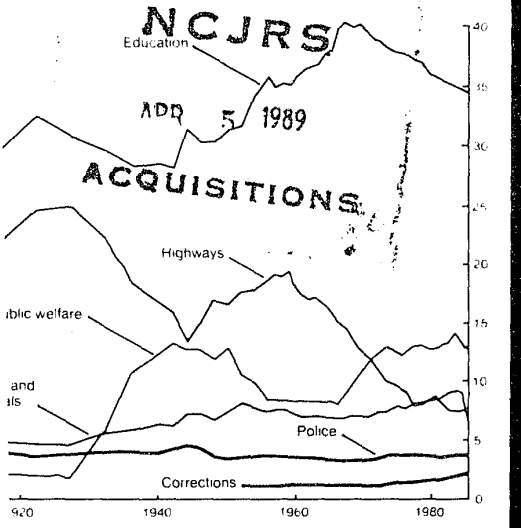
U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Statistics

Bureau of Justice Statistics Annual Report Fiscal 1988

Trends in State and local spending:
Police and corrections vs.
other major government activities



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U.S. Department of Justice
Office of Justice Programs
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Bureau of Justice Statistics Annual Report

Fiscal 1988

April 1989
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U.S. Department of Justice
Bureau of Justice Statistics

Joseph M. Bessette
Acting Director

Acknowledgments. This report describes the activities of the Bureau of Justice Statistics (BJS) during fiscal 1988 and presents the most current data available from the BJS statistical and analytical programs. These programs are under the direction of Joseph M. Bessette, Acting Director; Benjamin H. Renshaw III, Deputy Director for Management and Intergovernmental Affairs; Charles R. Kindermann, Associate Director for National Statistical Programs; and S.S. Ashton, Jr., Assistant Director for State Statistical Programs. The report was assembled by Sue A. Lindgren. Report production was administered by Marilyn Marbrook and Marianne Zawitz, assisted by Jeanne Harris and Yvonne Shields.

The Justice Assistance Act of 1984 (42 U.S.C., 3789e), as amended, requires that "Not later than April 1 of each year . . . the Director of the Bureau of Justice Statistics . . . shall . . . submit a report to the President and to the Speaker of the House of Representatives and the President of the Senate, on [the Bureau's] activities under this title during the fiscal year next preceding such date."

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

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

U.S. Department of Justice

Bureau of Justice Statistics

Office of the Director

Washington, D.C. 20531

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

I am pleased to report on the activities of the Bureau of Justice Statistics during fiscal 1988 as required by 42 USC 3789e.

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

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

Respectfully submitted,

Joseph M. Bessette

Joseph M. Bessette
Acting Director

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Introduction

In 1967, The President's Commission on Law Enforcement and Administration of Justice (the Katzenbach Commission) devoted a chapter to criminal justice statistics. That chapter, entitled "Criminal statistics — An urgently needed resource," began with the following comments:

"Over 30 years ago a distinguished Commission appointed by the President of the United States to study crime and propose measures for its control reported serious deficiencies in essential information at the national level. Calling 'accurate data . . . the beginning of wisdom,' the Wickersham Commission recommended development of a 'comprehensive plan' for a 'complete body of statistics covering crime, criminals, criminal justice, and penal treatment' at the Federal, State, and local levels and the entrusting of this plan at the Federal level to a single agency.

"Had this recommendation been adopted, the present Commission would not have been forced in 1967 to rely so often on incomplete information or to conclude so frequently that important questions could not be answered."*

The Katzenbach Commission reissued the recommendation for such a Federal criminal justice statistics agency. Two years later, a modest justice statistics effort was established administratively within the new Law Enforcement Assistance Administration; but it was nearly a decade later, in 1979, when the Justice System Improvement Act established the Bureau of Justice Statistics (BJS) as an agency within the Department of Justice with specific statutory responsibilities to—

- collect, analyze, publish, and disseminate statistics on crime, victims of crime, criminal offenders, and operations of justice systems at all levels of government
- provide financial and technical support to State statistical and operating agencies
- analyze national information policy on such issues as the privacy, confidentiality, and security of criminal justice data and the interstate exchange of criminal records
- provide basic information on crime and justice to the President, the Congress, the judiciary, State and local governments, the public, and the media.

The Bureau of Justice Statistics was reauthorized with additional responsibilities by the Justice Assistance Act of 1984 and the Anti-Drug Abuse Act of 1988.

BJS data collection and analysis

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

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

*The President's Commission on Law Enforcement and Administration of Justice, *Task force report: Crime and its impact— An assessment* (Washington: USGPO, 1967), p. 123.

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

BJS publications

During fiscal 1988 BJS prepared and published 42 reports, data releases, and user guides.

Bulletins and Special Reports

BJS Bulletins, begun in 1981, present data gleaned from various BJS statistical series. In a concise, easy-to-read format each BJS Bulletin presents the latest information on certain aspects of crime or the administration of justice. Most Bulletins are annual reports, releasing updated information from ongoing BJS statistical series.

BJS Special Reports, begun in 1983, also are aimed at a broad audience. Each issue focuses on a specific topic in criminal justice, often analyzing BJS data in greater depth than possible in the first release of data from a BJS statistical series in a Bulletin or press release.

Press releases

The findings in each BJS Bulletin and BJS Special Report are summarized in a press release to ensure their wide exposure to policymakers and the public. Occasionally, to expedite public communication, press releases alone are used to announce new BJS findings. During fiscal 1988 this was done in March for the first release of 1987 victimization data and in September for midyear prisoner counts.

BJS press releases and reports receive wide coverage in the electronic and print media and are often cited in newspaper editorials. During fiscal 1988 BJS press releases appeared in nearly 4,000 articles in newspapers with circulations totaling in the millions. BJS data stories also are covered routinely by local and network telecasts and radio programs.

Detailed tabulations

BJS also releases detailed tabulations from its data series. These reports often run to more than 100 pages. They contain extensive cross-tabulations of the variables in the BJS data collection series. The reports provide full access to BJS data by persons who find it impractical to use the data tapes. The reports also explain data collection methodology, define terms, and include copies of questionnaires used.

Technical Reports

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

Sourcebook

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

Report to the Nation

During fiscal 1988 BJS published *Report to the Nation on crime and justice: Second edition.* This nontechnical portrait of crime and its victims is in a news magazine format with color graphics and maps. It highlights the latest research and statistics, much of which were developed by BJS.

The report is designed to inform the public, the news media, criminal justice officials, researchers, and students. It answers such questions as: How much crime is there? Is it increasing or decreasing? Whom does it strike? When and where does it happen? Who is committing the offenses? What are we doing about it? How much does the criminal justice system cost?

Along with subjects covered in the first edition, the new report adds facts on—

- high-technology crime
- organized crime
- drunk driving
- laws that govern the civilian use of deadly force
- forfeiture
- sentencing practices and outcomes
- prison crowding
- the privatization of criminal justice functions
- the links between drugs, alcohol, and crime
- other topics.

The fully indexed publication has 134 easy-to-read pages of text, tables, graphics, and maps that update the Bureau's award-winning first edition published in 1983.

Like the first landmark edition, which was the first attempt to describe comprehensively crime and the justice system in a nontechnical format, the second edition was enthusiastically welcomed by the criminal justice community. Each edition was a major work effort of BJS.

A technical appendix to the second edition also was published in fiscal 1988. This 93-page document provides details on the multitude of data sources used in the report, the data used in graphics, and methodological notes relevant to the data in the report.

BJS data reports

Two other statistical overviews, *BJS data report, 1986* and *BJS data report, 1987*, were published during the fiscal year. These reports present highlights of the most current data from the BJS statistical series.

Guides to BJS data

The pamphlet *How to gain access to BJS data* describes the programs of the Bureau and the availability of data from the various BJS series.

Periodically, BJS publishes *Telephone contacts.* It lists a wide range of topics in criminal justice and gives the names and phone numbers of the BJS staff members most familiar with each topic.

BJS clearinghouses and report distribution

A total of 744,387 copies of BJS reports were distributed in fiscal 1988, including those printed in earlier years. There are three primary mechanisms by which BJS reports are disseminated.

BJS sends reports to persons who have asked to be on 1 or more of 11 BJS mailing lists to get new reports on specific data series. In fiscal 1988 almost 20,000 persons were on BJS mailing lists. Currently, the mailing list is divided into 11 topical categories of user interest, with between 2,500 and 19,700 names in each category:

- National Crime Survey reports of victimization statistics
- adult corrections
- juvenile corrections
- prosecution and adjudication in State courts
- drugs and crime
- justice expenditure and employment
- white-collar crime
- Federal justice statistics
- privacy and security of criminal history information
- BJS Bulletins and Special Reports
- *Sourcebook of criminal justice statistics.*

Between 2,500 and 25,000 copies of each BJS report are distributed to the mailing lists depending on the topic and the number of persons signed up for that category. In fiscal 1988 a total of 518,511 reports were distributed in this manner. Persons on the mailing list must notify BJS annually that they are still interested in receiving BJS reports, or their names are purged from the list.

BJS reports also are distributed through the BJS Justice Statistics Clearinghouse. The clearinghouse sends reports in response to a request for a particular title or in response to a general inquiry for information on a specific topic. The clearinghouse also takes copies of BJS reports to professional meetings, where the participants can obtain them at the BJS display.

In fiscal 1988 the clearinghouse distributed 175,000 copies of BJS reports to persons who contacted the clearinghouse, by telephone, mail, or in person. Of these, 77,547 reports were sent to persons with general questions, and another 46,412 were sent to persons who requested a specific report. Other functions of the BJS Justice Statistics Clearinghouse are described below.

Finally, the National Criminal Justice Reference Service (NCJRS) notifies persons on its mailing list of forthcoming BJS publications. Users then request copies of desired publications; in fiscal 1988 more than 50,000 copies of BJS reports were distributed in this manner. Of the 74,000 persons on the list—

- 72.8% are Federal, State, or local policymakers or criminal justice practitioners
- 14.6% are researchers or academicians
- 12.6% work for professional and community organizations and the media.

To register for the NCJRS or BJS mailing list or to order a BJS report, write to NCJRS, P.O. Box 6000, Rockville, MD 20850, or call 800-732-3277 (in Maryland and the Washington, D.C., metropolitan area, dial 301-251-5500).

Justice Statistics Clearinghouse

To assist persons seeking crime and criminal justice data, BJS supports the Justice Statistics Clearinghouse at NCJRS. The clearinghouse makes available more than 140 BJS publications.

In fiscal 1988 the clearinghouse responded to 6,280 telephone requests for information. Callers to the clearinghouse were:

Federal policymakers and practitioners	6%
State and local policymakers	5
State and local criminal justice practitioners	23
Private organizations	30
Faculty and students	26
Other	10

The BJS representative, who specializes in BJS statistical resources, can be reached toll free by dialing 800-732-3277 (in Maryland and the Washington, D.C., metropolitan area, dial 301-251-5500).

Data Center & Clearinghouse for Drugs & Crime

BJS established a specialized Data Center & Clearinghouse for Drugs & Crime during fiscal 1988 with funds provided by the Bureau of Justice Assistance. BJS saw the need for easier access to existing data on drug law enforcement and the justice system's treatment of drug offenders and non-drug offenders who are drug users. Until now, persons in need of such data have had to contact many sources throughout Federal, State, and local governments.

The Data Center & Clearinghouse—

- provides easy access to existing data
- evaluates the statistical sufficiency and adequacy of the data for policymaking
- develops analyses in lay language that will help explain the nature of drug enforcement in this country
- is developing a comprehensive report on drugs modeled on the BJS *Report to the Nation on crime and justice*.

The clearinghouse can be reached toll-free by dialing 800-666-3332; the mailing address is 1600 Research Boulevard, Rockville, MD 20850.

More details about the Data Center & Clearinghouse are given in the "BJS reports on . . . drugs" section of this report.

National Archive of Criminal Justice Data

BJS sponsors the National Archive of Criminal Justice Data at the Inter-university Consortium for Political and Social Research at the University of Michigan. The archive assists users whose needs are not satisfied by published statistics.

All BJS data tapes (covering most of the BJS data series) and other high-quality data are stored at the archive and disseminated via magnetic tapes compatible with the user's computing facility. The archive maintains 250 different criminal justice data sets and provides access to thousands of others. Approximately 50 new data sets are received each year.

The archive can be reached by writing the National Archive of Criminal Justice Data, Inter-university Consortium for Political and Social Research, P.O. Box 1248, Ann Arbor, MI 48106, or telephoning 313-763-5010.

State Criminal Justice Statistics Catalog and Library

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

National Clearinghouse for Criminal Justice Information Systems

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

This clearinghouse—

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

During fiscal 1988 the clearinghouse produced, and BJS published, *Criminal justice microcomputer guide and software catalogue*. This guide and catalogue is designed to assist small or medium-sized criminal justice agencies with little experience in computer technology to define their needs for an appropriate automated system and analyze, evaluate, and score software packages, hardware components, vendors, and services.

The report has two parts and four indexes:

- Part I, the microcomputer guide, describes the basics of computer hardware and software, explains the different ways hardware and software can fit together to solve criminal justice problems, and outlines step by step how to select a system.
- Part II, the software catalogue, describes more than 150 existing proprietary and public-domain software applications designed specifically for use by the criminal justice community, explaining each product's functions and providing contact names and numbers.
- The four indexes categorize the software catalogue entries by vendor or agency, criminal justice discipline, type of microcomputer used, and public domain.

Updates of the software catalogue are issued periodically.

BJS reports on . . .

Crime and its characteristics

The extent and nature of crime are prime social indicators. Public officials, criminologists, researchers, and the public use them to assess the effectiveness of policies and programs to reduce crime. Just as key economic indicators measure the health of the U.S. economy, crime indicators measure the safety and security of the American public.

The largest BJS statistical series, and the second largest ongoing survey undertaken by the Federal Government, is the National Crime Survey (NCS). The NCS—

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

In March BJS released preliminary victimization rates for 1987. Basically unchanged from 1986, they remained at the lowest level in the 14-year history of the NCS. This report was released on the accelerated schedule, adopted in fiscal 1985, that has reduced the time between the reference year and the release date by 5 months. This earlier release results from methodological work aimed at expediting publication of the data. The American Statistical Association evaluated the preliminary method during the year and endorsed the statistical methodology on which the estimates are based. In October final results confirmed the preliminary estimates. For example, the final rate for crimes of violence was 28.6 per 1,000 persons vs. the preliminary rate of 28.0. The October report did show a 1.8% increase in the overall volume of crime, a change that was not large enough to affect the rates.

In fiscal 1988, for the eighth year, BJS released *Households touched by crime, 1987* (BJS Bulletin, May 1988). This NCS indicator showed that victimization by crime—one of the most common negative life events a family can suffer—touched 24% of U.S. households in 1987.

As shown by both the rate and the households-touched-by-crime indicators, persons and households in the northeastern United States were the least and those in the West were the most vulnerable to crime.

In fiscal 1988 BJS developed plans for obtaining information on school crime through an NCS supplement. Data collection on school crime began in January 1989 and will continue for 6 months. Topics covered include extent of school crime, drug use in schools, fear of becoming a crime victim at school, and self-protective measures used by students at school. The NCS supplement program is discussed in the "New initiatives" section of this report.

During the year BJS continued with the National Crime Survey redesign. In July 1986 interviewers began using a new questionnaire with several questions designed to elicit victims' post-victimization experiences with the criminal justice system. Preliminary data from the new questionnaire were analyzed for a fiscal 1989 report; information from the NCS will then be available for the first time on victims' experiences with the criminal justice system.

National pretests of the redesigned questionnaire were conducted in February/March and August/September 1988 and February/March 1989. This questionnaire is expected to better screen for, and therefore yield, greater numbers of difficult-to-measure crimes such as rape and family violence. Major redesign changes to the NCS were introduced in 5% of the sample in fiscal 1989, with full implementation planned for 1991.

Seven reports on criminal victimization were produced in fiscal 1988. Topical NCS reports included—

- *Elderly victims* (BJS Special Report, November 1987)
- *Violent crime trends* (BJS Special Report, November 1987)
- *Motor vehicle theft* (BJS Special Report, March 1988)
- *The seasonality of crime victimization* (May 1988).

Several of these reports combine data over a number of years to allow greater indepth analysis than possible with a single year's data.

Also released during the year were final 1986 NCS estimates in *Criminal victimization 1986* (BJS Bulletin, October 1987) and *Criminal victimization in the U.S., 1986* (BJS Final Detailed Report, August 1988).

In addition to annual NCS reports, these topical NCS studies are planned for fiscal 1989:

- Hispanic victims
- black victims
- injuries in criminal victimization
- self-protection
- an overview report and a detailed report on the NCS redesign
- new data from the redesigned NCS such as offenders' use of alcohol and drugs, protective actions taken by victims and bystanders, and actions taken by the criminal justice system when a crime is reported.

BJS continued to play a crucial role in the redesigned Uniform Crime Reporting program during fiscal 1988. BJS invited States not already recipients of BJS cooperative agreement awards to apply for redesign funding. Seven States were selected for funding, and awards ranging from $100,000 to almost $390,000 were processed. BJS expects that 10 to 15 States will apply for fiscal 1989 funding to begin the redesign in the State. It appears that by June 1989 BJS will be supporting the redesign in at least 30 States.

BJS also continued its work with the Federal Bureau of Investigation (FBI) in defining data specifications of the new program — now officially identified as the National Incident-Based Reporting System (NIBRS). The specifications, released in September 1988, set the stage for substantial activity in the States over the next several years.

In May BJS published its first report on international crime rates. The study focused on homicide, rape, robbery, larceny, burglary, and automobile theft — the crimes most likely to be understood and defined in the same general way from country to country. The data were obtained from the United Nations, the International Police Organization (Interpol), and the World Health Organization (WHO).

This is the first time comparative crime data from the three sources have been compiled in one report. It includes statistics from 41 countries, with emphasis on nations in Europe and the Western Hemisphere.

Most of the statistics are based on crimes reported to law enforcement authorities in each nation. However, differences in criminal justice systems, definitions of offenses, recordkeeping, and methods of reporting statistics make it impossible to compare precisely crime rates in different countries.

Crime trends

About 1.8% more crimes were committed in the United States in 1987 than in 1986. The BJS National Crime Survey estimated that 34.7 million personal and household crimes were committed throughout the Nation during 1987 vs. 34.1 million in 1986.

This rise in personal crimes (rape, robbery, assault, and theft) and household crimes (burglary, household larceny, and motor vehicle theft) ended a 5-year trend of falling crime rates. In 1986 personal and household crimes had fallen to their lowest levels in the survey's 15-year history.

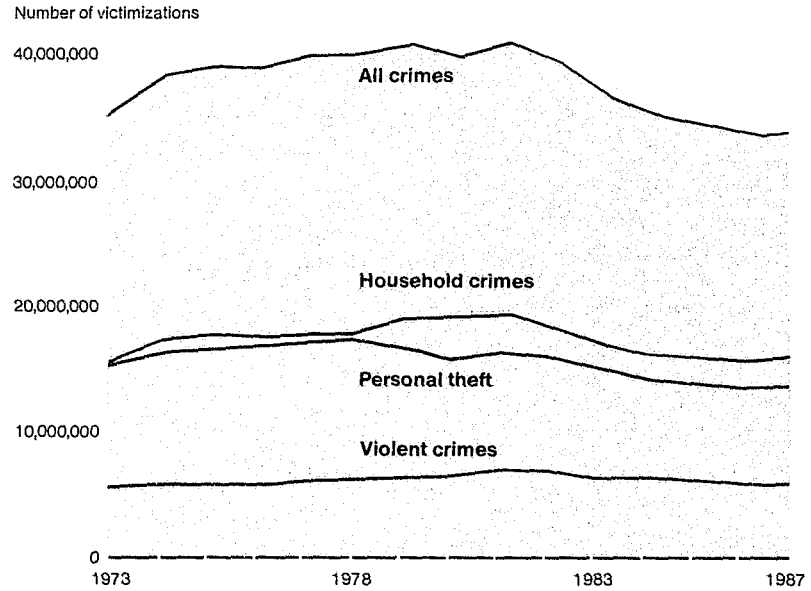
Even with the 1987 increase there were 16% fewer crimes in 1987 than in 1981.

In crimes per 1,000 residents and per 1,000 households few types of offenses showed statistically significant changes from 1986 to 1987. The only violent crime to change significantly was aggravated assault with injury, which fell by 15%.

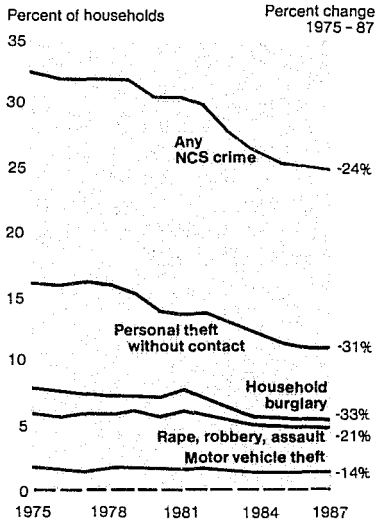
In 1987 an estimated 29 violent crimes were committed per 1,000 persons age 12 and older; this was 19% lower than the peak of 35 such offenses per 1,000 persons during 1981.

Regionally, between 1986 and 1987 the personal crime rate grew only in the West, where it rose by 8.6%. In the South it fell by 4.8%. In the Northeast and in the Midwest it did not change significantly.

Victimization trends, 1973-87



Households touched by selected crimes of violence and theft, 1975-87



The proportion of households affected by a theft or a violent crime has never shown a year-to-year increase since 1975, the first year for which BJS estimated the number of households touched by crime.

About 1 million fewer households were touched by crime last year than during 1975, even with 18 million more homes now than then.

The improvement was greater among white than among black households. From 1975 to 1987 crime fell by 25% against white households but only by 15% against black households. The main difference was that household thefts from black homes failed to decline.

Black and white households had similar declining trends for violent crimes, personal thefts, and burglaries.

According to several characteristics that measure their severity, violent crimes, especially ones committed by strangers, were no more violent in 1985 than in 1973. Each year during 1973-85—

- about 40% of the people attacked by strangers faced an armed offender
- about 25% of the people attacked by strangers were injured
- the percentage of persons attacked by strangers who were seriously injured or required some medical care did not change significantly.

Sources: Criminal victimization 1987. Households touched by crime, 1987. Violent crime trends.

The volume and rate of crime

The National Crime Survey reported 34.7 million victimizations for 1987:

	Number of victimizations	Victimizations per 1,000 population age 12 and older
Personal crimes		
of violence	5,661,000	28.6
Rape	141,000	.7
Robbery	1,030,000	5.2
Assault	4,489,000	22.7
Aggravated	1,543,000	7.8
Simple	2,946,000	14.9
of theft	13,344,000	67.5
		Victimizations per 1,000 households
Household crimes		
Burglary	5,623,000	61.3
Larceny	8,624,000	94.0
Motor vehicle theft	1,479,000	16.1

In 1987 crime touched 22.3 million households — 24% of all households:

	Number of households	Percent
Personal crimes		
of violence	4,190,000	4.6%
Rape	108,000	.1
Robbery	884,000	1.0
Assault	3,378,000	3.7
Aggravated	1,258,000	1.4
Simple	2,374,000	2.6
of theft	10,074,000	11.0
Household crimes		
Burglary	4,717,000	5.2
Larceny	7,236,000	7.9
Motor vehicle theft	1,379,000	1.5

People living in the West were significantly more likely to have been victims of personal and household crimes in 1987 than those in other U.S. regions.

Personal crimes per 1,000 persons, 1987

West	125.4
Midwest	101.3
South	91.0
Northeast	70.7

Household crimes per 1,000 households, 1987

West	222.8
Midwest	166.0
South	179.1
Northeast	115.9

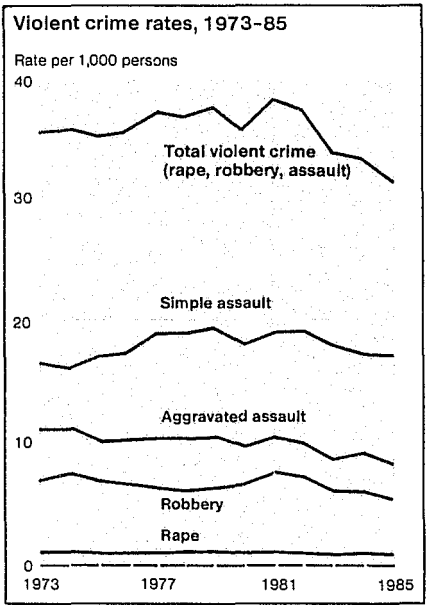
Sources: Criminal victimization 1987. Households touched by crime, 1987.

Violent crime

In 1987 a member of almost 5% of all households was a victim of a violent crime.

Violent crime rates are—
- highest against black males overall
- higher against blacks than whites or members of other minority groups
- higher against unemployed persons — whether male, female, white, or black— than employed persons in their respective groups
- higher against males than females
- lowest against white females.

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



Homicide is the second greatest cause of death among men and women between age 15 and 34 (the leading cause is accidents).

At current homicide rates, the lifetime chance of being a murder victim is—
- 1 in 30 for black males
- 1 in 179 for white males
- 1 in 132 for black females
- 1 in 495 for white females.

The violent crime rate rose in the 1970's, but it fell sharply in the 1980's.

Violent victimizations per 1,000 residents age 12 and older were —
- 36 in 1973
- 39 in 1981
- 38 in 1982
- 32 in 1985.

Sources: Households touched by crime, 1987. Criminal victimization 1987. Report to the Nation on crime and justice: Second edition. Violent crime trends.

Victims of crime

1986 victimizations per 1,000 persons or households

	Personal crimes		Household crimes*
	Violence	Theft	
Sex			
Male	34	72	
Female	21	63	
Age			
12-15	52	110	437
16-19	61	118	
20-24	59	116	239
25-34	34	77	
35-49	20	61	186
50-64	8	37	131
65 and older	5	18	78
Race			
White	28	68	164
Black	33	62	217
Other	26	62	173
Ethnicity			
Hispanic	26	64	232
Non-Hispanic	28	68	166
Income			
Less than $7,500	49	69	201
$7,500-9,999	34	58	178
$10,000-14,999	36	60	170
$15,000-24,999	26	67	166
$25,000-29,999	26	64	168
$30,000-49,999	20	70	166
$50,000 or more	20	87	164
Residence			
Central city (total)	36	80	210
1,000,000 or more	27	69	175
500,000-999,999	42	90	221
250,000-499,999	42	84	221
50,000-249,999	37	81	227
Suburban	24	67	158
Rural	26	54	140

*For household crimes, age, race, and ethnicity are for the head of household,; income is the annual family income.

Victimization rates for crimes of violence and theft—

- were highest for youths age 12 to 24
- decreased as age increased for persons over age 24
- were lowest for the elderly (age 65 and older).

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

Overall, household crime victimization was highest for black households.

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

Household victimization rates increase with the size of the household. The total victimization rate was higher for persons in households of six or more persons than for individuals in smaller households.

Source: Criminal victimization in the United States, 1986.

Elderly victims

Americans age 65 and older are much less likely to become crime victims than are younger people, but when they do occur, crimes against the elderly tend to be more serious.

Between 1980 and 1985 the elderly were crime victims less often than people in any other age group in the United States.

Offsetting their lower victimization rate is that, in a number of respects, crimes against the elderly are more serious than are crimes against younger people. For example —

- elderly violent crime victims are more likely to face offenders with guns than are younger victims (16% vs. 12%)
- 20% of violent crime victims age 75 and older required medical treatment after a completed or an attempted rape, robbery, or assault, compared to 11% of violent crime victims who were age 65 to 74 and 13% of violent crime victims younger than age 65.

Elderly and young victims differ in other ways:

- The elderly are more likely than younger violent crime victims to be attacked by strangers (62% vs. 47%).
- Violent crimes against the elderly are more likely to occur at or near their homes than are such offenses against younger victims (45% vs. 22%).

The only crime that the elderly suffered at about the same rate as other age groups was personal larceny with contact, that is, nonforcible purse snatching and pocket picking.

Among men and women of at least age 65, males, blacks, the divorced, the separated, and residents of central cities had the highest rates of being crime victims.

Source: Elderly victims.

International crime rates

Violent crimes were far more common in the United States than in Europe during the early part of this decade. Murders, rapes, and robberies were reported to the police at rates 4 to 9 times higher in the United States than in Europe during the early 1980's.

Rates for other crimes also were higher in the United States, but the difference in property crime rates was not as great. For example, in 1984, the most recent year with comparative data, the U.S. burglary rate was 20% higher than in Europe, and U.S. rates for auto theft and larceny were about double the average in Europe.

U.S. rates for violent crime also were higher than in Canada, Australia, and New Zealand, but the differences were smaller than those with Europe. For burglary and auto theft the U. S. rates were similar to those for the three countries.

Between 1980 and 1984 the rate for crimes reported to the police in the United States fell for each offense studied, except rape. The decreases ranged from 12% for auto theft to 24% for burglary. In contrast, the average crime rates for Europe and for Canada, Australia, and New Zealand, collectively, increased for all crimes except for murder, for which there was insufficient data to make reliable comparisons.

Source: International crime rates.

Seasonality of crime

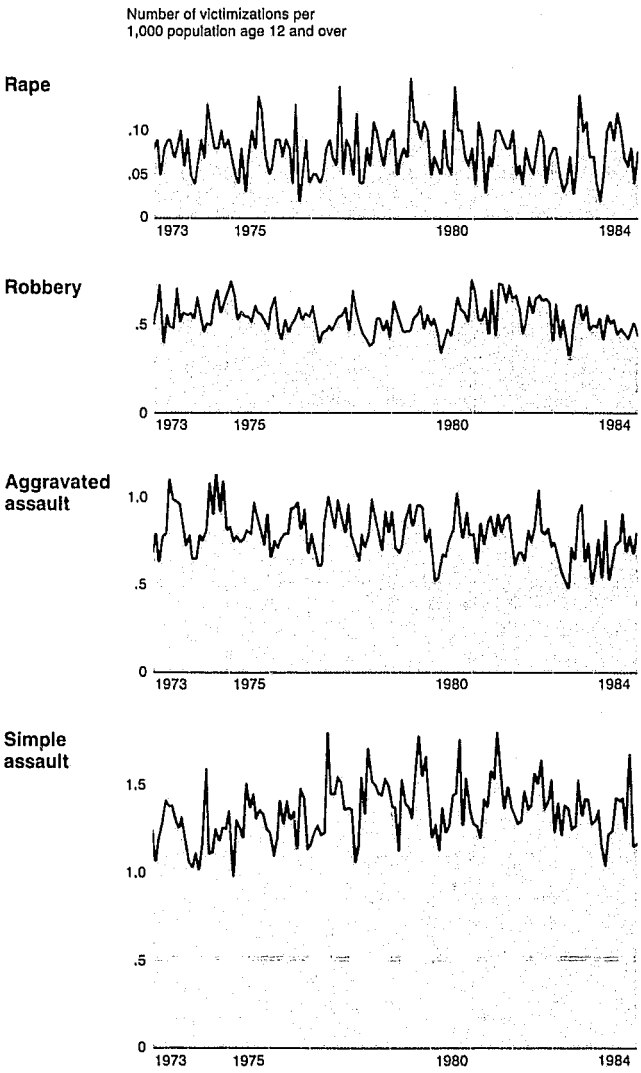
Seasonality in the occurrence of crime has been noted by many observers. It is seen, for example, in National Crime Survey data. Some NCS crimes show greater seasonal fluctuation than others, and some show different seasonal patterns than others.

The usual seasonal pattern is for high-crime months to occur in summer and low-crime months in winter. Among significant exceptions to this pattern are robbery, purse snatching, and pocket picking, which peak in December.

Crimes that show the most seasonal patterns are household larceny, rape, and unlawful entry.

Crimes that show the least seasonal patterns are personal larceny without contact (of $50 or more), motor vehicle theft, robbery, forcible entry, and simple assault.

Violent crime victimization rates, 1973–84



Note: Victimization rates for rape are displayed on a different scale from the other crimes.

Source: The seasonality of crime victimization.

Motor vehicle theft

The National Crime Survey estimates that 12,338,000 motor vehicles were stolen from 1973 through 1985 and that 7,097,000 more such thefts were attempted. About 62% of the stolen vehicles were recovered.

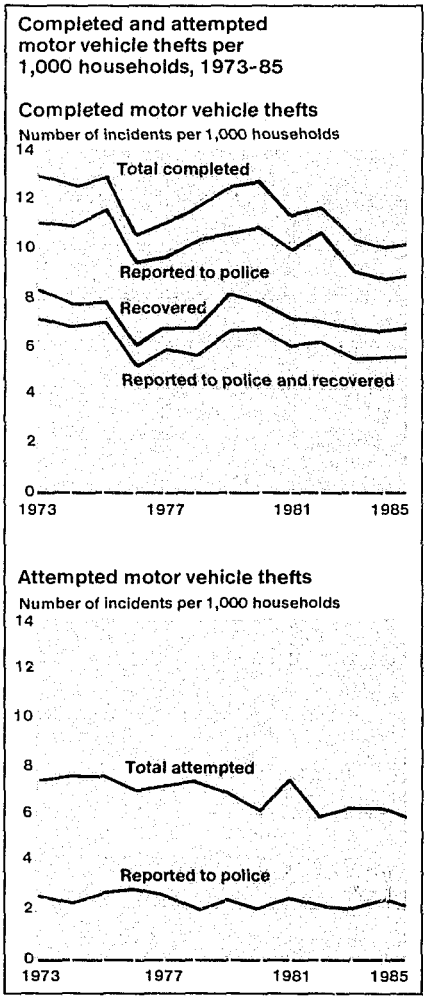
Total losses from motor vehicle thefts from 1973 through 1985 were about $52 billion in 1985 dollars — before vehicle recoveries and reimbursements by insurance companies. The net loss to owners after vehicle recoveries was almost $29 billion. After insurance payments it was $16.1 billion.

Half the incidents involved a loss of $2,455 or more before recoveries and insurance payments. About 10% involved losses of $10,000 or more. After insurance reimbursements and recoveries, half the incidents involved a net loss of $242 or more.

The vehicle stolen in 76% of the thefts was an automobile. The rest included trucks, vans, and motorcycles. Boats, airplanes, snowmobiles, and all-terrain vehicles were excluded from the study.

In 7% of the completed and 4% of the attempted thefts, the vehicle was in a garage at home. In 3% to 4% of completed or attempted thefts the vehicle was in a commercial parking lot.

The thefts, whether attempted or completed, most often occurred at night and most often near the victim's home, in a noncommercial parking lot, or on the street.



A household member was present in about 9% of the incidents, and in about 3% of all cases the offender threatened or physically attacked the victim.

About 87% of the completed and 36% of the attempted motor vehicle thefts were reported to the police. Reporting rates increased with the value of the stolen property. The National Crime Survey estimates that 37% of all crimes in the survey are reported to police, as are 50% of all violent crimes.

The most likely victims of completed or attempted motor vehicle theft were blacks, Hispanics, households headed by people under age 25, people living in multiple-dwelling units, central city residents, and low-income households.

People age 55 and older, people who own their own homes, and rural households were less likely than others to be victims of motor vehicle theft.

Source: Motor vehicle theft.

Drugs

Many BJS programs produce data on drug law enforcement, drug offenders, and drugs and crime. For example —

- court processing studies compare sentences given to drug offenders with those given to other offenders
- reports on State prisoners, jail inmates, and incarcerated youth include data on their histories of drug use and drug offenses
- the second edition of *Report to the Nation on crime and justice* adds drug statistics not covered in the first edition
- the annual BJS *Sourcebook of criminal justice statistics* presents data on drug use in the general population and on public opinion toward drugs and enforcement of drug laws
- the National Conference on Punishment for Criminal Offenses, November 1987, released findings from a BJS public opinion poll of American attitudes on the seriousness of various drug and non-drug crimes and on appropriate punishment for persons committing them.

During fiscal 1988 BJS published five Special Reports and one Bulletin with information on drug use and crime and on drug law enforcement:

- *Time served in prison and on parole, 1984* (BJS Special Report, December 1987) compared the amount of time served by drug offenders vs. other offenders.
- *Profile of State prison inmates, 1986* (BJS Special Report, January 1988) revealed that more than a third of State prison inmates had been under the influence of a drug at the time of their offense.
- *Tracking offenders, 1984* (BJS Bulletin, January 1988) presented Offender-Based Transaction Statistics (OBTS) data on criminal justice processing of felony offenders, including drug offenders, in 11 States. The States supplying OBTS data for this report were Alaska, California, Delaware, Georgia, Minnesota, Missouri, Nebraska, New York, Ohio, Pennsylvania, and Virginia.
- *Drug law violators, 1980-86: Federal offenses and offenders* (BJS Special Report, June 1988) reported a 134% increase from 1980 to 1986 in the number of defendants convicted of Federal drug law violations in Federal courts.
- *Drug use and crime: State prison inmate survey, 1986* (BJS Special Report, July 1988) reported on the temporal progression of inmates' drug and criminal careers.
- *Survey of youth in custody, 1987* (BJS Special Report, September 1988) found that half the drug-using offenders in State juvenile institutions began using drugs at age 12 and younger.

In fiscal 1988, with funding from the Bureau of Justice Assistance, BJS established the Data Center & Clearinghouse for Drugs & Crime to provide policymakers, criminal justice practitioners, researchers, and the general public with ready access to understandable information on drug law violations and drug-related law enforcement. The clearinghouse is a central source of data from diverse Federal, State, and local agencies as well as the private sector.

The Data Center & Clearinghouse is coordinating with, and referring persons to, the National Clearinghouse for Alcohol and Drug Information (NCADI) established by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), which focuses on epidemiological, prevention, and treatment aspects of the substance abuse problem.

The Data Center & Clearinghouse for Drugs & Crime has two major components: Data user services and data analysis and evaluation.

Data user services include —
- determining the specific needs of policymakers, government officials, and others in need of drug data
- assembling drug enforcement data reports and announcing their availability through the clearinghouse
- maintaining a toll-free 800 number staffed with qualified statistical personnel
- filling requests for specific drug enforcement data reports
- advising users of the availability of the data they seek and suggesting alternative sources when the requested data are not available.

Data analysis and evaluation include —
- evaluating existing drug data for statistical quality and utility for policymaking and reporting on methodological flaws
- identifying gaps in drug data
- preparing special analyses of existing drug data to inform Federal policymakers on topics of immediate Federal drug policy concern
- preparing a comprehensive report (modeled on the BJS *Report to the Nation on crime and justice*) that will assemble drug data from various sources into a single, easy-to-understand, comprehensive, and readily available reference volume.

During fiscal 1988 the Data Center & Clearinghouse —
- prepared *Drugs and crime: A guide to BJS data* (February 1988); it presents existing BJS data on the subject from diverse BJS reports
- developed a conference display for use at professional meetings
- produced and widely distributed a brochure describing the Data Center & Clearinghouse
- developed and widely distributed a Rolodex card with the clearinghouse address and toll-free telephone number
- mailed personalized letters announcing the opening of the clearinghouse to all governors, State attorneys general, State criminal justice planning and statistical agencies, criminal justice editors, and public interest groups
- held meetings of potential clearinghouse users and researchers and statisticians working with drug and crime data
- made courtesy calls to Federal drug agencies
- developed an outline for the *Report to the Nation on drugs and crime*, selected authors and reviewers, and began research and writing.

The Data Center & Clearinghouse began operations on October 1, 1987, and is currently funded for 2 years. The toll-free line, 800-666-3332, became operational in January 1988.

Other BJS drug-data initiatives include:
- the National Crime Survey (NCS) redesign (discussed in the "BJS reports on . . . crime and its characteristics" section) added a question during fiscal 1986 on apparent drug use on the part of the offender; these data will be released in fiscal 1989
- the National Judicial Reporting Program (discussed in the "New initiatives" section) collected data on drug offenders and is preparing a report for fiscal 1989 publication on the sentences handed down to these and other felony offenders.

Drug use and criminal offenders

Data from BJS surveys show the extent of drug and alcohol use by State prisoners, jail inmates, and youth in long-term, State-operated juvenile facilities at the time of the offense for which they are incarcerated and at other times in their lives. These incarcerated adults and youth report high levels of drug use:

- 75% of jail inmates, 79.5% of State prisoners, and 82.7% of youth in long-term public juvenile facilities had used drugs at some point in their lives.
- A third of State prisoners, a quarter of convicted jail inmates, and two-fifths of the incarcerated youth said they had been under the influence of an illegal drug at the time of their offense.

Most State prison inmates (54%) in 1986 reported that they were under the influence of drugs or alcohol or both at the time they committed the offense for which they were currently sentenced — 17% were under the influence of drugs only; 18% were under the influence of drugs and alcohol. More than half (52%) of the State prisoners said they had taken illegal drugs during the month before committing the crime, and 43% said they had used drugs on a daily basis in that month.

Three-fourths of all jail inmates in 1983 reported using illegal drugs at some time in their lives —

- 72% used marijuana
- 38% used cocaine
- 32% used amphetamines
- 27% used barbiturates
- methaqualone, LSD, and heroin each had been used by more than a fifth of the inmates.

Nearly 83% of youth in long-term, State-operated juvenile facilities in 1987 reported use of an illegal drug in the past, and 63% had used an illegal drug on a regular basis. The most commonly mentioned drugs were marijuana, cocaine, and amphetamines. Almost 40% of the incarcerated youth said they were under the influence of drugs at the time of their offense.

Among State prisoners —

- drug offenders and burglars were the most likely to have been under the influence of drugs at the time of the offense
- 19% had used a major drug (heroin, cocaine, PCP, or LSD) daily in the month before the offense for which they were imprisoned, and 70% of these (13% of all inmates) were convicted of a crime for gain (including robbery, burglary, drug trafficking, and larceny)
- half of those sentenced for robbery, burglary, larceny, or a drug offense were daily drug users, and about 40% were under the influence of an illegal drug when they committed the crime — a higher proportion than for inmates convicted of other crimes
- male inmates were somewhat more likely than female inmates to use drugs
- the proportion who used heroin was somewhat greater among women than men.

The convicted jail inmates most likely to have used drugs just prior to the offense were drug offenders and property offenders.

In 1986, 28% of prison inmates reported a past drug dependency. The drugs most often mentioned were heroin (14%), cocaine (10%), and marijuana or hashish (9%).

In 1986, 30% of prison inmates reported that they had participated in a drug treatment program at some time — 12% more than once. About half the inmates who had participated in a program had received their most recent treatment while incarcerated.

Sources: Profile of State prison inmates, 1986. Drug use and crime: State prison inmate survey, 1986. Jail inmates 1983. Survey of youth in custody, 1987.

Trends in offender drug use

Between 1978 and 1983 the proportion of all jail inmates —
- who reported using illegal drugs at some time in their lives grew from two-thirds to three-fourths
- who ever used heroin fell
- who ever used cocaine and marijuana grew.

Between 1974 and 1986 the proportion of State prisoners —
- under the influence of an illegal drug at the time of the offense for which they were incarcerated grew from 32% to 35%
- under the influence of cocaine at the time of the offense grew from 1% to 11%
- under the influence of heroin fell from 16% to 7%.

More than half the State prisoners who had ever used a major drug (heroin, methadone, cocaine, PCP, or LSD) reported that they had not done so until after their first arrest. Nearly three-fifths of those who had used a major drug regularly said such use began after their first arrest — 51% not until more than a year after.

For the typical State prisoner who used drugs —
- first use of any drug occurred at age 15
- first use of a major drug occurred at age 17
- first regular use of a major drug began at age 18.

First use and first regular use of major drugs began an average of 2 years earlier among white than among black inmates.

Among drug-using youth in long-term, State-operated juvenile facilities, 19% said they first used drugs before age 10; 38% reported their first use was before age 12.

Sources: Profile of State prison inmates, 1986. Drug use and crime: State prison inmate survey, 1986. Jail inmates 1983. Survey of youth in custody, 1987.

Arrests and seizures

Federal, State, and local agencies share responsibility for enforcing the Nation's drug laws. Most drug arrests are made by State and local authorities (more than 690,000 such arrests were reported in 1986), but 21,188 drug suspects were arrested by the Drug Enforcement Administration (DEA) and the FBI during the Federal fiscal year ending September 30, 1986. Federal agents took part in joint Federal/State efforts leading to the arrest of suspects by State or local officials.

As reported in the BJS *Sourcebook of criminal justice statistics, 1987*—

- the Federal Government seized 3,365 clandestine drug laboratories between 1975 and 1987
- in 1987, 682 labs were seized; 561 of them were used to manufacture methamphetamines
- in 1987, DEA's program for eradicating domestic marijuana resulted in the destruction of 113 million plants.

Sources: Drug law violators, 1980-86: Federal offenses and offenders. The General Accounting Office and the Drug Enforcement Administration as reported in the BJS Sourcebook of criminal justice statistics, 1987.

Prosecution and sentencing of drug law violators

Of all persons or organizations referred to U.S. Attorneys during the Federal fiscal year ending September 30, 1986, 20% were suspected of drug law violations. Among the suspected drug offenders —

- 87% were alleged to have distributed or illegally manufactured drugs
- 9% were suspected of importing drugs
- 4% were suspected of simple possession.

During the period, criminal charges were filed against 80% of all suspected drug offenders in matters referred to U.S. Attorneys. This was a higher rate than for any other crime category.

The number of persons convicted of violating Federal drug laws rose to 12,285 in 1986 from 5,244 in 1980. This 134% increase exceeded the 27% growth in U.S. court convictions for other Federal crimes during the same years.

More than three-fifths of the Federal drug law offenders convicted during 1986 had been charged with heroin or cocaine violations. Such convictions rose 190% between 1980 and 1986.

The percent of convicted Federal offenders charged with drug violations who were sentenced to jail or prison terms rose from 71% to 77% during the 6-year period, and the average sentence length grew 33% from less than 4 years to more than 5 years.

The average prison sentence for convicted offenders charged with Federal drug violations was longer than for all other offenses except violent crimes.

Average sentence length for persons sentenced to Federal prisons for drug and non-drug offenses, 1986

All offenses	**51 mos.**
Drug offenses	**61 mos.**
Distribution/ manufacture	**60**
Importation	**66**
Possession	**45**
General trafficking/ miscellaneous	**195**
Non-drug offenses	**44 mos.**
Violent	127
General property	34
Fraudulent property	31
Regulatory	43
Public-order	31

Federal sentences for drug offenses are longer than in the past. The average Federal prison sentence for drug offenses rose from 3 years 10 months in 1980 to 5 years 1 month in 1986 — a rise of 33%, a higher percent increase in average sentence length than for all offenses combined (24%).

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

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

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

In the 28 jurisdictions the average prison sentence lengths were —

- 157 months for rape
- 104 for robbery
- 81 for aggravated assault
- 65 for burglary
- **56 for drug trafficking.**

Average minimum time to be served by persons admitted to prison in 33 States, 1984

All offenses	40.3 mos.
Violent	63.3
Property	27.7
Drug	**30.5**
Possession	**28.9**
Trafficking	**32.4**
Other drug	**27.3**
Public-order	25.0
Other	29.1

In 1984, of adults arrested for felony drug offenses in 11 States —

- 78% were prosecuted
- 54% were convicted
- 35% were sentenced to incarceration — 10% for more than 1 year.

Disposition of felony arrests in 11 States, 1984

	Percent of persons arrested who were :			
			Sentenced to incarceration	
Arrest offense	Prosecuted	Convicted	Total	For more than 1 yr.
Violent	82%	55%	35%	18%
Property	86	66	40	13
Drug	**78**	**54**	**35**	**10**
Public-order	90	73	29	9

Sources: Drug law violators, 1980-86: Federal offenses and offenders. Sentencing outcomes in 28 felony courts. Time served in prison and on parole, 1984. Tracking offenders, 1984.

Time served in prison by drug offenders

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

Median time served by persons released from State prisons, 1984

Offense	Time served in jail and prison	Percent of sentence in confinement
All	17 mos.	45.4%
Violent	28	50.5
Property	15	44.0
Drugs	**14**	**38.8**
Possession	**12**	**39.2**
Trafficking	**16**	**38.7**
Other	**13**	**38.7**
Public order	9	39.5
Other	15	50.6

Average time served by Federal prisoners[a]

Offense	Average time served	Percent of sentence served
All	43.3 mos.	59.1%
Robbery	72.9	49.0
Drugs	38.5	58.6
Weapons	31.5	69.4
Monetary crime[b]	26.5	63.8

[a] Federal prison inmates who were sentenced to more than 1 year in prison, who had their first parole hearing during the year prior to June 30, 1980, and who were released or scheduled for release as of January 1, 1987.
[b] Monetary crime includes counterfeiting, forgery, fraud, mail theft, embezzlement, interstate transportation of stolen securities, and receiving stolen property with intent to sell; it excludes burglary and robbery.

The 38.5-month average time served by Federal drug offenders was about 59% of their court-ordered maximum sentences. Offenders who received sentences of between —

- 1 and 5 years served an average of 2 years 1 month (70% of their sentences)
- 15 and 20 years served an average of 7 years 4 months (39% of their sentences).

Sources: Time served in prison and on parole, 1984. Drug law violators, 1980-86: Federal offenses and offenders. Sentencing and time served: Federal offenses and offenders.

Drug offenders in correctional populations

Drug law violators make up a growing share of Federal prison admissions:
- 22% of all admissions in fiscal 1980
- 34% in fiscal 1986.

Between 1979 and 1986 the percent of inmates in prison for —
- any drug law offense rose from 6.4% to 8.6%
- drug possession rose from 1.6% to 2.9%
- drug trafficking rose from 4.4% to 5.4%.

In 1986 persons sentenced for drug trafficking made up 26.1% of State prison inmates with no known prior sentence to probation or incarceration. This was a larger proportion than for any other offense.

Offense composition of long-term, State-operated juvenile facilities (1987) and State adult prisons (1986)

Current offense	Percent of youth in long-term, State-operated juvenile institutions: Under age 18	Age 18 and older	Percent of inmates in State prisons
Violent	39.3%	52.3%	54.6%
Property	45.6	29.0	31.0
Drug	5.6	11.3	8.6
Public order	7.2	6.8	5.2
Other *	2.4	.6	.7

* Includes juvenile status offenses in State institutions.

The proportion of drug offenders in local jails was about the same in 1978 and 1983:

Current offense	Percent of all inmates: 1978	1983
Any drug offense	9%	10%
Trafficking	4	4
Possession/use	4	5
Other drug	1	1

In 1983, among drug offenders in local jails —
- 64% had been convicted and were awaiting sentencing, awaiting transfer to a State or Federal prison, or serving the sentence in jail
- 36% were on trial, awaiting trial, or not yet arraigned.

Sources: Drug law violators, 1980-86: Federal offenses and offenders. Profile of State prison inmates, 1986. Survey of youth in custody, 1987. Jail inmates 1983.

Drug offender profiles

The typical accused Federal drug law offender —

- is male
- is about age 30
- is most likely to be white
- has a 7% chance of opiate use

or addiction and a 14% chance of current or past abuse of other drugs.

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

Illegal drug producers tend to be the oldest of all.

Source: Federal drug law violators.

Public opinion about drugs

As presented in the BJS *Sourcebook of criminal justice statistics, 1987*, the number of Gallup Poll respondents describing drug abuse as the most important problem facing our country today has grown steadily over the past several years:

Date of poll	Drug abuse most serious problem
January 1985	2%
May 1985	6
July 1986	8
April 1987	11

Respondents to a 1986 ABC News/Washington Post Poll were asked if they agreed or disagreed with these statements:

	Agree	Disagree
Drug abuse will never be stopped because a large number of Americans will continue to want drugs and be willing to pay lots of money for them	79%	20%
Convicted heroin dealers should get the death penalty	32	65
People should be allowed to take any drug they want so long as they don't hurt someone else	15	84
The current fears of an illegal drug crisis are bigger than the crisis itself	39	58
Illegal drug use has become a central part of American society	78	20
The best place for most drug users is a drug treatment program and not jail	85	14
All drugs should be made legal	4	96

The 1987 BJS Survey of Public Attitudes on Punishment and the Seriousness of Crime asked what types of punishment should be received by persons selling cocaine to others for resale and by persons using cocaine. The answers were —

	Most severe punishment preferred		
	Prison or jail	Probation	Fine or restitution
Cocaine —			
Sold for resale	89.9%	7.6%	2.5%
Used	57.9	35.3	6.8

The BJS survey also found that the public thinks selling cocaine to someone who will resell it is very serious. The respondents ranked it ninth in seriousness of the crimes they were asked about, higher than assault with injury and breaking into a home and stealing $1,000. The higher ranking offenses involved death, rape, shooting a robbery victim, and intentional arson with $500,000 damages. Use of cocaine ranked 18th out of the 24 offenses, higher than larceny of $1,000 or less, assault with no injury, and burglary of $10.

People with first-time convictions for selling cocaine or crack should be punished as follows, according to respondents to a 1986 New York Times/CBS News Poll:

More than 1 year in jail	42%
1 year in jail	22
30 days in jail	16
Fine and probation	12
Death (response volunteered)	1

When asked about spending for various social problems, 65% of the respondents to a 1987 National Opinion Research Center (NORC) Poll said we are spending too little to deal with drug addiction.

NORC has asked adults (age 18 and older) about legalization of marijuana since 1973. During that time those who say marijuana should be made legal —
- peaked at 30% in 1978
- fell to 16% in 1987.

High school seniors have been surveyed each year since 1975. In 1986 —
- 15% felt using marijuana should be entirely legal, down from 34% feeling that way in 1977
- 69.2% reported worrying often or sometimes about drug abuse.

1986 high school seniors reporting they could obtain drugs fairly easily or very easily

Marijuana/hashish	85.2%
Amphetamines	64.3
Cocaine	51.5
Tranquilizers	51.2
Barbiturates	48.3
LSD	28.5
Heroin	22.0

The students were asked about the harmfulness of drug use. The percent of those who answered by saying people are taking a "great risk" of harming themselves in regularly using the following were —
- marijuana/hashish, 71%, up from a low of 35% in 1978
- cocaine, 82%, up from a low of 68% in 1977 and 1978
- LSD, 83%, and heroin, 87%, both virtually stable across the 12-year period.

In 1986 a New York Times/CBS News Poll asked respondents to consider the effectiveness of various proposals to reduce illegal drug use in this country. The responses are shown in this box.

Proposals	Effect of proposal on illegal drug use				
	Reduce a great deal	Reduce a little	No real effect	Depends*	Don't know/ no answer
Stiffer penalties for persons caught selling drugs	48%	31%	15%	2%	4%
Stiffer penalties for persons caught using drugs	42	36	16	2	5
More educational programs about drug abuse	45	36	15	2	3
More drug treatment programs	31	42	20	2	6
Requiring drug testing in the workplace	51	28	13	1	6
Having celebrities come out against drugs	26	41	26	2	5
Having the United States military make raids into other countries to destroy drugs produced there	35	28	26	2	8

*Response volunteered.

When asked in 1986 if they thought most officeholders were serious when they made proposals for Federal programs to deal with drug abuse—

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

Sources: New York Times/CBS News Poll data; National Opinion Research Center data made available through the Roper Public Opinion Research Center; Jerald G. Bachman, Lloyd D. Johnston, and Patrick M. O'Malley, Monitoring the future 1975-1986; Lloyd D. Johnston, Patrick M. O'Malley, and Jerald G. Bachman, National trends in drug use and related factors among American high school students and young adults: 1975-1986; Peter Begans, ABC News/Washington Post Poll; and Joseph E. Jacoby and Christopher S. Dunn, "National survey on punishment for criminal offenses, executive summary" (paper as presented at the National Conference on Punishment for Criminal Offenses, November 1987); all as reported in the BJS Sourcebook of criminal justice statistics, 1987.

Drug use in the general population

As presented in the 1987 BJS *Sourcebook of criminal justice statistics*—

- 50.9% of 1986 high school seniors reported having ever used marijuana/hashish
- 16.9% reported having ever used cocaine
- 1.1% reported having ever used heroin.

Reported illegal drug use of high school seniors, 1986

Drug	Used within the last: 12 months*	30 days
Marijuana/hashish	38.8%	23.4%
Inhalants	8.9	3.2
Hallucinogens	7.6	3.5
Cocaine	12.7	6.2
Heroin	.5	.2
Other opiates	5.2	2.0
Sedatives	5.2	2.2
Tranquilizers	5.8	2.1

*Including the last 30 days.

Reported marijuana use by high school seniors in the previous 12 months fell to 38.8% in 1986, the lowest level since the survey began in 1975; similarly, the 23.4% reporting such use in the past 30 days was also the lowest in the period.

Self-reports of drug use among high school seniors underrepresent drug use among youth of that age group because high school dropouts and truants are not included, and these groups are expected to have more involvement with drugs than those who stay in school.

Cocaine use among high school seniors during the late 1970's and early 1980's may have peaked in 1985

Year	Used cocaine within the past: 12 months	30 days
1975	5.6%	1.9%
1976	6.0	2.0
1977	7.2	2.9
1978	9.0	3.9
1979	12.0	5.7
1980	12.3	5.2
1981	12.4	5.8
1982	11.5	5.0
1983	11.4	4.9
1984	11.6	5.8
1985	13.1	6.7
1986	12.7	6.2

Reported recency of marijuana and cocaine use among college students, 1980-86

	1980	1981	1982	1983	1984	1985	1986
Marijuana							
Daily in past month	7.2%	5.6%	4.2%	3.8%	3.6%	3.1%	2.1%
Past month	34.0	33.2	26.8	26.2	23.0	23.6	22.3
Past year	51.2	51.3	44.7	45.2	40.7	41.7	40.9
Cocaine							
Daily in past month	.2	0	.3	.1	.4	.1	.1
Past month	6.9	7.3	7.9	6.4	7.6	6.9	7.0
Past year	16.9	15.9	17.2	17.2	16.4	17.3	17.1

As reported in the 1987 BJS *Sourcebook of criminal justice statistics,* data from the 1985 National Household Survey on Drug Abuse show that marijuana and cocaine use are related to age:

Drug	Age of respondent 18-25	26-34	35+
Marijuana			
Past month	21.7%	16.8%	2.2%
Past year	36.9	25.1	3.8
Lifetime	60.5	58.5	15.9
Cocaine			
Past month	7.6	6.1	—
Past year	16.3	12.6	...
Lifetime	25.2	24.1	4.2

— Less than .5%.

... Not available.

Sources: Lloyd D. Johnston and Jerald G. Bachman, Monitoring the future; Lloyd D. Johnston, Patrick M. O'Malley, and Jerald G. Bachman, National trends in drug use and related factors among American high school students and young adults, 1975-86; National Institute on Drug Abuse, National Household Survey on Drug Abuse: Population estimates 1985; all as presented in the BJS Sourcebook of criminal justice statistics, 1987.

The cost of crime

One question that policymakers, the media, and the public often ask BJS is, "What is the total cost of crime to society?"

For many reasons, there will never be a simple answer to this seemingly simple question:

- Many costs of crime to society cannot be measured directly. They include monies that might have been used for legal purchases if they had not been diverted for such illegal purposes as gambling, drugs, and prostitution. Organized crime, drug trafficking, and illegal immigration result in economic losses to society, but these defy direct measurement. Also difficult to measure are the losses from fraudulent activities that victims are embarrassed to report.
- Some costs of crime to society cannot be measured. These include nonmonetary costs to victims, such as pain and suffering from injury, psychological distress, fear, and similar effects on victims and their families and friends.

Yet, BJS does measure some costs of crime. One source is the National Crime Survey, which measures —

- the value of property stolen or damaged through criminal incidents
- the cost of medical care resulting from victimization
- time lost from work because of crime.

Another major cost of crime is that of operating the criminal justice system. Chapter 5 of the *Report to the Nation on crime and justice: Second edition*, published in fiscal 1988, addressed —

- the many and varied costs of crime
- how much government spends for justice
- the different responsibilities and costs of different levels of government
- private sector involvement in providing justice services
- trends in justice spending
- factors related to justice spending
- what justice dollars buy.

Economic cost of crime to victims

Total economic loss to victims of personal and household crimes, 1986

Type of crime	Gross loss (millions)
All crimes	$13,039
Personal crimes	3,592
of violence	1,000
Rape	18
Robbery	567
Assault	414
of theft	2,592
Personal larceny:	
with contact	72
without contact	2,521
Household crimes	9,447
Burglary	3,442
Household larceny	1,372
Motor vehicle theft	4,633

Note: Details may not add to totals shown because of rounding. Economic losses include those from property theft or damage, cash losses, medical expenses, lost pay because of victimization (including time spent with the police in investigation and in court and time spent in replacing lost property), and other crime-related costs.

Source: Criminal victimization in the United States, 1986.

Cost of the justice system

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

Government spending by activity

Social insurance payments	20.8%
National defense and international relations	18.3
Education	13.0
Interest on debt	10.9
Housing and the environment	6.8
Public welfare	6.0
Hospitals and health	4.0
Transportation	3.6
Justice	2.9
Space research and technology	.5

Government spending (including direct and intergovernmental expenditures):
- Local, $25.4 billion
- State, $16.0 billion
- Federal, $5.8 billion.

Of each justice dollar —
- 48¢ was spent for police protection
- 22¢ for the courts and other legal activities
- 29¢ for prisons and other correctional costs.

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

Total government spending for civil and criminal justice was $191 per person in 1985. State and local per capita spending varies greatly by State:

- It is lowest in West Virginia, Mississippi, and Arkansas (less than $90 per person).
- It is highest in New York ($293), Nevada ($244), Alaska ($592), and the District of Columbia ($613).

Different levels of government spend varying percents of their total outlays for justice functions:

Federal	.6%
State	5.4
County	13.1
Cities and towns	10.0
State and local combined	6.1

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

Source: Justice expenditure and employment, 1985.

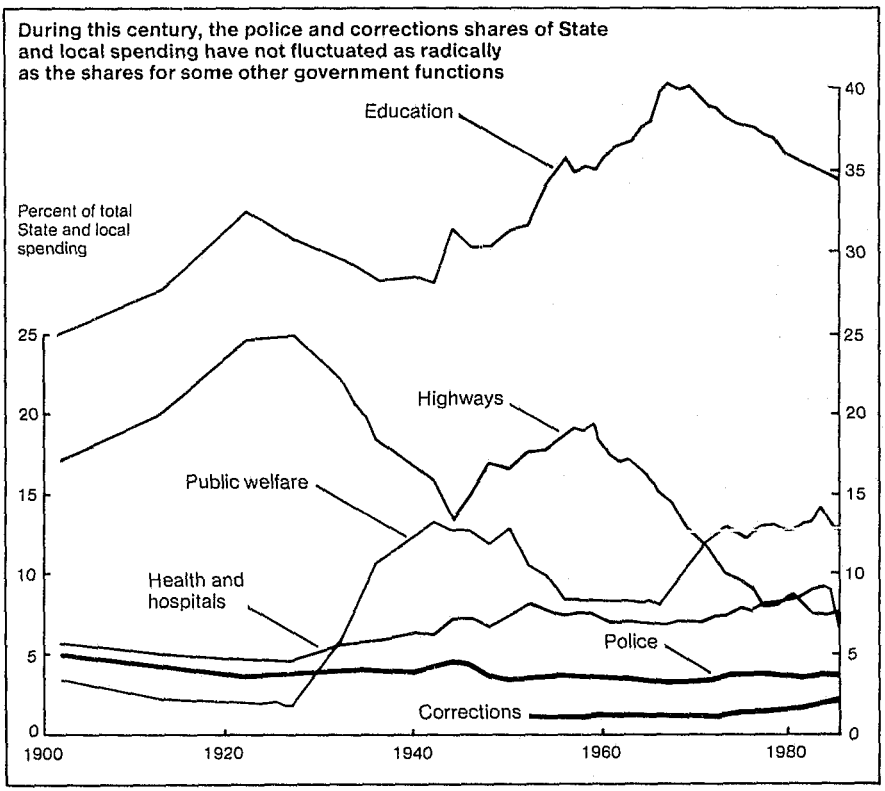
Trends in justice system spending

During 1960-85, in constant dollars, State and local per capita spending for —

- corrections grew by 218%
- police protection grew by 73%
- public welfare grew by 216%
- hospitals and health care grew by 119%
- education grew by 56%
- highways declined by 21%.

Since 1979, spending rose faster for corrections than for any other justice function, while spending for police fell. Between 1979 and 1985, in constant dollars, per capita spending for —

- corrections grew by 34.1%
- public defense grew by 24.7%
- prosecution grew by 6.8%
- courts grew by .2%
- police protection fell by 1.5% overall, but it grew for cities with populations of more than 50,000
- other justice functions fell by 40.2%.



Per capita spending by State and local governments for police and corrections increased more rapidly than for some other government functions during the past quarter century

	Per capita spending in constant 1985 dollars						
	1960	1965	1970	1975	1980	1985	% change 1960-85
Education	$517	$588	$710	$807	$824	$807	+ 56%
Public welfare	95	120	209	268	292	300	+ 216
Hospitals and health care	95	113	148	182	193	208	+ 119
Highways	239	260	247	204	189	189	- 21
Police protection	51	58	70	83	82	88	+ 73
Corrections	17	21	25	32	38	54	+ 218

Source: Report to the Nation on crime and justice: Second edition.

The public response to crime

The public response to crime includes —
- individual victims deciding whether to report the crime to the police
- actions by victims (and their family and friends) in response to crime (such as trying to minimize the risk of future victimizations by changes in behavior, purchase of burglar alarms, and use of guard dogs)
- similar actions by strangers who read or hear of crime from media accounts or other sources
- a rise (or fall) in the fear of crime
- changes in opinions on the effectiveness, efficiency, and fairness of the criminal justice system.

The National Crime Survey (NCS) measures the extent to which victims have reported crimes to the police and their reasons for reporting or not reporting; each year BJS releases these major justice indicators.

Public opinion polls by Gallup, ABC News, the National Opinion Research Center (NORC), and other organizations ask about how fearful people are of crime and about their confidence in criminal justice agencies. Each year, data from these polls are assembled in the BJS *Sourcebook of criminal justice statistics*.

During fiscal 1988 BJS released results of a public opinion poll about Americans' attitudes on the seriousness of various crimes and the appropriate punishment for persons who commit them. This survey was conducted in preparation for the National Conference on Punishment for Criminal Offenses held in November 1987. BJS presented the poll's results in a press release, November 8, 1987, and in the 1987 BJS *Sourcebook of criminal justice statistics*.

In using public opinion data, special care should be taken when comparing data from different polls where different wording or ordering of questions could influence results.

Reporting crime

Less than 40% of all NCS crimes (rape, robbery, assault, personal and household larceny, household burglary, and motor vehicle theft) are reported to the police:

- The crimes most serious in terms of injury or economic loss are the ones most likely to be reported; nearly half the NCS violent crimes are reported, but only about a fourth of the personal crimes of theft and two-fifths of household crimes are reported.
- The crimes (excluding murder) most frequently reported are motor vehicle theft (73% in 1987), aggravated assault (60%), and robbery (53%).

NCS respondents saying they reported the incident to the police grew from 32% in 1973 to 37% in 1987.

Generally, the sex, age, or race of victims makes less difference in reporting rates than does the type of crime.

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

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

Sources: Criminal victimization, 1987. Reporting crimes to the police.

Fear of crime

As presented in the 1987 BJS *Sourcebook of criminal justice statistics,* 79% of high school students surveyed in 1986 said they worried "often" or "sometimes" about crime and violence. More females (87%) than males (71%) reported such worries.

More high school students were worried about crime (79%) than about —

- drug abuse, 69%
- chance of nuclear war, 69%
- hunger and poverty, 66%
- economic problems, 61%
- pollution, 44%
- race relations, 43%
- energy shortages, 29%
- using open land for housing or industry, 27%
- population growth, 24%
- urban decay, 17%.

The Sourcebook presented the results of a 1986 Media General/Associated Press Poll. In that poll —

- 72% said they generally feel their home is secure against crime
- 88% said they lock their doors regularly
- 78% said they felt it was safe to walk on the street where they lived after dark
- 64% said that it was safe to go walking most places in their community after dark.

The Sourcebook also presented the results of National Opinion Research Center polls for 1973 to 1987. Respondents were asked if there was an area within a mile around their home where they would be afraid to walk alone at night. They responded:

	Yes	No
1973	41%	59%
1974	45	55
1976	44	56
1977	45	54
1980	43	56
1982	47	53
1984	42	57
1985	40	59
1987	38	61

Sources: Lloyd D. Johnston, Monitoring the future; Media General/Associated Press Poll; National Opinion Research Center data made available through the Roper Public Opinion Research Center; all as presented in the BJS Sourcebook of criminal justice statistics, 1987.

Public confidence in the criminal justice system

As presented in the 1987 BJS *Sourcebook of criminal justice statistics*, 88% of the respondents to a 1985 Gallup Poll rated the honesty and ethical standards of policemen as average or higher than average. Similar ratings were given when the same question was asked in 1977, 1981, and 1983.

The 1987 Sourcebook presented the results of a 1987 poll of the National Opinion Research Center (NORC). It asked respondents to a national survey, "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?" They responded as follows:

Too harshly	3%
Not harshly enough	79
About right	12
Don't know	6

The percent of high school students who said they believe there are "considerable" or "great" problems of dishonesty and immorality in the —

- courts and justice system declined from 30% in 1975 to 23% in 1986
- police and other law enforcement agencies declined from 38% in 1975 to 23% in 1986.

Sources: Gallup Poll, the National Opinion Research Center polls, and Lloyd D. Johnston, et al., Monitoring the future, 1975-86; as presented in the BJS Sourcebook of criminal justice statistics, 1987.

Public opinion on crime and punishment

Americans overwhelmingly support incarceration as the most appropriate punishment for serious offenders.

In a national survey of 1,920 U.S. residents, 71% said jail or prison was the most suitable penalty for a group of 24 specific crime scenarios that included rape, robbery, assault, burglary, theft, property damage, drunk driving, and drug offenses committed in different ways.

Punishment views among survey respondents did not vary significantly by their age, race, sex, or regional background.

Survey participants generally approved of probation, fines, and restitution when combined with rather than substituted for imprisonment.

For instance, in robberies of $1,000 or more during which the offender uses a gun and the victim must be hospitalized for injuries, 92% of those asked said incarceration was the right penalty, and the average prison term selected was more than 10 years; 48% of the respondents also selected restitution as an appropriate penalty for this type of robbery, but almost all of them chose it in combination with a jail or prison term.

For rapes in which there was no added injury to the victim, 94% of the respondents chose a jail or prison sentence with an average term of more than 15 years.

For assaults resulting in victim hospitalization, 82% selected jail or prison for an average term of almost 8 years.

For household burglary and losses of $1,000 or more, 81% chose incarceration for an average term of 4.5 years.

The sale of cocaine to others for resale was viewed as more serious than an assault resulting in hospitalization or a robbery with a weapon in which the victim was not injured; 90% of the respondents selected prison or jail terms for an average term of 10.5 years.

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

When asked why they selected a certain type of punishment, the respondents said the reason was "very important" or "somewhat important" according to the following percentages:

	Very important	Somewhat important
To deter the offender from doing it again	79%	12%
To make a public statement that such behavior will not be tolerated	78	13
To rehabilitate the offender	72	13
To give the offender what he or she deserves	70	20
To deter others from crime	69	18
To incapacitate the offender from committing more crimes	58	13
To respond as my religion or my morality requires	48	21
To get even with the offender by making him or her suffer for what he or she has done	25	21

Source: Joseph E. Jacoby and Christopher S. Dunn, "National survey on punishment for criminal offenses, executive summary" (paper as presented at the National Conference on Punishment for Criminal Offenses, November 1987); as presented in the BJS Sourcebook of criminal justice statistics, 1987.

Adjudication and sentencing

Policymakers and the public are concerned about—

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

Of major importance in fiscal 1988 were—

- the development of the National Judicial Reporting Program, which completed data collection for the first national survey of felony sentencing in the United States
- continued methodological development of national data on pretrial release
- a study of burglars and robbers brought to the attention of local prosecutors in 16 of the Nation's largest counties.

Each of these efforts is described in detail in the "New initiatives" section of this report.

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

- It collects data on case attrition, guilty pleas, final dispositions, and case-processing time.
- In fiscal 1988, it published *The prosecution of felony arrests, 1982,* which gives full details on felony case-processing data for 37 jurisdictions.
- It underwent a redesign effort that will yield more current data; instead of tracking arrests forward, the project started with cases disposed in 1986.
- It launched a new sample design that will provide representative data on the Nation's 200 largest counties.
- Its first report under the new design, *The prosecution of felony arrests, 1986,* was submitted in fiscal 1988 and will be published in fiscal 1989.

In fiscal 1988 BJS published *Felony laws of the 50 States and the District of Columbia, 1986* (December 1987). The report presents results of the 1986 National Survey of State Felony Laws. The main function of the survey is to provide a condensed list of felony statutes and the sentencing and classification data needed for their interpretation. The report lists all felonies in the criminal codes of the 50 States and the District of Columbia. For certain crimes—homicide, arson, rape and sexual assault, robbery, assault, burglary, larceny, and drugs — nonfelonies also are reported.

Results of the second BJS national survey of indigent criminal defense programs were published in *Criminal defense for the poor, 1986* (BJS Bulletin, September 1988). This report contains detailed tables on the costs and caseloads of indigent defense programs in the 50 States and the District of Columbia. It also examines the changes, since the last national survey (1982), in how States have implemented public defense systems, how they are organized, and how they are funded.

State court organization, 1987 updates the 1980 survey of court organization. It was submitted to BJS in fiscal 1988 and was published by the National Center for State Courts during the fiscal year. This report describes in detail the organizational settings of trial and appellate courts throughout the country.

Topics covered in the report include—
- characteristics of felony jurisdiction in State trial courts
- capital and noncapital sentencing procedures
- methods of selection and terms of State trial court judges
- types of appeals in trial courts
- jury size and required votes for verdict
- use and availability of sentencing commissions
- the budget and fiscal authority of the judiciary.

In fiscal 1988 BJS continued its recently expanded program of analyzing Offender-Based Transaction Statistics (OBTS) data from States having such systems:
- OBTS follows offenders from arrest through final disposition.
- In fiscal 1988 BJS completed analysis and published findings of State OBTS data in *Tracking offenders, 1984* (BJS Bulletin, January 1988).
- Eleven States supplied data for the report: Alaska, California, Delaware, Georgia, Minnesota, Missouri, Nebraska, New York, Ohio, Pennsylvania, and Virginia. These States account for 38% of the Nation's population and 37% of the reported crime.
- A previous OBTS report covered white-collar crime.
- OBTS is part of the BJS State Statistical Program discussed elsewhere in this report.

Pretrial release and detention: The Bail Reform Act of 1984 (BJS Special Report, February 1988) was published in fiscal 1988. Data for the report were provided by the Administrative Office of the U.S. Courts, which collected the records of almost 17,200 defendants tried in U.S. district court in August through December of 1983 and 1985. The report was produced under the BJS Federal Justice Data Program discussed elsewhere in this report. A previous Federal Justice Data Program report covered the prosecution and sentencing of Federal white-collar offenders.

Felony courts

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

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

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

Almost all counties have a court for deciding cases that involve alleged violations of State felony laws.* Only 19 jurisdictions have no felony court:

- 15 independent cities in Virginia
- 3 counties in South Dakota and Wisconsin that are largely Indian reservations
- 1 county in Rhode Island.

Felonies committed in these 19 jurisdictions sometimes are tried in nearby counties.

*The term court, as used here, should not be confused with courthouses or courtrooms. For example, a single State may include many individual judges, courtrooms, or courthouses.

Courts vary in the way they define a case. In two-thirds of all courts, each defendant equals one case. In the others, each charge or each indictment equals one case without regard to the number of defendants. Therefore, the number of cases reported does not equal the number of persons who appeared or were convicted in felony courts.

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

Source: State felony courts and felony laws.

Civil and criminal cases filed and disposed

In 1985, 1.5 million felony cases were filed in the Nation's 3,235 State felony courts—an average of nearly 500 per county:

- 18 counties each had more than 10,000 felony filings
- half the counties in the Nation had fewer than 100 filings each
- no felony cases were filed in 32 sparsely populated counties.

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

The 2,650 smallest counties (each with fewer than 100,000 persons) accounted for—

- 16% of reported crime
- 23% of all arrests
- 38% of all felony court filings

and convictions.

After cases are filed with the court, it takes action to dispose of them. Felony courts dispose of cases by conviction, acquittal, dismissal, or other means. In 1985 about 1.5 million felony cases were disposed by the Nation's felony courts. Nationwide in 1985, 69% of felony cases were disposed through conviction. Not all these convictions were for felonies. Nearly 80% of the courts reported felonies reduced to misdemeanors in their statistics on felony court dispositions.

Arrests were more likely to result in prosecution and conviction in a felony court in the South than in other regions. The number of felony court convictions per 1,000 arrests was—

- 143 in the South
- 78 in the Midwest
- 60 in the Northeast
- 58 in the West.

Civil cases filed in U.S. district courts (Federal courts) reached 254,828 in the 12 months ending June 30, 1986, or 6 times as many as criminal cases filed in these courts (41,490).

Civil cases filed in Federal courts almost doubled between 1976 and 1986 and almost tripled from 1970 through 1986. Yet, filings declined from 1985 to 1986.

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

Prosecution of felony offenders

Differences in local laws, agencies, resources, standards, and procedures result in varying responses to crime. For example, among 10 jurisdictions supplying data for 1986 —

- one rejects no cases prior to filing because the police file cases directly with the court
- the rejection rate ranged from 2% to 37% in the other jurisdictions.

A high rate of rejections at screening occurs when the prosecutor's policy is to weed out weak cases before they enter the court system. In general —

- jurisdictions with high rejection rates at screening have lower dismissal rates
- those with low rejection rates at screening have higher dismissal rates.

Most felony arrests do not result in a trial:

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

Evidence-related deficiencies and witness problems —

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

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

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

However, few cases are brought to trial. Only 3 of every 100 arrests went to trial in 1986, whereas 52 resulted in a guilty plea.

Most trials by jury result in conviction:

- Based on 1986 data from 24 jurisdictions, an average of 71% of the felony cases that went to trial resulted in conviction.
- Jurisdiction rates ranged from 46% to 86%.

Source: The prosecution of felony arrests, 1986.

Indigent defense

The Constitution grants a right to an attorney to a person accused of a crime punishable by incarceration. The courts have ruled that the defense of accused persons must be provided without regard for the defendant's ability to pay for such counsel. Therefore, the public bears the costs of indigent defense services.

The Nation spent almost $1 billion in 1986 for indigent criminal defense services in an estimated 4.4 million State and local court cases.

In 20 States these defense services are supported by State funds, in 10 States they are paid for with county funds, and in the other States they are financed by a combination of the two methods.

Spending for indigent defense in 1986 was 60% greater than the estimated $625 million spent during 1982.

The average cost of an indigent defense case nationwide was $223 — ranging from $63 in Arkansas to $540 in New Jersey.

Assigned counsel systems that require appointment of private attorneys dominate service delivery patterns. They are used in 52% of all counties, whereas 37% use public defender systems, and 11% use contract systems.

Source: Criminal defense for the poor, 1986.

Federal pretrial release and detention

During a 6-month period in 1985, about 29% of the defendants awaiting trial on Federal criminal charges were incarcerated until they appeared in court. This was an increase from the 24% who were held during the same period in 1983 — before the Bail Reform Act.

The act amended a 1966 statute to permit Federal judges and magistrates to consider public safety when making release and detention decisions. Under the 1984 act Federal courts may deny bail altogether — that is, impose pretrial detention — if the government proves that no conditions of release will reasonably assure either the safety of the community or the appearance of the defendant at his or her trial.

Among defendants held until trial after the new Federal bail law took effect in November 1984 —

- 40% were charged with drug offenses
- 19% with immigration law violations
- 14% with violent crimes
- 27% with other offenses, such as property crimes, fraud, and regulatory violations.

The chances of being incarcerated while awaiting trial after the Bail Reform act vs. before the act were—

- 20% higher for persons charged with drug law violations carrying 10-year prison terms
- 26% higher for persons charged with other drug crimes
- 63% higher for persons who had caused injuries
- 23% higher for persons who had used firearms
- 17% higher for persons classified as dangerous during pretrial interviews.

Both before and after the Bail Reform Act, about 54% of all pretrial defendants were released without bail. However, among those held until trial after the new law took effect, almost two-thirds were on pretrial detention. Before the act, almost all were held for failure to make bail.

Source: Pretrial release and detention: The Bail Reform Act of 1984.

Sentencing practices

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

- *Indeterminate sentencing.* The judge has primary control over the type of sentence given (such as prison, probation, or fine and the upper and lower bounds of the length of prison sentences within statutory limits), but actual time served is determined by the parole board.
- *Determinate sentencing.* The judge sets the type and length of prison sentences within statutory limits, but the parole board may not release prisoners before their sentences have expired, minus time off for good behavior, or "good time."
- *Mandatory prison terms.* Legislation requires imposition of a prison sentence, often of specified length, for certain crimes and/or certain categories of offenders.
- *Presumptive sentencing.* The judge is required to impose a sentence whose length is set by law for each offense or class of offense. When there are mitigating or aggravating circumstances, however, the judge is allowed to shorten or lengthen the sentence within specified boundaries.

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

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

• *Parole guidelines.* Parole boards use procedures designed to structure release decisions based on measurable offender criteria.
• *Good-time policies.* In nearly all States legislation allows for reduction of a prison term based on the offender's behavior in prison.
• *Emergency crowding provisions.* These are policies that relieve prison crowding by systematically making certain inmates eligible for early release.

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

As a result of these shifts in sentencing and release policies, the percent of persons discharged from State prison as a result of a parole board decision fell from nearly 72% in 1977 to 41% in 1987.

Sentence length varies by whether the system is determinate or indeterminate. Of 28 jurisdictions studied in 1985—
• the average (mean) prison term imposed by determinate sentencing jurisdictions was 40% to 50% shorter than those imposed by indeterminate sentencing jurisdictions
• a narrower range in sentences was imposed for each selected crime category studied in the determinate than in the indeterminate sentencing jurisdictions.

Mandatory sentencing also has gained wide acceptance as almost all State legislatures have specified offenses or offender types for which imprisonment sentences must be given (probation is not an option):
• These offenses generally focus on specific violent crimes, offenses involving the use of weapons, or drug crimes.
• Repeat offenders also have been targeted by many States with mandatory enhancements given for a prior felony conviction or the inclusion of new offense categories for repeat offenders in State criminal codes.

Sources: Setting prison terms. Sentencing practices in 13 States. Sentencing outcomes in 28 felony courts. Probation and parole 1987.

Sentencing felony offenders

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

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

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

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

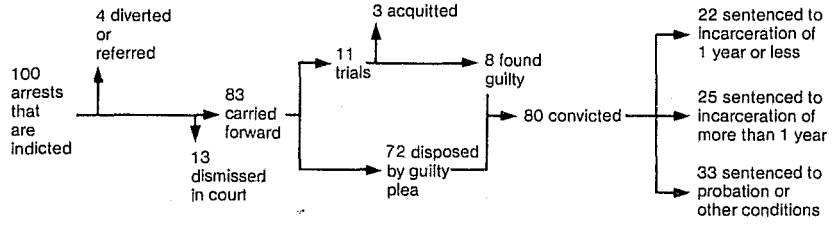
Subgroups of general crime categories revealed big differences in imprisonment rates and average prison terms. For example—

- 56% of those convicted of residential burglary were sentenced to prison (average term 67 months)
- 47% of those convicted of nonresidential burglary were sentenced to prison (average term 46 months).

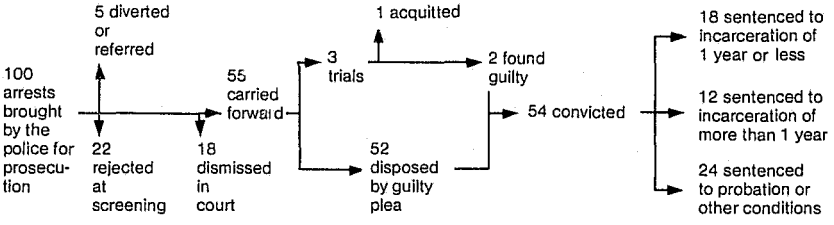
Of every 10 persons convicted of a serious felony, 7 were age 30 or younger.

Of the 2,561 persons convicted of homicide in 1985 in 28 large court systems throughout the country, 84% were sentenced to prison; 1% received jail terms; 7% received combined jail and probation sentences; and 8% were given straight probation.

Typical outcome of 100 felony arrests that result in indictment, 1986 (24 jurisdictions)



Typical outcome of 100 felony arrests brought by the police for prosecution in 11 jurisdictions, 1986



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

According to a BJS study of felony case dispositions in 1984, of 532,000 people arrested on felony charges in 11 States—
- 84% were prosecuted
- 62% were convicted
- 36% were sent to a jail or a prison— 13% for more than 1 year.

About 18% of those arrested for a violent felony were convicted and sent to prison for more than 1 year vs. 13% for felony property arrests, 10% for felony drug arrests, and 9% for felony public-order arrests.

The chance of being sentenced to more than 1 year in prison for those arrested for—
- homicide was 49%
- rape was 29%
- robbery was 28%
- burglary was 20%
- motor vehicle theft was 10%
- a felony weapons violation was 7%.

Of the men and women prosecuted—
- 74% were convicted
- 23% had their cases dismissed
- 2% were acquitted following a trial.

Of those convicted, 42% were not incarcerated but received sentences such as probation, fines, or mandatory community service.

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

Court commitments to State prisons relative to offenses and arrests, 1960-86

Year	For selected serious offense commitments to prison per 1,000 Reported offenses	Adult arrests
1960	62	299
1965	45	261
1970	23	170
1975	26	185
1980	25	196
1981	29	214
1982	35	219
1983	39	247
1984	39	246
1985	42	266
1986	43	268

Note: Selected offenses include murder, nonnegligent manslaughter, forcible rape, robbery, aggravated assault, and burglary. Data for crimes reported to the police and adult arrests are from FBI, *Crime in the United States*, 1978-86 (Washington,: USGPO). Commitments to prison are inmates admitted from sentencing courts.

Of Federal offenders convicted between July 1, 1985, and June 30, 1986—
- 51% were sentenced to prison terms
- 37% were sentenced to probation only
- the rest received fines or other sentences.

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

Between 1979 and 1986 the average length of a regular Federal prison sentences increased by 32%.

Sources: Felony sentencing in 28 local jurisdictions. Tracking offenders, 1984. Prisoners in 1987. Sentencing and time served: Federal offenses and offenders.

Prosecution and sentencing of white-collar offenders

Of those arrested for the white-collar crimes of forgery/counterfeiting, fraud, and embezzlement in eight States and one territory in 1983, 88% were prosecuted — a somewhat higher proportion than those arrested for felonies involving property crimes (86%), violent crimes (82%), or public-order crimes (81%).

The conviction rate was —
- 74% of those arrested for white-collar crimes
- 76% of those arrested for property crimes
- 66% of those arrested for violent crimes
- 67% of those arrested for public-order offenses (nonviolent sexual offenses, commercialized vice, drug offenses, disorderly conduct, and weapons offenses).

Persons arrested for white-collar crimes and subseqently convicted (although not necessarily for white-collar crime) in State and local courts were —
- much less likely to be sentenced to incarceration for more than 1 year (18%) than violent offenders (39%) and property offenders (26%)
- sentenced to incarceration less often than violent offenders and property offenders (60%, 67%, and 65%, respectively) but more often than public-order offenders (55%).

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

U.S. attorneys filed criminal cases against —
- 55% of the white-collar suspects — the same filing rate as for non-white-collar offenses
- 79% of the tax fraud suspects — the highest rate
- 65% of the regulatory offense suspects.

In 1985, 10,733 persons were convicted of Federal white-collar crimes, an increase of 18% over 1980. The conviction rate was —
- 85% for white-collar defendants
- 78% for all other Federal criminal defendants.

About 40% of the Federal white-collar offenders convicted in 1985 were sentenced to incarceration vs. 54% for nonwhite-collar offenders.

Persons convicted of —
- Federal white-collar crimes received shorter average sentences of incarceration (29 months) than other Federal offenders (50 months)
- non-white-collar crimes were more than twice as likely as white-collar offenses to receive a sentence of more than 5 years; white-collar offenders were more likely to be sentenced to probation or fined.

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

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

Corrections

Few aspects of criminal justice have been subject to more intense debate over the past several years than corrections policy. As a result of public demand for stiffer sentences, increased use of mandatory sentencing, and demographic changes that have enlarged more "prison-prone" age groups in society, prisons have filled above capacity, leading to greater demands on correctional systems.

BJS corrections statistics provide systematic data on correctional populations and agency workloads. They cover probation, local jails, State and Federal prisons, parole, and persons under sentence of death.

During the year BJS released the first reports from the 1986 quinquennial Survey of Prison Inmates. The first report, *Profile of State prison inmates, 1986* (BJS Special Report, January 1988), provides detailed data on the criminal backgrounds of State prisoners. A second report, *Drug use and crime: State prison inmate survey, 1986* (BJS Special Report, July 1988), examines in detail the patterns of drug use by State inmates.

The quinquennial survey interviewed nearly 14,000 State prisoners throughout the Nation. This representative sample of prisoners was asked to describe their criminal histories, demographic characteristics, family situations, use of alcohol and drugs, and, for violent offenders, characteristics of their victims. Other reports using data from the survey are being prepared.

Early in fiscal 1988 BJS conducted a nationally representative survey of 2,621 juvenile offenders in 50 State-operated youth correctional institutions. As in the adult prison survey, these juvenile offenders were queried about their criminal and drug-use histories. The first report from this survey, *Survey of youth in custody, 1987* (BJS Special Report, September 1988), contributed new information on the backgrounds of the most serious offenders dealt with by the juvenile justice system.

During fiscal 1988 data collected during the 1983 quinquennial National Jail Inmate Survey received further analysis. A major study of driving while intoxicated (DWI) offenders in local jails was published in *Drunk driving* (BJS Special Report, February 1988). The study examined the amount and type of alcohol consumed by DWI offenders held in local jails throughout the Nation.

Jail inmates 1986 (BJS Bulletin, October 1987) released data from the annual jail sample survey that provides basic counts of jail populations in years when the quinquennial jail census is not conducted.

The National Prisoner Statistics (NPS) series dates back to 1926. It provides yearend and midyear counts, by jurisdiction, of prisoners in State and Federal institutions. *Prisoners in 1987* (BJS Bulletin, April 1988) and a September 1988 press release document the continued growth in the Nation's prison population. The number of persons in State and Federal prisons reached the record high of 604,824 by June 30, 1988.

Also released during the year was the detailed report, *Correctional populations in the United States, 1985* (BJS Final Report, December 1987). A third major NPS report, *Historical statistics on prisoners in State and Federal institutions, yearend 1925-86* (May 1988), provided the first full compilation of prisoner counts by State over the 60-year history of the program.

The National Probation Reports series provides annual data, by State, on the number of admissions to probation supervision and the yearend total of persons under such supervision. The Uniform Parole Reports Program, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. This program also gathers information from States on legislative and administrative changes likely to affect length of sentences and time served in correctional institutions.

The annual *Probation and parole 1987* (BJS Bulletin) was released in December 1987. At yearend 1987, more than 2.2 million adults were on Federal or State probation and more than a third of a million were on parole.

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

In fiscal 1988 NCRP data on time served in prison were analyzed and published in *Time served in prison and on parole, 1984* (BJS Special Report, December 1987). This report provides, for the first time, the total time an offender serves on a court sentence and the proportion of time actually spent in confinement and under supervision in the community. Overall, persons released from prison in 33 States in 1984 served a median term of 17 months, or 45% of their original court-ordered, maximum sentence.

During fiscal 1988 BJS published *Our crowded jails: A national plight.* This booklet, using a variety of sources and statistics, defines jail crowding and discusses the contributing factors and consequences of the problem. On average, in 1986 local jails were operating at 96% of capacity, and those jails with an average daily population of 100 inmates or more reported operating at 108% of capacity — 18% over the capacity recommended by the American Correctional Association. Jail crowding, a complex problem pervasive throughout the Nation, affects all levels of government. This booklet briefly examines the impact of court decisions, legislation, and public opinion on jail crowding, efforts to deal with the problem, and the resulting consequences to public safety.

In fiscal 1988 work continued on an international study of time served in prison in five countries. Results will be published in fiscal 1989. BJS international crime statistics are discussed in greater detail in the "New initiatives" section of this report.

During fiscal 1988 BJS continued work on recidivism of criminal offenders. Under the BJS National Recidivism Reporting System (NRRS), BJS links criminal history information from the FBI and participating States to build data bases on selected groups of offenders. In the previous fiscal year the initial NRRS data base was developed with results published in *Recidivism of young parolees* (BJS Special Report, May 1987). The report analyzed local arrest records kept by the FBI of a representative sample of almost 4,000 of the 11,347 persons from 17 to 22 years old who were paroled from prisons in 22 States during 1978 and examined their postprison rearrest experience.

In fiscal 1988 BJS designed and built a second NRRS data base containing more than 300,000 criminal-history records on a representative sample of 16,355 persons released from prison in 11 States in 1983. This data base —

- represents more than 100,000 prison releasees in these 11 States — about 60% of the Nation's State prison population released during the year
- includes criminal-history data on individual offenders before their release in 1983 along with their subsequent criminal justice activities through 1987
- represents all persons released from prison in the 11 States regardless of whether they were released on parole or released unconditionally
- includes records on single- and multistate offenders, enabling a more comprehensive analysis of recidivism than possible with single-State records
- allows evaluation of the completeness and accuracy of these Computerized Criminal History (CCH) records, which recent studies have shown to be often incomplete and ambiguous
- is being analyzed for a report on the recidivism of these prison releasees, which will be published in fiscal 1989.

Also during the year BJS began development of a third NRRS recidivism data base on persons arrested for the first time in 1978 and 1984, regardless of whether they were convicted or incarcerated. Previous NRRS data bases have been limited to persons who had been sentenced to prison and subsequently released.

This arrest cohort data base is a three-phase project:

- Phase I designed the system, established data elements to be collected, estimated costs, and contacted States that had previously participated in NRRS to determine the feasibility of collecting data on persons first arrested in 1978 and 1984.
- Phase II will accept and process automated criminal-history records from 11 States. Existing computer software and processing procedures will be used to reduce costs and ensure accurate data conversion.
- Phase III will analyze the data.

Data collection and conversion will occur in fiscal 1989 with analysis starting in fiscal 1990. Anticipated issues and measures to be addressed include —

- estimates of lifetime prevalence of arrest for two points in time
- estimates of arrest recidivism for two points in time for a fixed 4-year period
- estimates of the fraction of all arrests represented by first-time offenders
- estimates of the age at the onset of a criminal career by type of offense
- estimates of the number of first-arrestees with prior arrests in other States (multistate offenders)
- determining patterns of criminal careers.

The Corrections Statistics Program also reports separately on State prisoners sentenced to execution. *Capital punishment 1987* (BJS Bulletin, July 1988) provided a detailed overview across the States, a review of related Supreme Court activity during the year, and information on persons sentenced to death and executed during the year. It reported that 93 executions had taken place in 12 States since January 1977, and 1,984 persons were under sentence of death in 34 States at yearend 1987.

The Corrections Statistics Program issued 12 reports in fiscal 1988. In addition to the annual corrections reports, these topical reports are planned for fiscal 1989:

- victims of prison inmates
- prison disciplinary violations
- census of local jails, 1989
- prison admissions and releases, 1985
- criminal histories of persons released from prison in 11 States in 1983.

Adult correctional populations

An estimated 3.4 million adult men and women were under some form of correctional supervision at yearend 1987 — equivalent to 1 in 52 U.S. residents age 18 and older. This total adult correctional population is 6.8% larger than in 1986 and 40% larger than in 1983.

Of the 3.4 million adults in correctional care or custody at yearend 1987, 3 of 4 were being supervised in the community:

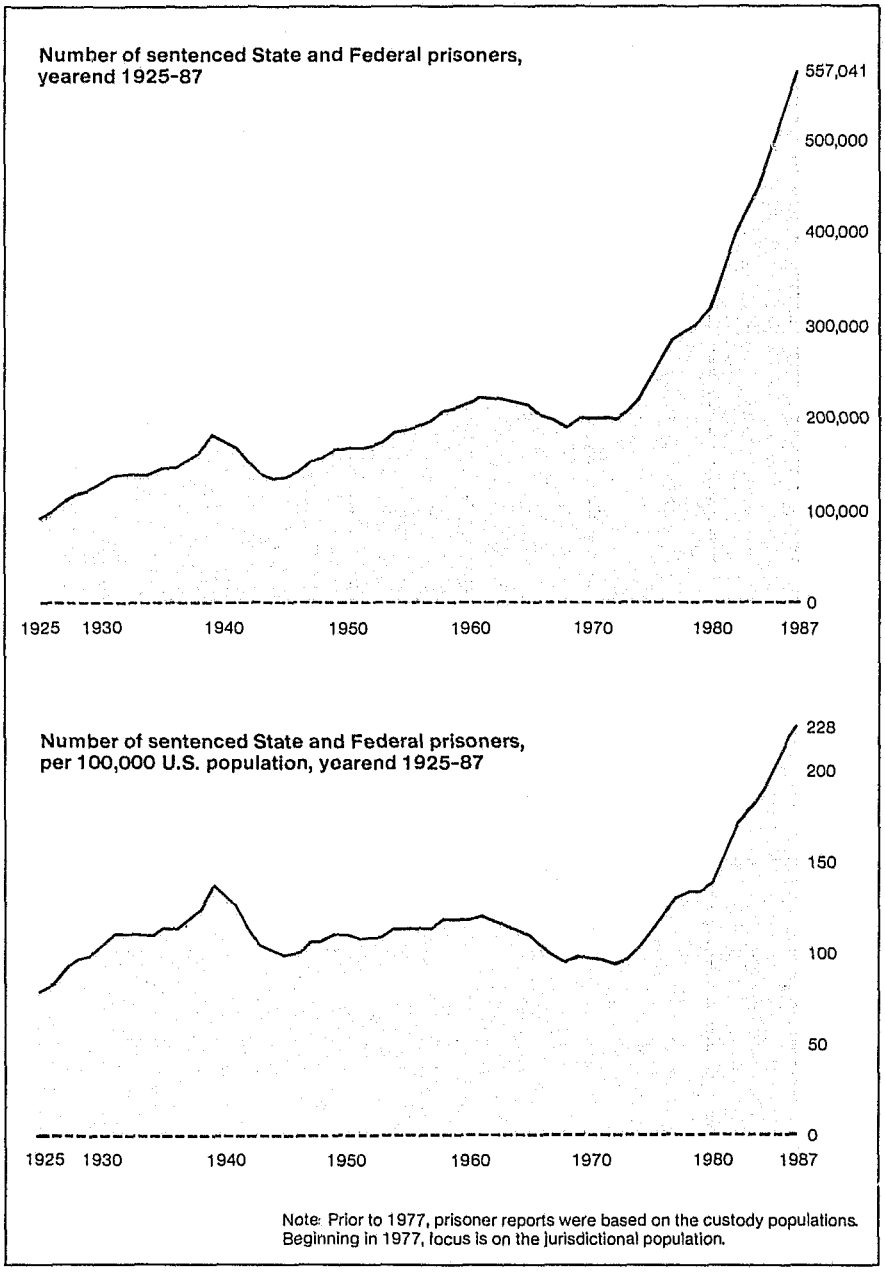
Total	3,460,960	100.0%
Probation	2,242,053	64.8
Parole	362,192	10.5
Prison	562,623	16.2
Jail	294,092	8.5

From 1983 through 1987 the number of men and women under community supervision grew faster than the number of incarcerated adults:

- parolees increased by 47%
- probationers by 42%
- prisoners by 33%
- jail inmates by 33%.

In the first 6 months of 1988 the Nation's Federal and State prison population grew by 4%. This creates a continuing demand for about 900 new prison beds every week.

During 1925-86 the average annual growth rate for the prison population was 2.8%; from 1980 to 1986, the average annual percent increase was 8.8%.



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

On June 30, 1988, 5.1% of all prison inmates were women, the highest percent since recordkeeping began in 1926. In the first half of 1988 the female prison inmate population grew by 6.7% vs. 3.9% for males. Since 1980 the number of female inmates grew from 13,420 to 30,834, a 130% increase. The number of male inmates grew from 316,401 to 573,990, an 81% increase.

In the past decade the percent of offenders who left prison as a result of a parole board's discretionary decision declined from almost 72% of persons released in 1977 to 41% of those released in 1987. This is the result of an increased use of determinate sentencing in which each prisoner serves the full sentence the court hands down minus credits earned for good behavior or meritorious conduct.

Sources: Probation and parole 1987. Historical statistics on prisoners in State and Federal institutions, yearend 1925-86. BJS press release, September 11, 1988.

Prison and jail crowding

Crowding is a serious problem for many localities and States:

- The Nation's prisons are operating at between 7% and 24% above capacity.
- Most State prison systems and the Federal system are filled beyond reported capacity.
- To relieve crowding many States have provisions for sentence reductions, rollbacks, early releases, and other mechanisms to reduce prison populations.
- 16 States said that 12,220 prisoners were backed up in local jails because their prisons have no room for them.

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

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

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

In 1986 about 26% of these jails held inmates for State, Federal, or other local

authorities because of crowding elsewhere vs. 22% in 1985 and 21% in 1983. Overall, BJS estimates that the Nation's jails were operating at 96% of rated capacity in 1986.

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

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

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

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

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

Sources: Prisoners in 1987, Population density in State prisons, Jail inmates 1986.

Characteristics of prison and jail inmates

Of State prison inmates in 1986 —
- 66% were convicted violent offenders (either the current offense or a previous conviction)
- 95% were convicted violent offenders or previously had been sentenced to probation, jail, or prison.

In 1988 about 5% of the Nation's Federal and State prisoners were women. They numbered 30,834 among the Nation's prisoners at midyear 1988, increasing at a faster rate during the first half of the year (6.7%) than males (3.9%). Yet, the incarceration rate for males (462 per 100,000 resident males) was about 20 times higher than for sentenced females.

In 1986 the estimated jail population was made up of —
- 58% whites
- 41% blacks
- about 1% other races (Native Americans, Aleuts, Asians, and Pacific Islanders).

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

Unconvicted offenders held in local jails in 1983 were charged with these offenses

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

Of all inmates under sentence in a local jail, 10% were confined for drunk driving. The most common offense of jail inmates age 45 and older was driving under the influence (20% of the inmates in that age group).

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

Sources: Prisoners in 1986. Jail inmates 1983. Jail inmates 1986.

Characteristics of juveniles in long-term facilities

An estimated 39% of the 18,226 juveniles held in long-term State youth correctional institutions throughout the United States during 1987 had been incarcerated for violent crimes. Another 24% were incarcerated for burglary, the most common specific offense.

Almost 60% of these juveniles (boys and girls under age 18) reported that they used drugs regularly, and more than 25% said they had regularly used a major drug, such as heroin, cocaine, PCP, or LSD.

Half the juveniles who had used any drug said they had begun at age 12 and younger. Half who had used a major drug said they started at age 14 and younger. An estimated 48% said they were under the influence of drugs or alcohol at the time of the offense that led to their incarceration.

An estimated 72% of the juveniles said they had not grown up with both parents. Most of these juveniles — about half the juveniles in long-term confinement — said they had lived primarily with their mothers. And more than half of them reported that a family member also had been imprisoned at least once. About 26% said their fathers had been incarcerated.

Of the juveniles —
- 93% were male
- 52.5% were white
- 41.4% were black
- 6.1% were American Indians, Asians, Alaska Natives, or Pacific Islanders
- 14.5% were Hispanic.

About 2% of the juveniles were confined for a status offense, such as truancy, running away, or incorrigibility, which would not be criminal if committed by an adult.

Many of these juveniles had long criminal histories:
- Almost 43% had been arrested more than 5 times.
- More than 20% had been arrested more than 10 times.
- Almost 60% said they had been committed to a correctional institution at least once before their current confinement.

Among juveniles confined for a violent offense, 41% said they had used a weapon while committing their crime— almost 20% said they had used a gun.

Among all the juveniles, 57.5% said they had a current violent offense or had previously been on probation or had been incarcerated for a violent crime.

Source: Survey of youth in custody, 1987.

Persons in jail for drunk driving

On June 30, 1983, more than 13,000 men and women were serving drunk driving sentences in local jails, and about 1,800 unconvicted defendants were being held on such charges. That is, about 7% of all people held in local jails on that date were charged with drunk driving or convicted of the crime, and almost 13% had a current drunk driving charge or conviction or an earlier conviction for such an offense.

Half the jail inmates convicted of drunk driving had consumed the alcoholic equivalent of at least 12 bottles of beer or 8 mixed drinks before being arrested, and more than a quarter of such inmates had consumed the equivalent of at least 20 beers or 13 mixed drinks.

Of the convicted drunk drivers —
- 54% reported drinking only beer prior to their arrest
- 2% reported drinking only wine
- 23% reported drinking only liquor
- 21% said they had been drinking two or more kinds of alcoholic beverages (this last group consumed the most alcohol, about 3 times more than those who had consumed only beer)
- half had been drinking at least 4 hours before being arrested.

Almost half the people held in jail on drunk driving charges or serving a sentence for that offense had been sentenced for the same offense at least once before, and three-quarters had a prior sentence for any crime, including drunk driving.

Almost half had previously been involved in an alcohol abuse treatment program, and about 1 in 11 were in treatment at the time of their most recent drunk driving arrest.

For drunk drivers ordered to serve time in jail, half were sentenced to at least 5 months. Those with prior drunk driving sentences received jail terms about twice as long as those for first-time offenders.

The median age of persons in jail for drunk driving was 32 — about 5 years older than the median age for all jail inmates. About 95% were male, and almost 80% were unmarried, separated, divorced, or widowed. Their racial distribution was similar to that of the Nation as a whole.

Between 1970 and 1986 —
- arrests for driving under the influence of alcohol or drugs increased by almost 223%
- the number of licensed drivers increased by 42%.

In 1986 an estimated 1.8 million people age 16 and older were arrested for driving under the influence of alcohol or other intoxicants. In 1983, the peak year —
- there were an estimated 1.9 million such arrests (1 for every 80 drivers)
- the arrest rate was highest for persons age 21 (1 arrest for every 39 licensed drivers of that age).

Since 1983 most States have raised the minimum age for drinking to 21, and the arrest rate for persons from age 18 through 20 has fallen by 14% — more than twice the rate of decrease for persons age 21-24.

Source: Drunk driving.

Corrections funding

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

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

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

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

Of the almost $8.9 billion that States spent on corrections in 1985, 84% was for operating or building prisons or other correctional facilities (up from 76% in 1977). (Other corrections spending includes probation and parole.) County spending on corrections was almost $3.3 billion, of which 80% was for operating and building jails (up from 70% in 1977).

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

Data have been available on the construction of State prisons since 1977. Since then State governments increased the percent of total corrections expenditure for prison construction from a low of 7.7% in 1977 to 11.2% in 1985.

Between 1977 and 1985 State and local governments split the distribution of their corrections spending (including capital and operating costs) between institutions on the one hand and probation, parole, and pardon on the other.

Between 1977 and 1985 —
- State governments raised the proportion of their corrections spending for institutions from 76.3% to 83.9%, thereby lowering the percent for probation
- county governments raised their spending for institutions from 70.1% to 79.8%
- municipalities raised their spending for institutions from 76% to 91.9%.

Similar data for the Federal Government are available only for 1985; in that year 75.8% of direct Federal spending for corrections was for Federal institutions; 16.2% was for probation, parole, and pardon.

Source: Justice expenditure and employment, 1985.

Time served in prison and on parole

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

In 1984 the median sentence served by 64,089 persons released from prison in 33 States was 17 months (including prior jail credits); this was 45.4% of their original court-ordered sentence.

Median time served by conviction offense of persons released from State prison, 1984

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

*Includes prior jail credits.

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

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

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

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

Source: Time served in prison and on parole, 1984.

Capital punishment

At yearend 1987, 1,984 persons were under a sentence of death in 34 States. Of these —

- all but one had been convicted of murder
- one had been convicted of capital rape of a child
- 99% were males
- 57% were white
- the median age was nearly 33
- two-thirds had prior felony convictions
- more than 1 in 10 had a prior homicide conviction
- a fifth were on parole at the time of their capital offense
- nearly another fifth had pending charges, were on probation, or were prison inmates or escapees when they committed their capital offense
- excluding those with pending charges, a third of those awaiting execution were under sentence for another crime when the capital offense was committed.

Criminal history profile of prisoners under sentence of death, yearend 1987

	Number	Percent*
Persons under sentence of death	1,984	100.0%
Prior felony conviction		
With	1,257	67.5%
Without	605	32.5
Not reported	122	
Prior homicide conviction		
With	193	11.2%
Without	1,524	88.8
Not reported	267	
Legal status at time of capital offense		
Charges pending	99	5.8%
Probation	118	7.0
Parole	340	20.1
Prison escapee	36	2.1
Prison inmate	55	3.2
Other status	22	1.3
None	1,024	60.4
Not reported	290	

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

At yearend 1987 —

- laws in 37 States authorized the death penalty
- 34 States held prisoners under sentence of death
- 8 States had conducted a total of 25 executions during that year.

Lethal injection (18 States) and electrocution (14 States) were the most common methods of execution permitted by State law. Lethal gas was permitted in 7 States, hanging in 2 States, and a firing squad in 2 States. Six States provided for more than one method of execution — lethal injection or an alternative method — generally at the election of the condemned prisoner.

About 2.9% of the persons who have been on death row in a State prison between 1977 and 1987 have been executed.

Number of persons the States put to death each year

1976	0
1977	1
1978	0
1979	2
1980	0
1981	1
1982	2
1983	5
1984	21
1985	18
1986	18
1987	25

In 1987 —

- 299 persons were added to State death rows
- 79 persons had their death sentences vacated or commuted
- 11 died while awaiting execution
- 25 offenders (13 white males and 12 black males) were executed in 8 States: Louisiana, 8; Texas, 6; Georgia, 5; Mississippi, 2; Alabama, Florida, Virginia, Utah each had 1.

The 25 persons executed in 1987 brought the total to 93 persons executed since 1976, when the Supreme Court affirmed the death penalty.

The oldest person on death row was age 76; the youngest was 17. Laws of 11 States do not specify the minimum age at which a capital sentence may be imposed. The age most often set by statute is age 18 (11 States).

Source: Capital punishment 1987.

Federal justice data

A major activity during fiscal 1988 was to continue to maintain and expand the Federal Justice Data Base. The data base, which includes data from the Executive Office for United States Attorneys, the Administrative Office of the United States Courts, the Bureau of Prisons, and the United States Parole Commission, describes case processing from prosecution through adjudication, sentencing, and corrections. This is the first time that Federal data have been brought together in a single resource.

During 1988 two reports based on Federal data were issued. The first, *Pretrial release and detention: The Bail Reform Act of 1984* (BJS Special Report, February 1988) analyzed the impact of the Bail Reform Act with emphasis on numbers of defendants detained pretrial and time of pretrial detention. (Data from this study are presented in the "BJS reports on . . . adjudication and sentencing" section of this report.)

The second report, *Drug law violators, 1980-86: Federal offenses and offenders* (BJS Special Report, June 1988), updated an earlier report on Federal drug violators and described rates of prosecution, conviction, and reincarceration for drug violators. (Data from this study are presented in the "BJS reports on . . . drugs" section of this report.)

The first compendium of Federal criminal justice statistics was prepared during fiscal 1988. It includes tables and text that describe all aspects of Federal criminal case processing at the national and district court levels. It will be issued annually beginning in fiscal 1989.

Further investigation of Federal civil case processing continued in fiscal 1988 looking toward preparation of reports on civil data during fiscal 1989. BJS work in the area of Federal civil justice statistics is described in the "New initiatives" section of this report.

In addition to these ongoing activities, major plans were initiated to expand the Federal program to produce more up-to-date data for use by Department of Justice and other criminal justice practitioners. Initial steps were taken during 1988 to obtain more current data, and formats were designed for quarterly reports to be issued regularly starting in early 1989. To increase the comprehensiveness of the Federal Justice Data Program, efforts were initiated to obtain data from more Federal criminal justice agencies.

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

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

During fiscal 1988 BJS funded a major national conference on juvenile justice records. The conference was the most recent on information policy questions of national significance. Speakers addressed the use of juvenile records in the adult system, the quality of juvenile records, and problems of access to juvenile data. Conference proceedings were prepared for release early in fiscal 1989. An overview of existing State and local juvenile justice systems was also prepared for publication in fiscal 1989: *Juvenile records and record-keeping systems.*

During fiscal 1988 BJS also prepared to publish in fiscal 1989 the proceedings of an earlier conference on open-record policies and procedures. The report explores all aspects of the open vs. confidential record debate with emphasis on practical implications of legislative requirements for preemployment screening and licensing. The proceedings include presentations by Senator Patrick Leahy and former BJS Director Steven R. Schlesinger.

Recognizing the key role that courts play in developing complete criminal-history records, a special effort was made to ensure higher levels of court disposition reporting. Specifically, during fiscal 1988 discussions were begun with national court organizations to further explore the legal, technical, and policy issues relating to disposition reporting.

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

Another document in the Information Policy Series, *Public access to criminal-history record information*, was prepared during fiscal 1988. The report describes legislation, regulations, and case law defining the public's right to obtain criminal-history record information and identifies issues relevant to such policies.

Recognizing the problems associated with fraudulent identification documents (which constitute the basis for all operational and statistical record systems), a report was prepared on identification fraud and the possible approaches to and implications of developing national standards in this area.

The *Compendium of State privacy and security legislation: 1987 overview*, summarizing State privacy legislation, was published in August 1988 for general distribution. Complete texts of State privacy statutes were sent to the National Criminal Justice Reference Service (NCJRS) for users who need access to the full text of such legislation.

To assist criminal justice agencies in upgrading data quality, a report was prepared that describes specific techniques that can be used to increase record accuracy and completeness. The report, designed for use by record managers and policymaking personnel, is scheduled for publication in 1989.

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

New initiatives

During fiscal 1988 BJS continued methodological work to refine existing statistical programs and to develop programs to produce data not currently available. The result of such perennial efforts is the fairly comprehensive statistical program that produces the data presented in the previous section of this report.

As these methodological programs begin to produce data, their discussion is moved from this section of the report to the "BJS reports on . . ." section. This year methodological work was completed on the redesign of the National Crime Survey, and final decisions were made about implementing the remaining redesign features. These are discussed in the "BJS reports on . . . crime and its characteristics" section of this report.

Also during the year, the FBI made final decisions on data specifications for the redesigned Uniform Crime Reporting (UCR) Program, now officially identified as the National Incident-Based Reporting System (NIBRS), and BJS funded seven States to begin implementing NIBRS. This program is described in the "BJS reports on . . . crime and its characteristics" section of this report.

Developmental projects during fiscal 1988 include—

- National Crime Survey (NCS) supplements
- Law Enforcement Management and Administrative Statistics (LEMAS)
- Adjudication Statistics Program
- Federal civil justice data
- Comparative international statistics on crime and justice
- Statistical outreach

Each of these projects is described in this section.

National Crime Survey (NCS) supplements

Since 1972 the NCS has provided annual estimates of the extent and characteristics of crimes against individuals and households. It has been a stable and consistent measure of crime and many aspects of crime. However, some researchers believe it is being underutilized because it has rarely been used to collect supplemental, periodic information, which is of great value in current policymaking but which need not be collected every year as part of the ongoing NCS.

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

In this program BJS and NIJ identify topics of interest to the criminal justice community and select a research firm to coordinate development of a supplemental questionnaire. The current topic under development is school crime. The contractor was selected in fiscal 1988 to solicit ideas for questions to be asked and subjects to be covered from researchers and policymakers who are experts on the topic. The Bureau of the Census pretested the resulting questionnaire during the year. Data collection began in January 1989 and will continue for 6 months. Topics covered include extent of school crime, drug use in schools, fear of becoming a crime victim at school, and self-protective measures used by students at school.

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

BJS has decided to repeat the Victim Risk Supplement (VRS) when it can be integrated with the redesign program. The 1984 supplement resulted in a report, *Crime prevention measures*, published in March 1986. The supplement collected data on crime prevention measures taken at home and at the workplace and about individuals' perceptions of the safety of their homes, neighborhoods, and workplaces.

Law Enforcement Management and Administrative Statistics (LEMAS)

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

After several years of development and study, data collection for the first LEMAS survey began in fiscal 1987. During fiscal 1988 data processing and analysis began; the results will be published in fiscal 1989. Information collected includes—

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

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

Methodological development of LEMAS included —

- an extensive literature review
- an analysis of existing data sets of police statistics
- two separate surveys of police agencies to determine the perceived utility of LEMAS data, the relative importance of various data items, and the ability of police departments to provide such data
- development of a survey questionnaire and handbook for a national collection effort
- consideration of various sampling designs
- a pretest of the proposed survey
- a census of all local police agencies to update the mailing list to draw a nationally representative statistical sample of agencies.

Adjudication Statistics Program

The Adjudication Statistics Program continued a major redesign and expansion to increase its statistical quality and its utility for policymakers. The increased amount of data available for the "BJS reports on . . . adjudication and sentencing" section of this report compared with earlier reports demonstrates the success of this developmental effort. Methodological progress continued during fiscal 1988, greatly increasing the amount and usefulness of judicial data.

The United States is one of only a few developed countries that has no national court statistics. There are police statistics compiled annually that show the number of persons arrested in the United States and there are national prison statistics compiled annually on the number sent to prison. But there are no nationwide statistics that show what happens between arrest and imprisonment.

The National Judicial Reporting Program (NJRP) is a statistical series designed to provide previously unavailable statistics on the judicial phase of the criminal justice system. The program compiles representative statistical data on samples of persons convicted of felonies in State courts. These data will make it possible to answer many questions about felony courts that cannot now be answered, such as —

- nationwide, how many persons were convicted of felonies last year?
- how many convicted felons received a jury trial?
- what percentage of convicted felons were sentenced to prison?
- what was the average prison sentence for drug trafficking?

During fiscal 1988 NJRP completed data collection for the first national survey of felony sentencing in the United States. The survey compiled data on nearly 55,000 persons convicted in 1986 of felonies in 100 counties throughout the Nation. A BJS report presenting complete results of the survey is in production and will be published in fiscal 1989.

A second developmental adjudication project being conducted for BJS is a major study of burglars and robbers brought to the attention of local prosecutors in some 16 of the Nation's largest counties. Data collection continued in fiscal 1988. The study will describe the impact of different policies and practices on the disposition and sentencing outcomes of robbery and burglary cases.

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

In each jurisdiction data were collected for a sample of between 100 and 500 defendants who had been released pending trial. Sixty percent had been charged with felonies and the remainder with misdemeanors. Each defendant is tracked for 9 months after pretrial release or until disposition. Pretrial rearrests and failures to appear in court were recorded, as well as the outcome of each case at disposition. A report on this initial effort was completed in fiscal 1987.

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

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

Work on the current phase is scheduled for completion in April 1989 with a report providing statistics on the behavior and court dispositions of defendants on pretrial release.

Federal civil justice data

Recognizing the effect of civil case backlogs on overall criminal justice processing, BJS recently launched a preliminary effort on Federal civil justice statistics. The program aims to develop a data base that traces the flow of Federal civil cases and describes the relationship between agencies that are involved in civil case processing. Special attention will be directed to the volume of case flow and identifying issues that affect successful case processing.

Comparative international statistics on crime and justice

A BJS Special Report published in fiscal 1987 suggested that when incarceration rates are based on the number of arrests rather than the size of the population the United States experience is much closer to that of Canada, Great Britain, and West Germany than had been supposed. In fiscal 1988, to follow up on the 1987 report, BJS began to investigate the average time served in prison for the same offenses in each of these countries.

BJS also compared official crime rates for more than 40 countries based on data from the United Nations, Interpol, and the World Health Organization (*International crime rates*, BJS Special Report, May 1988). Based on the best available data, the report provides evidence that—

- U.S. rates for violent crime are significantly higher than those of Western European countries
- the differential between crime rates for crimes of theft is not so large
- the differences for both violent and property crime rates are narrowing, both because U.S. crime rates have been dropping and because those in Western Europe have been rising.

In fiscal 1989 work will continue on these international topics:

- comparison of time served in prison
- comparison of the victimization surveys of the United States, Canada, and Western European countries
- an international crime survey conducted simultaneously in the United States, Canada, Western Europe, and Japan
- the third United Nations survey of crime trends, operations of criminal justice systems, and crime prevention strategies.

Statistical outreach

BJS has long sought ways to increase the value of its data for policymaking. One way is to encourage secondary analysis of its data to increase knowledge on crime and justice. Another way is to solicit suggestions from the criminal justice and policymaking communities about the types of information and analyses that are needed.

One effort to encourage secondary analysis of BJS data was sponsored jointly with the American Statistical Association (ASA). ASA is a 150-year-old professional association for statisticians and quantitative scientists; its membership is drawn from academic institutions; government agencies; and research, business, labor, financial, and industrial organizations.

In 1980 ASA established a Committee on Law and Justice Statistics. The committee is made up of 15 leading statisticians and criminologists who serve 3-year terms. Committee members receive no compensation for their participation unless a specific task is performed at the request of BJS; in that case, they may receive a nominal fee for the work performed.

During fiscal 1988, BJS and ASA continued a program to train young associate professors in the use of National Crime Survey (NCS) data and to encourage them to train their students in the use of the NCS. This program began in fiscal 1987 when BJS and ASA produced a major 2-week training course to introduce the young associate professors to the detailed information needed to use and analyze data from NCS data tapes.

In summer 1988 a followup 1-week workshop was held to—

- further assist this group of NCS users
- see if they have been using the data
- solve any of their data problems
- determine if there are any systemic difficulties with the data files that can be corrected by BJS or the Bureau of the Census.

The course and its followup workshop aimed to reduce the difficulty statisticians and criminologists outside of BJS were having in their work with the NCS data tapes. Because of the survey's design, the data files are among the largest and most complex statistical data bases in existence.

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

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

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

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

The original participants were invited to attend the 1-week followup workshop in summer 1988. Bureau of the Census and BJS staff addressed the group, describing new developments in the NCS, and a representative of the National Criminal Justice Data Archive at the Inter-university Consortium for Political and Social Research (ICPSR) of the University of Michigan reviewed user-support services available there.

The participants presented preliminary results of their analysis using NCS data tapes. Each of them described their analytic approaches, difficulties they had encountered, and solutions they had attempted. The other participants critiqued the papers and offered suggestions for data tape management and additional analytic approaches.

The papers will be prepared for publication. They include—

- changes in the relative frequency of black/white interracial assaults, rapes, robberies, and homicides
- models for nonrandom nonresponse in data from the National Crime Survey
- the impact of weaponry on assault outcomes
- problems in analyzing rape incidents using NCS data
- longitudinal analysis of NCS data using generalized linear models
- routine activities and personal contact crime: A comparison of the United States and Venezuela
- lifestyles and risks of criminal victimization
- the effects of covariates on correlation over time in NCS data
- a comparison of effects of occupation and personal relationships on series victimization
- hierarchical modeling and the National Crime Survey.

To conclude the workshop the participants and BJS staff discussed problems encountered in the analysis of the NCS data tapes exchanged and suggestions for solving them. The participants strongly recommended that BJS and ASA continue sponsoring such workshops and that added methods be developed to keep the NCS user community informed of current developments in the NCS.

Another BJS program aimed at encouraging secondary analysis of BJS data is the annual 4-week workshop at the University of Michigan. The workshop is held in conjunction with the annual summer program of the ICPSR. The curriculum for that program is broader, covering the full range of BJS data series, but in less technical detail. Such a level of training is appropriate for most BJS data series, which are less complex than the NCS.

In early fiscal 1988 BJS convened a National Conference on Punishment for Criminal Offenses. A national survey on public attitudes about crime and punishment was conducted especially for the conference. The survey covered public attitudes about the severity of crime, the types and lengths of punishment appropriate for various type of crimes, and the purposes sought from punishment.

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

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

State statistical program

The twofold purpose of the BJS State statistical program is to—

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

There are State-level statistical analysis centers (SAC's) for criminal justice in 45 States, the District of Columbia, Puerto Rico, the Virgin Islands, and the Commonwealth of the Northern Mariana Islands. These 49 SAC's have been established over the years with support from BJS. They provide —-

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

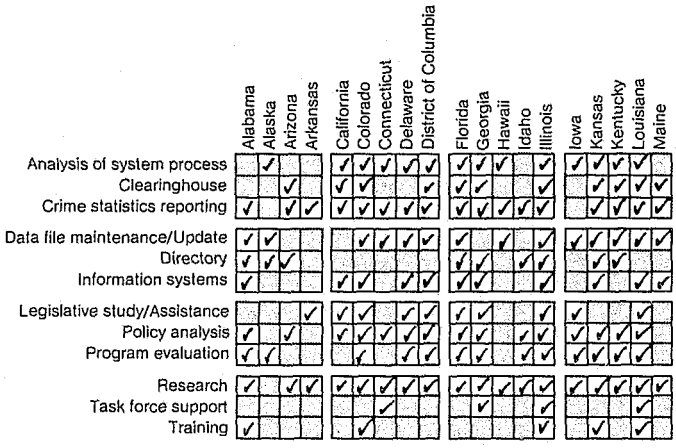
State statistical analysis center (SAC) is a generic name. Many of the agencies responsible for criminal justice statistics and information at the State level have other official names.

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

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

Table 1
Functions of state statistical analysis centers (SAC's), calendar 1988

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



Maryland
Massachusetts
Michigan
Minnesota
Mississippi
Missouri
Montana
Nebraska
New Hampshire
New Jersey
New Mexico
New York
North Carolina
North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Puerto Rico
Rhode Island
South Carolina
South Dakota
Texas
Utah
Vermont
Virgin Islands
Virginia
Washington
Wisconsin
Wyoming

Table 2
Number of States producing data on issues of policy concern, calendar 1987 and 1988

Issue	Number of States 1987	1988
Crime trends	*	42
Police	28	33
Courts	32	30
Jail	27	29
Offender demographics	*	29
Juvenile delinquency	28	27
Overcrowding	22	27
Homicide	10	26
Sentencing	33	26
Substance abuse	24	26
Prosecution	24	25
Population projections	19	24
Parole	20	24
Victims	18	24
Probation	24	23
Drunk driving	29	22
Personnel/management issues	23	19
Alternatives to incarceration	23	18
Domestic violence	23	18
Crime prevention	24	17
Plea bargaining	16	16
Pretrial release	16	16
Crime projections	15	16
Recidivism	21	16
Child abuse	20	14
Rehabilitation	13	13
Deterrence	9	12
Public attitudes	11	12
Bail	11	11
Status offenses	11	11
Crime by females	8	10
Sexual assault	12	10
Risk assessment	10	8
Traffic safety	8	8
Restitution	11	7
Discrimination	4	2

*Category not used in 1987.

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

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

In fiscal 1988 grants and cooperative agreements were awarded to two States and the Commonwealth of the Northern Mariana Islands to continue development of SAC's that had been started recently. Partial support was given to 23 established SAC's to conduct objective analyses to meet critical planning needs and to address statewide and systemwide policy issues. BJS also entered into 10 cooperative agreements with individual SAC's for specific projects in statistical analysis and research on topics of critical importance to the States.

The Criminal Justice Statistics Association (CJSA), the national organization of SAC directors, held a national conference for the States on "Criminal Justice Analysis in the States: The Role of Measurement in Public Policy Development." State officials from all parts of the Nation participated.

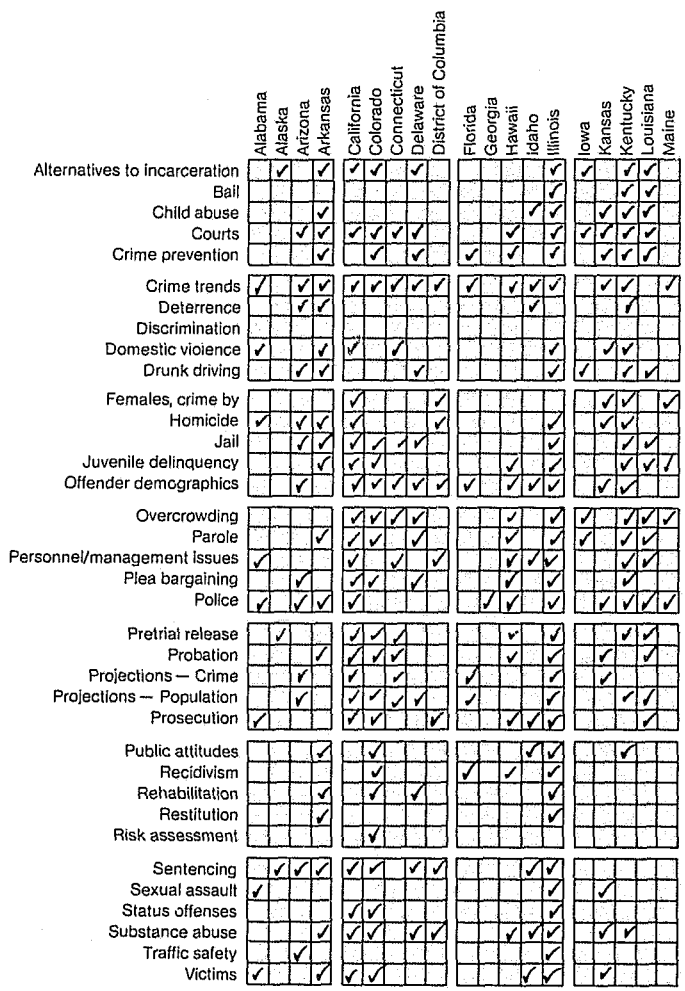
In conjunction with BJS, CJSA continued operation of a computerized index to State statistical data sources. This index aims to provide rapid access to recent, applied research and statistics in the States. It is updated through an annual survey of State statistical analysis centers. Through BJS funding, CJSA maintains a catalog and library of statistical reports produced by the State criminal justice statistical analysis centers. CJSA also provides technical assistance, computer software, workshops, and publications for State SAC directors.

In past years BJS has supported development of State Uniform Crime Reporting (UCR) systems in some 40 States to improve the completeness and quality of data submitted by local police agencies to the FBI. During fiscal 1987 awards were made to 13 States to begin implementing the reporting standards of the redesigned UCR program. In fiscal 1988 States that had not received an implementation award were invited to apply for a grant in fiscal 1988; seven States were funded.

Under the State statistics program, BJS has stepped up its analysis of Offender-Based Transaction Statistics (OBTS) data provided by the States. In OBTS offenders are tracked through the criminal justice system from arrest to sentencing. *Tracking offenders, 1984* (BJS Bulletin, January 1988) used OBTS data from 11 States. Alaska, California, Delaware, Georgia, Minnesota, Missouri, Nebraska, New York, Ohio, Pennsylvania, and Virginia provided data for the report. (The OBTS data are presented in the "BJS reports on . . . " section of this report.) Work began on four additional topics: drug trafficking, the child victim, violent and property crime, and 1980-85 disposition trends. In earlier years, BJS analyzed OBTS data on such topics as white-collar crime and offenses against children. These BJS reports and other programmatic efforts have increased State involvement from 10 in fiscal 1987 to 14 in fiscal 1988, with an additional 2 States anticipated for fiscal 1989.

Table 3
Issues for which State statistical analysis centers (SAC's) produced data or conducted research, calendar 1988

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



Maryland
Massachusetts
Michigan
Minnesota
Mississippi
Missouri
Montana
Nebraska
New Hampshire
New Jersey
New Mexico
New York
North Carolina
North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Puerto Rico
Rhode Island
South Carolina
South Dakota
Texas
Utah
Vermont
Virgin Islands
Virginia
Washington
Wisconsin
Wyoming

State statistical analysis center (SAC) narratives

This section reports on State statistical analysis activities from October 1, 1987, to September 30, 1988. It presents an overview of criminal justice data resources available at the State level.

BJS provides financial support to State criminal justice statistical analysis centers (SAC's) as described in the preceding section, but many of these agencies operate largely without Federal funding. Consequently, many of the activities cited below were accomplished without Federal support.

For this section each SAC was invited to submit a short narrative description of its activities. Narratives from the States that responded were edited only for consistency of style.

States and territories not listed either had no SAC (or its equivalent) during the period or did not submit a narrative. The names, addresses, and telephone numbers of the State officials who supplied the narratives are listed in appendix A. These officials can be contacted for additional information.

Alabama

The Statistical Analysis Center (SAC) is a component of the Alabama Criminal Justice Information Center (ACJIC). ACJIC is an independent State agency charged with operating and maintaining an information system for the criminal justice community.

Alabama's SAC is responsible for—
- compiling statistics on the nature and extent of crime
- compiling data for planning
- publishing statistics on the level and nature of crime and the general operation of agencies within the criminal justice system in Alabama.

Alabama's SAC is involved in the Uniform Crime Reporting (UCR) redesign currently underway. The SAC shows local agencies the benefits of an incident-reporting system by providing computer services such as crime-by-sector breakdowns and data on shifts, manpower, and caseloads. These services benefit administrators and investigators in local police departments.

The Alabama SAC was involved in a management study for a local sheriff's department. This was an extensive review of their operations with recommendations for improvement.

In addition to the many special reports produced for local agencies, the SAC published two reports during the year—
- *Crime in Alabama 1987*
- *Homicide and rape 1983-1987.*

Alaska

The Alaska Justice Statistical Analysis Unit (SAU) operates as part of the Justice Center at the University of Alaska, Anchorage.

During 1988 the program—
- released BJS report summaries to all major justice agencies, newspapers, and other media throughout Alaska
- published and distributed statewide the *Alaska justice forum,* a quarterly publication designed to provide current national and State statistical information on justice-related issues to Alaska agencies, officials, and others concerned with the justice system
- responded to requests from legislators, other public officials, and the press for research information on a variety of justice issues ranging from capital punishment to the certification of corrections officers
- cohosted, with SEARCH Group, Inc., a seminar on microcomputer technology for Alaska justice system professionals.

During the year the SAU, with the Justice Center, also focused on several major research projects:
- The *Alaska justice data base directory,* a research catalog of all major data bases in Alaska justice agencies, was published and released statewide. It represents the first attempt in the State to identify and detail all data bases relevant to justice issues. Work has begun on an expanded version to be released in summer 1989, partially funded by a grant from the Exxon Foundation.
- An 18-minute videotape was produced detailing the philosophy, organization, and

administration of the McLaughlin Youth Center, a juvenile corrections facility in Anchorage, Alaska. The video is being used statewide in public education by various justice agencies.

- *Evaluation of the Alaska Pretrial Intervention Program*, an examination of the diversion program operated by the Alaska Department of Law between 1983 and 1986, was completed, published, and released to legislators and other public officials. A summary of the study is being prepared for the *Alaska justice forum.*
- *Disparities between felony charges at time of arrest and those at time of prosecution: 1984 Alaska Offender-Based Transaction Statistics (OBTS) analysis*, a study of felony charge disparities using the 1984 Alaska OBTS tapes, was completed and released to legislators and other officials.
- An examination of rural-urban conviction disparities was begun, using the Alaska OBTS tapes.

The SAU continued to expand its data bases during fiscal 1988:

- completing compilation of the 1986 OBTS tapes and continuing to assemble the 1987 data
- archiving data collected by the Alaska Judicial Council in various research projects relating to the Alaska court system
- continuing acquisition of Alaska Uniform Crime Reporting (UCR) data
- continuing acquisition of Department of Corrections inmate population statistics.

Arizona

During fiscal 1988 the Arizona Statistical Analysis Center (SAC) continued to function as a clearinghouse for crime information and statistics, responding to a number of inquiries from the media and legislators for explanation and analysis of crime trends. It also was partially responsible for disseminating and interpreting State Uniform Crime Reporting (UCR) data.

The SAC continued its study of major criminal justice issues in the State. Much of the research focused on traffic safety. Using an updated data base, the unit continued its reassessment of 1982 revisions to the State's drinking-and-driving laws. Work also continued on research evaluating the impact of Arizona's recently increased minimum drinking age on traffic crashes and casualties among young drivers.

The SAC also investigated other crime issues during the year. A study of criminal homicide in Arizona was completed and published. Two other research studies continued during the year, one examining the effect of economic cycles on crime in the State and at the national level and the other investigating the relationship between imprisonment and the amount of crime in Arizona. Both studies use multivariate time-series analyses.

Finally, under a research grant from BJS, the SAC conducted an impact assessment of State legislation enacted in 1982 to deter offenders on supervised release from committing further offenses. The report of this research will be available in early fiscal 1989.

Arkansas

The Statistical Analysis Center (SAC) is a component of the Arkansas Crime Information Center (ACIC). ACIC is an independent State agency that is the central access and control agency in Arkansas for input, retrieval, and exchange of criminal justice information in the National Crime Information Center (NCIC) and the National Law Enforcement Telecommunications System (NLETS). ACIC is responsible for coordinating all Arkansas user agencies with the NCIC and the NLETS and for collecting data on the nature and extent of crime. It administers the State Uniform Crime Reporting (UCR) program and has published three reports during 1988.

Crime in Arkansas 1987

This annual report —
- provides an overview of crime based on statistics submitted by law enforcement agencies as part of the UCR program
- includes the number of arrests and incidents known and reported by law enforcement agencies
- includes a statewide summary of supplemental information about rape, including victim and offender data, time/place of occurrence, weapon used, and victim/offender relationship
- does not include data on prosecution, adjudication, or corrections.

Arkansas crime poll 1987

A questionnaire mailed to a random sample of 1,500 citizens in all 75 counties requested their views on —
- the effectiveness of criminal justice
- fear of crime
- punishment
- crime events during the year
- selected current issues
- Arkansas residents' perception of problems within the community.

Of the 784 citizens responding —
- 49% felt the crime problem had become worse in their community over the past 3 years
- 70% indicated that they would be willing to support an increase in taxes for more court personnel to improve the court system
- drug abuse was indicated as the most serious problem in their community
- more severe penalties were recommended as the main solution to the crime problem
- 12% had marked their possessions so they could be identified if stolen
- 75% were in favor of a victims' compensation fund supported by penalties paid by convicted offenders.

Crime Info

This quarterly report portrays the level of crime reported by law enforcement agencies during the quarter and for previous reporting periods.

California

The Bureau of Criminal Statistics (BCS), of the California Attorney General's Office, is statutorily mandated to compile, analyze, and publish data on crimes, criminals, and the criminal justice system. This is a summary of major projects, activities, and accomplishments that have contributed to development of criminal justice law and policy in California.

Data bases

The Statistical Analysis Center (SAC) uses data collected, compiled, and maintained by the Statistical Data Center (SDC). Data sets include—

- crimes
- arrests
- processing of adult and juvenile offenders
- local detention facility counts
- criminal justice agency expenditure and personnel
- death in custody
- domestic violence.

Special requests program

Each year BCS answers more than 3,000 requests for statistical information from the Governor, the legislature, other State and Federal agencies, researchers, and the public. These range from providing individual crime statistics to literature searches, special computer runs, and extensive analysis of BCS and other data.

Publications program

BCS published 16 reports during 1988, including 2 OUTLOOK reports on topics of special interest, 6 annual reports on crime and delinquency in California, 2 legislative reports, 2 monographs on criminal justice research projects, and 4 FORUM reports discussing the findings of research projects sponsored by the Attorney General's Criminal Justice Targeted Research and Collaborative Study Programs.

Adult Criminal Justice Statistical System (ACJSS) longitudinal file

In July 1988 this file contained accumulated criminal-history information on about 2.5 million persons whose first arrest occurred on or after January 1, 1973. The data base, updated quarterly, includes information about each California arrest reported to the California Department of Justice, regardless of whether or not a final disposition was received. The file can be used to select cohorts of arrestees for special studies such as recidivism, offender characteristics, and offense patterns.

Attorney General's Criminal Justice Targeted Research Program

California's Attorney General initiated an ongoing program to fund 1-year research projects in the field of criminal justice undertaken by doctoral candidates and post-doctoral research fellows. The program is designed to accomplish greater and more sophisticated analysis of BCS data by working more closely with the academic community and allied practitioner agencies.

Projects in 1987-88 included studies of—
- classification of white-collar crime
- employment and crime
- missing persons system evaluation
- domestic violence
- child abuse
- medical fraud.

AG/UC Collaborative Program

In 1986 the Attorney General's Office and the University of California began a collaborative research effort on critical criminal justice policy issues. First-year concentration was on analyzing sentencing trends. An initial publication on sentencing trends was released in early 1987. In 1988 two collaborative projects were completed. One studied the connection between gang membership and drug activity; the other surveyed criminal justice agencies on corrections policy.

Colorado

Data bases

The Felony Court Data Base consists of a sample of cases filed in district criminal courts from 1979 to December 1987. Data are collected on the—
- offender (age, sex, education, employment, substance abuse, mental health needs, criminal history)
- offense(s) at filing and conviction (type, felony class, seriousness, number of offenses charged, number of offenses convicted)
- disposition (dismissed, guilty plea, deferred prosecution or sentence, type of sentence, length of sentence, fees or fines imposed, restitution).

The data are used to provide information to the legislature, the Governor's office, the Judicial Department, the Department of Corrections, and others. Analyses include:
- criminal court filing patterns by volume, type, and region
- criminal court sentencing practices, including plea bargaining, number of convictions, changes in type of offenses filed, type of offender, length of sentence imposed, and type of sentence (to prison, community corrections, or probation)
- felony filings, convictions, and court dispositions to assess the effectiveness of the criminal justice system, monitor implementation of new policies or legislation, and estimate the impact of policies and legislation
- variation in sentencing practices among several Colorado judicial districts
- statistical profiles of the types of offenders sentenced to probation, community corrections, and prison and an assessment of

sentencing practices using the profiles
• prison population projections using age-specific commitment rates.

There is no other criminal justice research data base available in the State. All other data bases are designed for administrative purposes rather than research.

The Community Corrections Data Base consists of information provided via a mail-in information form completed by community corrections program staff. Data provided include client demographic information, offender needs, most serious charge and conviction offense, juvenile record, adult criminal history, entry and termination status, length of stay, services provided to the client, rearrest data, and fiscal information. Completed forms are submitted on a monthly basis. This data base is for an annual report describing the activities, clientele, and success of community corrections programs.

The Juvenile Diversion Data Base consists of basic information on clients terminated from juvenile diversion programs around the State; it includes data on demographics, referral charge, prior arrests, termination and rearrests, and services provided. It is updated monthly.

DCJ Bulletins

Two-page bulletins are published periodically by the Division of Criminal Justice (DCJ) to report the results of various analyses completed by DCJ. Each bulletin addresses a single issue of interest to the criminal justice community. Bulletins published recently include—

• *What causes correctional populations?*
• *Criminal careers of Colorado inmates*
• *Sentencing trends in Colorado: 1980-87.*

Colorado parole risk assessment scale

DCJ has been working with the Colorado Parole Guidelines Commission since July 1987 on the development of a risk assessment scale for use in the parole decision-making process. DCJ recently completed a validation of the first scale and is testing the newest version.

Colorado inmate profile

Data were collected for a sample of the 1987 State inmate population. These data were used to compare the 1987 and 1986 inmate profiles to help in validating the risk assessment scale. The data also are being used to study the classification system used in the State prisons.

Classification of prison inmates

This study replicates a 1986 classification study of Colorado's prison inmates. Analysis includes profiling the prison population and comparing current scored custody levels with recommended classification levels and comparing the current classification system with those used in other States.

Offender survey

The Division is working on the second self-report survey of Colorado's prison inmates, testing various methods of collecting self-reports on crime rates and patterns. This is the first time self-reports have been collected from female prisoners.

Commonwealth of the Northern Mariana Islands (CNMI)

The CNMI established its Statistical Analysis Center (SAC) during fiscal 1986 as a division of the CNMI Criminal Justice Planning Agency (CJPA). The CJPA was created through an Executive Order establishing it as the Commonwealth's criminal justice planning agency and designating it as the State agency responsible for administering programs funded by the Federal Omnibus Crime Control and Safe Streets Act of 1968 as amended. CJPA administrates grants from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Formula and Special Emphasis for Insular Areas, Bureau of Justice Assistance (BJA) Anti-Drug Abuse, and Bureau of Justice Statistics (BJS) SAC programs.

The SAC originally served the Micronesian region, as well as the Commonwealth, through memoranda of understanding/agreements between the CNMI, Republic of Palau, Republic of the Marshalls, and Federated States of Micronesia (Truk, Ponape, Kosrae, and Yap). The SAC established data collection stations throughout the region to support regional data analysis, with data collection arrangements and capability fully operational by late 1987. In several recent political developments, however, the Marshalls and Micronesia each entered into an independent political relationship with the United States, and Palau has been attempting to establish an independent Compact with the United States, which to date has not been established. Palau remains the last Trust Territory mandated to the United States by the United Nations immediately after World War II.

The SAC concentrates its services solely within the CNMI.

In the last quarter of the reporting period, the CNMI began implementing the Criminal Justice Information System (CJIS), funded by grants from the U.S. Departments of Interior and Transportation. The CJIS —

- will automate a significant portion of the CNMI justice system
- will enable the SAC to track offender- and offense-based data from arrest to prosecution, adjudication, and final disposition
- is coordinated by a supervisory committee: the directors of the SAC and the Department of Public Safety, Public Defender, Attorney General, and Chief Judge of the CNMI Trial Court
- was supported by the SAC in formulating and developing CJIS configurations and designs, including vital parts of requests for proposals, and in reviewing and selecting a system to implement the CJIS.

As a result of the CJIS development and the concentration of SAC activities within the Commonwealth, the SAC has been involved in developing the necessary foundation for the eventual implementation of the FBI's redesigned Uniform Crime Reporting (UCR) program and the BJS Offender-Based Transaction Statistics (OBTS) program. The data elements for each are being studied to allow CJIS software modification.

The SAC has produced several reports since its creation in 1986:

- The first was *Jury trials in the CNMI: 1978 through 1985*. The CNMI, as a result of the Covenant agreement that brought it into a Commonwealth relationship with the

United States, is not required to provide trials by jury in all cases. Debate has continued on the appropriateness of the jury trial system to operate effectively in island communities. The study attempted to examine jury trials that had taken place in light of the debate; it supported the viability of the jury system in the CNMI.

- *Juvenile crime in the CNMI: The 1985 update* examined juvenile crime trends and statistics from the Department of Public Safety. A 1986 update is now available.
- *Crime in the CNMI: The 1985 update* included all reported offenses. A 1986 update is now available.
- *Juvenile recidivism and classification study* reviewed and analyzed the biodata of juvenile repeat offenders (rearrests) during calendar years 1986 and 1987. Modal descriptions of juvenile recidivists in the CNMI were developed using a standardized testing instrument. Juveniles were then classified according to these descriptions, and treatment strategies were identified.
- A quarterly newsletter, the *CNMI Justice Bulletin*, is sent to all justice system practitioners and policymakers in the CNMI, regional governments, and selected subscribers in the U.S. The newsletter provides the most current justice system statistical analysis, news from the various agencies, and national-level justice system developments. It also has several regular educational features introducing the readers to the use of available technology and promoting crime prevention activities.
- The SAC produced the lengthy narrative for the CNMI grant application for the BJA Anti-Drug Abuse Assistance Program and the application for the OJJDP grant program, although these were not formally published as SAC reports.

Commonwealth of Puerto Rico

The Statistical Analysis Center (SAC) in Puerto Rico was established within the Criminal Justice Information System (CJIS), an independent agency of the Commonwealth Department of Justice.

The SAC's main objective is to compile, analyze, and publish statistics pertaining to the four agencies of the Commonwealth criminal justice system: Departments of Justice, Police, Corrections, and Courts. Another significant role is to conduct research on criminal justice issues to assist the Executive in the policymaking process.

The SAC —

- is responsible for analyzing and generating reports using criminal-history information from the CJIS
- publishes a monthly bulletin addressing Computerized History System data; the first bulletin was published in January 1988
- prepares *Crime report in Puerto Rico,* a quarterly report on crime statistics pertaining to the four agencies; the first report covered July, August, and September 1987
- prepared a special report examining the relationship between victims of murder and nonnegligent manslaughter and the drug problem; data on all persons killed from January to May 1988 were included in the study
- is planning to conduct a study on the drug problem in Puerto Rico to help the Governor and policymakers in decisionmaking
- provides technical assistance and criminal justice statistics to legislators, university students, criminal justice agencies, and personnel from other public agencies in Puerto Rico and the United States.

Connecticut

The Connecticut Statistical Analysis Center (SAC) is in the Justice Planning Division of the Connecticut Office of Policy and Management. The SAC has provided assistance for or conducted several Justice Planning Division projects during the year, including—

- awarding and administering Justice Assistance and Office of Juvenile Justice and Delinquency Prevention (OJJDP) grants
- providing technical assistance funds for criminal justice agencies
- monitoring implementation of tough new family violence legislation
- developing site selection processes for new prisons and jails
- revising criminal justice computer model caseload projections based on recent arrest trends in Connecticut
- providing staff support for the Connecticut Prison and Jail Overcrowding Commission and the Governor's Action Committee on Drug Education.

Revised prison and jail population projections, based on Connecticut's computer simulation model, show significantly higher future population figures than previous estimates and a substantial growth in the incarcerated population throughout the 1990's. Increased pressures on the criminal justice system are due primarily to law enforcement initiatives combating substance abuse. If current trends continue, the number of persons under correctional supervision in Connecticut may double by the year 2000.

Delaware

Delaware's Statistical Analysis Center (SAC) is the research and analysis branch of the Delaware Criminal Justice Council. The SAC provides research, evaluation, and analysis of criminal justice issues.

Crime analysis

The SAC produces annual, monthly, and special crime reports and analyses. The annual crime report is prepared in conjunction with the State Bureau of Identification. Special studies in 1988 included—

- a historical analysis of drug arrests, convictions, and sentences
- an analysis of the effectiveness of the State's driving under the influence (DUI) treatment programs.

Sentencing initiatives

A SAC plan for assessing the implementation of Delaware's new multileveled sentencing law (SENTAC) was approved by the Criminal Justice Council and the Sentencing Commission. The SAC began a comparative analysis of pre- and postsentencing patterns and prepared an impact analysis of Truth in Sentencing Proposals.

Correctional issues

Research data bases have been developed allowing analysis of changes in prison and jail crowding. Admission and release and offender profile patterns are compared to changing crime rates, sentencing patterns, and correctional policies. In conjunction with the Department of Corrections these data bases will provide the information needed to forecast jail and prison populations.

Bill tracking

The SAC provides a criminal justice bill tracking service for Delaware criminal justice agencies. Impact analyses are provided for high-priority bills.

District of Columbia

The District's Statistical Analysis Center (SAC) is a unit in the Office of Criminal Justice Plans and Analysis (OCJPA). This office provides staff support in the criminal justice area to the Mayor and the City Administrator/Deputy Mayor for Operations.

Staff support functions include—
- analyzing criminal justice data, policies, and issues
- gathering and compiling information and data from operating agencies
- preparing written reports and studies
- developing legislation
- drafting government rules, regulations, and executive orders.

The SAC —
- prepares and disseminates a statistical report on crime and arrest trends in the District of Columbia
- prepares special studies and conducts ongoing research relating primarily to correlates of crime and descriptions of the offender population
- analyzes criminal-justice-related legislation on behalf of the Executive
- assists in preparing Executive positions on criminal justice legislative and policy matters
- is involved in development of a computerized criminal justice management information system including a computerized criminal history file
- provides technical assistance to other agencies in helping to improve data analysis capabilities
- operates and houses the State repository for criminal-justice-related drug data and information.

In fiscal 1988 SAC accomplishments included —

- publishing the *Crime and justice report for the District of Columbia*, which provides statistics about trends in crimes, arrests, prosecution, convictions, corrections, and parole
- preparing the District of Columbia drug enforcement block grant application to the Bureau of Justice Assistance, including assisting in the development of the District's drug enforcement strategy
- preparing position memoranda for the Executive on a wide range of legislative proposals, including parole reform, victim rights, and speedy trial provisions.

In fiscal 1989 the SAC will publish a report on homicide in the District of Columbia. The study will determine patterns of homicide, including locations and times, weapons and methods used, characteristics of victims and offenders, motives, and victim-assailant relationships. This report will examine the critical problem of homicide in the District through compilation of statistical information heretofore not available. Additionally, the study will examine various salient issues, including drug-related homicide, homicide among blacks, and homicide prevention. The study was funded by a grant from BJS.

Another area of research will be a followup study of drug abuse and crime in the District of Columbia, which will include indicators of drug abuse, profiles of drug users and trends in drug of choice, geographical patterns of drug use, local government expenditures for drug programs, and the specific relationship between drug abuse and crime.

Florida

The Florida Statistical Analysis Center (SAC) is part of the Division of Criminal Justice Information Systems, Florida Department of Law Enforcement (FDLE). With support and authorization from the legislature and initial funding from BJS, the SAC became operational in April 1986. The primary responsibility of the Florida SAC is to improve the effectiveness of policymaking, program development, and planning by providing data and interpretive analysis of data concerning crime, the criminal justice system, and related issues.

The Florida SAC, with support from FDLE's Data Center, provides technical assistance on the collection, analysis, and dissemination of criminal justice statistics throughout the State. The SAC has built an automated data base for applied statistical modeling of the criminal justice system and has filled numerous data requests from researchers and planners throughout the State.

During Federal fiscal 1988 the SAC published several reports:

- *The impact of career criminals on Florida's criminal justice system* develops a computer methodology that identifies and profiles active recidivists in the State. The data base used for the study was derived from all criminal-history files in the State of Florida. The study contributed to passage of Florida's Habitual Offender Statute.
- The *1988 Florida Statistical Analysis Center criminal justice data base directory*, updated yearly, describes the demographic, economic, and criminal justice data bases available through the SAC to State and local agencies and researchers.

• *Florida drug profile* summarizes the criminal histories and demographics of all felony offenders arrested for the sale or possession of drugs in the State during calendar 1987. Statistical profiles were tabulated by type of offense (sale or possession), criminal history, frequency of drug arrests, and demographic variables.
• *1987 Florida population influx* estimates the tourism population for each of Florida's 67 counties. Prior to the influx estimates, crime and personnel rates based solely on resident populations did not accurately depict the crime or resource problems being faced by law enforcement agencies in the high tourism State of Florida. The SAC updates the tourism estimates annually.

The SAC publishes a quarterly criminal justice newsletter, that—
• focuses on issues pertinent to criminal justice researchers and policymakers in Florida
• describes advancements in the capabilities of the FDLE and the Florida SAC to assist local, State, and Federal agencies
• presents the SAC's research agenda and data base updates
• describes pertinent U.S. Department of Justice studies that are expected to affect Florida's criminal justice community.

In addition to publishing the reports above during fiscal 1988, the Florida SAC—
• supported criminal justice researchers in the State university system
• investigated modeling alternatives for the State's criminal justice system
• participated in Florida's effort to build an interagency drug data base.

Hawaii

The Hawaii Criminal Justice Data Center is part of the Department of the Attorney General. The Data Center is responsible for collecting, storing, disseminating, and analyzing criminal justice data. The Data Center is mandated to—
• develop systems and provide structure to support criminal justice information systems
• provide statistical research and data analysis
• publish reports that provide the public with a clear view of the criminal justice system.

The Data Center—
• runs the State Uniform Crime Reporting (UCR) program
• conducts research in all areas of the criminal justice system, from arrest to appeals, covering juveniles and adults
• is the lead agency involved in the development of the Criminal Justice Information System (CJIS) and the Automated Fingerprint Identification System (AFIS)
• operates and maintains the Offender-Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) system for the State
• is responsible for the civil identification or State ID program, the criminal identification program, expungement of arrest records, and criminal-history records clearance
• provides information to State and local criminal justice agencies as well as other agencies and the public.

Research studies

Drug study. This study looks at drug offenders arrested in 1984. Variables such as race, sex, age, prior criminal history, and postarrest criminal activities are being examined.

Probation followup study. In 1986 the Data Center completed a report on the rearrest of offenders on probation. This followup study continued where the original report ended, examining the criminal activities of the offenders up to July 1, 1987. It was completed during the fiscal year.

The felony offender and the criminal justice system. This project examines offenders arrested for felonies in 1981 in Honolulu. The first report presented arrest information; the second report presented prosecution and sentencing information; the third report will present information on sentenced felony offenders; and a fourth report will present data on attrition.

Juvenile offender study. The first report from this project covered juveniles arrested for serious offenses. The second report will cover juveniles arrested for selected non-serious other offenses. The third report will present comparisons between juveniles arrested for serious and selected non-serious offenses.

CJIS and AFIS

The State embarked on a project to develop an integrated, properly functioning Criminal Justice Information System (CJIS) by improving and building on that already in existence and examining directions and design strategies for the future by establishing a Criminal Justice Data Interagency Board.

The Hawaii State Legislature passed a bill establishing AFIS within the Data Center. Currently, fingerprint identification is handled primarily at the local level, with Data Center assistance for the smaller counties. AFIS will centralize the identification function at the State level for a more uniform and efficient system. The Data Center is currently developing the project, with full implementation expected in late 1989.

OBTS/CCH

Hilo prosecutor's interface. This project will automate the transfer of disposition data from the Hilo Prosecutor's Information System to OBTS/CCH, currently entered through on-line terminal data entry. The proposed interface would provide a more efficient and timely method of data capture.

State Intake Service Center (SISC) interface. This project will automate the transfer of offender status and disposition data from the Comprehensive Offender Monitoring and Program Assessment System (COMPAS), maintained by SISC, to OBTS/CCH. On-line terminal data entry is currently used to enter this information. The proposed interface would provide a more efficient and timely way of capturing these data.

Criminal History Record Checks Unit. This unit was established to complete the criminal-history record checks on individuals that the State Legislature has required of the Data Center. Included are record checks on child-care providers (Acts 208 and 109, SLH 985); record checks for child-protective services on alleged perpetrators of imminent harm, harm or threatened harm to a child (Act 316, SLH 1986); and record checks on employees of private detective/guard agencies (Act 57, 1987). Criminal-history record checks also are provided to criminal justice and other agencies authorized by Chapter 846, Hawaii Revised Statutes.

Civil identification automation. This project studies the feasibility of automating the issuance process of State identification cards by the Civil Identification Section. This project improves service to the public in processing identification card requests, reducing the verification time, and maintaining records in a space-efficient manner.

Idaho

The Idaho Statistical Analysis Center (SAC) is located in the Support Services Bureau of the State Department of Law Enforcement (DLE). Following is a description of SAC activities during the period.

The SAC has been made responsible for management of a 13-station local area personal computer (PC) network for use by SAC staff and other bureau personnel. This has involved setting up users, installing hardware and software, developing applications, and providing user training for word processing, scheduling, and data base management software. Development of software applications for specific use within the SAC continues, especially for statistical analysis of data bases created for SAC projects and the State's drug strategy evaluation and drug problem assessment.

The staff has collected and is beginning to evaluate data from selected county sheriffs' offices for its 2-year study, Response to Calls for Service. The study will evaluate information on response time, type of incident, assistance from other agencies, use of delayed response, and the effect of recordkeeping on information retrieval. Results will be made available along with recommendations to enhance efficiency of resource allocation (manpower, time, and economics).

The SAC has been designated as the State agency responsible for developing and implementing an evaluation process in support of Anti-Drug Abuse Act grant funds. In addition to collecting information from drug

treatment and 24-hour emergency medical centers statewide, data have been gathered from the State's Forensic Laboratory. These data sets, along with information from school drug-use surveys, Uniform Crime Reporting (UCR) statistics, and DLE and local agency arrest and seizure information, will be used to develop baseline and yearly continuation statistics for evaluating the anti-drug abuse strategy.

With the assistance of the Ada County Prosecutor's Office, a survey questionnaire was mailed to prosecuting attorneys statewide to gather information related to child sexual abuse. The study, begun in 1987, is intended to provide accurate information to law enforcement personnel and the public on the nature and extent of the problem within the State.

With information gathered by questionnaires mailed to all sheriffs' offices and police departments regarding personal computer (PC) systems and software currently being used, the SAC is compiling a reference document for use by local law enforcement agencies. The document is designed to provide agencies contemplating additions or upgrades of PC systems with information on equipment and systems available for computer-aided dispatch, crime analysis, and case management. The document will put agencies in touch with current users, will be made available to agencies statewide, and will be updated annually.

The SAC continues to make technical assistance available to local as well as other State criminal justice agencies.

Illinois

The State legislature has mandated the Illinois Criminal Justice Information Authority to improve the quality of criminal justice information throughout Illinois. As a response to that mandate the Authority undertook numerous statistical and information system projects during Federal fiscal 1988. These projects can be generally classified into two categories—

- research and analysis
- information system development and operation.

Highlights of each primary program area are given below.

Research and analysis

The Research and Analysis Unit of the Authority consists of three centers, each fulfilling a distinct criminal justice information role:

- The Information Resource Center (IRC) is responsible for collecting, maintaining, analyzing, and distributing criminal justice information both statewide and nationally.
- The Statistical Analysis Center (SAC) analyzes, tests, reports on, and, if necessary, develops statistical and research methods to facilitate policy and administrative decisions for criminal justice agencies.
- The Management Operations & Audits Center (MOA) is responsible for auditing and subsequently improving the quality and accuracy of criminal justice information, particularly the State's computerized criminal history (CCH) program, and also for providing technical assistance to criminal justice agencies relative to information policy issues.

Information Resource Center (IRC). The agency's IRC, a clearinghouse for criminal justice information, continued to expand its capabilities through use of student interns and development of new data base management techniques. The number of information requests received and handled by IRC increased substantially from the previous year. Work was completed on the *Electronically monitored home confinement in Illinois* Information Advisory. This publication, distributed in Illinois and nationally, reviewed current application of electronic monitoring technology in both court- and corrections-based home confinement programs in Illinois.

Statistical Analysis Center (SAC). The agency's SAC completed work on the Time Series Pattern Description program user manual. This criminal justice research software program has been provided to 79 agencies nationally, with user support and technical assistance provided by SAC staff. Use of this program allows criminal justice agencies to observe and subsequently analyze changes in activity levels over time.

Supported by a BJS grant, work on the Spatial and Temporal Analysis of Crime (STAC) program was completed. The goal of this project is to make available nationally an automated system for detecting patterns of crime using geographic and crime data. This system will be a tactical tool for deployment of law enforcement personnel and a hypothesis-generating device that will suggest to investigators links between crimes that might otherwise be overlooked.

Management Operations & Audits Center (MOA). The agency's MOA Center continued to act as a liaison and provide direct technical assistance to various criminal justice agencies during 1988. MOA's major effort focused on criminal-history record information (CHRI). Staff continued to address a variety of CHRI policy and operational issues, including the development and evaluation of several federally funded programs aimed at improving the identification and processing of serious repeat offenders and oversight of the State's law enforcement facsimile network.

The Center conducted its annual audit of the State's central repository for criminal-history records. Findings from this and previous audits are used to help identify and correct problems with the computerized criminal-history (CCH) system of the State Police Department.

The Center continued work on its serious offender projects. These efforts include work with local law enforcement agencies and the Department of State Police to enhance the ability of those agencies to identify and process serious and repeat offenders. These efforts have been conducted with the support of Federal Justice Assistance Act program funds.

The Center also completed work on two Information Advisories in 1988: *The Illinois facsimile network,* describing the development of a statewide facsimile network for local law enforcement agencies, and the *Illinois computerized criminal history information system overview* report, summarizing the role and operation of the State's CCH system.

Other research and analysis projects. All three centers in the agency's Research and Analysis Unit worked together to develop a comprehensive overview of the criminal justice system in Illinois, including historic, current, and projected trends within the State. The final report, *Trends & issues: Criminal and juvenile justice in Illinois*, was published in fall 1988. Subsequent editions of *Trends & issues* will be published annually and distributed statewide and nationally.

Information system operation

The Information Technology Unit (ITU) is responsible for maintaining the Authority's network of hardware and software systems. To support the operation and development of information systems, ITU consists of five different centers —

- the Systems Development Center, responsible for the design, development, and maintenance of application software
- the Quality Assurance Center, responsible for the coordination of systems and adherence to standards
- the Telecommunications Center, responsible for hardware and software to maintain communications between systems and components of the authority's network
- the Microcenter, responsible for microcomputer support and development and provision of walk-in facilities to demonstrate microcomputer hardware and software
- the Systems Operations Center, responsible for the operation and maintenance of the Authority's computer facility.

The ITU combines the skills of these five centers to support the three major information systems operated by the Authority. Those systems — CIMIS, RAPS, and PIMS — are described below.

Correctional Institution Management Information System (CIMIS). CIMIS is an automated management information system designed to support State and county jail facilities with timely, accurate, and accessible inmate information. CIMIS provides jail facilities of any size with a means by which correctional staff can reduce paperwork and share information with other criminal justice agencies. CIMIS automates the receiving and booking process and generates arrest and booking reports. CIMIS maintains personal information about inmates, including medical information, personal identifiers, arrest records, and specialized administrative warnings such as gang affiliations. The automated system allows identification and classification of inmates being booked, especially serious repeat offenders. Prior information entered on repeat offenders can be retrieved, eliminating or reducing data entry.

Additional features of CIMIS include—

- facility utilization reporting
- logistic scheduling of events for inmates, such as court appearances, medical appointments, work assignments, educational classes, and transfers to State correctional centers
- management of inmate trust fund accounting; housing information; and medical, personal property, and court records
- State police arrest card generation
- personal property inventory
- release date information.

A wide range of management reports also is provided.

Rapid Automated Prosecution System (RAPS). RAPS is an automated management information system designed to automate many of the activities of a prosecutor's office, regardless of the size of the caseload. The system collects and stores detailed information on all cases, both active and closed. This information enables prosecutors to —

- devote more time to prosecuting cases by automating the management of case record information with the generation of schedules of upcoming events and case calendars
- improve their efficiency and effectiveness by increasing the use of automated text processing
- improve victim/witness support via the automatic generation of case notification and disposition
- manage their office workload by providing notices and reports required by law and by analyzing office workloads and productivity
- maintain local criminal-history files on offenders prosecuted by any participating RAPS agency.

Police Information Management System (PIMS). PIMS is an automated management information system designed to provide law enforcement agencies with the following information and management capabilities:

- the collection of descriptive, arrest, and charge information about all persons arrested by an agency
- access to arrest, stolen property, crime analysis, and vehicle information of other participating PIMS agencies
- information about all calls for service, including names, stolen property, and vehicles
- the ability either to inquire about any of the information gathered in the system or to search for information given on any set of criteria.

Implementation of PIMS increases the tactical effectiveness of the participating agencies by allowing them to retrieve information quickly in a variety of ways as well as by sharing information with other law enforcement agencies. The effectiveness of the participating agency is enhanced by having timely and accurate information available through the management report module. Participating agencies are able to reduce costs and streamline operations by reducing paperwork and enhancing their ability to comply with State and Federal reporting requirements. PIMS provides a reporting module that elicits the information required for the FBI's Uniform Crime Reporting (UCR) program.

The automatic cross-referencing structure of PIMS makes the maintenance of several hard-copy cross-reference files unnecessary.

The Police Systems Unit also began work in fiscal 1988 on the Area-Wide Law Enforcement Radio Terminal System (ALERTS) project. ALERTS is a multicounty, mobile (in-car) computer data terminal system for local law enforcement agencies in Illinois. Implementation of the ALERTS system will make mobile data terminal technology available to many law enforcement agencies that could otherwise not afford it.

Indiana

Center for Criminal Justice Research and Information

The Center for Criminal Justice Research and Information has recently been formed within the Indiana Criminal Justice Institute. It is comprised of two formerly separate entities: the Statistical Analysis Center (SAC) and the Research and Information Consortium.

The new Center's mission includes —
- compiling, analyzing, and disseminating data that support criminal justice decision-making in Indiana
- conducting policy research on issues confronting criminal justice agencies in the State
- improving the link between the practitioner and university research communities for the benefit of Indiana's justice system.

Over the past year the Center worked closely with State and local criminal justice agencies on a number of projects, including —
- drug activity and drug enforcement
- development of an incident-based reporting system
- use of computers in local law enforcement.

Participation in National Drug Consortium

The Center is participating in a project with 14 other States to collect data on drug activity and drug enforcement from prosecutors, crime labs, and multijurisdictional task forces. Supported by the U.S. Bureau of Justice Assistance and the Criminal Justice Statistics Association, the project will provide baseline information for future assessments of the impact of the Federal Anti-Drug Abuse Program in the States. Data gathered in the project will help Indiana gain a better understanding of drug problems within its boundaries and improve its strategy for dealing with these problems. Quarterly data for 1986, 1987, and the first two quarters of 1988 are available for the crime labs. Operations data are available for the second quarter of 1988 for 14 of Indiana's 17 multijurisdictional task forces.

Evaluations of projects funded under the Federal Anti-Drug Abuse Program

During 1987-88 Indiana used Anti-Drug Abuse funds to support apprehension, crime lab enhancement, rehabilitation and treatment, and other projects throughout its criminal justice system. The Center for Criminal Justice Research and Information is coordinating formal evaluations of three of these projects: two multijurisdictional task forces with different organizational and management structures and a computer-assisted substance abuse identification and treatment project being implemented in the Department of Correction. These projects were selected for evaluation because of their potential for replication in other jurisdictions and for improved management of Indiana's criminal justice system. The evaluations will provide guidance to —
- law enforcement units considering implementing these types of projects
- policymakers involved in drug-project funding decisions and development of Indiana's drug strategy.

Assessment of incident-based reporting for Indiana

The Center is coordinating a review of the potential for incident-based reporting in Indiana with representatives of the Indiana Chiefs of Police Association, the State Police, the Indiana Sheriffs' Association, the Department of Correction, and the School for Public and Environmental Affairs of Indiana University. The review will identify the kinds of analyses and products that can be produced with an incident-based reporting system and will assess the costs of establishing and maintaining such a system in Indiana.

Survey of computer systems in Indiana local law enforcement

The Indiana Sheriffs' Association, the Indiana Association of Chiefs of Police, and the Center have just completed a survey of computer systems and computer needs in Indiana local law enforcement. Information from the survey will be used to plan a computer workshop for local law enforcement personnel and to prepare a hardware and software resource directory to be distributed to law enforcement agencies throughout the State. Survey data will also be used in assessing the ways an incident-based Uniform Crime Reporting (UCR) system might be developed in Indiana. The Center received 222 responses to the survey from sheriffs, chiefs of police, university police, and town marshals.

Identifying criminal justice practitioner research and training needs

In 1988 the Center completed a survey of practitioner research and training needs with help from faculty of Indiana colleges and universities. The survey asked practitioners to review an extensive list of criminal and juvenile justice topical areas and identify areas of greatest concern to them.

Practitioners also were asked several open-ended questions about their most pressing concerns, training activities, and training needs. Information from the survey is being used to help develop a justice system research and technical assistance agenda for the State. Data are available for 119 practitioners from local law enforcement, corrections, and courts. A report summarizing these data, as well as information on the criminal justice research interests of faculty members in Indiana's colleges and universities, is available.

Task analysis of graduates of the Indiana Law Enforcement Academy

In conjunction with faculty from Indiana University, the Center completed a task analysis of graduates from the Indiana Law Enforcement Academy. Results of the analysis were the basis for a curriculum development workshop attended by over 40 full-time and part-time faculty during the summer. Information from the analysis and workshop supports the efforts of Academy officials to review and improve law enforcement training in the State. Job task questionnaires were completed by about 600 patrol officers and 100 police supervisors. A final report on the analysis is available.

Iowa

During fiscal 1988 the Iowa General Assembly passed legislation to statutorily recognize and structure the Iowa Statistical Analysis Center (SAC). The Iowa SAC is now housed within the newly created Criminal and Juvenile Justice Planning Division of the Iowa Department of Human Rights. Its legal mandate is "coordinating with data resource agencies to provide data and analytical information to Federal, State, and local governments, and assist agencies in the use of criminal and juvenile justice data." The legislation set up an administrative framework so that SAC efforts will directly affect the State's justice system planning and policy analysis activities.

Although State funds are being devoted to SAC activities as of July 1988, SAC relied on Federal funding for most of fiscal 1988, when it was housed in the Iowa Department of Corrections. Such funds allowed for the continued collection, analysis, and reporting of disposition and sentencing data. As the repository for such information in Iowa, the SAC maintains over 3 years of relatively reliable data for ongoing analysis.

Also in fiscal 1988 the SAC was able to continue its emphases on drunk driving sentencing patterns and the State's prison population characteristics and population projections. A SAC-supported special emphasis research project commenced in fiscal 1988 to examine the State's substance abuse correctional treatment services.

Kansas

The Kansas Bureau of Investigation, a division of the Office of the Attorney General, is the central repository for information concerning justice activities in the State. The Statistical Analysis Center (SAC), with a staff of five people, is responsible for two programs —

- an incident-based reporting system, which allows for the collection of standardized crime data on offenses occurring in specific jurisdictions
- the State Probation Data System.

Other SAC activities include—

- data sets on justice system employment and expenditures, traffic safety, law enforcement officers killed or assaulted
- the Justice System Directory
- statistical reports and special studies, such as *Quarterly crime statistics* and *Crime in Kansas*, an annual report.

The SAC also responds to requests for justice system data from public and private agencies, the academic community, and private individuals. Finally, the SAC staff provides training in mandatory reporting procedures.

Kentucky

The Kentucky Criminal Justice Statistical Analysis Center (SAC) was reorganized late in fiscal 1987-88. The SAC now operates directly out of the Office of the Attorney General. University of Louisville faculty continue to be involved as research associates, continuing the university-State government relationship that has been central to the Kentucky SAC.

The SAC completed several projects during its fourth year of operation. State budget problems caused cutbacks in some proposed activities; however, high-priority projects were completed.

Major activities of the SAC included—

- assessing data problems related to the cost analysis of child-protective services
- analyzing the effectiveness of case information collected by child-protective services
- evaluating home incarceration and private work release programs in Jefferson County
- analyzing 1987 crime estimation data
- assessing the effectiveness of SAC research utilization and dissemination strategies
- publishing two quarterly reports
- providing staff support for the Statewide Drug Strategy Committee
- developing a State criminal justice information clearinghouse.

Maine

The Maine Criminal Justice Data Center has been active in planning and implementing the Department of Corrections' Management Information System. Now completed, the system provides critically needed corrections and probation information for decisionmaking. It includes all the items for BJS' National Corrections Reporting Program (NCRP) as well as corrections items required for BJS' Offender-Based Transaction Statistics (OBTS) program.

The Data Center updated its directory of criminal justice practitioners in Maine and its juvenile crime data book. The Center gave technical assistance to several legislative committees and sat on the Judicial Subcommittee investigating the automation of the State Bureau of Identification.

Since 1975 the Data Center has worked closely with the Uniform Crime Reports (UCR) Division of the Maine Department of Public Safety on their annual publication, *Crime in Maine*. For the 1987 report the Data Center produced a table showing 10-year trends in UCR Index crimes, the rate per 1,000 inhabitants, the percent cleared by arrest, and the national average. The Center continues to provide municipal police departments with detailed 5-year crime profiles based on their UCR data.

The Data Center provides statewide and regional trend data based on UCR reports for the Juvenile Justice Advisory Group (JJAG). It also assisted the Department of Corrections in developing statistical reports for county jails and is working with county sheriffs to exchange information.

Maryland

The Maryland Justice Analysis Center was established by executive order of the Governor as part of the Institute of Criminal Justice and Criminology at the University of Maryland at College Park. The Center is authorized to collect, analyze, and interpret data on criminal and juvenile justice. An advisory board representing the executive, judicial, and legislative branches of State and local government provides policy guidance to the Center.

During fiscal 1988 the Center continued work on the audit of the State's criminal justice information system. An audit methodology was developed and tested in two major jurisdictions; audits of eight others are underway.

In cooperation with the Maryland Correctional Administrators Association, the Center is continuing a survey of sentenced inmates in Maryland jails. The survey is intended to provide data necessary for jail planning and assist in the development of a jail information system.

The Center developed data on Maryland prison populations for a Joint Executive/ Legislative Correctional Capital Planning Committee. The data included trends in population growth, offender profiles, and release methods. The Committee recently released an Action Agenda for Corrections for 1988-1998.

During 1989 the Center will be assisting in evaluating State initiatives in drug enforcement and in assessing the closing of residential centers for juvenile delinquents.

Massachusetts

The Massachusetts Statistical Analysis Center (SAC) is part of the Massachusetts Committee on Criminal Justice, within the Executive Office of Public Safety. Its principal function is to enhance the information base of the criminal justice system in the Commonwealth. It does this by disseminating criminal justice information derived from Uniform Crime Reporting (UCR) data, BJS reports, and SAC studies. It also provides technical assistance to criminal justice agencies on computers, software, and information systems. In addition it provides information to the Governor's Statewide Anti-Crime Council for its policy deliberations and development of new criminal justice initiatives.

In addition, the SAC had five major projects during the year:

- a domestic violence study
- police management information systems development
- a study of drug offenders
- development of incident-based reporting in Massachusetts
- a quarterly newsletter sent to police departments and criminal justice officials discussing new developments in criminal justice information.

The domestic violence study is a survey of police responses to domestic violence incidents for a sample of agencies in Massachusetts. Findings from the study will be used to revise police procedures in responding to domestic disturbance calls.

The police management information systems development project evaluates proposals from police departments for the acquisition of computer hardware and software, recommends grants to them, and provides technical assistance. It has led to more efficient and effective allocation of police resources for preventing and responding to crime. It has also advanced the progress of police departments toward accreditation and increased participation in the UCR system.

The drug offenders study is a survey of county house of correction inmates, comparing drug offenders with other inmates and examining the flow of inmates through the county system. Its findings will be used to develop treatment interventions for drug abusers and better forecasts of overcrowding in county prisons.

The incident-based reporting system project works with the State's UCR unit and with local police departments to develop their capacity to generate reports for the new National Incident-Based Reporting System (NIBRS). It has led to pilot testing of NIBRS data for selected sites in Massachusetts in January 1989.

The quarterly newsletter, The Networker, provides BJS, UCR, and research information to police officials, criminal justice policymakers, and other SAC units. It also has special articles on new developments in hardware, software, and data used to improve criminal justice information systems.

Michigan

The Michigan Statistical Analysis Center (SAC) is an element of the Office of Criminal Justice in the Department of Management and Budget. The SAC annually compiles and analyzes data for two reports for the legislature: the Secondary Road Patrol Report and the Justice Training Report.

The SAC also provides data and analysis for —

- the annual Juvenile Justice Plan
- the annual Juvenile Justice Monitoring Report
- interim reports on juvenile detention in jails, lockups, and juvenile detention facilities.

The SAC responds to requests for data using the most recent sources available. The most frequently used sources are Michigan's *Uniform Crime Report* (UCR), the Department of Corrections' *Annual Report*, the Supreme Court Administrator's Office, and the Juvenile Justice Detention Data Base, which now contains data for 1981 through 1987. BJS data are often requested.

The SAC graphics computer provides illustrations for budget and statistical reports. Recent comparisons include unemployment and crime in Michigan, percentage of crimes solved, felony convictions and sentences to State prison, juvenile apprehensions compared to adult apprehensions, and total secondary road accidents compared to alcohol-related accidents by county for 9 years.

The SAC computer manages accounting and provides fiscal management reports for the following programs using modified SIGMA software: Justice Assistance, Juvenile Justice, Juvenile Justice Reversion, Justice Training (State), Secondary Road Patrol (State), Victims' Rights (State), Victims of Crime, and Anti-Drug Abuse.

Minnesota

The goal of the Minnesota Statistical Analysis Center (SAC) is to provide State and local governments with data and information for informed criminal justice decisionmaking. The Center is part of the State Planning Agency, which coordinates policy analysis and development for the executive branch of State government. This is a summary of the Center's major accomplishments for the Federal fiscal year.

Victims of violent crime

This report presents new information on the victims of violent crimes and on the relationship of the victim to the assailant. In particular, this report gives the first broad look at the number of child abuse cases being prosecuted in Minnesota. The results of the analysis are disturbing. Although many instances of physical abuse of children are brought to the attention of local welfare agencies, few of these ever reach the criminal courts. The report discusses this issue and examines State policies on the sentencing of persons convicted of child abuse in the family.

Evaluation of DWI legislation

The SAC has been requested by the legislature to conduct a 2-year evaluation regarding the impact of new legislation on driving while intoxicated (DWI). The recent law requires a mandatory jail sentence of 30 days (or 240 hours of community service) for repeat DWI offenders. During the first year the study concentrated on providing data to counties so that they could determine the impact of the law on their local

criminal justice system. The second year of evaluation will focus on the effectiveness of the legislation in reducing recidivism.

The SAC also is participating in a cooperative evaluation among three State agencies regarding Minnesota's Alcohol Safety Program. This program identifies and treats DWI offenders for chemical dependency problems. The study's findings will be used for making program improvements.

Drug enforcement evaluation

This evaluation focuses on both the process and outcome of the Drug Enforcement Program. Program improvements and effectiveness will be addressed in the final report, which is nearing completion. A baseline will be set for future evaluations.

Crime conference

As a result of a report, *Minnesota 2010*, prepared by the Statistics Center, a conference was held for key criminal justice policymakers. The conference addressed the problem of increasing crime rates in the State. A second conference is scheduled to address solutions to Minnesota's crime problem.

Juvenile court 1987

Annually, the SAC analyzes juvenile court dispositions, legal representation of juveniles, and referrals of juveniles to adult court. The Center is the only source providing county data on juvenile court activity. This information is used primarily for planning purposes by State and county governments.

Adult felony court 1987

Annually, the SAC examines felony case processing at the county level. Again, the Center is the only provider of these data for county-level decisionmaking.

Legislation

The Center follows judicial legislation on behalf of the Governor's office and provides data regarding proposed legislation to State lawmakers.

Information services

On request, the Center conducts special analyses and also offers an extensive library loan program. Last year the Center responded to requests for over 12,000 research reports, analyses, and library loans.

Criminal justice data bases

The following data bases are used for research and response to ad hoc requests:

- juvenile court 1982-87
- adult felony court 1982-87
- State and county projections
- Uniform Crime Reports (UCR)
- criminal histories.

The adult felony data base is provided to BJS each year for its analysis of national trends.

Mississippi

The Mississippi Statistical Analysis Center (SAC) is a functional unit of the Governor's Office of Criminal Justice Planning. The SAC serves as a clearinghouse for criminal justice information and statistics in the State. To assist in this activity, the SAC maintains a file of statistical reports, criminal justice newsletters, and other publications from numerous Federal and State agencies as well as nongovernmental sources. The SAC also attempts to maintain a current list of names, addresses, and telephone numbers of various criminal justice sources for appropriate referrals.

The SAC also provides analytic support to the Office of Criminal Justice Planning and the Board on Law Enforcement Officer Standards and Training. Assistance in data collection and analysis, needs assessment, and task analysis have been provided on a regular basis.

In conducting its activities, the SAC tries to maintain a close working relationship with BJS, many national criminal justice associations, and State and local agencies.

Missouri

The Missouri Statistical Analysis Center (SAC) is a unit of the Missouri State Highway Patrol under the Department of Public Safety and was designed to provide research and statistical services in the areas of traffic safety and criminal justice.

From October 1, 1987, through September 30, 1988, major accomplishments of the SAC included—

- developing, publishing, and disseminating to Federal, State, and local authorities a set of standard reports designed to assist public officials in identifying and addressing traffic safety and criminal justice problems that confront the State (*1986 Missouri crime and arrest digest, 1986 Missouri law enforcement employment and assault report*, and *1987 Missouri traffic safety digest*).
- completing *A study of the processing of DWI arrests in Missouri*, the first in a series based on the tracking of a representative sample of driving while intoxicated (DWI) arrest cases through Missouri's criminal justice and administrative regulatory systems
- assisting the Department of Public Safety in developing and publishing a 3-year plan, *The state of juvenile justice: A comprehensive plan of action*
- processing 296 Federal, State, and local requests for studies, reports, and SAC library publications, including analyses of crime, arrest, and other criminal justice data to assist with drafting and evaluating legislation, developing criminal justice policies and programs, and evaluating existing criminal justice programs

• enhancing existing State-maintained criminal justice and traffic safety information systems to increase their capability for providing management-oriented and statistical reports for criminal justice and traffic safety authorities, including Missouri Statewide Traffic Accident Records System, MULES Missing Persons System, Offender Management Information System, Missouri Criminal History Records System, and TRANSYT-7F Signal Synchronization System.

Montana

Administration

The Statistical Analysis Center (SAC) is part of the Crime Control Division, Montana Department of Justice. The overall responsibility of the Crime Control Division, aside from administering Federal grants, is to provide centralized technical assistance and aid to the criminal justice system.

The mission statement adopted by the Board of Crime Control provides a summary outline of the Crime Control Division's role: "To promote public safety by strengthening the coordination and performance of both the criminal and juvenile justice system and by increasing citizen and public official support and involvement in criminal justice."

SAC goal

The goal of the SAC, which complements the board's goal, is "to provide base data and statistics to improve the administration, efficiency, and effectiveness of juvenile and criminal justice agencies."

Jails

During the past year the SAC has been involved in a comprehensive jail program, including new legislation for the administration and operation of jails and data collection on jail activities through the Montana Uniform Crime Reporting (UCR) program.

The jail legislation is aimed at a modern view of jail administration. Most existing laws relating to jails were passed in the late

1800's, and many are based on antiquated philosophy. The objective is to get the 1989 legislature to review and enact a modern version of this legislation.

Montana Uniform Crime Reporting (MUCR)

The SAC is responsible for administering the MUCR program. Montana operates this system as an incident-based reporting system. Since July 1986 the system has included data on jail activities, primarily capturing admission and release data per incident or arrest. The SAC is now incorporating the FBI's enhanced Uniform Crime Reporting program into its existing system.

Police Officers' Standards and Training (POST)

The POST program has developed a microcomputer file of all training throughout the State. A complete record of each officer's training is now available for present and future certification, enhancing personnel placement. A separate component of the POST system initiated in 1987 is the inclusion of standards for training local jail detention officers.

The 1987 legislature established minimum training standards for coroners in Montana. The POST program maintains all training records for coroners and issues certificates based on the new standards.

Criminal justice technical assistance

The Board of Crime Control staff is providing statewide technical assistance to law enforcement, targeting consolidation issues, new facility plans, record systems, and administrative and operational issues. So far the program, although relatively new, has met with a high degree of success and acceptance at the local level.

Juvenile Probation Information System (JPIS)

Within the juvenile justice system, one of the major efforts of the Crime Control staff has been JPIS, an activity-recording system for Montana's Youth Court.

JPIS has been run on a State mainframe computer, with individual records from 20 judicial districts being keypunched and processed by the State. JPIS is to become a microcomputer-based information system operated at the local level with statistical information provided to the State via computer modem or diskette. Local agencies will have a usable tool, and the State will have data necessary for statewide planning. The components will include case management, summary statistics, and a restitution accounting system. Six judicial districts are now testing programs.

Juvenile justice training

In 1986 the Board of Crime Control initiated a statewide coordinated Juvenile Justice Training Program. This effort began with a needs assessment by State and local juvenile justice personnel. The State training coordinator developed goals and objectives to meet perceived needs and established training programs in response. The long-term goal is to develop and maintain ongoing training criteria for each professional group involved in the program.

Nebraska

The Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) performs several functions in the State, one of which is the operation of the Statistical Analysis Center (SAC). The Nebraska SAC —

- responds to data requests
- provides technical support to local law enforcement agencies
- collects and disseminates data related to the criminal justice system.

Offender-Based Transaction Statistics (OBTS)

OBTS tracks a felony offender through the Nebraska criminal justice system, fulfilling the urgent need for comprehensive and detailed information about what happens between arrest and final disposition. An OBTS record consists of selected facts about an arrested offender and actions taken by the police, prosecutors, and courts. The sum of these activities for all adult offenders handled by the States can provide a national, as well as statewide, description of the administration of adult criminal justice in terms of the flow of offenders through the system and the intervals between various events.

Jail population report

With the Jail Standards Division the SAC produces an annual report on jail population. The *1987 Nebraska jail population report* presents data on persons held in local jails in Nebraska in 1987, except for the Omaha City Jail, Douglas County Corrections, and Lancaster County Corrections.

The data from local jails provide detailed statistics on the flow of inmates through the jail and demographics of those confined. The data cover jail use on statewide, local, and jail-specific levels. However, because inmates held in Douglas and Lancaster counties represent almost half the total number of inmates confined in Nebraska jails at any given time, but are not included in this report, the statewide statistics reflect only the characteristics of the jail population outside these metropolitan areas. This information also is used to monitor the detention of juveniles in the State's secure facilities.

Juvenile court report

The flow of juveniles through the judicial system is documented in the *1987 juvenile court report*, which summarizes data reported to the SAC for the 6,834 cases reaching disposition in 1987. For each case, the courts submit a form describing reasons for and sources of referral, processing time, demographics, and related information. This allows the courts and others to compare juvenile disposition data statewide as well as by county.

Criminal justice directory

The SAC obtained all information needed to complete a *1988 criminal justice directory*. The directory includes all agencies related to the criminal justice system. Names, addresses, and phone numbers are given for each entry. The directory is divided into seven categories —

- law enforcement
- courts/adjudication
- corrections

- education
- State senators
- victim-witness/domestic violence
- criminal justice organizations.

Crime Commission newsletter

A monthly newsletter is published and sent to 700 agencies/persons related to the criminal justice system. The newsletter features aspects of the Crime Commission, including—
- films and videos available from the film/video library
- publications available from the clearinghouse library
- Federal/State grant information
- inservice jail bulletin.

Computer assistance

The SAC gives computer assistance to law enforcement agencies on request. Such assistance ranges from simple to complex systems, including software and hardware applications. With new technology available and with the scarcity of personnel in law enforcement agencies (especially in rural areas), a great deal of assistance is needed to help small agencies become familiar with the computer world.

Clearinghouse library

The SAC operates a library that serves as a central repository of all criminal justice publications available to the Crime Commission. All materials in the library are available for loan. The library also serves as a point of contact and information exchange between State and local criminal justice agencies and Federal resources.

New Hampshire

The New Hampshire Statistical Analysis Center (SAC) continues to be involved with the Office of the New Hampshire Attorney General in implementing the Justice Assistance Act of 1984. In March 1985 the Governor designated the Office of the Attorney General as the responsible agency for administering the act. This also applies to fiscal 1986 grant funds for which the subgrantees have been selected. In addition, the Governor selected the office as the administrative agency for the Anti-Drug Abuse Act of 1986.

During the year the SAC published a report on New Hampshire driving while intoxicated (DWI) plea-bargaining cases for 1984-87. The report compares reported arrests against the number of plea-bargained cases during the same time period. Other tabulations cover age, sex, reduced charges, and the reasons for plea bargaining the case.

The SAC also updated in-house reports on suicide, white-collar crime, homicide, juvenile involvement in crime (as measured by arrests), and firearm use in violent crime.

Among new reports initiated this year was a 10-year analysis of crime in New Hampshire, marking the 10 years of Uniform Crime Reporting (UCR) in New Hampshire. In-house activities completed for the Office of the Attorney General include—
- analysis of campaign expenditures
- establishment of computer files for several consumer- and criminal-related topics
- maintenance of management information systems for the office.

New Jersey

The New Jersey Data Analysis Center was created in 1973. Its mandate, then as now, was rather broad, encompassing issues pertaining to crime and the criminal justice system. Since its inception, the Data Analysis Center has completed several projects for a wide spectrum of agencies that comprise the New Jersey criminal justice system, such as the Criminal Disposition Commission, Office of the Attorney General, Administrative Office of the Courts, Department of Corrections, New Jersey State Police, and New Jersey Parole Board.

Projects completed in fiscal 1988 are discussed below.

Delinquent CDR-3 document audit

This project identified incomplete records in the computerized Offender-Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) data base for 1985 and 1986, specifically those cases where there was an arrest segment (fingerprint card) and the corresponding summons/warrant (CDR-1 or 2), but no information pertaining to action by the prosecutor/grand jury (CDR-3). Detailed listings of these records were used by the field staff to recoup the missing documents and enter them into the computerized data base.

Computerized case-history record purge of individuals over 80 years of age

Consistent with State Bureau of Identification (SBI) and national policy on purging all records of individuals over 80 years of age, this study identified the SBI number of individuals who are 80 years or older, whose records then were purged.

Civilian complaints against police officers

This study produced listings of SBI number, date of arrest, county of arrest, and arrest charges of arrestees who had filed a civilian complaint against police officers.

Study on sexual assaults

The study generated data on the number of arrests, indictments/no bills, convictions, mean and median length of confinement, probation, and fine for —

- sexual assault
- criminal sexual contact.

The data were generated for each of the 21 New Jersey counties by calendar quarters for 1984 to 1988.

Study on murderers

The study listed defendants charged with murder since August 5, 1982. The details included the arrestee's SBI number, name, sex, race, date of birth, county of arrest, county prosecutor, summons/warrant number, indictment/accusation number, prosecutor/grand jury action, and final disposition.

Use of weapons in committing selected crimes

The study produced statistics on the number of convictions for weapons-related charges and New Jersey statutes on—

- murder
- manslaughter
- aggravated sexual assault
- criminal sexual contact
- robbery
- kidnaping
- aggravated assault
- burglary
- drug trafficking—kingpin
- maintaining/operating a controlled dangerous substance (CDS) production facility
- manufacturing/distributing/dispensing a CDS.

New Jersey State Police drug arrests

The study generated data on the number of arrests made by the New Jersey State Police for drug offenses, including those dealing with drug paraphernalia.

Vehicular homicide

The study generated data on the number of arrests for death by auto for each of the 21 New Jersey counties for 1986 and 1987.

Arrest statistics on selected drug offenses

The study generated data on the number of arrests by each of the more than 500 municipalities in New Jersey for the following drug offenses:

- manufacturing/distributing/dispensing/possessing a controlled dangerous substance (CDS)
- distributing/dispensing/possessing a CDS within 1,000 feet of school
- possessing/use/under the influence of a CDS.

Additional data for Federal drug grant application

The study generated data on the mean and median length of confinement, length of probation, and amount of fine for those convicted of selected drug offenses. The data were generated for each of the 21 New Jersey counties by calendar quarters for 1984 through 1988.

Quarterly analysis of narcotics data

Arresting agencies were classified into the following mutually exclusive groups: New Jersey State Police, County Sheriff Office, County Prosecutor Office, Federal agency, New York/New Jersey Port Authority, Palisades Interstate Parkway Police, and other arresting agencies. The study generated quarterly arrest data on preselected drug offenses by each of the arresting groups within each of the 21 New Jersey counties.

Quarterly impact assessment of the Comprehensive Drug Reform Act

The study produces quarterly arrest data for violations of New Jersey's new Title 2C drug offenses. These data are compared to similar offenses for similar time periods under the old Title 24 drug statutes. Data are reported by State, county, municipality, and type of arresting agency.

New Mexico

The New Mexico Criminal Justice Statistical Analysis Center (SAC) began operation in June 1988 with Federal funding from BJS. Prior to receiving Federal funding, the SAC was authorized through an Executive Order from Governor Garrey Carruthers. The SAC —

- provides data and technical assistance to criminal justice planners
- improves the quality and usefulness of statistical research and planning by criminal justice agencies
- increases communication among State criminal justice agencies with regard to common issues of research and analysis.

The location of the SAC in a university environment has the important advantage of keeping it in a relatively neutral political arena. The organization of the SAC involves a unique collaboration between the State's two major universities, the University of New Mexico (UNM) and New Mexico State University (NMSU). The SAC is operated by the Institute for Criminal Justice Studies (ICJS) at UNM and the Center for Social Research (CSR) at NMSU. Both ICJS and CSR report directly to their respective university administrations.

First-year goals, objectives, and results

In setting the goals and objectives for the New Mexico SAC, input was solicited and analyzed from the Governor's Office, the Department of Public Safety, the Department of Corrections, the Administrative Office of the Courts, the Attorney General's Office, UNM, NMSU, all levels of courts, and prosecutors' and public defenders' offices in large jurisdictions. Valuable input also was received from BJS and from SAC directors in other States.

In developing goals for the first year, the SAC emphasized issues that—

- will have a long-term payoff
- will serve as a platform for future projects
- are feasible given available resources.

The first-year goals are to —

- introduce the SAC to criminal justice professionals in the State and demonstrate its usefulness
- build an inventory of data bases used by criminal justice agencies in the State for research and planning and create a plan for improved development and maintenance of these data bases
- carry out at least two policy-relevant criminal justice research projects in areas of statewide and systemwide interest
- disseminate data and research findings to criminal justice agencies and the public.

Projects for the 1988-89 period

An important goal for the first year of operation is to develop lines of communication between the SAC and all of the major criminal justice agencies in the State. In the first 4 months of operation the SAC made dozens of contacts with criminal justice professionals in the State. The first meeting of the SAC Steering Committee in November furthered the goal of establishing and maintaining contact with criminal justice policymakers. The SAC has targeted five other activities that should put it in close contact with State criminal justice officials.

Criminal justice telephone directory. One of the first projects this year has been to compile and distribute a criminal justice telephone directory for New Mexico. This directory, completed at the end of 1988, includes approximately 1,000 separate departments, offices, and agencies.

Data needs assessment. Another task for the first year is a statewide data needs assessment survey of police departments, county courts, county jails, juvenile justice offices, and adult corrections, including probation and parole offices.

Statewide law enforcement workshop. In summer 1988 the SAC cosponsored a New Mexico Criminal Justice Professionals conference. One of the functions of this conference was to disseminate information about SAC studies and projects in progress, important events and activities of other SAC's, and recent policy-relevant research available at the national level.

Publication of Crime in New Mexico. The *Crime in New Mexico* report includes information on the characteristics of crime in the State; comparisons of crime rates for New Mexico and other States; information on criminal justice processing by police, prosecutors, courts, and corrections; and statistical "closeups" representing the State's diverse criminal justice community.

Criminal justice data inventory. A final first-year project is an inventory of State criminal justice data collection activities, which is being prepared in conjunction with the needs assessment mentioned earlier.

Longer term research projects

During its first year the SAC is also exploring the State's interest in and feasibility of two major research projects: an Offender-Based Transaction Statistics (OBTS) study and a victimization survey.

Development of New Mexico OBTS. A less expensive alternative to a statewide OBTS is limiting the study to a few key counties. One possibility being explored is a pilot OBTS study of Bernalillo (the State's most populous county, comprising about 50% of the State's population) and Dona Ana (a much smaller county, which includes substantial rural areas). These jurisdictions, with different levels of information, management, and recordkeeping capabilities, would provide varying experiences on the problems of implementing a statewide OBTS system in New Mexico.

Results of the pilot OBTS study could be summarized in subsequent issues of the *Crime in New Mexico* report, beginning with a description of all adult felony dispositions in the samples. In addition, OBTS data could provide information on arrest decisions, case attrition at each stage of processing, prosecutor and court dispositions, and sentencing outcomes.

Citizen survey. A second research project the SAC is exploring for the future is a statewide survey of approximately 1,500 New Mexico families, focusing on criminal victimization, fear of crime, and attitudes toward law and punishment. The sample would be drawn through random digit dialing using a special laboratory designed for this purpose at UNM.

New York

The New York State Division of Criminal Justice Services (DCJS) is responsible for a broad range of information services and policy support activities in New York State. Through its Commissioner, who also serves as the Governor's cabinet-level Director of Criminal Justice, the Division seeks to increase the overall effectiveness of the criminal justice system in New York State. This is accomplished through—

- the Office of Identification and Data Systems, which maintains criminal-history records and other operational data systems
- the Bureau for Municipal Police, which provides training to police officers and coordinates programs on highway safety, crime prevention, and arson awareness
- the Office of Funding and Program Assistance, which monitors and evaluates local criminal justice programs and disburses State and Federal funds to localities on behalf of the Crime Control Planning Board.

A fourth unit in DCJS is the Office of Justice Systems Analysis (OJSA). OJSA is the policy-oriented research and statistical arm of the agency and performs many of the functions of the Statistical Analysis Center (SAC) for New York State.

The OJSA's mission is to advise and assist the Governor and the Director of Criminal Justice in developing policies, plans, and programs for improving the criminal justice system. It conducts empirical research to test assumptions that are central to the development of criminal justice policy, provides policy analysis, and monitors the legislative process. OJSA also is responsible for designing, maintaining, and coordinating statistical data systems in the agency and for disseminating statistical information on crime, offenders, and the administration of justice in New York State.

During the year the Office continued to address the needs of State and local criminal justice administrators through the production of *County criminal justice profiles*. This multivolume report is a compilation of data from a variety of sources and provides a comprehensive picture of criminal justice activities within each county in New York State and the State overall. An outgrowth of a special briefing series for the Governor and his staff, the Profiles publication is based on a microcomputer data base of multiyear criminal justice data.

The Office continues, as in the past, to address the needs of State and local officials by updating the *Directory of New York State criminal justice agencies*. The directory project is funded by BJS as part of the Criminal Justice Clearinghouse Program.

Together, the Profiles and the Agencies Directory help the Division to coordinate and address the needs of local criminal justice agencies in the State.

In 1988 the Office continued its Offender-Based Transaction Statistics (OBTS) program. The Office houses one of the most sophisticated OBTS case-tracking systems in the country for felonies and misdemeanors. During 1988, OBTS data were used in several analyses of criminal justice processing in New York. One of these, *Trends in felony drug offense processing: 1983-1987*, graphically illustrated the response of New York's criminal justice

system to the growing threat of illegal drug activities. The report served as a useful resource for criminal justice administrators and planners. Another report based on OBTS data is *The relationship between drug arrests and nondrug arrests in the official criminal histories of persons born in 1955*. OBTS data were also the source of information for a legislatively mandated report on the processing of violent felony offenses and were presented in the bulletin, *Criminal justice trends in New York State: 1983-1987*. Additionally, because of the capability to monitor jury trial load in the courts, OBTS data were crucial to an analysis of legislation that restructured jury trial access to misdemeanants.

The production of a bulletin concerning white-collar crime in New York State was begun in 1988. White-collar crime will be examined for incidence and prevalence and tracked from arrest to disposition through the State's criminal justice system.

In 1984 the State Legislature mandated the creation of a Missing Children Register and in 1985 created a Missing Children's Clearinghouse in the Division. OJSA accepted responsibility for presenting policy-analytic data derived from the register. The Office continues to monitor the activity on the Missing Children Register and compiles quarterly profiles of cases reported to the register. These summaries describe the number and characteristics of children reported missing during the year as well as the nature of the circumstances surrounding a child's disappearance and the method of recovery for cases that were closed.

The ongoing collection of data on restitution orders was supplemented by a comprehensive, survey-based analysis of probation officials regarding how restitution is administered in their agencies. Based on this research, the Office recommended a number of changes to enhance the accounting/reporting system for restitution, reduce the costs of its administration, and facilitate the implementation of other programmatic initiatives. The planned development of an automated accounting system will improve the monitoring and enforcement of restitution in the State, which will increase payments to victims and reduce costs for the Crime Victims Board. An omnibus restitution reform act, which incorporates the major recommendations of the project, is being drafted for future consideration.

OJSA initiated a comprehensive multiyear juvenile justice research project this year that will examine the major components of the juvenile justice process and assess the adequacy of existing information systems and policies for both process decisionmaking and statewide management and planning. OJSA laid the groundwork for this project through extensive planning, including numerous interviews with experts in the juvenile justice field, surveys of State information systems, and review of legislation pertaining to juvenile recordkeeping and confidentiality.

A study to examine the feasibility of centralizing criminal justice training in the State was completed during the year. Staff undertook a review of the individual training activities performed by State criminal justice agencies and isolated those that best lend themselves to centralization. A train-

ing model that is congruent with the needs of the State criminal justice agencies was proposed, and management strategies for implementation were developed.

Office research staff have continued their Research Note series with the publication of short reports on *Felony case-processing time* and *The relationship between prosecutorial caseload and felony conviction rates*. In addition, the Office has published a lengthy report concerning geographic variations in the prosecution of felony cases.

Beliefs in the unfairness of the criminal justice system are longstanding and deeply felt by many. OJSA researchers are currently in the midst of a study designed to evaluate whether or not there are racial disparities in the processing of offenders. The study will quantify whatever racial disparity remains evident after controlling statistically for crime type and prior record and will identify the types of crimes, types of offenders, geographical locations, and criminal justice processing decisions for which disparity is the greatest.

The New York State Penal Law and Vehicle and Traffic Law require the imposition of a penalty assessment (referred to as a "mandatory surcharge") on all persons convicted of a felony, misdemeanor, violation, or traffic infraction. The report *Mandatory surcharge collections in superior and city courts* was produced to update the status of New York State's mandatory surcharge program. This document examines collections of mandatory surcharge by courts for persons convicted of crimes.

During 1987 the Division was 1 of 13 SAC's awarded grants from BJS for the redesign of the Uniform Crime Reporting (UCR) program. The Division's UCR program continued its second year of planning for the implementation of the National Incident-Based Reporting System (NIBRS). The project has organized the largest agencies in the State into five working groups to plan the new system. After completing an inventory of their current data collections, these agencies met in June 1988 at Saratoga Springs, N.Y., to review the draft Federal requirements and to suggest additions and enhancements to be included in the New York State Incident-Based Reporting (IBR) System. With the dissemination of the Federal guidelines in October, the project staff has turned their attention to preparation of the draft State specifications. These data-capture specifications will be available for agency review and comment in January 1989.

To effectively target those agencies interested in adopting IBR, the project staff, with the Office's Survey Research Unit, surveyed all 600 UCR contributors on their level of automation and their interest in participating in IBR. Using data from the survey, the Division published the first statewide *Directory of law enforcement computer resources* covering the 200 automated agencies.

The Division also hosted the annual meeting of the Association of State UCR Programs. Representatives from 30 States attended workshops covering a wide range of topics, all directly related to implementation of NIBRS.

To understand and respond to hate- or bias-related violence, the Governor created a special task force to examine this issue and recommend action. As part of this overall effort, the Office has designed and pilot-tested a bias-crime data collection system. Planning is underway for a statewide training conference to be held in early 1989 with BJS support. Full implementation of the data system is expected in 1989.

A survey research capability was established within the Office to provide the ongoing capacity to design, administer, and analyze surveys that focus specifically on criminal justice issues. BJS supported a statewide random-digit-dialing survey of State residents, which examined citizen attitudes and perceptions on a broad range of criminal justice concerns. Results of this survey were published during 1988 in a series of reports dealing with perceptions of crime, neighborhood safety, and the criminal and juvenile justice systems in New York.

The Office is continuing work on a series of federally funded studies concerning the relationships among drug use, drug trafficking, and homicide. The Office also continues the routine production of policy white papers on a broad range of issues to inform the Director of Criminal Justice and the State Division of the Budget on critical decisions.

North Carolina

The North Carolina Criminal Justice Analysis Center is within the Governor's Crime Commission Division of the Department of Crime Control and Public Safety. It provides analysis and research assistance to the Crime Commission as it develops criminal justice policy recommendations for the Department Secretary and the Governor. It also serves as a primary resource for data and information on crime and the criminal justice system in North Carolina.

During Federal fiscal 1988 the Center completed *North Carolina jails in crisis: A report to the Governor.* The Center provided statistics on jail admissions, time served, and other factors contributing to significant growth in the statewide jail population to the Jail Study Committee of the Crime Commission. The report contains recommendations to—

- divert low-risk defendants from pretrial detention
- increase opportunity for pretrial release and enforce pretrial release conditions
- expedite court processing for defendants held in jail before trial
- reduce crowding by developing and implementing a jail population plan
- evaluate the impact of the Safe Roads Act and sanctions for driving while intoxicated (DWI) offenders
- maximize use of community alternatives for non-DWI misdemeanants
- improve programs and services for offenders sentenced to jail
- provide varying levels of custody confinement for sentenced inmates
- create State-local corrections partnerships.

The Center also published several of its "SystemStats" research bulletins about the data collection and analysis phase of the jail crowding study.

During fiscal 1988 the Center completed its study of pretrial release in Durham County. The results of this study were presented to the Legislative and Jail Study Committees of the Governor's Crime Commission. The findings related primarily to bail/bond practices and risk indicators of defendants who were released before trial. Because of this study the Crime Commission recommended legislation to implement a fractional or deposit bond system to be run by clerks of court statewide.

The Center also began work last year on a detailed study of adult and juvenile offender recidivism patterns in North Carolina. This complex electronic data-processing endeavor entails extracting and merging computerized criminal history records of the State Bureau of Investigation with computerized inmate records at the Department of Correction and computerized training school records at the Division of Youth Services. It is an unprecedented effort to measure inmate recidivism by rearrest, as opposed to return to prison, and to track juvenile offenders into the adult system. Several reports based on findings from these analyses will be developed and disseminated in early 1989. This data-processing activity also is expected to lay the foundation for Offender-Based Transaction Statistics (OBTS) in the near future.

During fiscal 1988 the Center also prepared and submitted bid specifications for a local area personal computer (PC) network for the Governor's Crime Commission Division. This network will link Crime Commission staff with the rest of the Department of Crime Control and Public Safety and with the State Computer Center. Center staff have also been assisting in collecting and analyzing data on substance abuse in North Carolina for the Federal Anti-Drug Abuse Grant Program.

North Dakota

The North Dakota Statistical Analysis Center (SAC) is part of the Criminal Justice Training and Statistics Division (CJTS) of the Attorney General's Office. The Division provides training for law enforcement officers and serves as a criminal justice statistical analysis center and clearinghouse for criminal justice information.

The SAC —
- manages the State Uniform Crime Reporting (UCR) program, which collects crime statistics from all county sheriff departments and all cities with a population of 2,500 or greater
- analyzes UCR statistics and forwards them monthly to the FBI for national statistical summaries
- publishes annual reports including the overview *Crime in North Dakota* and more specific analyses of arson, arrests for drug offenses, homicides, and assaults on law enforcement officers
- compiles other reports in response to requests for specific analysis
- will undertake a major project in 1989 to make a transition from the current summary-based UCR system to an incident-based system, allowing for the collection of more detailed crime data as well as information on victims.

The SAC manages the unique Jail Information System (JIS) that was designed and implemented in 1977. JIS —
- collects data on all incarcerations in the 44 local correctional facilities in North Dakota
- enables the SAC to monitor the nature and extent of the use of all local jails
- is used to recommend staffing plans and advise in budget preparation
- has been extremely useful in planning for remodeling old jail structures and constructing new ones
- is an extremely accurate tool to monitor detention of juveniles and incarceration of driving under the influence (DUI) offenders, two important issues in the State and across the country
- produces annual reports on jail usage and a special report with emphasis on juvenile detentions in local jails and detention centers
- helps to monitor compliance with Federal guidelines on juvenile detention.

Special emphasis is being placed on detention alternatives for juvenile status and delinquent offenders, and the State has received assistance from the Federal Government through the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The CJTS Division's Manpower and Training Information System (MTIS)—
- maintains employment and training records for all law enforcement officers in the State
- was designed to monitor compliance with peace officer licensing standards and annual sidearm certification requirements
- sends copies of individual training records to each law enforcement officer in the State at least once a year
- provides the SAC with a data base on officer demographics and training that lends itself to extensive analysis of the law enforcement profession

• coordinates closely with peace officer training programs to increase professionalism among law enforcement personnel in North Dakota.

The SAC periodically undertakes special research projects to address current relevant issues. Because such projects can absorb a considerable amount of limited staff time, the SAC encourages cooperative endeavors with independent researchers, university faculty and students, and local college intern programs.

Ohio

The Statistical Analysis Center (SAC) in Ohio is the Bureau of Research and Statistics within the Governor's Office of Criminal Justice Services. Since being reorganized in June 1978, the Ohio SAC has undertaken a dozen major research projects, published over 30 reports, and responded to some 2,000 requests for information. Currently, the SAC operates with a full-time staff of five. Staff expansion is likely in 1989.

Uniform Crime Reporting (UCR) data

The SAC is spearheading a major effort to implement the new UCR program in Ohio and to reestablish a State-level reporting program. During the past 3 years the SAC has secured the endorsement of the law enforcement community (chiefs and sheriffs), secured a State-level host (Bureau of Criminal Identification and Investigation), set up a working relationship with three regional reporting systems, and otherwise completed the superstructure for the new program in Ohio. In 1989 or early 1990 the SAC hopes to make the program operational, including hiring an additional staff member to do analytical reports for the program.

Offender-based tracking statistics

The SAC is the only agency that collects and analyzes information that fully describes what happens to persons arrested for serious crimes in Ohio. This process began with a 2,500-felony case-tracking study conducted by the SAC in 1983-84 in 62 criminal courts throughout the State.

A similar 2,500-case followup study was begun in May 1986, was completed in 1988, and will generate data analysis in 1989. Rigid sampling procedures ensure the cases are representative of the 60,000 to 70,000 such cases handled each year.

Additionally, the SAC annually coordinates the production of a computer tape from the computerized criminal-histories file, which includes more than 3,000 cases and is maintained by the Attorney General for inclusion in the national tracking study administered by BJS.

Public attitude survey on drug use and abuse in Ohio

The SAC's sixth citizen attitude survey will concentrate all 50 questions on the drug abuse issue. Over 800 phone interviews were conducted in late 1988, with results to be published in two separate releases in late 1988 and the spring of 1989. An additional 425 interviews will be conducted as a separate cohort in Franklin County.

Ohio victimization data

The SAC is the repository for Ohio victimization data collected via the National Crime Survey, which is sponsored by BJS (and executed by the U.S. Bureau of the Census). During Federal fiscal 1988 the 1986 data tables were received, reflecting responses from several thousand Ohio households and providing a rich supply of data on victim reporting patterns, physical injury, material losses, measures of self-defense, personal characteristics, and many other matters relative to the criminal event from the victim's perspective.

Suicides in Ohio jails and prisons

Using Department of Health statistics and death certificates, the SAC is analyzing some 300 inmate suicides committed during the last 12 years. Of special interest are any correlates (such as arrest offense, drug/alcohol involvement, age of arrestee, and prior criminal history) that might help corrections officials identify high-risk inmates at the beginning of their detention. This project, stalled for 2 years for want of staff, will probably see data analysis and production in 1989.

Law enforcement training policy research

In the past year the Ohio Peace Officer Training Council has revised Ohio's radically upgraded entry-level training curriculum. Dramatic changes in the training curriculum were triggered by the SAC's massive Law Enforcement Task Analysis Study 5 years ago. Henceforth, all entry-level law enforcement officers in Ohio will receive more than 400 hours of basic training, a significant increase over the 292 hours previously required. The SAC invested 2.5 years on the Task Analysis Study, gathering over 4 million pieces of data from 3,500 officers in 400 agencies, a task greatly aided by a grant from BJS. Ohio training school commanders received the final curricula on November 12, 1987.

Juvenile justice tracking study

The SAC is presently undertaking Ohio's first statewide juvenile case-tracking study, involving 1,000 criminal juvenile offenders. The project is a field study, similar to the present adult-tracking effort, and will yield rich data on juvenile crime and justice in the State. Completion is targeted for late 1988, with data analysis in early 1989.

Juvenile justice tracking followup

This study will provide a 1-year followup for the 1,000 juvenile cases analyzed in the 1988 study. Emphasis is being placed on treatment options and effectiveness. Project completion is scheduled for mid-to-late 1989.

Crime environment and the victim

This study analyzed the role of 200 victims of violent crime in a large Ohio city in 1985. It aimed at identifying physical circumstances that saw the victim contributing (either by commission or omission) to the "chemistry" of the crime (for example, drinking, fighting, weapon use, threats, and so forth). A final report was published in September 1988.

Report on drug use and abuse in Ohio

This first-ever report will concentrate on the drug problem as it pertains to crime and justice in Ohio. It will be unique in both scope and content, providing a comprehensive overview of all available data on the subject, and it will be put into a framework that allows for overall understanding. In format it will closely resemble the four-color, graphics-oriented report published in 1987, *State of crime and criminal justice in Ohio.* The report will highlight Ohio data but also will draw from several rich Federal sources. Publication is scheduled for spring 1989.

National Consortium on Drug Abuse Evaluation

Ohio's SAC will continue to participate in this 15-State effort begun in late 1987. A total of 27 drug task force and crime lab projects are submitting data to the SAC quarterly.

Drug Use Forecasting (DUF)

During 1988 the SAC was one of several parties that worked to bring a DUF program to Cuyahoga County. Initial data from that urinalysis-testing project were available in late 1988 and are scheduled for inclusion in the drug abuse report in the spring of 1989. The SAC is also working with the National Institute of Justice to bring a DUF program to Franklin County.

Publicity about crime misinformation

Early in 1989 the SAC will attempt to publish a paper on the spread of crime misinformation and its consequences. It is hoped the article can be placed in a high-visibility medium, perhaps a magazine.

Evaluation research

The SAC is presently exploring expansion into the role of program evaluation, probably relating to juvenile justice treatment alternatives.

Oklahoma

During fiscal 1988 the Oklahoma Statistical Analysis Center (SAC) continued to maintain the Arrest Disposition Reporting System (ADRS):

- This 12-year-old data base contains information on charges filed by district attorneys and the dispositions of those cases.
- Monthly and annual summaries of the data are produced for each district attorney district and the State.
- ADRS tells district attorneys if a person they have filed charges against has charges pending in another county.
- Numbered fingerprint cards are distributed to sheriffs and police so that cases originating with those agencies can be traced through the system.
- Larger counties with their own information systems contribute to ADRS by supplying data via magnetic tape each month.
- Other offices complete forms keyed into the system by SAC staff.
- Inquiries of the system are possible by use of microfiche that is distributed monthly, by terminals in larger district offices, and by phone to the ADRS office.

Other activities of the SAC include—

- membership on the Oklahoma Justice Administrative Board, the State body that reviews applications for Bureau of Justice Assistance (BJA) block grants for Justice Assistance and Crime Victim Assistance
- membership on subcommittees of the Legislative Criminal Justice Task Force
- provision of technical support for the Governor's Task Force on Crime Prevention and Punishment
- management of the NCCD prison population projection project funded by BJA.

Oregon

The Crime Analysis Center is part of the Oregon Department of Justice and serves as a research agency on criminal justice issues in Oregon. The Center's staff assist primarily State and local criminal justice system agencies and policymakers. The continuing goal of the Center is to be an objective, independent, and reliable source of policy-relevant criminal justice research data and information.

The Center also acts as liaison to BJS, serving as a Statistical Analysis Center (SAC) and clearinghouse for criminal justice research efforts involving State and Federal coordination. In addition to its research activities, the Center also administers block grant programs under the Justice Assistance Act of 1984 and the Anti-Drug Abuse Act of 1986.

The primary research functions of the Center are to —

- collect, analyze, and interpret criminal justice data
- develop and maintain the collection of selected criminal justice data
- prepare and disseminate research reports on crime, criminal offenders, and the operations of the criminal justice system
- help improve the quality of data in existing criminal justice data bases in the State
- provide technical assistance on data analysis, statistical procedures, and criminal justice research to State and local agencies
- serve as an information center and repository for the dissemination of criminal justice data and documents to government agencies and the public
- provide Oregon data to BJS.

Current and ongoing research projects are discussed below.

Oregon Serious Crime Survey

This is an annual survey research project that uses a mail questionnaire that is completed and returned by approximately 80% of the 1,500 randomly selected citizens who receive it. The survey provides statewide information in three topical areas —

- victimization data, including a measure of citizen reporting and nonreporting of crime to police
- citizen involvement in crime prevention activities
- citizen opinion about current criminal justice problems and issues.

The victimization data provide a complementary measure of certain crimes occurring in Oregon and augment understanding of crime beyond that attainable from criminal justice agency statistics alone. The survey was first administered in 1977 and is the oldest data base maintained exclusively by the Center.

Survey results are published in a series of research reports that are distributed to legislators and other elected officials, criminal justice agencies, other government officials, representatives of the media, and private citizens on request. In recent years the survey has provided citizen opinions on issues such as jail and prison construction, community crime problems, prioritization of law enforcement services, and more. The accumulated crime survey data provide for trend analysis of victimization patterns in Oregon.

Crime victim studies

Center staff engaged in work on two federally funded research projects:

- A survey of victims and their response to criminal victimization studied the characteristics, circumstances, attitudes, and reactions of crime victims in Oregon. Of special interest in this study was the focus on factors that enhance or retard the ability of victims of crime to respond to the threat of further victimization and to reduce their chances of being crime victims in the future. The research also included a study of trends in unreported crime and criminal victimizations as measured by the Center's 10-year Serious Crime Survey. Two research reports have been prepared from this project.
- An analysis of the costs of criminal victimization in Oregon focused on the social and economic costs of victimization. The study population consisted of applicants receiving services and compensation from a special statewide program for victims of violent crime. A report from this study was prepared and a shorter version appeared as the feature article in the November 1988 issue of The CJS FORUM.

Juvenile detention monitoring in Oregon: A preliminary compliance report

An annual report on the use of juvenile detention in Oregon relates to the guidelines specified in the Juvenile Justice and Delinquency Prevention Act of 1974. It forms the basis of the Federal report and recommendations submitted by the Juvenile Services Commission.

The Center also published a report on the history of juvenile detention practices in Oregon and a trend study of the changing characteristics of juvenile detainees for selected years from 1975 to 1985. The report presents a comprehensive analysis of who gets detained, and when, where, why, and for how long. The report has been used locally for detention policymaking and has received some national circulation.

Smaller research projects of the Center include a study of the impact of changing State population characteristics on crime rates and program evaluation of a county-level Teen Parent Program targeted to impact child abuse and neglect. Also, the Center will be engaged in studies of crime trends in Oregon as revealed in Uniform Crime Reporting (UCR), Offender-Based Transaction Statistics (OBTS), and crime victimization survey data. The Center also would like to develop an Oregon Criminal Justice Statistics Sourcebook.

As a result of its administration of the Anti-Drug Abuse Act of 1986 Block Grant Program, the Center also is engaged in research on drug abuse and drug law enforcement as well as in evaluating intervention programs funded by the act.

Technical assistance to State and local agencies

One of the primary functions of the Center has been to provide technical assistance to State and local criminal justice agencies and organizations. Such technical assistance is provided in a variety of areas — statistical analyses of criminal justice data, research and program evaluation design, data form and questionnaire design, survey design and sampling strategies, and literature reviews. The Center also provides some technical assistance involving predicting recidivism, crime levels, and other crime phenomena and assessing the impact of current and past legislation on the criminal justice system.

Information center and repository for criminal justice data and materials

Another service of the Center is to provide criminal justice data and materials to a wide variety of State and local criminal justice agencies, legislators, the media, special study groups and advisory boards, and the public. To assist in this purpose, the Center began publication of a newsletter during the summer of 1988 to provide information on various Center reports, activities, and other items of interest to a wide audience.

Focal center for BJS data requests

The Center also serves as the primary contact for Oregon data and special study requests from BJS. Some recent requests fulfilled related to an analysis of Oregon data on prison time served compared to sentence lengths, together with recidivism data on prison releasees.

Pennsylvania

The Bureau of Statistics and Policy Research of the Pennsylvania Commission on Crime and Delinquency (PCCD) plays an integral part in the agency's role of examining criminal justice problems and needs, researching and proposing strategies, and assessing the results of these strategies on components of the justice system.

As the criminal justice Statistical Analysis Center (SAC) for the Commonwealth of Pennsylvania, the Bureau analyzes criminal justice legislative issues, recently including such topics as drug abuse, recidivism, sentencing reform, prison crowding, and driving under the influence (DUI).

Recently completed was a report on prison population projections and a report analyzing efforts to reduce DUI in Pennsylvania. Prior to that, the Bureau completed a report on recidivism among first-time offenders and a report on the effects of the State's sentencing guidelines. Currently in preparation is a report on dangerous juvenile offenders; in the planning stages are two reports, one on the effectiveness of electronic home monitoring as an alternative to secure detention and incarceration and one studying the nature of missing arrest information in criminal-history records and reasons that arrest records are not submitted to the central State repository.

A prime objective of the agency is to examine the utility of a variety of criminal justice data bases for addressing questions of practical and theoretical interest in the criminal justice field. One product of this examination is *Trends and issues in the Pennsylvania criminal justice system,* which describes and analyzes offenders in various stages of the criminal justice system and provides information that helps to evaluate the effects of policy changes.

To communicate policy-related information more quickly and effectively, the Bureau is improving its ability to produce high-quality graphics quickly and to integrate graphics and text into reports through use of a network of personal computers.

The PCCD makes effective use of appointed task forces, advisory groups, and planning committees composed of commission and noncommission members to advise on how to address and resolve specific criminal justice problems in the State. The Bureau often is involved in coordinating these efforts and in conducting analysis and research for these groups:

- Bureau staff assisted the PCCD's Prison and Jail Overcrowding Task Force in developing a report that details the magnitude of the problem and presents recommendations for its alleviation.
- Through the County Jail Overcrowding Technical Assistance Program, Bureau staff assist counties in analyzing the flow of offenders through their local systems to determine the magnitude, type, and causes of local jail crowding to implement changes to deal effectively with the problem.
- The Bureau also has assisted a State Police planning committee in studying the feasibility of implementing an Automated Fingerprint Identification System (AFIS), and the group has developed a design for such a system in Pennsylvania.
- The Bureau also assisted the State Police in developing a design to study the feasibil-

ity of implementing a unit-record Uniform Crime Reporting (UCR) system in Pennsylvania.

- Currently, the Bureau is working with local police departments to design and implement a public domain law enforcement records management information system for Pennsylvania that may be used as the core of a national public domain system.
- The Bureau is heading an interagency effort to review and change the State's Criminal History Record Information Act to improve the automated sharing of data among agencies while protecting individual rights.

Integral to the Bureau's role in criminal justice analysis and coordination is its continuing work toward full implementation of a State Offender-Based Transaction Statistics (OBTS) system and the implementation of an integrated criminal justice information system. OBTS allows any criminal justice agency to determine the status of a criminal without going through various complicated criminal justice data bases and allows the Bureau to study the criminal justice system as a whole. Included in the development of OBTS is continuing analysis of the completeness and accuracy of criminal justice data bases and the development of improvement strategies.

The development of an integrated information system coordinated by the Bureau will facilitate statewide sharing of data among criminal justice agencies to enhance the efficiency of the entire system. OBTS provides the tool for planning, evaluation, and research; the integrated information system will provide on-line, interagency communication capability within the State.

Rhode Island

The Rhode Island Statistical Analysis Center (SAC) has been a unit of the Governor's Justice Commission (GJC) since 1975. Some of its major accomplishments and ongoing services are described below.

Statistical

The SAC produces an annual report, *Serious crime in Rhode Island*, which focuses on the eight most serious crimes and usually is released in June. The SAC also produces reports on such issues as domestic violence, white-collar crime, drug abuse, rape, motor vehicle theft, stolen property, female criminality, robbery, juvenile statistics, arson, and clearance by arrest.

The SAC has become a recognized criminal justice statistics clearinghouse and authority for the public and private sectors. The SAC produces press releases and provides radio and television interviews. The SAC translates complex data into understandable terms for public administrators, businesses, and the public.

Information systems

On June 15, 1988, a final report entitled *Rhode Island comprehensive criminal/juvenile justice information systems plan* was delivered to GJC by a technical consultant. The report recommends major changes in Rhode Island's criminal justice information systems over a 10-year period at an estimated cost of $12 million. The recommendations have been and will continue to be outlined with the Governor's office.

GJC, with the technical and administrative assistance of its SAC unit, made about $70,000 in computer information systems awards to local police departments. The awards, matched by the recipients, will allow many small and medium-sized police departments to meet the FBI's NCIC standards for the year 2000.

During the past 13 years the SAC has been the catalyst in Rhode Island for planning, funding, and coordinating modern computerized information systems for the State's criminal justice system. The SAC acts as staff, resource, coordinator, and liaison for the State's ongoing Criminal Justice Information System (CJIS) Subcommittee. With Federal and State funds the SAC has had a direct hand in implementing the following statewide computer programs:

- Computerization at the Department of Corrections revived interest in information systems at the State's centralized prison.
- The State Police message switcher (a system that can transfer and receive a vast flow of communications by computer from local and national sources) was expanded during fiscal 1988.
- A computer system has been installed throughout the entire court system.
- A computer system was recently installed at the Attorney General's Bureau of Criminal Identification (BCI) and throughout its statewide operational systems.

GJC liaison/coordination

GJC, as part of the Governor's Executive Office, has a major role in developing and implementing criminal justice policy, generally having statewide impact. The SAC is often requested by the GJC to provide statistics and data toward eventual completion of a special report or study. The GJC has been directly responsible for policy changes or proposed changes by producing the following documents, all of which are available from GJC —

- Anti-Drug Abuse Act of 1986 application
- *Juvenile justice and delinquency prevention: Rhode Island State plan 1988-1990*
- *Rhode Island's overcrowded prisons: Recommendations to the Governor from the Task Force on Prison Overcrowding*
- *Criminal sentencing practices: Background information for policymakers*
- *Special Commission to Combat Auto Theft: A report to the Governor and General Assembly*
- *Recommendations of the Juvenile Justice Committee of the Governor's Justice Commission*
- *Fire fighters training and education: Recommendation of the Fire Education and Training Task Force prepared for the Governor and General Assembly*
- *Fitting the pieces together through juvenile probation: The major findings and recommendations of the Rhode Island Task Force on Juvenile Probation*
- *Governor's Justice Commission's annual report to the Governor and General Assembly.*

GJC is active with and coordinates the following Rhode Island/nationally based groups —

- Probation Task Force
- Youth Advocacy Organization
- Crime and Delinquency Prevention Task Force
- National Criminal Justice Association, Family Mediation Training and Youth Development Initiatives (YDI).

South Carolina

Established by legislation during the 1978 session, the Office of Criminal Justice Programs, which includes the Statistical Analysis Center (SAC), is in the Division of Public Safety in the Governor's Office.

Some of the functions mandated in the legislation include—

- collecting and disseminating information concerning crime and criminal justice to assist the General Assembly and enhance the quality of criminal justice at all levels of government in the State
- analyzing activities and problems in the administration of criminal justice and developing plans for improvement for consideration and implementation by State and local agencies
- advising and assisting law enforcement agencies in the State to improve their law enforcement systems and their relationship with other agencies and the statewide system
- stimulating and seeking financial support from Federal, State, and local governments and private sources for programs and projects designed to improve the administration of criminal justice, court systems, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs, and related fields.

These activities are performed in conjunction with the Governor's Committee on Criminal Justice, Crime, and Delinquency. The Governor's Committee, which was established by the same legislation as the Office of Criminal Justice Programs, functions as the policy board for that office as well as for the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (Public Law 93-415). The committee advises the Office of Criminal Justice Programs and the Governor on criminal and juvenile justice policy issues and makes recommendations for administrative and legislative improvements.

The Office also works with the Juvenile Justice Advisory Council established by the same legislation. The advisory council advises the committee and the Office on all matters relevant to juvenile justice and recommends priorities for the improvement of juvenile justice services.

In support of legislative mandates, the SAC provides the Office of Criminal Justice Programs with technical support in many areas. Some of the more important tasks of the past Federal fiscal year supported by the Office of Criminal Justice Programs are described below.

Information Center

A primary function of the Office of Criminal Justice Programs/SAC is to provide a wide range of criminal justice data to the criminal justice system and units of government at the national, State, and local levels. Additionally, similar data are provided to the public, the media, colleges and universities, private organizations, and others. One method used to provide data is the publication of crime booklets. These booklets concern the criminal and juvenile justice system in South Carolina. They are intended to help correct and clarify some of the misinformation and myths about crime and criminal justice in South Carolina. They provide facts on the incidence of

crime and on the population that passes through the criminal and juvenile justice systems. The books are aimed at the public and the legislature as well as at groups within the criminal justice system.

Victim's compensation

The Victim's Compensation Fund, established by the General Assembly in 1982 to award funds to crime victims, regained financial solvency during fiscal 1987-88 with the passage of several pieces of legislation and an increased State appropriation. The General Assembly reinstated the $10,000 maximum award and added a provision to make "psychic trauma" injuries eligible for compensation.

State victim assistance

A new grant program was developed by the Governor's Office using funds collected through a 5% assessment on wages earned by inmates participating in the work release program. Anticipating that approximately $300,000 a year will be collected, the Governor's Office plans to support innovative victim assistance projects around the State.

Anti-Drug Abuse Act of 1986

The Office of Criminal Justice Programs was designated by the Governor to administer the State and Local Law Enforcement Assistance Act of 1986 (Public Law 99-570), which is a section of the Anti-Drug Abuse Act. The SAC played a major role in assisting the office in developing the overall statewide drug strategy and grant application required to obtain the drug grant funding. A drug council was appointed by the Governor to assist in implementing the program in South Carolina. Its membership represents the three components of the Anti-Drug Abuse Act: enforcement, education, and treatment.

Grant program support

The Anti-Drug Abuse Act, the Office of Juvenile Justice and Delinquency Prevention, the Justice Assistance Act, the Victims of Crime Act, and the State Victim Assistance grant programs are administered by the Office of Criminal Justice Programs. SAC assists in this effort by reviewing and evaluating the data submitted by subgrantees. Technical assistance is provided primarily to subgrantees involved in implementing or expanding information systems.

South Dakota

The South Dakota Statistical Analysis Center (SDSAC) is located within the Office of the Attorney General, who is mandated by statute to maintain the Bureau of Criminal Statistics for the State. The primary goal of the SDSAC is to improve the quality of criminal justice information throughout South Dakota.

Since its establishment in 1983 the SAC has been charged with developing a perspective that spans the entire criminal justice system— from law enforcement, to the courts, to corrections, to legislation— and dealing with these issues at every level of government. This charter persists.

Major activities of the SDSAC during fiscal 1988 are discussed below.

Clearinghouse function

The SAC receives many requests for information and assistance from Federal, State, and local entities as well as from private citizens. These requests are generally handled on a priority basis, taking precedence over other duties. As the SAC's visibility increases, these inquiries continue to multiply. The SAC intends to fulfill every reasonable request pertaining to the criminal justice system in South Dakota.

This year the number of requests for criminal justice information increased dramatically. This increase is viewed positively as an indicator of the SDSAC's stature as a coordinator and facilitator of criminal justice planning and research.

South Dakota criminal justice directory

Preliminary work began on a new criminal justice directory for the State. The directory serves as a locator of all criminal justice officials in South Dakota. The directory is the most extensively used product of the SDSAC and has linked criminal justice professionals across the State.

Uniform Crime Reporting (UCR) program

In 1988 the SAC continued to keep abreast of the many changes being made in the national UCR program. South Dakota currently does not have a State UCR program, but the SAC is very interested in becoming the State clearinghouse for UCR data. SAC staff have worked with FBI personnel to promote training and to increase participation among South Dakota law enforcement agencies. The ultimate goal is to increase the quality and quantity of UCR statistics within South Dakota.

The SDSAC published its fifth annual *Crime in South Dakota* report in fiscal 1988. Data from the FBI's *Crime in the United States* were analyzed and graphically depicted. Ten-year crime trends for Part I offenses were examined in addition to crime in South Dakota cities with populations greater than 10,000. The report serves as a good overall measurement of crime in South Dakota and received wide coverage from the local media this year.

Anti-Drug Abuse Act of 1986

In January 1988 the SDSAC was chosen as 1 of the 15 States to participate in the Criminal Justice Statistics Association's

Consortium for Drug Strategy Impact Evaluations. In coordination with the Attorney General's Task Force on Drugs, the SAC is working to satisfy the data collection requirements of the consortium.

To date, the SAC has been responsible for revising data collection forms, logging initial data, and drafting supportive documents. As the data set develops, the SAC will be responsible for performing the necessary analyses to determine the impact of the Attorney General's proactive strategies against drugs.

Sexual offender project

Data collection continues on this extensive project involving all branches of the State criminal justice system. Using police records, court documents, prison and psychological records, and a survey instrument filled out by the penitentiary inmates, a collective profile of the sexual offender will be made. In addition, an offender-based tracking system for these offenders will be established. For comparison purposes, aggravated-assault offenders also are being studied to ensure that any similarities found among sex offenders are not common to all offenders in general. The SAC hopes to complete data collection efforts in early 1989. Preliminary strategies for analysis are currently being drafted and a second literature review is underway.

In addition to the above ongoing activities the SDSAC also periodically engages in special research projects to address current issues in the criminal justice field.

Texas

Created by State statute effective September 1983, the Texas Criminal Justice Policy Council is composed of the Governor, Lieutenant Governor, Speaker of the House, and their appointees. The council is charged to develop a "means to promote a more effective and cohesive State criminal justice system." The mandates in the enabling legislation clearly indicate that data gathering and analysis is the primary focus of the council, and the staff has concentrated on that area.

The Criminal Justice Policy Council is conducting or has recently completed the following projects:

- analyzing data collected by State and local agencies and recommending improvements in data collection and retrieval to enhance their usefulness for research and policy development
- improving and expanding a PC-based computerized simulation model that provides corrections population simulations, to be expanded to include other components of the criminal justice system
- chairing a joint effort of the Policy Council, Legislative Budget Board, Sunset Advisory Commission, Governor's Budget and Planning Office, and State Auditor's Office to develop standardized cost calculations in the adult and juvenile systems (Uniform System Cost Project)
- analyzing the Computerized Criminal History (CCH) data base of the Texas Department of Public Safety and recommending data collection improvements
- analyzing the impact of efforts to reduce drug abuse by tracking through the criminal justice system all persons arrested by the

State's Anti-Drug Abuse Program Task Forces

- serving as project coordinator for the Texas Criminal Justice Summit and developing statistics to serve as the conceptual framework for the summit, which brought together leaders from around the State to analyze problems in the adult criminal justice system and devise a plan of action to manage the problems
- serving on an interagency council, which is implementing a case-management pilot program for mentally retarded, developmentally disabled, and mentally ill offenders
- serving on the Advisory Commission on State Emergency Communications to establish 911 as the statewide emergency telephone number
- coordinating the replication of the Drug Use Forecasting (DUF) model operating in Houston, Dallas, and San Antonio
- institutionalizing the Policy Council as the State's Statistical Analysis Center
- conducting a prison unit cost analysis project with the Texas Department of Corrections providing detailed cost information at the lowest level of analysis possible
- predicting the impact of proposed legislative changes on the criminal justice system
- conducting research projects on issues of interest to State policymakers.

The Criminal Justice Policy Council has assumed a leadership role in—

- identifying problems and solutions
- initiating systemic improvements
- analyzing existing data and recommending ways to improve their usefulness
- predicting the impact of proposed changes in the criminal justice system
- bringing agencies together to work toward common goals.

Utah

The Utah Commission on Criminal and Juvenile Justice was created by the Utah Legislature to ensure broad philosophical agreement on the objectives of the criminal and juvenile justice system in Utah and to provide a mechanism for coordinating the functions of the various branches and levels of government to achieve those objectives. The commission has 17 members representing key leaders from the legislative, judicial, and executive branches of State and local governments. The commission has a small staff and is attached to the Governor's Office.

The specific statutory charges of the Commission are to—

- promote the coordination of all criminal justice agencies
- provide analysis and recommendations on all criminal and juvenile justice legislation, and State budget and facility requests, including program and fiscal impact on all components of the criminal and juvenile justice system
- provide public information on the criminal and juvenile justice system and give technical assistance to agencies or local units of government on methods to promote public awareness
- promote research and program evaluation as an integral part of the criminal and juvenile justice system
- provide an annual comprehensive criminal justice plan
- develop, monitor, and evaluate sentencing and release guidelines for adults and juveniles

• forecast demands on the criminal justice system, including specific projections for secure bed space.

The budget of the Commission was supplemented by BJS to gather and disseminate important information on the Utah criminal justice system; this work continued in fiscal 1988.

The Utah criminal justice system, 1988 was published. This report describes crime trends; details the activities of the Commission on Criminal and Juvenile Justice; abstracts criminal justice legislation that passed the 1988 Utah legislature; and highlights adult corrections, juvenile justice, and child sexual abuse in Utah.

Problems associated with mandatory sentencing were reviewed and proposed legislation was prepared to correct the problems.

Considerable effort was made to improve the coordination of criminal justice information systems within the State. Software was developed and policies were implemented for a new statewide warrants system. Planning has started to develop common identifiers and other means to link criminal justice information systems across agencies. Planning also has begun to electronically transfer Uniform Crime Reporting (UCR) information to the State computer from some 35 remote, small to midsize law enforcement agencies within the State.

The Commission served as a clearinghouse to disseminate reports produced by BJS and other quality information to concerned agencies in the State. This provided the best nationally available information to policymakers.

A task force on adult corrections examined the rapidly increasing prison population. It determined that policy decisions were the major contributor and recommended that more discretion be returned to the courts and Board of Pardons.

Staffing was provided for a task force examining the juvenile justice system. A study examined juvenile probation supervision and helped to clarify that there is considerable relationship between the type of treatment probation officers provide and the outcome of the probation.

Other commission activities included—
• reviewing criminal justice budgets at the State level and the impact of proposed criminal justice legislation
• serving as the lead State agency in matters related to the Justice Assistance Act, the Victims of Crime Act, the Anti-Drug Abuse Act, and the Juvenile Justice and Delinquency Prevention Act
• staffing the Governor's Council on Victims, which developed legislation and other actions to improve the plight of the victim in the criminal justice system
• staffing and sponsoring a task force that is looking at major changes in the constable system in Utah
• staffing and sponsoring a task force examining the Utah grand jury system.

Vermont

The Vermont Criminal Justice Center was nearing the end of its first year of operation at the end of Federal fiscal 1988 and was still in the process of defining its goals and objectives.

The Center undertook several projects during its first year:

- The first of these was a tracking study to provide quantitative information on the flow of cases through Vermont's justice system. Data collection and editing for 1986 and 1987 were nearing completion at the end of September.
- Another project involved collection of management and administrative data from municipal law enforcement agencies. One part of this study, nearing completion at the end of 1988, is intended to provide municipal police administrators with data of potential use in administering their agencies. The second portion will continue into fiscal 1989. It involves an examination of law enforcement turnover, including a survey of individuals who have left law enforcement agencies in Vermont.
- A final study involves an examination of recidivism in Vermont. This study, in its infancy, is being conducted by the Center and the Vermont Department of Corrections and will collect data on offenders adjudicated in 1979, 1982, and 1985.

With the Criminal Justice Training Council, the Center also sponsored a seminar on the use of microcomputers in law enforcement, which was conducted by SEARCH Group, Inc. Law enforcement officials from Vermont, New York, New Hampshire, and Massachusetts attended.

Virginia

The activities of the Virginia Statistical Analysis Center (SAC) are conducted within the Research and Statistical Analysis Section, Division of State and Local Services, Department of Criminal Justice Services (DCJS). DCJS, an executive branch agency under the Secretary of Transportation and Public Safety, provides research and evaluation services to State and local government and to private nonprofit groups. It also regulates training standards, provides technical assistance to State and local criminal justice agencies, administers grant programs, and develops criminal justice information systems.

Within DCJS, the Research and Statistical Analysis Section was created in November 1987 and charged with SAC responsibilities. The SAC's most important projects and activities include those listed below.

Specialized statistical and policy analysis and interpretation of criminal justice data

In the past year the SAC received numerous requests for special data analyses from DCJS, the Department of Corrections, the Parole Board, the State Police, the State legislature, the judiciary, and local criminal justice agencies. Responding to these requests, the SAC has generated, among other products —

- a 3-year analysis of compliance with the mandatory firearm law across Virginia's judicial circuits
- an analysis of what impact mandatory sentencing statutes might have on the present jail/prison crowding problem
- methodological consultation on an analy-

sis of the impact on prison crowding of an Automated Fingerprint Identification System
- a 3-year trend analysis of the use of probation in felony cases
- an analysis of courts' use of Victim Impact Statements in sentencing
- a trend analysis on the processing of habitual offenders through Virginia's criminal justice system.

Criminal justice decisionmakers throughout the State rely on the SAC to provide timely, thorough, and accurate data analysis and interpretation from which informed and logical policy decisions can be derived.

Virginia's SAC also is participating in a 15-State drug consortium in an effort to develop systematic and uniform data on the effectiveness of drug control strategies across the Nation.

Pretrial Risk Assessment Instrument

The Pretrial Risk Assessment Instrument, currently being piloted in Alexandria, has been designed to aid local criminal justice decisionmakers by empirically estimating the probability of an offender's pretrial misconduct and of his or her failure to appear for trial. If the pilot proves successful, similar instruments may be developed suited to other Virginia localities. This instrument should prove to ease the currently overburdened criminal justice system in all three phases of apprehension, prosecution, and incarceration by reducing the number of —
- defendants who fail to appear in court
- crimes committed by defendants awaiting trial
- defendants detained in jail while awaiting trial.

Statewide sentencing guidelines information system

Derived from a historical data analysis of 33,573 felony convictions with 212 factors analyzed for each of those convictions, Virginia's voluntary sentencing guidelines are currently being piloted in six judicial circuits. These guidelines are unique among State sentencing guideline systems in their bifurcated structure, judicial development and supervision, historical grounding, simplicity of use, and offense-specific design. If the judges in the six pilot sites find the information helpful in reaching sentence decisions, the guidelines will be implemented statewide during 1989. If used consistently, these sentencing guidelines will reduce the unwarranted sentencing disparity documented throughout the State.

Annual report about crime and the criminal justice system in Virginia

The SAC's previous report, *Felony justice in Virginia, 1986*, presented an indepth analysis of previously unpublished data on felony convictions in Virginia. The report covered such subjects as the extent of weapon use in convictions for violent felonies, the relationship between victims and offenders, demographic information on offenders, the length of "street time" for recidivists, case-processing time, and average judge and jury sentences. This and the other information presented in the report gave Virginia's policymakers a more knowledgeable approach to possible solutions for crucial criminal justice problems: recidivism, the increase in crimes involving drugs or firearms, overloaded

court dockets, jail and prison crowding, inmate illiteracy, sentencing disparity, and others.

The upcoming report, *Violent crime in Virginia*, will be more ambitious in scope and design than the previous one and will again present an analysis of previously unpublished data. Graphic displays will provide examinations of such aspects of violent crime as weapon use, seasonality, clearance rates, victim-offender relationship, incarceration rates, and recidivism. Such information educates policymakers and criminal justice practitioners to the legal and social benefit of all of Virginia's residents.

Other activities

In addition to performing these major activities, the SAC is charged with several other ongoing responsibilities. The SAC—

- provides technical assistance to and serves on an advisory committee to the Virginia Parole Board as it develops, implements, and evaluates parole guidelines
- oversees and coordinates the Criminal Justice Minority Traineeship Program and the DCJS internship program
- oversees and gives staff support to the Presentence Investigation Receiving Unit, Department of Corrections
- serves as Virginia's liaison with the Criminal Justice Statistics Association and BJS
- serves as the State clearinghouse for research and statistical information on crime and the criminal justice system
- oversees and maintains the Presentence Investigation Information System and the Virginia Crime Code Information System.

Washington

The criminal justice Statistical Analysis Center (SAC) for Washington State in fiscal 1988 was the Office of Financial Management (OFM), Forecasting Division. The division performs forecasts; estimates; and data, policy, and system analyses in demographic and program areas, including criminal justice.

Inmate population forecast

The biennial inmate population forecast was prepared using assumptions from the Governor's Interagency Criminal Justice Work Group:

- In 1989 the inmate population is expected to continue a declining trend that started in 1986, when the population peaked at 7,100.
- The inmate population was 6,676 at the end of 1987 and 6,053 at the end of 1988.
- The inmate population was forecast to continue the decline, to 5,848 by January 1989.
- The reason for the decline is increased releases because of a State Supreme Court ruling and ensuing legislation mandating shorter, determinate sentences for inmates who were serving relatively long, indeterminate sentences under an old sentencing law.
- Following the declines of the late 1980's, the inmate population is forecast to begin growing and to reach about 8,000 inmates in 1991.

Jail forecast of convicted felons

This first State jail forecast of convicted felons was completed by the OFM's Forecasting Division in February 1987. It showed long-term, moderate increases in the State's population of jailed felons. The Division has assumed the new responsibility of collecting jail data, for which it has contracted the services of the Washington Association of Sheriffs and Police Chiefs. This organization is currently coordinating plans for a statewide jail reporting system.

Juvenile institutions forecast

The interim juvenile rehabilitation institutional forecast was completed using assumptions from a committee of State and local juvenile justice administrators. A new State population forecast shows that the number of 11- to 17-year-olds will begin to increase in 1989. This upturn, combined with slightly increasing conviction rates, is expected to cause the juvenile rehabilitation population to grow. The juvenile rehabilitation population decreased from 773 in 1987 to 747 in 1988 and is expected to grow to 775 by 1991.

Criminal justice information systems

OFM chairs the Executive Committee for the Implementation of the Criminal Justice Information Act. The committee's current responsibilities include—

- design of a statewide Electronic Judgment and Sentence Reporting System that uses a form to capture information at the time of sentencing
- coordination of the State's three centralized criminal justice information systems.

Wisconsin

The Wisconsin Statistical Analysis Center (SAC) is a program of the Office of Justice Assistance (OJA). The OJA is the State agency charged with criminal and juvenile justice planning in Wisconsin and with administering funds made available to the State under the provisions of the Juvenile Justice and Delinquency Prevention Act, the Justice Assistance Act, and the Anti-Drug Abuse Act.

The Wisconsin SAC was established in November 1981 by Executive Order of the Governor and was fully or partially supported by Federal funds through September 1986. On October 1, 1986, the State assumed total support of the SAC, with additional BJS grant funds to undertake special studies. The SAC collects, analyzes, and disseminates a variety of criminal justice data in Wisconsin.

The Wisconsin SAC—

- maintains the Uniform Crime Reporting (UCR) system for the State as well as some components of a Jail Information System (JIS) and a Juvenile Detention Information System (JDIS)
- conducts special research studies on criminal and juvenile justice topics
- responds to approximately 200 information requests each year from State legislators, justice system professionals, the media, and other citizens
- provides technical assistance to local criminal justice agencies and promotes the coordination and development of criminal justice statistical programs in Wisconsin.

Publications from October 1, 1987, through September 30, 1988, were —

- *Wisconsin crime and arrests: 1987*
- *Sexual assaults in Wisconsin: 1986*
- *Secure detentions of juveniles in Wisconsin: 1986*
- *Annual jail reports: 1987* (Jackson, Juneau, Kewaunee, La Crosse)
- *Special jail studies (inmate profiles and population forecasts)* (for selected counties)
- *Juvenile restitution programs: 1987* (annual report)
- *Special UCR reports* (for individual reporting agencies)
- *Drug arrests in Wisconsin: 1986-1987*
- *Alcohol related arrests in Wisconsin 1983-1987.*

Major research projects and other activities during the period were —

- *Aggravated assaults in Wisconsin 1981, 1986*
- *Crime and arrests* (annual report)
- *Sexual assaults* (annual report)
- *Juvenile detentions* (annual report)
- Special UCR reports
- UCR training
- UCR National Incident-Based Reporting System (NIBRS) conversion.

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Reports issued by BJS during fiscal 1988

October 1987

Criminal victimization 1986 (BJS Bulletin), NCJ-106989

BJS data report, 1986, NCJ-106679

Jail inmates 1986 (BJS Bulletin), NCJ-107123

November 1987

Violent crime trends (BJS Special Report), NCJ-107217

Elderly victims (BJS Special Report), NCJ-107676

December 1987

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