use to adjust for inflation 1970 through 1982 expenditure data. Publish adjusted data (9/83).

FY 1984-86

- o Extract, analyze, and publish justice expenditure and employment data from the Census Bureau's annual governmental finance and employment surveys, including data adjusted for inflation.
- o Plan and conduct survey effort to produce 1985 edition of "Justice Agencies in the U.S."; publish "Justice Agencies in the U.S.: 1985"

GOAL II

TO ASSIST STATE AND LOCAL GOVERNMENTS IN THE COLLECTION, ANALYSIS, UTILIZATION AND REPORTING OF CRIMINAL JUSTICE DATA, AND TO DEVELOP TECHNIQUES TO FACILITATE COLLECTION OF DATA FROM STATE-LEVEL SOURCES.

Objective II.1

Provide fiscal and technical assistance for development and maintenance of a network of State statistical agencies capable of collecting and analyzing data for State utilization, and of providing subsets of data for aggregate analysis at the national level by BJS.

Program Description

To meet the needs of the Federal government and State and local agencies for statistical information in criminal justice, the Bureau of Justice Statistics (and its predecessor agency, the National Criminal Justice Information and Statistics Service of LEAA) has supported the development of Statistical Analysis Centers (SACs) in the States. The SAC is a State-level agency with a professional staff whose functions are to analyze and interpret criminal justice data; to generate and disseminate statistical reports on crime, criminal offenders, and the operation of the criminal justice system; to provide technical assistance in statistics and related areas to State and local agencies; and to provide the Federal government with uniform data on criminal justice processes in the State for inclusion in national statistical reports. In addition, many SACs are involved in the coordination and review of the development of criminal information systems in their States.

At this time there are SACs in 36 States plus Puerto Rico and the District of Columbia. Many have achieved excellent levels of capability and in many cases, financial support has been assumed by the States. Under this Objective, the nationwide network of statistical analysis agencies will be completed by the establishment of new agencies in States that did not participate under the LEAA program. Continuation of these efforts is essential for meeting the mandate of BJS to assist the States in improving their statistical capabilities and in developing competent sources of data for national compilations.

5 Year Program Projection

FY 82-83

- o Continue to support existing State-level Statistical Analysis Centers (SACs); encourage the assumption of costs by States.
- o Support establishment of new SACs in States that do not have such a capability (2 new SACs to be established by 3/82; 5 more to be established by 9/83).
- o Through support of the Criminal Justice Statistics Association, provide coordination among the SACs, training of SAC personnel, and technical assistance.

FY 84-86

- o Continue all FY 82 and FY 83 activities.
- o Expand support of new State-level SACs to achieve statistical capabilities in all of the States.
- o Initiate program of certification of State and local analysis agencies based primarily upon their ability to provide reliable, timely, and complete criminal justice data to BJS.

GOAL II:

Objective II.2

Provide technical and fiscal support for the development and maintenance of a network of State agencies to manage the submission of data for the Uniform Crime Reporting (UCR) program.

Program Description

Since 1972, the Bureau of Justice Statistics (and its predecessor agency, the National Criminal Justice Information and Statistics Service) has supported the development of State-level procedures and systems for Uniform Crime Reporting (UCR). In these States, automated information systems are used to centralize in a single State agency the collection and reporting of UCR data that are gathered by law enforcement agencies throughout the State. The collected data are forwarded to the FBI for inclusion in the national UCR program. There are now 45 States with operational UCR systems. In nearly all cases, funding has been assumed by the States. However, a few States have terminated or may soon abandon their systems because of budgetary problems. Limited support will be given to such States to help them keep their systems in operation so that complete and accurate national data on crime can continue to be obtained.

Future objectives are to support enhancement of existing UCR systems in accordance with a major assessment of the national UCR program which is to begin in 1982, and to support the development of State-level UCR systems in the remaining States. Continued support of this program is critical in order that the UCR series be operated in as cost effective a manner as possible and that the data collected be accurate and complete. In light of the time period during which UCR data have been available and the public reliance on this series, further enhancements to the program will have the effect of maximizing the substantial commitment made by both the FBI and the States to this program.

5 Year Program Projection

FY 82-83

- o Provide limited support for existing State-level UCR systems whose continuation is threatened by financial problems in the States, and for restoration of systems which have been terminated by the States because of fund shortages. A maximum of five cooperative agreements will be awarded during FY 1982. A maximum of five cooperative agreements will be awarded during FY 1983.

FY 84-86

- o Support enhancement of State-level UCR systems consistent with new revised reporting standards and procedures (if any) resulting from UCR Study.
- o Initiate development of State-level UCR systems in the few States which do not have such a capability.

GOAL II:

Objective II.3

Obtain specific types of criminal justice data and policy-relevant analytic products from State and local sources through a program of cooperative agreements.

Program Description

Most statistical information pertaining to criminal justice is generated at the State and local levels, and much of it can be obtained solely or most effectively from the States. With the development of State-level Statistical Analysis Centers (SACs), many States have achieved the ability to analyze problems and issues in criminal justice which are common to other States and which are of national concern. In FY 1981, the Bureau of Justice Statistics instituted programs in which selected States are supported, through cooperative agreements, in presenting and analyzing data on the processing of criminal offenders and in analyzing critical problems in criminal justice. (Examples of the latter are prediction of prison population levels, extrapolation of crime rates, and study of demographic correlates of crime.)

Under this objective, these programs will be continued and expanded. These programs involve the development of standards and formats that facilitate routine, occasional, and periodic State and local submission of data to BJS. Consistent with fund availability, additional programs will be initiated for collecting data on corrections and other criminal justice components from the States for national compilations. Such efforts are necessary in order to insure that the investment of Federal resources to assist States and local governments in statistical analysis will yield comprehensive benefits to the overall criminal justice system.

5 Year Program Projection

FY 82-83

- o Continue program to obtain displays and analyses of offender processing data, derived from the States' offender based transaction statistics (OBTS) systems.
  - Develop data specifications 12/81
  - Receive initial data from States 9/81
  - Assemble first multistate compilation 1/83
  - Receive data for second compilation 9/83
  
- o Initiate program to obtain correctional data from the States.
  - Design program 2/82

Initial awards to States 6/82  
Receive initial data 3/83

- o Continue and expand program to support analyses of issues and problems in criminal justice which affect State and Federal policies.  
Completion of initial analytic reports by States 8/82

FY 84-86

- o Continue and expand FY 82 and FY 83 activities.
  
- o Initiate program for obtaining specific types of criminal justice data from selected local agencies.
  
- o Initiate the phasing in of State-level statistical analysis centers (and possibly other State agencies) as the suppliers of data to BJS for national compilations, to replace the gathering of data through nationwide surveys of individual operating agencies.
  
- o Support modifications to existing offender based transaction statistics systems and other State-level information systems to enhance the usefulness of the data that they produce.

GOAL II:

Objective II.4

Develop and implement a strategy for collecting and organizing local criminal justice data bases for the development of national statistical series through a network of urban and local analysis agencies.

Program Description

Since its establishment in 1971, the Bureau of Justice Statistics and its predecessor agency has had the mandate to develop national data bases concerning criminal justice functions and activities. In pursuit of this mandate, BJS has expended considerable sums of money on the development and implementation of various computer based management information systems so as to facilitate the collection of routine information on criminal justice operations. Over the course of the past decade a considerable volume of data have been developed by urban, county and local criminal justice planning and analysis units. A recurring problem with this effort is the underutilization of the data, in part because of lack of access to computer processing capability, and the failure to funnel the data into a national repository that could be the basis of national statistical series and indicators.

The intent of this program is to facilitate the use by urban and local analysis agencies of the national criminal justice data archive, to test the network of agencies and the quality of their data bases and analytic capabilities by actually collecting comparable data from participating jurisdictions, and to utilize the data collected in various BJS reports and studies.

5 Year Program Projection

FY 82-83

- o Establish a network of participating urban and local criminal justice agencies (6/82).
- o Survey participating jurisdictions to determine existing data bases and data access and interchange capabilities (9/82).
- o Collect data from a minimum of ten jurisdictions on criminal justice system operational issues with national policy implications.

FY 84-86

- o Based on experience with the generation of national data bases, expand the number of participating agencies and the scope of the analytic tasks.

GOAL III

TO COLLECT, ANALYZE AND DISSEMINATE DATA DESCRIBING FEDERAL CRIMINAL JUSTICE EVENTS, CHARACTERISTICS OF THE FEDERAL OFFENDER AND THE OPERATION OF THE FEDERAL JUSTICE SYSTEM.

Objective III.1

Develop and implement methodologies for the collection, collation and analysis of Federal criminal justice transaction data in order to describe operation of the Federal criminal justice system and characteristics of the Federal offender

Program Description

The Bureau of Justice Statistics, in response to provisions of the JSIA, has recently undertaken efforts to collect and analyze data relating to the Federal justice system. Fundamental to this long-term effort is the assumption that such analysis should focus on data generated under existing statistical reporting systems. Such data, when analyzed in a coordinated fashion will provide meaningful statistical presentations regarding the overall treatment of crime by the Federal justice system, as well as for sub-system analyses in recognized areas of concern.

Efforts in this area are confronted by significant methodological, procedural and legal issues. These include comparability of disparate data sources as well as the establishment of appropriate technical and legal procedures to permit inter-agency access to or exchange of raw data. In recognition of such fundamental preliminary concerns, BJS will support short-term efforts designed to a) identify existing sources of Federal justice data; b) analyze the compatibility of existing data in order to determine the technical and legal feasibility of developing linkage between statistical systems, and c) propose appropriate procedural steps for data access/exchange consistent with methodological, legal and policy factors. Long-term efforts will be made to institutionalize inter-agency statistical relationships in order to provide for regular system-wide data presentations as well as for periodic analyses in specific areas of concern.

The Bureau's efforts in this area are viewed as critical to the development of overall system-wide statistical indicators on Federal criminal activity and the operation of the Federal justice system. Such data are of fundamental importance in developing policy and fiscal guidelines for the operation of the Federal justice system.

5 Year Program Projection

FY 82-83

- o Initiate long-term efforts to negotiate data exchange procedures with Federal justice agencies (5/82).
- o Prepare detailed graphic defining Federal criminal justice system and data flow (2/82).
- o Prepare comprehensive document defining Federal statistics data flow for presentation in BJS bulletin (2/82).
- o Identify existing data sources, identify technical and legal impediments to data linkage and develop models for potential data interface of transaction data (7/82).
- o Prepare and issue major report describing Federal criminal justice process and alternative strategies for establishment of transaction data series (8/82).
- o Develop and initiate procedures for archiving of acquired Federal justice data and for in-house and contractual manipulation and analysis of data (8/83).
- o Initiate implementation of transaction data base reflecting comprehensive data for a given time period (3/83).
- o Review and, where necessary, develop alternative procedures for data linkage and coordination; issue report (6/83).
- o Establish inter-agency working group to provide statistical legal, technical and policy input in order to maximize the utility of BJS data output (9/83).

FY 84-86

- o Continue data exchange, archiving and analysis in support of established BJS reporting services.
- o Conduct in-depth analysis of a single year "cohort" of Federal offenders.
- o Issue major reports describing results of transactional data analysis.
- o Expand data resources to permit longitudinal transaction analysis together with initial data resources.



GOAL III:

Objective III.2

Initiate a continuing series of statistical reports providing a general overview of Federal criminal justice statistics and addressing specific issues relating to Federal justice operations.

Program Description

A major objective of the BJS Federal Statistics Program is the preparation and dissemination of data and accompanying reports describing the incidence of Federal crimes and the operation of the Federal justice system. It is anticipated that publications issued under the BJS Federal Statistics program will serve as single reference sources for data describing the differing components of the Federal criminal justice system; provide additional statistical resources as a result of transactional data compilations; and provide more indepth analyses of specific Federal statistical data bases pertaining to identified issues. Data resources to be addressed will include both system-wide compilations and analysis of data subsets pertaining directly to identified issues. In light of the importance of comprehensive data to sound fiscal, policy and administrative decisionmaking, the timely and regularized presentation of data descriptive of overall criminal justice transactions is particularly relevant at this time.

Initial efforts under this program will be directed toward preparation of a Compendium of Federal Criminal Justice Statistics. This document will provide a compilation and discussion of a broad range of statistical tabulations and graphic presentations relating to crime and justice operations at the Federal level. It is anticipated that the document will be regularly updated to reflect data changes. Subsequent efforts will be directed toward production of an Annual Statistical Report on the Federal Justice System. This document, which will be issued annually, will provide a regularized analysis of the occurrence of crime under Federal jurisdiction and the overall operation of the Federal justice system. Additionally, a series of Analytic Reports will be initiated to provide more indepth analysis of topical issues relevant to the Federal criminal justice process. These analyses are intended as part of BJS' effort to provide Federal statistical materials which are directly relevant to policymakers concerned with the operation of the Federal criminal justice system.

5 Year Program Projection

FY 82-83

- o Identify statistical phenomena for indepth analysis (6/82).
- o Prepare and disseminate one Analytic Report based on indepth statistical analysis of a selected topic dealing with Federal justice operations (9/82).
- o Prepare one BJS bulletin on specific Federal statistics issue (9/82).
- o Prepare and disseminate initial Compendium of Federal Justice Statistics which will serve as a convenient, single-source reference document for descriptive data (12/82).
- o Prepare and disseminate 2 analytic reports addressing topics dealing with Federal justice operations (6/83).
- o Prepare and publish report based on analysis of "cohort" group data (9/83).
- o Update collection and collation of data series for subsequent Compendiums and analyze trends occurring over time (9/83).

FY 84-86

- o Continue yearly enhancement of the Compendium of Federal Criminal Justice Statistics, and specific analytic reports dealing with current topics of interest.
- o Prepare and publish first Annual Statistical Report on Federal Justice System.

GOAL III:

Objective III.3

Develop and implement innovative techniques for the collection and analysis of data relating to areas of priority Federal concern such as white-collar crime, public fraud and high technology crime.

Program Description

Certain areas of criminal activity, because of their highly complex and multi-jurisdictional nature, have come under close scrutiny by Federal authorities. For example, crimes which employ high technologies (i.e., computer crime) have posed increasing threats to major businesses and government operations as well as to the general public. Other areas of Federal concern have included crimes against government programs and crimes against business. Reliable estimates of the prevalence of such crimes have been difficult to establish, due largely to fundamental weaknesses in identifying, reporting and standardizing data.

The Bureau of Justice Statistics has in recent years supported specific efforts to identify means of overcoming the methodological barriers to establishing reliable estimates of the extent of complex areas of criminal activity. These efforts have been undertaken largely in recognition of the need for statistical information by legislative and executive branch decision-makers charged with targeting public resources and developing and directing policies responsive to the threats posed by such areas of criminal activity. Initial efforts have been directed to the issue of "high technology crime," with a specific emphasis placed on the accessing of data relating to crimes committed by and against electronic funds transfer systems. Based on the findings of the initial project in this area, an appropriate data collection instrument will be developed and tested. In subsequent years, additional methodological analyses relating to data generation in the areas of crimes against business, crimes against government programs and other high technology crimes will be supported. To the extent that viable recommendations regarding data collection are presented under these efforts, appropriate collection instruments will be designed and tested.

5 Year Program Projection

FY 82-83

- o Based on recommendation of preliminary electronic funds transfer system project, design and implement project to initiate data collection in that area (6/82).

- o Design and implement initial effort to identify and analyze data collection techniques in the area of crimes against business (1/83).
- o Review statistical report produced under electronic funds transfer system collection project for possible publication (9/83).
- o Based on findings of preliminary crimes against business project, design and implement project to initiate data collection in that area (9/83).

FY 84-86

- o Review statistical report produced under crimes against business project for possible publication.
- o Identify additional areas of priority Federal concern which should be targeted for methodological analysis and subsequent data collection (e.g., public fraud, tax fraud, etc.).
- o Initiate analyses and implementation of data collection techniques.
- o Continue data collection in EFT area; Publish analyses of data in this area.
- o Continue data collection in area of Crimes Against Business.

GOAL III:

Objective III.4

Develop and initiate a program relating to Federal civil justice activities, including establishment of working relationships with other Federal agencies concerned with civil justice and development of a publication series presenting and analyzing Federal civil statistical data.

Program Description

The Federal justice system devotes a large proportion of its resources to resolution of civil disputes. An integrated compilation of statistics is needed to establish measures of total demand; to provide data for the study of civil case flow, and to target resources effectively.

Accordingly, BJS has initiated preliminary efforts to assess the feasibility of compiling and disseminating statistical information relating to Federal civil activity. Initial efforts in FY 82 are to be directed toward an identification and analysis of Federal civil data sources.

Subsequent efforts will be directed toward the development of working relationships with other agencies involved in civil justice statistical activity. Over the long-term it is envisioned that statistical reports and analyses relating to civil justice issues will be prepared and released by BJS.

5 Year Program Projection

FY 82-83

- o Write and circulate options paper regarding civil statistics (11/81).
- o Investigate conducting statistical study of selected civil issue areas not requiring integration of data from more than one agency or branch of government (2/82).

FY 84-86

- o Circulate details of Federal civil program design to agencies involved.
- o Publish special statistical studies on Federal civil topics.

GOAL IV

TO EVALUATE, ASSESS, AND CRITIQUE MAJOR CRIMINAL STATISTICAL SERIES OF THE BUREAU OF JUSTICE STATISTICS AND TO CONTINUOUSLY REEXAMINE AND REDESIGN BJS AND OTHER FEDERAL AGENCY SERIES IN ORDER TO IDENTIFY AND ANALYZE METHODOLOGICAL ISSUES, ANALYTIC OPTIONS, AND POLICY UTILITY CONCERNS OF THE DEPARTMENT OF JUSTICE.

Objective IV.1

Support an in-depth assessment and evaluation of the Uniform Crime Reporting (UCR) Program administered by the Federal Bureau of Investigation and continue efforts to develop alternative crime classifications and reporting systems.

Program Description

The Uniform Crime Report is the Nations oldest continuing statistical series dealing with crime, having been instituted in 1930. Originally intended to provide a national indicator of crime incidence as measured by citizen complaints to the police, the UCR is now used by a diverse group of practitioners for resource allocation, policy planning and criminal justice research.

In light of continuing interest regarding UCR reporting methodology and in order to ensure the continued quality of UCR data, it is necessary at this time to critically examine the current state-of-the-art of crime reporting by the police and to identify techniques, if any, which can be expected to improve the quality, timeliness and/or utility of such data. Accordingly, the Federal Bureau of Investigation and the Bureau of Justice Statistics have jointly agreed to cosponsor a comprehensive assessment of the UCR program at this time. The program will review existing reporting practices, identify areas of possible modification, evaluate alternative data collection methodologies and develop recommendations for improved UCR reporting. To ensure that recommendations are responsive to actual needs and capabilities in the field, maximum input will be obtained from contributing criminal justice agencies participating in UCR.

5 Year Program Projection

FY 82-83

- o Initiate public solicitation for a consortium of organizations to analyze the conceptual framework of the FBI UCR program and the current and potential utilization

of UCR data (project to be jointly monitored with the FBI) (1/82).

- o Continue testing and refinement of crime classification systems to assist State and local law enforcement agencies in prioritizing data for resource allocation purposes (9/82); Final design and marketing strategy to be supported (12/83).
- o Review Phase I of UCR study relating to historical overview of program developed and identification of current users (10/82).
- o Initiate Phase II of the assessment to identify specific needs of current users and to develop recommendations for alternative program enhancement to better meet such needs (11/82-10/83).
- o Distribute interim recommendations for State comment (7/83).

FY 84-86

- o Complete analytic portion of UCR assessment and disseminate recommended programmatic changes to States for comment.
- o Implement assessment recommendation and support development of corresponding hardware requirements.

GOAL IV:

Objective IV.2

Continue the ongoing National Crime Survey (NCS) Redesign program in order to examine the various conceptual, methodological, analytic, and utilization issues concerning the NCS which have been raised since the inception of the program, and conduct studies aimed at resolving these questions.

Program Description

The National Crime Survey Redesign Program was initiated in response to an evaluation of the NCS by the National Academy of Sciences, performed in 1974-1976. Under contract from BJS, a consortium of private and university-based statisticians, survey methodologists, and criminologists is now investigating a wide range of issues related to the conduct of the survey.

The issues being addressed in the study relate to the types of data collected, survey methodology and data utilization. In the area of data classification, specific questions address, for example, the types of crimes the survey can measure, the populations to be covered, and the best design to identify risk populations and crime victimization determinants.

Methodological work is driven by concerns for enhancing the accuracy and reliability of the data and for discovering more efficient and less costly means for collecting and processing NCS data. Efforts are also being made to develop improved strategies for data management, both to expand those uses of the data which are now technically feasible and to develop procedures for new types of data analyses which are not currently possible under the existing structure of the data files.

Finally, the study is addressing data utilization concerns with the objective of identifying additional areas for data application and making existing data more useful for determining crime levels in practical applications e.g., development of techniques for estimation of crime levels in particular types of geographical locales or population concentrations. In this connection the study will analyze and make recommendations to improve the coordination and complementarity of the NCS with the Uniform Crime Reports of the FBI. This would permit a more comprehensive examination of crime trends in the United States than is now possible.

### 5 Year Program Projection

#### FY 82-83

- o Complete work on development of new explanatory variables for NCS (9/82).
- o Complete investigations to expand scope of crimes covered (12/82).
- o Complete analysis of data from computer-assisted telephone interviewing, comparing to data collected from current telephone interviewing procedures (3/83).
- o Complete development of longitudinal matching procedures for NCS data files (12/82).
- o Develop error profile for NCS (6/83).
- o Complete development of attribute-based type of crime classification scheme, to facilitate comparison with UCR data (9/82).
- o Provide suggestions for improvements in documentation for NCS public use files (12/82).
- o Convene interagency conference to investigate cooperative collection of crime data (3/83).
- o Continue question revision and development for redesigned NCS screener and incident forms.
- o Conduct field tests to evaluate new question batteries for NCS screens and incident form.

#### FY 84-85

- o Conduct national field test to refine prototype redesigned NCS instrument.
- o Produce sampling recommendations for stratification and use of telephone and face-to-face interviewing procedures.
- o Produce recommendations for changes in NCS data processing procedures to improve timeliness of data and to facilitate longitudinal matching.
- o Produce recommendations for optimal recall period in NCS interviewing.
- o Produce recommendations for bounding procedures for recall, including suggestions for calendrical devices.

- o Produce suggestions for changes in BJS publications drawing on NCS.
- o Produce recommendations for interagency cooperation in collection of crime data.

GOAL V

TO ANALYZE MAJOR STATISTICAL DATA BASES AND QUANTITATIVE RESEARCH STUDIES OF BJS AND OTHER GOVERNMENTAL AND NON-GOVERNMENTAL AGENCIES; TO PRODUCE AND DISSEMINATE REPORTS, BULLETINS, BRIEFING MATERIALS, AND OTHER DOCUMENTS THAT DESCRIBE THE DATA AND ITS POLICY IMPLICATIONS, AND TO PROMOTE THE UTILIZATION AND SECONDARY ANALYSIS OF BJS DATA BASES.

Objective V.1

Prepare, design, and disseminate briefing materials dealing with crime and the administration of justice for the National Indicators System (NIS) program which has been developed to inform the President and key White House staff on the extent and impact of crime in the United States.

Program Description

The National Indicator System (NIS) is a program for informing the President, Vice President, and White House Staff of social, demographic, and economic trends in the United States. The Bureau of Justice Statistics was designated by the Director of the White House Office of Planning and Evaluation as the lead agency to prepare a briefing on violent crime in the Nation. Under the NIS program, lead agencies are also to establish ongoing tracking procedures to ensure that accurately updated statistics are available for use in subsequent briefings and in connection with analysis of specific issues or trends, in response to requests from the Executive or legislative branches of government.

The BJS Briefing package on violent crime was completed in the Fall of 1981. Subsequent to the initial formal White House briefing presentation and the submission of the briefing package, the briefing materials have been utilized in response to specific Congressional inquiries and in connection with relevant Congressional testimony. This activity will continue, utilizing continually updated data to reflect changes and trends in initial findings.

In light of the concern over crime and the potential relationships between crime and related areas, interest by policy makers in both the original briefing and, more relevantly, in future updated data on briefing issues, has been substantial, and indicates that the briefing has served as a significant conduit to make BJS data available for use on specific issues of current Executive and legislative concern.

5 Year Program Projection

FY 1982-83

- o Distribute briefing package to key members of Congress, the Department of Justice and other Executive departments (2/82).
- o Distribute material and conduct follow-up briefings for key officials in DOJ (11/81).
- o Update data set forth in briefing materials to accurately reflect changes in rate of crime, criminal justice activity etc. (10/82).
- o Analyze trends reflected by changes in updated (6/82).

FY 1984-86

- o Review and continually update briefing data.
- o Respond to inquiries regarding changes in data findings.

GOAL V:

Objective V.2

Develop an Annual Report to the Nation on crime and the response to crime in order to provide the general public with a comprehensive understanding of crime, its prevention, and the functions of criminal justice administration system.

Project Description

During 1982, the Bureau of Justice Statistics (BJS) will produce the first report to the Nation on crime and the response to crime. Impetus for preparing this report developed out of the preparation, under the National Indicator System, of a White House briefing book on violent crime. The favorable reception of the briefing book demonstrated the informative power of BJS data when presented in a non-technical fashion. The objective of this report is to present a comprehensive picture of crime and criminal justice in the United States including topics concerning crime, victims, offenders, the criminal justice system, criminal justice processes, and the costs of the criminal justice system. Aimed at the general public, the report will attempt to view crime and justice from the citizen's perspective. Relying heavily on graphic presentation, the report will utilize a simple, non-technical format and will emphasize statistical indicators and trends in crime and justice. Statistics for the report will be developed from existing BJS data series as well as other sources including series collected by other Federal agencies, State and local data sets, and relevant research.

In order to inform the general public, our dissemination efforts will concentrate on the content of the report. Therefore, we plan to use a variety of techniques, in addition to report distribution, which target the media, educators, and other sources of secondary dissemination. Publicity about and distribution of the report is also planned for Federal, State, and local officials, as well as criminal justice professionals.

5 Year Program Projection

FY 1982-83

- o Complete preparation of final draft of the National Report (5/82).
- o Release of the National Report (10/82).
- o Dissemination of reports (10/82-1/83).

- o Analyze user response to report (6/83).
- o Based on user response initiate preparation of a revised edition (9/83).

FY 1984-86

- o During 1984-86 the second and subsequent editions of the National Report will be published.

GOAL V:

Objective V.3

Prepare and disseminate criminal justice bulletins to provide non-technical information derived from BJS and other data bases to the Congress, the business community, State and local criminal justice policy officials, and other users.

Program Description

Bureau of Justice Statistics bulletins were developed in 1981 as a major component of the Bureau's data analysis and dissemination program. The bulletins serve as the vehicle for the timely release of BJS annual data series as well as a medium for the presentation of statistics focusing on issues and topics of interest in crime and justice. The purpose of the bulletin program is to make available objective information in nontechnical language about the State of the Nation with respect to its problems of crime and the administration of justice. Topics to date have included: Prevalence of Crime; Prisoners in 1980, Veterans in Prison, Hispanic Offenders etc.

The audience for the bulletins includes legislators, policy makers, criminal justice researchers practitioners, and the concerned citizen. The bulletins provide timely statistical data input for utilization in connection with policy analysis, decisionmaking and research design.

5 Year Program Projection

FY 1982-83

- o BJS bulletins to be published monthly; documents will cover such topics as adult and juvenile institutional populations, probation and parole populations, prisoners under sentence of death, victimizations, violent crime, weapons, stranger-to-stranger crime, sentencing legislation, female offenders, and drug and alcohol histories of offenders.

FY 1984-86

- o Expand bulletin program in scope and frequency of publication.
- o Develop bulletins focusing BJS statistics on policy questions of current concern in the field of criminal justice.

GOAL VI

TO ASSIST STATES IN IMPLEMENTING AND ADAPTING OPERATIONAL INFORMATION SYSTEMS TO FACILITATE COLLECTION AND ANALYSIS OF CRIMINAL JUSTICE STATISTICAL DATA AT THE STATE AND LOCAL LEVEL AND TO MAINTAIN A DATA PROCESSING CAPABILITY TO ENHANCE BJS DATA ANALYSIS AND DISSEMINATION.

Objective VI.1

Complete documentation packages and achieve transferability status for major Law Enforcement Information Systems (LEIS) programs including POSSE, CASS, IMIS and FMIS to facilitate the collection and analysis of law enforcement data at the State and local levels.

Program Description

In 1979, the Bureau of Justice Statistics, assisted by the International Association of Chiefs of Police, initiated a program to develop and support the implementation of automated information systems designed to aid small and medium-sized law enforcement agencies. These systems are specifically designed to assist such agencies in meeting their operational and management needs in order that regular and comparable data can be captured to produce statistical reports for analytic and operational use.

The Law Enforcement Information Systems (LEIS) program provides multiple support to these agencies in such areas as police operations, crime analysis, investigative management and fleet management. Under the LEIS program, four major subsystems are nearing completion: (1) Police Operations Support System-Elementary (POSSE); (2) Crime Analysis Support System (CASS); (3) Investigative Management Information System (IMIS); (4) Fleet Management Information System (FMIS).

BJS will complete the computer program documentation and provide limited technical assistance to State and local law enforcement agencies permitting them economical access to operational information systems. As these systems have been designed to capture and maintain standardized data, they should prove beneficial to BJS in the collection and analysis of law enforcement information from multi-jurisdictions.



5 Year Program Projection

FY 82-83

- o Complete computer documentation and software for the LEIS programs by 3/82.
- o Provide State and local law enforcement agencies with machine-readable copies of existing operational systems (POSSE, CASS, IMIS and FMIS) on a continuing basis after 3/82.
- o Provide technical assistance to State and local law enforcement agencies in the submission of data to national reporting programs on a continuing basis.

FY 84-86

- o Continue to provide technical assistance to State and local law enforcement agencies in the submission of data to national reporting programs.
- o Continue to disseminate machine-readable copies of operational law enforcement information systems.

GOAL VI:

Objective VI.2

Develop technical procedures and standards to facilitate the submission of State and local criminal justice statistical data to BJS and support development and implementation of operational information systems to improve statistical data collection and analysis at the State and local level.

Program Description

Both BJS and its predecessor organization, NCJISS have recognized that the long-term regularized collection of statistical data reflecting criminal justice operations is dependent upon the development and implementation of procedures and systems (both manual and automated) which permit systematic input, collection and retrieval of data on a continuing basis. Consistent with this objective and, in recognition of the necessary linkage between operational and statistical data requirements, support has been provided over the past 7 years to assist States in developing and implementing automated systems serving the police, court and correctional components of the criminal justice system. As of this time, almost all States have received fiscal or technical assistance in this area. Costs of system operations have been assumed at the State or local level in a large number of cases.

Under this objective, efforts will be specifically directed toward the identification and development of technical procedures, specifications, data definitions and standards to enhance the statistical output of existing operational systems. Assistance will be provided to the States in organizing, utilizing and evaluating their own data needs and the capability of the existing systems. Additionally, some support will be provided for completion of ongoing development of those systems which have unique potential for statistical data output. It is anticipated that these efforts will make possible the more valid analysis of multi-jurisdictional data.

In light of the extensive commitment to States in this area and the critical interdependence between statistical and operational data collection, continuation of these efforts are necessary at this time to permit the long-term development of statistical data for use in decision making at the State level. Such data is particularly needed at this time to permit optimum allocation of limited fiscal and manpower resources.

5 Year Program Projection

FY 82-83

- o Review the technical characteristics of current State and local criminal justice statistical data series being collected pursuant to BJS requirements in the areas of data commonality, potential inter-face and coordination. (Final report by 10/82).
- o Provide technical assistance to State and local agencies in the implementation of previously developed operational information systems which support national statistical reporting on a continuing basis.
- o Establish a State/national coordinating committee to resolve technical and data reporting problems in the submission of correctional information. (Organizational committee meeting by 5/82.)
- o Develop and regularize reporting requirements for the submission of correctional data. (Specifications developed by 1/83.)
- o Develop a program strategy to upgrade technical coordination among BJS supported statistical series. (Strategy developed by 8/83.)

FY 84-86

- o Implement coordination strategy in a limited number of States.
- o Continue to provide technical assistance to State and local agencies in the implementation of automated operational systems which support national reporting of statistical data.
- o Continue and expand the automated collection of statistical data.
- o Maintain liaison with national/State correctional data reporting development.

GOAL VI:

Objective VI.3

Develop and maintain a data processing capability to facilitate and enhance collection, analysis and reporting of data by BJS.

Program Description

The Bureau of Justice Statistics performs a wide-range of in-house data management and analysis functions. Statistical analyses and descriptive presentations, frequently requiring fast turnaround response time, are prepared in support of the President, Congressional staff, the Attorney General and other key Department of Justice officials. Analytic and descriptive materials are also prepared in house in response to regular Bureau statistical program activities.

Due to the broad scope of the Bureau's program activities and in view of the limitation of personnel, fiscal, and equipment resources available for in-house data management operations, the Bureau frequently contracts with the Census Bureau and other public and private statistical entities in conducting large-scale data collection and management activities.

As an addition to these continuing arrangements, an effective in-house capability is essential if the Bureau is to fulfill its expanded duties regarding the ad hoc provision of responsive and policy-relevant statistical materials to key governmental authorities.

In recognition of this need, steps will be taken to explore a number of enhancements to the existing in-house data management capability including the acquisition of additional computer terminals equipped with CRT screens and printers, micro and mini computers for both analytic and administrative purposes etc. In addition to such hardware improvements, BJS staff will examine the feasibility of accessing additional software packages which may serve to improve existing BJS analytic capabilities, including in-house graphics services.

5 Year Program Projection

FY 1982-83

- o Conduct an ADP needs assessment of the data processing support needed by the Bureau and establish a data processing capability consistent with the Bureau's needs. Functional analysis completed by 3/82. (Data processing capability established by 2/83.)

- o Determine the technical feasibility of conducting BJS in-depth analysis of selected sub-sets of national and Federal statistical data bases and initiate analysis of selected statistical data to the extent feasible. (Feasibility study completed 6/82. Initiate analysis 12/82.)
- o Determine the state-of-the-art in specialized equipment and computer programs designed for statistical processing such as datagraphic terminals, statistical packages and specialized computer input and output devices. (Initiate testing of a graphics capability by 1/82. Recommend other specialized equipment by 10/82.)

FY 84-86

- o Enhance the Bureau's data processing capability with specialized equipment and computer programs design for statistical processing and graphic output display.
- o Continue to receive on a regular basis selected statistical data bases for intensive Bureau analysis.
- o Respond in an automated form to special "demand" information requests for statistical reports from State, local and other Federal agencies.
- o Investigate the feasibility of a computer to computer interface with State systems for obtaining selected data for statistical analysis.

GOAL VII

TO ENSURE PRIVACY, SECURITY AND CONFIDENTIALITY OF IDENTIFIABLE INFORMATION AND TO PROVIDE LEADERSHIP IN THE DEVELOPMENT AND ANALYSIS OF INFORMATION POLICIES IMPACTING ON THE CRIMINAL JUSTICE SYSTEM.

Objective VII.1

Maintain in-house legal and technical staff resource to direct development and implementation of BJS policies and procedures consistent with statutory requirements regarding privacy, security and confidentiality of criminal justice data and related relevant regulations, policies and guidelines.

Program Description

As a corollary to its legislative mandate regarding data collection and analysis, the BJS has specific statutory responsibility for ensuring privacy, security and confidentiality of identifiable data collected by and/or through systems supported by the BJS (Section 818 (a) and (b) of Justice System Improvement Act; also 28 CFR Parts 20 and 22). BJS is also responsible for ensuring that data access, transfer and publication policies are consistent with other governmental requirements such as the Privacy Act, Freedom of Information Act, and relevant Office of Management and Budget requirements.

The scope of the statutory confidentiality protections attaching to BJS statistical data is uniquely comprehensive. Specifically, identifiable data may not be revealed, transferred or utilized for non-research or statistical purposes. Additionally, such data is not subject to subpoena and may not be admitted, without individual consent, in any judicial, administrative or legislative proceeding. Violations of these statutory assurances are subject to fines not to exceed \$10,000. The BJS confidentiality protections were first enacted in 1973 and historically, have served as landmark models for data disclosure policies both within the Federal government and the private sector.

Since the objective of these assurances is to minimize respondent concern over data utilization and accordingly, to upgrade credibility and validity of BJS data findings, compliance with confidentiality requirements is critical to the long term achievements of BJS goals.

The in-house privacy and confidentiality resource provides continuing legal and technical guidance to ensure that BJS activities (both in-house and contract supported) are consistent with the statutory limitations. Efforts have been

specifically directed to development of materials explicating BJS policy, at negotiation and drafting of inter-agency agreements establishing BJS authority, and to oversight regarding State/local contractor activity relating to data disclosure and relevant information management.

Additionally, in recognition of BJS' long-standing efforts and statutory responsibility in the area of criminal history information, major efforts are also directed at providing materials and direction to assist States and other governmental entities in establishing and implementing standards to ensure privacy and security of criminal history data consistent with DOJ legislation, individual State legislation and good information management procedures. Standards in this area address, for example, limitations on data access, data security and individual rights of record review. A single BJS contact point has been established to monitor legislative and case-law activity in this area and to respond to inquiries regarding the legal, legislative and operational impact of changing privacy, confidentiality and security factors.

In light of the increasing concern over crime control and the recognition that appropriate access to and utilization of accurate and complete criminal history data may be relevant to law enforcement efforts, continued activity in the area of criminal justice information policy is particularly critical at this time.

#### 5 Year Program Projection

##### FY 1982-83

- o Complete report describing comprehensive legal and operational analyses of multi-agency confidentiality requirements (1/82).
- o Complete draft Memo of Understanding establishing joint BJS-Census confidentiality procedures (4/82).
- o Update and issue Handbook defining BJS legal and technical confidentiality requirements and procedures (1/83).
- o Release and distribute comprehensive document "Criminal Justice Data Security Techniques" identifying and classifying physical and administrative techniques to ensure security of automated information (6/82).
- o Release and distribute Guide to Data Security Procedures (6/83).

- o Review and, if appropriate, distribute report of findings on study to assess impact of confidentiality restrictions on data utility, validity, accessories (7/82).
- o Develop major document Privacy Audit Techniques (7/82).
- o Conduct training program in privacy audit procedures to enable States to monitor State privacy activity (8/82).
- o Review and issue BJS bulletin describing and analyzing trends in State privacy and security legislation (9/82).
- o Review Privacy Certification and/or other confidentiality assurances, where appropriate, in connection with BJS data collection, questionnaire development (ongoing/ continuous).
- o Maintain liaison with DOJ, OMB regarding data management, questionnaire clearance, data disclosure policy (ongoing).

##### FY 84-86

- o Review, update, and revise confidentiality agreements between BJS and Census.
- o Update and reissue Handbook defining Confidentiality standards.
- o Establish ongoing Confidentiality panel composed of representatives of academia, criminal justice and the public to identify and analyze issues relevant to data confidentiality management and dissemination.
- o Identify and analyze emerging techniques to secure data consistent with state-of-the-art statistical procedures, hardware capabilities, security procedures (10/85).

GOAL VII:

Objective VII.2

Identify and provide assistance in the analysis, development and implementation of information policies which impact on the operation of the criminal justice system, the development of criminal justice intervention strategies and the conduct of criminal justice statistical activity.

Program Description

Since the inception of the privacy, security and confidentiality program, BJS and its predecessor organization, NCJISS, have played a major role in the continuing Federal-State dialogue regarding policies for management of identifiable criminal justice data; disclosure and security of research and statistical data, Federal-State exchange of criminal information, protection of intelligence data and interstate negotiation of information policies. These activities directly correspond to BJS' programmatic mandate to collect and analyze data and to support the development of those systems which can generate criminal justice statistical information. These efforts are also responsive to specific legislative provisions set forth in Section 818 (a) and (b) of the JSIA. The significance of these activities is heightened at this time by the increasing automation of criminal justice data, the growing recognition that access to criminal justice data is necessary to support law enforcement intervention strategies and the fact that budgetary constraints may encourage increased joint utilization of data resources both in the operational and statistical areas.

Activities undertaken under this objective of the privacy and security program are intended to provide Federal and State government decision-makers in both the executive and legislative branches with data relevant to criminal justice information policy issues. Efforts have been directed, for example, to initiation of a comprehensive and continuing process for the review, collation and analysis of State criminal justice privacy legislation. Documents compiling relevant statutes are issued biannually and include comparative analytic graphics which provide a single source input to Federal Executive and legislative deliberations. Data made available under this effort is specifically relevant to the currently ongoing negotiation of procedures for Federal-State exchange of criminal justice data.

Other efforts under this program include the continuing identification of changing legal and operational issues

relevant to criminal justice statistics and information management. Specific efforts have been directed to, among others, the legal and legislative implications of confidentiality protections, the Constitutional and common law status of media access to data, the statutory, constitutional and operational factors governing decisions regarding private employer access to data.

5 Year Program Projection

FY 1982-83

- o Review and issue Compendium of State Privacy Legislation (1980 Update) (4/82).
- o Review and issue analytic report Privacy and the Private Employer, defining constitutional, legislative, and procedural factors relating to employer data access (3/82).
- o Review and release analytic report Privacy and the Media defining factors relevant to media access to criminal justice data (1/82).
- o Conduct major colloquium to identify, analyze and document critical information policy issues relevant to currently identified criminal justice initiatives and intervention techniques (9/82).
- o Prepare and issue comprehensive report discussing emerging criminal justice information issues as identified by criminal justice, governmental, private sector, academic community (10/83).
- o Prepare and issue document analyzing impact of juvenile record confidentiality limitations on criminal justice statistical analysis (6/82).
- o Prepare and issue bulletin discussing impact of legal restrictions on access to juvenile justice data on statistical validity (5/83).
- o Update and issue comprehensive Compendium of State Privacy Legislation (document to incorporate previously reported statutes in a single source) (9/83).
- o Prepare, analyze and publish report on State legislative trends and impact on interstate data exchange (9/83).
- o Identify, analyze and issue reports on two additional priority issues regarding privacy, security and criminal

justice information policy. (Issues may include for example, indepth empirical analysis of employer access to data; interstate data exchange.) (9/83).

FY 1984-86

- o Continue process to follow State legislation; publish biannual reports on legislative enactments; trends, changes.
- o Identify and analyze impact of changes in technology on criminal justice information practices, including impact on statistical data access, Federal/State data exchange and development of criminal justice priorities and intervention techniques.
- o Continue identification and analysis of priority information policy issues.

GOAL VIII

TO INCREASE THE UTILIZATION OF JUSTICE STATISTICS BY INFORMING POTENTIAL USERS OF THE AVAILABILITY OF DATA, PERFORMING OTHER USER SERVICES, AND PROVIDING STATISTICAL INFORMATION IN A FORM THAT IS ADAPTED TO POLICY NEEDS AND IS READILY COMPREHENSIBLE TO NON-STATISTICIANS.

Objective VIII.1

Develop and maintain a program, in accord with Office of Management and Budget policy, to determine the data needs of potential justice statistics users and to inform them of the availability and accessibility of such statistics and of the user services available through BJS. In addition, support criminal justice and statistical professional membership organizations that provide BJS with policy recommendations, technical support, and access to networks of officials that support submission of national statistical data.

Program Description

The Office of Management and Budget (OMB) has noted that: "...the great volume of statistics produced by the Federal Government is seriously underutilized both inside and outside of the government, and that this condition can be attributed primarily to the lack of adequate information about and access to Federal statistical data bases... and ...that problems of ensuring access to federally collected statistical data and providing adequate services to those who need to use the data are among the most serious pervasive difficulties facing Federal statistics in the 1980's." (Office of Management and Budget, "Implementing a New Federal Data Access Policy" in Statistical Reporter, pp. 475-79, September 1981.)

This objective is designed to be responsive to part of that data access policy, namely, informing those with a need for justice statistics of the availability of such statistics. The activities under this objective include the development of a mailing list for BJS publications based on proactive identification of agencies and individuals who should be using Bureau data. It also includes the development of several publications that are aimed at describing the data and user services available through the Bureau, describing in detail the data bases available from the Bureau, and indexing the actual data elements available through Bureau documents and data bases. Finally, this objective encompasses activities aimed at developing and maintaining liaison with major potential user groups for the purpose of determining their data needs and informing them of the data available to meet those needs and supporting those organizations that provide BJS with policy recommendations, technical support, and access to networks of

officials that support submissions of national statistical data.

#### 5 Year Program Projection

##### FY 1982-83

- o Redesign the BJS mailing list by inviting key government agencies and others with a need for justice statistics to place their names on the list (10/81).
- o Submit on a monthly basis to the OMB publication Statistical Reporter, a description of recently released BJS reports and machine-readable data files. (monthly)
- o Design, publish, and disseminate a brochure describing the data and user services available through BJS (4/82).
- o Design, publish, and disseminate the first and second annual editions of a catalog of BJS publications and machine-readable data files, their content, and how to obtain them (6/82 and 6/83).
- o Develop, publish, and disseminate an index to data variables available in BJS data bases (8/82).
- o Develop and maintain liaison with major statistical, criminal justice, private sector, academic and professional membership organizations, and other potential users of justice statistics to determine their data needs and to inform them of the availability and utility of data for their needs and of the user services program of BJS. (ongoing, ad hoc)

##### FY 1984-86

- o Conduct annual update of BJS mailing list.
- o Continue monthly submissions to the Statistical Reporter of recently released BJS reports and data files.
- o Reissue BJS descriptive brochure on approximately a biennial basis as changes in data availability dictate.
- o Issue annually a complete updated catalog of BJS publications and machine-readable data files.
- o Maintain, update, and periodically reissue the index of BJS data variables.
- o Maintain liaison with major user groups and potential user groups.

#### GOAL VIII:

##### Objective VIII.2

Maintain a national criminal justice data archive and information network to provide machine-readable data files of BJS, National Institute of Justice, the National Institute of Corrections, the Office of Juvenile and Delinquency Prevention, and other high quality criminal justice data bases and to conduct training and technical assistance in their use.

##### Program Description

This objective encompasses the National Criminal Justice Archive and Information Network (CJAIN) that has been sponsored by the Bureau since 1977 at the Inter-University Consortium of Political and Social Science at the University of Michigan. The Archive supports those users whose data needs are not satisfied by published statistics. All BJS data bases, plus other data sets relevant to criminal justice, are stored at the archive. Tapes of these files are disseminated in a form compatible with a user's computing facility, so that the user may produce data analyses of interest. The archive also provides technical assistance in use of archived data and conducts an annual training seminar in their use. Archive holdings are continually updated and expanded.

#### 5 Year Program Projection

##### FY 1982-83

- o Continue acquisition, processing, and dissemination of machine-readable criminal justice data through CJAIN. (ongoing)
- o Continue annual training seminar, sponsored by the archive, to facilitate use of archive holdings. (8/82 and 8/83)
- o Improve coordination with National Institute of Justice in archiving NIJ data sets particularly useful for secondary analysis. (ongoing)

##### FY 1984-1986

- o Continue acquisition, processing, and dissemination of machine-readable criminal justice data through CJAIN.
- o Continue annual training seminar, sponsored by the archive, to facilitate use of archive holdings.

GOAL VIII:

Objective VIII.3  
Continue annual publication of the Sourcebook of Criminal Justice Statistics.

Program Description

The Sourcebook of Criminal Justice Statistics has been produced under BJS sponsorship since 1972. It is a single, comprehensive volume containing available statistical information about victims of crime, criminal activity, criminal justice processing, criminal justice expenditures, and related subjects. It provides Department of Justice staff, researchers, and other interested persons an easy-to-use reference work. The Sourcebook puts otherwise unobtainable information in the hands of planners and saves hours of time for researchers.

5 Year Program Projection

FY 1982-83

- o Publish the tenth and eleventh annual editions of the Sourcebook of Criminal Justice Statistics (7/82 and 7/83).
- o Develop a plan to decrease the production and publication times for the Sourcebook (1/83).

FY 1984-86

- o Continue annual publication of the Sourcebook, using the accelerated production schedule developed in FY 1983.

GOAL VIII:

Objective VIII.4  
Respond to the information and analytic needs of the Department of Justice, the Administration, the Congress, the media, and the general public.

Program Description

A recent publication from the Office of Management and Budget has noted that: 'Data access' has many meanings and, while to statisticians the term may connote getting one's hands on a data tape, to policymakers data access may mean receiving statistical information in a form that is readily comprehensible to the lay-person and adapted to policy needs.

This objective is designed to do just that. It includes establishing a single contact point in the Bureau for responding to all requests for statistical information, developing and maintaining a "statistical service program" to serve the users of BJS data, and the design, development, and operation of a system to keeping track of these requests to serve as a continuing "feedback" mechanism to inform BJS of the relevancy of its data and the uses to which they are put.

5 Year Program Projection

FY 1982-83

- o Establish a single contact point within BJS for responding to all requests for statistical information (1/82).
- o Develop and maintain a "statistical service program" for responding to ad hoc requests for statistical information including the provision of data and analytic products, assessment of data quality, accessibility, and utility, and advice on appropriate analytic techniques and interpretation (on-going).
- o Design, develop, and operate a system for responding to and recording information about ad hoc requests (1/82).
- o Analyze ad hoc requests for information received in the past year to determine refinements needed in the statistical services program and implications for modifications to the overall BJS data collection, analysis, publication, and dissemination program. (4/82 and 4/83)

FY 1984-86

- o Continue operation of the statistical services program, including system for recording information about ad hoc requests.



- o Analyze annually ad hoc requests for information to determine refinements needed in the statistical services program and implications for modifications to the overall BJS data collection, analysis, publication, and dissemination program.

**END**