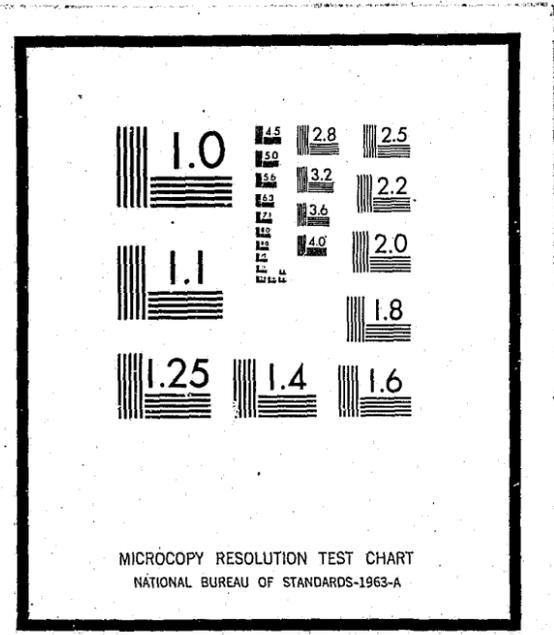


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
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No Abstract

UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D.C. 20530



Victimization Study -

ADDRESS PREPARED FOR DELIVERY BY THE HONORABLE DONALD E. SATTARELLI,  
ADMINISTRATOR, THE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION, U. S.  
DEPARTMENT OF JUSTICE, TO THE NATIONAL TOWN MEETING ON CRIME, WOMEN'S  
CRUSADE AGAINST CRIME, ST. LOUIS, MISSOURI, APRIL 23, 1974.

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THANK YOU, LADIES AND GENTLEMEN. IT'S A GREAT PLEASURE TO BE HERE. YOU KNOW, I CONSTANTLY TRAVEL THROUGHOUT THE COUNTRY WORKING WITH CITIZENS AND OFFICIALS OF THE STATES' AND LOCALITIES' CRIMINAL JUSTICE SYSTEMS. I TALK ABOUT THE DIMENSIONS OF THE CRIME PROBLEM, ABOUT WHAT IS NEEDED TO PREVENT CRIME AND REDUCE CRIME, AND ABOUT WHAT WE IN LEAA, AS THE FIRST BLOCK-GRANT, NEW FEDERALISM AGENCY, ARE TRYING TO DO. AS I TRAVEL ABOUT, ONE THING BECOMES INCREASINGLY CLEAR: THAT GOVERNMENT ALONE CANNOT BRING ABOUT A REDUCTION IN CRIME. THUS, I TALK ABOUT HOW INDIVIDUAL CITIZENS AND NEIGHBORHOODS AND COMMUNITIES ARE GOING TO HAVE TO TAKE AN ACTIVE ROLE AND SHOULDER SOME OF THE RESPONSIBILITY IF WE ARE GOING TO BE SUCCESSFUL IN THE CRUSADE AGAINST CRIME. I TELL AUDIENCES THAT WE HAVE TO GET AWAY FROM THIS ATTITUDE OF "LET THE GOVERNMENT DO IT" EVERY TIME WE ARE FACED WITH A PROBLEM. I EXPLAIN THAT CITIZENS ARE GOING TO HAVE TO START REPORTING CRIME; THEY'RE GOING TO HAVE TO SHOW A NEW WILLINGNESS TO SERVE AS WITNESSES AND JURORS; THEY'RE GOING TO HAVE TO REKINDLE A NEW SENSE OF COMMUNITY THAT SAYS WE ARE OUTRAGED BY THE CRIME IN OUR COMMUNITY; WE DO NOT WANT IT IN OUR COMMUNITY AND WE WILL WORK AS A COMMUNITY TO ROOT IT OUT AND DESTROY IT. THAT IS WHAT I HAVE BEEN TELLING THE PEOPLE ACROSS THE COUNTRY.

HOWEVER, WHEN I COME TO ST. LOUIS TO ADDRESS THE THIRD NATIONAL TOWN MEETING ON CRIME PREVENTION SPONSORED BY THE WOMEN'S CRUSADE AGAINST CRIME. I CAN'T USE THAT MESSAGE BECAUSE I KNOW HOW YOU STARTED AS A BAND OF VOLUNTEERS BACK IN 1970 WORKING FOR THE PASSAGE OF A "CRIME PACKAGE", WHICH YOU SUBSEQUENTLY SUCCEEDED IN GETTING PASSED. I KNOW ABOUT YOUR

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BLOCK WATCHERS PROGRAM, YOUR "OPERATION IDENT", YOUR COURT INFORMATION SERVICE, YOUR "LADY BE CAREFUL" PROGRAM, YOUR "WHISTLESTOP" PROJECT, YOUR CRUSADE COURT WATCHERS. I KNOW ABOUT YOUR EFFORTS TO ORGANIZE WOMEN THROUGHOUT THE STATE. I CAN'T GIVE YOU MY MESSAGE BECAUSE YOU ALREADY KNOW IT. ALL I CAN SAY TO YOU IS THAT YOU HAVE DONE AN EXCELLENT JOB AND I ADMIRE YOU.

YOU ARE THE VANGUARD OF WHAT WE AT LEAA CALL OUT "CITIZENS INITIATIVE". WE NOW KNOW THAT WE HAVE BEEN TRACKING TOGETHER FROM THE VERY BEGINNING. NOW WE ARE TAKING UP YOUR CUDGEL AND GOING NATIONWIDE WITH THE GOOD THINGS THAT WE ALL PERCEIVED TOGETHER NEED TO BE DONE, AND HOW YOUR ACTIVITIES HAVE BEEN COPIED NATIONWIDE BY LEAA IN PARTNERSHIP WITH OTHERS. AND NOW I WILL GIVE YOU THE ADDITIONAL DIMENSION OF NATIONWIDE HIGHLIGHTS OF YOUR ACTIVITY.

YOU MAY BE AWARE THAT IN 1970, LEAA IN COOPERATION WITH THE CENSUS BUREAU BEGAN DEVELOPMENT OF A NEW KIND OF CRIME SURVEYING TECHNIQUE, AND, SINCE JULY OF 1972, HAS BEEN UTILIZING IT IN A LANDMARK STUDY THAT PROMISES TO GIVE US AN UNPRECEDENTED NEW PICTURE OF CRIME IN THIS COUNTRY. WE ARE ONLY NOW BEGINNING TO GET SOME PRELIMINARY RESULTS FROM ANALYSIS OF THE DATA. WE CALL IT OUR "VICTIMIZATION STUDY." IT IS A CONTINUING OPERATION FOR WHICH WE HAVE BUDGETED SOME \$10 MILLION A YEAR. WE BELIEVE IT WILL HAVE A GREAT, LONG-TERM STRATEGIC VALUE IN PLANNING OUR NATIONAL EFFORT AGAINST CRIME.

FOR THE PAST THIRTY YEARS, OUR PRIMARY INDEX OF CRIME IN THIS COUNTRY HAS BEEN THE UNIFORM CRIME REPORTS, OR UCRs, ISSUED PERIODICALLY

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BY THE FBI. THE UCRs ARE COMPILED FROM CRIME REPORTS FROM POLICE DEPARTMENTS AND OTHER LAW ENFORCEMENT AGENCIES ACROSS THE NATION. THUS THEY ARE NOT SO MUCH A QUANTIFIED MEASURE OF TOTAL CRIME AS THEY ARE OF REPORTED CRIME, WHICH IS ONLY A FRACTION OF TOTAL CRIME. THEY REMAIN USEFUL AS AN INDEX OR PROFILE OF CRIME AND THEY HAVE TACTICAL VALUE TO POLICE DEPARTMENTS IN DETERMINING THE ALLOCATION OF RESOURCES.

OUR STUDY TAKES A VERY DIFFERENT APPROACH AND UTILIZES A DIFFERENT METHODOLOGY. WE DO NOT WAIT FOR CITIZENS TO COME TO US TO TELL US THAT THEY HAVE BEEN VICTIMS OF CRIME. WE GO TO THEM. WE GO RIGHT INTO THEIR HOMES AND BUSINESSES AND WE ASK THEM: HAVE YOU BEEN A VICTIM OF A CRIME IN THE LAST 12 MONTHS? WHAT HAPPENED? WHAT KIND OF CRIME WAS IT? WERE YOU HURT? WERE YOU HOSPITALIZED? WHERE AND HOW DID IT HAPPEN? WHAT CAN YOU TELL US ABOUT THE PERPETRATOR? DID YOU REPORT THE CRIME TO THE POLICE? WHAT WERE YOUR REASONS FOR REPORTING OR NOT REPORTING THE CRIME? THESE WERE IN-DEPTH INTERVIEWS SOMETIMES LASTING AS LONG AS AN HOUR IN A SINGLE HOUSEHOLD. AND MOST IMPORTANT, WE ARE MEASURING SOMETHING DIFFERENT FROM WHAT IS INDICATED BY THE UCRs. WE ARE MEASURING CRIME, ALL CRIME, REPORTED CRIME AND UNREPORTED CRIME.

WE BEGAN BACK IN 1972 IN EIGHT CITIES, INCLUDING ST. LOUIS, WHICH WERE PARTICIPATING IN OUR HIGH CRIME IMPACT CITIES PROGRAM. IN JANUARY 1973, WE LAUNCHED A SEPARATE STUDY IN THE NATION'S FIVE LARGEST CITIES, A STUDY ON WHICH WE REPORTED FIRST PRELIMINARY RESULTS JUST ABOUT A WEEK AGO. AS OF THE END OF MARCH, OUR INTERVIEWERS CONDUCTED INTERVIEWS IN MORE THAN A QUARTER OF A MILLION HOMES AND SOME 50 THOUSAND BUSINESS ESTABLISHMENTS. THEY RECORDED THE CRIME EXPERIENCES OF MORE THAN 600 THOUSAND PEOPLE. ULTIMATELY, WE EXPECT TO EXPAND THE SURVEY TO COVER

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26 CITIES AS WELL AS A NUMBER OF SELECTED NON-URBAN SITES.

WE HAVE BEEN ABLE TO MAKE ONLY A PRELIMINARY ANALYSIS OF THE DATA THUS FAR, BUT THESE PRELIMINARY RESULTS ARE SUFFICIENTLY STARTLING TO WARRANT MY REPORTING THEM TO YOU. MORE THAN HALF THE CRIME THAT OCCURS IN THIS COUNTRY IS NEVER REPORTED TO THE POLICE OR ANY OTHER LAW ENFORCEMENT AGENCY. IN OTHER WORDS, THERE IS AT LEAST TWICE AS MUCH CRIME AS IS INDICATED BY THE FBI'S UNIFORM CRIME REPORTS. FURTHERMORE, AND I FIND THIS PARTICULARLY DISTRESSING, AMONG OUR YOUNG PEOPLE, OUR SO-CALLED HOPE FOR THE FUTURE, THE RATE OF NON-REPORTING IS RUNNING AT ABOUT SEVENTY PER CENT. THAT IS, IN THE 12 TO 19 YEAR OLD AGE GROUP, ONLY THREE OUT OF EVERY TEN VICTIMS TOLD THE POLICE ABOUT IT.

THERE WERE SOME VARIATIONS IN THE FIGURES FOR VARIOUS CRIMES. AUTO THEFT WAS REPORTED MOST OF THE TIME, PROBABLY BECAUSE OF INSURANCE CONSIDERATIONS. THEFT UNDER FIFTY DOLLARS, ON THE OTHER HAND, WAS REPORTED ONLY ABOUT FORTY PER CENT OF THE TIME. RAPE, ACCORDING TO THE FIGURES, WAS REPORTED ONLY ABOUT HALF THE TIME, AND AGGRAVATED ASSAULT ABOUT SIXTY PER CENT OF THE TIME. AND I STILL DON'T BELIEVE THAT WE KNOW ABOUT ALL THE RAPES THAT OCCURRED, EVEN WITH OUR VICTIMIZATION STUDY. WHEN YOU THINK ABOUT IT, THESE FIGURES ARE HORRENDOUS. WELL, WHAT DO THEY MEAN?

WE KNOW WHAT THEY MEAN BECAUSE OUR INTERVIEWERS ASKED THE PEOPLE WHY THEY WERE NOT REPORTING CRIME. WE LEARNED THAT A SUBSTANTIAL PORTION OF THE PEOPLE IN THIS COUNTRY, AND PARTICULARLY OUR YOUNG PEOPLE, ARE TURNED OFF BY THE CRIMINAL JUSTICE SYSTEM. THEY DON'T BELIEVE IT CAN DO THEM ANY GOOD. THEY HAVE NO FAITH IN ITS ABILITY TO PROTECT THEIR SAFETY, TO GAIN THEM REDRESS OF THEIR GRIEVANCES, TO APPREHEND AND PUNISH THE CRIMINAL, TO GIVE THEM JUSTICE. SO THEY SAY TO THEMSELVES, WHAT'S THE USE? WHY

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SHOULD I REPORT CRIME? THE MOST IT CAN GET ME IS A HASSLE. AND SO, THEY DON'T REPORT CRIME.

NOW THE QUESTION IS, WHAT DO WE DO ABOUT IT? WE CAN'T JUST STAND AROUND MOANING AND WRINGING OUR HANDS. FOR ONE THING, WE CAN RAISE THE EFFICIENCY, QUALITY AND PERFORMANCE OF THE CRIMINAL JUSTICE SYSTEM. WE CAN MAKE IT MORE RESPONSIVE TO THE NEEDS OF THE PEOPLE. WE CAN SUPPORT OUR POLICE WITH BETTER TRAINING AND EQUIPMENT. WE CAN MAKE BETTER USE OF A PATROLMAN'S TIME. COURTS REQUIRE POLICE TIME, BUT CRIME--AND CRIMINALS--ARE IN THE STREETS. WE CAN ADDRESS THAT QUESTION.

WE CAN STREAMLINE OUR COURTS. JUST A FEW WEEKS AGO, THERE WAS A NEWS ITEM FROM DETROIT IN WHICH AN ANGRY HOUSEWIFE, IRATE OVER HER EXPERIENCES AS A JUROR, GAVE A JUDGE A GOOD BAWLING OUT, ACCORDING TO THE NEWSPAPER. SHE SAID IT TOOK HER THREE MONTHS TO PUT IN HER REQUIRED 20 DAYS AS A JUROR. SHE SAID THE JURORS WERE HERDED AROUND LIKE "ANIMALS" AND WERE NEVER TOLD WHAT WAS HAPPENING, WHAT THE RULES ARE, WHAT THEIR RIGHTS ARE, OR WHERE THEY WERE SUPPOSED TO GO. SHE CONCLUDED THAT THE PROCEDURE WAS SO UNPLEASANT THAT MOST JURORS WERE TURNED INTO ANGRY FRUSTRATED PEOPLE, AND THAT IF SHE EVER GOT INTO TROUBLE, SHE WOULD NEVER ASK FOR A JURY TRIAL. IT HAS BEEN EXPERIENCES LIKE THESE THAT ARE TURNING PEOPLE OFF TO THE CRIMINAL JUSTICE SYSTEM. AND THERE IS NO EXCUSE FOR IT. WE CAN MAKE BETTER USE OF JUROR TIME, WITNESS TIME, AND JUDGE TIME.

WE HAVE BEEN SO PREOCCUPIED IN RECENT YEARS WITH THE RIGHTS OF THE DEFENDANT THAT WE'VE TENDED TO FORGET ABOUT THE RIGHTS OF THE VICTIMS AND OF THE LAW-ABIDING PUBLIC AT LARGE. IF WE PAID A LITTLE MORE ATTENTION TO THE RIGHTS OF THE WITNESS-VICTIM, IF WE TREATED PEOPLE BETTER WHEN THEY

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CAME TO COURT, MAYBE PEOPLE WOULD BE MORE WILLING TO COME FORWARD AND REPORT CRIME. WE MUST BRING CONSUMERISM TO THE CRIMINAL JUSTICE SYSTEM. I THINK YOUR COURT WATCHERS PROGRAM AND YOUR COURT INFORMATION SERVICE ARE SIGNIFICANT STEPS IN THAT DIRECTION, AND I WOULD LIKE TO SEE IT SPREAD ALL OVER THE COUNTRY.

THERE ARE MANY THINGS THAT CAN BE DONE TO IMPROVE THE CRIMINAL JUSTICE PROCESS, AND THIS HAS BEEN ONE OF THE MAIN THRUSTS OF LEAA. WE HAVE DEVELOPED COMPUTERIZED SYSTEMS FOR BETTER PROSECUTOR'S CASE MANAGEMENT, FOR BETTER DEPLOYMENT OF POLICE RESOURCES, FOR MORE RAPID POLICE RESPONSE TIME, FOR BETTER INFORMATION RETRIEVAL ON SUSPECTS. WE HAVE FUNDED COMPREHENSIVE CRIMINAL JUSTICE PLANNING EFFORTS THROUGHOUT THE NATION AND THE TERRITORIES. WE HAVE PURCHASED SOPHISTICATED COMMUNICATIONS EQUIPMENT FOR POLICE, FUNDED RESEARCH IN EVERY AREA OF THE CRIMINAL JUSTICE SYSTEM, AND SPONSORED A BROAD SPECTRUM OF INNOVATIVE CRIMINAL JUSTICE PROJECTS AROUND THE COUNTRY. WE ACTUALLY HAVE MADE GREAT STRIDES IN RAISING THE QUALITY OF THE CRIMINAL JUSTICE SYSTEM IN THIS COUNTRY. WE HAVE, OF COURSE, A GREAT DEAL MORE TO DO AND WE PLAN TO DO IT, BUT WE HAVE MADE SIGNIFICANT PROGRESS.

WELL IF THAT IS THE CASE, IF WE HAVE MADE PROGRESS, WHY THEN IS CRIME UP AGAIN? THAT IS A GOOD AND FAIR QUESTION. WHY IS CRIME UP? SOMEBODY OFFERED THE SUGGESTION THAT THE INCREASE MAY REFLECT BETTER POLICE REPORTING OF CRIME. THAT COULD BE AN ELEMENT IN THE INCREASE, BUT YOU AND I BOTH KNOW THAT IT IS NOT THE ANSWER TO THE QUESTION. THE REAL ANSWER IS THAT NO MATTER HOW MUCH YOU UPGRADE THE QUALITY OF THE CRIMINAL JUSTICE SYSTEM, THE SYSTEM CANNOT DO THE JOB ALONE. YOU CAN'T PUT ENOUGH POLICEMEN ON THE STREETS OR JUDGES ON THE BENCH TO REDUCE CRIME

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UNLESS YOU HAVE THE ACTIVE COOPERATION OF THE PUBLIC, THE ACTIVE INVOLVEMENT OF INDIVIDUALS OUTSIDE THE CRIMINAL JUSTICE SYSTEM, AND THE ACTIVE DEDICATION OF INSTITUTIONS OUTSIDE THE SYSTEM TO THE CAUSE OF PREVENTING AND REDUCING CRIME, I STRESS THE WORD "ACTIVE" BECAUSE APATHY AND NON-INVOLVEMENT IS NONCOOPERATION.

WE NEED TO TURN PEOPLE ON AGAIN TO CRIMINAL JUSTICE. WE NEED TO INVOLVE PEOPLE AGAIN. WE HAVE TO REACH OUT TO THEM AND BRING THEM IN. WE HAVE TO BUILD BRIDGES, BRIDGES OF UNDERSTANDING AND INVOLVEMENT, TO THEM. AND WE NEED DESPERATELY TO REACH OUT TO AND REVITALIZE THOSE MORE TRADITIONAL INSTITUTIONS WHICH INFLUENCE OUR LIFESTYLE--THE HOME, THE SCHOOLS AND THE CHURCH. THAT IS THE REAL SOLUTION TO THE CRIME PROBLEM. WE IN THE CRIMINAL JUSTICE SYSTEM ARE, AFTER ALL, IN THE BUSINESS OF CONFORMING BEHAVIOR, CONFORMING BEHAVIOR OF INDIVIDUALS IN THE SOCIETY TO REASONABLE AND FLEXIBLE SOCIAL NORMS THAT WE DEEM IN THE BEST INTEREST OF THE SOCIETY.

BUT HERE IS WHERE THE PROBLEM LIES WITH RESPECT TO CRIME AND THE CRIMINAL JUSTICE SYSTEM. IT IS NOT WITHIN OUR PURVIEW TO CONFORM BEHAVIOR DURING THE CRITICAL INITIAL FORMATION OF THE BEHAVIOR PATTERNS. THAT IS THE RESPONSIBILITY--INDEED ALMOST THE RAISON D'ETRE--OF THE MORE VENERABLE AND TRADITIONAL BEHAVIOR CONFORMING INSTITUTIONS. IF AN INDIVIDUAL COMMITS AN ANTI-SOCIAL ACT--AMOUNTING TO A SERIOUS CRIME--THESE INSTITUTIONS HAVE FAILED AT LEAST WITH RESPECT TO THIS INDIVIDUAL. THE FIRST PLACE TO PREVENT CRIME IS IN THE HOME. WHEN AN INDIVIDUAL TURNS TO CRIME, HIS HOME AND FAMILY HAVE FAILED HIM. HIS CRIMINAL ACT IS PROOF POSITIVE OF THAT FAILURE.

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THE RESPONSIBILITY, THE CHARGE, TO THAT FAMILY WAS TO DEVELOP, IN THE INDIVIDUAL, BEHAVIOR PATTERNS THAT CONFORM TO ESTABLISHED SOCIAL NORMS. THEY DIDN'T DO IT.

AND WHAT ABOUT THE SCHOOLS? WHAT DO WE HAVE THEM FOR, ANYWAY, IF NOT TO TEACH YOUNG DEVELOPING INDIVIDUALS HOW TO LIVE IN SOCIETY, TO TEACH THEM HOW TO LIVE IN HARMONY WITH THEIR ENVIRONMENT RATHER THAN IN CONFLICT WITH IT? THUS, WHEN AN INDIVIDUAL COMMITS A CRIME, OUR SCHOOLS HAVE FAILED HIM AND HAVE FAILED US AS WELL, THE SOCIETY AT LARGE, BECAUSE THEY DIDN'T DO THE JOB THEY WERE SUPPOSED TO DO.

FINALLY, WE HAVE THE CHURCH. THE CHURCH IS THE MORAL LEADER, THE TEACHER, THE UPLIFTER. IT ATTEMPTS TO CONFORM BEHAVIOR TO THE MORAL LAW, TO THE WILL OF GOD AS WE PERCEIVE IT. UNLESS WE ARE PREPARED TO ARGUE THAT THE MORAL LAW MAY BE IN CONFLICT WITH TEMPORAL OR SECULAR LAW, THEN SURELY WE MUST CONCLUDE THAT THE COMMISSION OF A CRIMINAL ACT REPRESENTS A FAILURE ON THE PART OF THE CHURCH.

THESE ARE THE INSTITUTIONS RESPONSIBLE FOR CONFORMING BEHAVIOR. THESE ARE THE INSTITUTIONS THAT HOLD THE KEY TO PREVENTING CRIME. THE CRIMINAL JUSTICE SYSTEM MUST SERVE ONLY AS SOCIETY'S LAST DEFENSE AGAINST THE CRIMINAL. WE ARE LIKE THE NET BEHIND HOME PLACE; WE CATCH THE FOUL BALLS. BUT WE SHOULD NOT BE EXPECTED TO DEAL WITH EVERY PITCH. WE GET THEM ONLY AFTER THE INDIVIDUAL ALREADY HAS GONE WRONG. WE GET THEM ONLY AFTER ALL THE OTHER INSTITUTIONS OF SOCIETY HAVE FAILED THEM AND THEY HAVE DEMONSTRATED THAT FAILURE THROUGH THE COMMISSION OF A CRIME. LOOKING TO THE CRIMINAL JUSTICE SYSTEM TO PREVENT CRIME IS LIKE EXPECTING THE BUCKET YOU PUT UNDER THE LEAK IN THE CEILING TO FIX THE HOLE IN THE ROOF.

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AND SO WHILE I APPLAUD MIGHTLY YOUR EFFORTS IN BEHALF OF THE CRIMINAL JUSTICE SYSTEM AND YOUR EFFORTS TO INVOLVE THE CITIZENRY AND COMMUNITY IN THE FIGHT AGAINST CRIME, I NEVERTHELESS COME HERE TODAY WITH A NEW CHARGE, AN EVEN LARGER CHALLENGE. IF WE EVER ARE GOING TO REDUCE CRIME SIGNIFICANTLY, WE MUST REACH OUT BEYOND THE CRIMINAL JUSTICE SYSTEM TO THE INSTITUTIONS THAT ULTIMATELY MUST DO THE JOB--THE HOME, THE SCHOOL AND THE CHURCH. WE MUST REACH OUT TO THEM; WE MUST INVOLVE THEM; WE MUST REVITALIZE THEM WHERE NECESSARY. FOR THERE IS WHERE THE BATTLE WILL BE WON OR LOST, AND I CHALLENGE YOU AS LEADERS IN YOUR COMMUNITY AND PERSONS DEEPLY INVOLVED IN ITS TRADITIONAL INSTITUTIONS TO FORMULATE IDEAS AND PLANS TO HELP US. THANK YOU.

**END**