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PROGRAM PLAN FOR STATISTICS 1977-81

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NCJRS

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ACQUISITION

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Law Enforcement Assistance Administration
National Criminal Justice Information and Statistics Service

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FOREWORD: THE LEAA COMMITMENT

This plan expresses the Law Enforcement Administration's commitment to the development of a truly nationwide body of criminal justice statistics. Because crime in the United States is, as was stated in the Omnibus Crime Control and Safe Streets Act of 1968, "essentially a local problem which must be dealt with by State and local governments," statistics concerning it must be collected from and be useful to the States, and through the States, their localities.

The objectives and program for accomplishment of those objectives reflect LEAA's position as the Federal agency implementing certain major Federal criminal justice statistical programs, coordinating national programs conducted jointly with the States, and building State statistical capabilities.

This plan is LEAA's commitment to undertake several critical elements of a comprehensive national criminal justice statistics program. As with any plan of ambitious dimensions, an attempt has been made to anticipate resources required. It is highly probable that as FY 77 program work proceeds, additional resource requirements will emerge. But the commitment is firm. The validity and importance of the objectives are expected to generate additional resources needed for their achievement. Work on many program objectives has already begun and will proceed with existing resources throughout 1977.

The success of this plan will hinge on the dedicated efforts of persons interested in criminal justice statistics at Federal, State, and local governmental levels and outside government as well. The focus given the efforts of NCJISS by this plan should greatly aid in reaching the goals of the plan.

ACKNOWLEDGMENTS

Many persons, both inside and outside LEAA, have made important suggestions that aided NCJISS staff in developing this plan. Their assistance has been greatly appreciated.

Particular thanks are due two persons who made especially critical contributions to plan formulation: Steve E. Kolodney of SEARCH Group, Inc., who developed the Federal, National, and State organizational concept for the program objectives, and Dr. Charles M. Friel of Sam Houston University, from whose work the statement of the statistical goals of LEAA was derived.

PREFACE

Congress finds. . . that crime is essentially a local problem that must be dealt with by State and local governments if it is to be controlled effectively. It is, therefore, the declared policy of the Congress to assist State and local governments in strengthening and improving law enforcement and criminal justice at every level by national assistance. (Omnibus Crime Control and Safe Streets Act of 1968.)

The Omnibus Crime Control and Safe Streets Act of 1968 created the Law Enforcement Assistance Administration (LEAA) to serve as the Federal office to provide national assistance to State and local governments, as mandated, to strengthen and improve law enforcement and criminal justice. The Act authorized LEAA, as part of its program of assistance to State and local governments, "to collect, evaluate, publish, and disseminate statistics and other information on the condition and progress of law enforcement within and without the United States." (Section 515(b).) To accomplish these tasks, LEAA established the National Criminal Justice Information and Statistics Service (NCJISS) in 1970. The mission of NCJISS was to provide expert assistance to States and local communities in their development of statistical systems; to collect, publish, and disseminate technical and substantive statistical data to the criminal justice community; to give statistical support to the administration of LEAA in program development, implementation and evaluation; and to provide nationwide leadership in developing statistical research methods in the field of criminal justice.

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INTRODUCTION

Development of a comprehensive body of national criminal justice statistics has been a recognized goal of this nation for more than 50 years. The purpose of this document is to present a program plan indicating the contribution the Law Enforcement Assistance Administration (LEAA) and its National Criminal Justice Information and Statistics Service (NCJISS) have made and intend to make toward the realization of that goal. The program plan is intended to review accomplishments and to set new benchmarks in the gradual but deliberate progress being made toward development of comprehensive national criminal justice statistics.

The establishment of NCJISS in 1970 was the response of LEAA to the mandate of the Safe Streets Act. In organizing NCJISS, LEAA recognized the close relationship that should prevail between information system development and the operation of a statistical program, in order that information produced by automated systems will be used to further statistical goals. Consequently, NCJISS has been divided into a Systems Development Division and a Statistics Division throughout much of its history. In response to increasing concern for individual privacy and system security in relation both to information systems and statistical and research work, a Privacy and Security Staff was established. The final subdivision of NCJISS is the Planning and Evaluation Staff, which is responsible for long-range and short-term program plans and for evaluation planning activities. (An NCJISS organization chart is attached at the end of this plan.)

This is a plan for the total statistics program of LEAA. Although the plan will be the particular concern of NCJISS, it has implications for other LEAA offices. Accomplishment of the objectives will contribute substantially to other aspects of the LEAA program.

Over the past 7 years, LEAA's NCJISS has launched major nationwide statistical collection and analysis efforts and has initiated a comprehensive effort to build and improve State and local statistical capabilities. Awareness and concern in these areas has been stimulated through studies and seminars focusing on statistical standards and policy development.

A turning point has been reached in the process of achieving a coherent body of criminal justice data for the guidance of national policy and resource commitments. Thus, this program plan for one of the key agencies contributing to such a body of data, LEAA, describes both developments and directions in the collection, analysis, and dissemination of criminal justice statistics and in the implementation of information systems in support of such statistics.

What follows is organized to provide an understanding of how and what the National Criminal Justice Information and Statistics Service will accomplish in the next 5 years. The first section of the plan, "Background," offers a review of the recommendations and prescriptions of major commissions and study groups of nationwide scope. It also summarizes the views and insights of a number of national observers and commentators on criminal justice statistics who were consulted by NCJISS this year during the development of this plan. The next two sections, "Goals" and "Objectives," discuss the purposes of the LEAA statistical program in terms of what is to be determined through collection and analysis and presents a listing of concrete objectives to address those purposes.

A section entitled "Current status and future plans" is a detailed presentation of the present LEAA program in relation to future objectives and presents the program elements in a 5-year context for accomplishing these objectives. This section is particularly critical, presenting the specific programs to be accomplished in fiscal years 1977, 1978, and 1979 through 1981, with primary attention given to elements to be accomplished by September 30, 1978 (the end of FY 1978).

Finally, a section called "The first 2 years" provides an overview of each of the program areas--Federal, National, and State--in terms of both major continuing programs and key new program elements for FY 1977 and 1978.

Throughout the plan, year references preceded by "FY" refer to the Federal fiscal year, October 1 through September 30. Those not preceded by "FY" refer to the calendar year, January through December, unless otherwise stated.

BACKGROUND

There has been a long history of demand for nationwide criminal justice statistics. The Wickersham Commission (The National Commission on Law Observance and Enforcement) in 1931 found: "The eagerness with which the unsystematic, often inaccurate, and more often incomplete statistics available for this country are taken up by text writers, writers in periodicals, newspaper writers, and public speakers speaks for itself. ...Accurate data are the beginning of wisdom in such a subject, and no such data can be had for the country as a whole, nor have they even been available hitherto with respect to many of the activities of the Federal Government in the enforcement of Federal laws. A proper system of gathering, compiling, and reporting of statistics of crime, of criminals, of criminal justice, and of penal treatment is one of the first steps in the direction of improvement." (Report on Criminal Statistics, p. 3.)

The Wickersham report emphasized the role of the States, with key recommendations urging uniform State laws covering collection and transmittal of criminal justice statistics for "general national purposes" and urging the establishment of standardized and comparable police, court, probation, and correctional data series. The Commission concluded that the "only practical way to proceed is to get a single State agency in each State to collect criminal statistics for the entire State." (p. 88.)

After the Wickersham Commission's report, Congress, in 1931, authorized the Bureau of the Census to expand its efforts to collect statistics pertaining to crime and criminals. The Bureau of the Census continued collection of data on prisoners in State and Federal institutions for adults and on capital punishment and, from 1932-46, collected court statistics from the States on a voluntary basis. For several decades the FBI's Uniform Crime Reports, begun by the International Association of Chiefs of Police (IACP) in 1930, has provided an example of the collection of statistical data directly from State and local agencies that has been unmatched by any other criminal justice statistical series.

In the late 1960's, as the Federal program to assist State and local criminal justice agencies was beginning, attention was again focused on the rudimentary state of nationwide criminal justice statistics. The Bureau of the Census sponsored three conferences (one each for police, courts, and corrections) in 1967 and 1968 on data needs in criminal justice. These conferences concluded that a nationwide statistical system was "essential to the very necessary development of State data collection programs" (Report on National Needs for Criminal Justice Statistics, p. 2), and the most formidable technical difficulty standing in the way of such a development was "the lack of uniform classifications and definitions around which to organize the data elements." (p. 3.)

These Census-sponsored conferences provided the basis for the initial NCJISS program, specifying users and uses of law enforcement, judicial, and correctional data, defining data needs at the level of data elements, and setting forth a national program in terms of initial projects and long-term programs. Significantly, particular attention was given to "offender data for research and assessing the effectiveness of the criminal justice system," an early recognition of the diagnostic importance of offender-based transaction data.

During and shortly after the Census-sponsored conference, the Subcommittee on Census and Statistics of the House of Representatives Committee on Post Office and Civil Service held 11 days of hearings concerning proposals for a National Criminal Justice Statistics Center in the Justice Department. Testimony and statements were received from 29 individuals representing an extensive array of organizations concerning what steps were required to implement a centrally directed nationwide criminal justice statistical program.

Because these conferences and commissions preceded the creation of LEAA and the National Criminal Justice Information and Statistics Service, each undertook specification not only of the types of statistics needed, the levels of aggregation needed, and the purposes to be served, but also of the mix of intergovernmental responsibilities needed to develop and support the data collection and analysis process.

Developing State statistical capability--both to serve State operational management purposes and to obtain nationwide data--has generally been viewed as vital to the success of any effort to build a nationwide criminal justice reporting system.

Computer technology has provided the means to answer many of the important questions identified by the Wickersham Commission and the other groups concerned with criminal justice statistics, through the ability to track offenders in their routes through criminal justice systems. Transaction statistics can transcend summary statistics of incidents and events as well as obtain statistics of process and duration--both of value to policymakers.

The President's Commission on Law Enforcement and the Administration of Justice stated the value of transactional information in the task force report, Crime and Its Impact--An Assessment.

The National Advisory Commission on Criminal Justice Standards and Goals, in the summary volume entitled A National Strategy to Reduce Crime, asserted the important function transactional statistics can play in the criminal justice system:

The criminal history record is a major thread in tying the criminal justice system together. It shows, as no other document or record does, the actions of the total system on individuals. It describes the official actions of police agencies, judicial and supportive agencies, and all correctional components. ...Closely allied to the need for criminal history data on a given offender is the need for aggregate data on offenders processed through the system, namely, offender-based transaction statistics (OBTS). (p. 38.)

While general directions for statistical development existed at the inception of NCJISS and still provide a standard against which many of our accomplishments can be measured, review of additional responsibilities that have arisen and of the implications of the earlier directions has been needed. To obtain a perspective other than its own, NCJISS sent letters to a number of persons concerned with criminal justice statistics, operations, and research. Through written responses and meetings, these persons commented and made recommendations. A number of the responses called for greater utilization of the State statistical capabilities that are being developed under LEAA programs, including the Comprehensive Data Systems Program (CDS), State Judicial Information Systems (SJIS), and Offender Based State Correctional Information Systems (OBSCIS). Tied to this response in many cases was acknowledgment of the need to provide training and technical assistance for the States to enable them to use increasingly available criminal justice data.

Another major concern expressed by our respondents was the nonexistence of judicial and case disposition data. Development of comprehensive and reliable caseload, processing, and disposition statistics was widely recommended.

Other recommendations of our respondents included increasing the use of statistical data by LEAA itself in its program development, implementation and evaluation; providing representation for LEAA in design and tabulation of other governmental statistical activities, including the 1980 and 1985 censuses; developing a comprehensive series on the organization and financing of criminal justice agencies; utilizing the national victimization sample survey to obtain other public attitude and experience data; and analyzing the victimization survey more extensively to make it more readily usable by policymakers.

There is major agreement at the heart of the current and past recommendations concerning criminal justice statistics. There is consensus that statistical information is necessary for better understanding of crime and criminal justice and that better understanding is necessary to better decision making by the public, policymakers, and operational personnel. At a more specific level, there has been widespread agreement that a nationwide statistical system resting largely on a network of State statistical bureaus is the desirable collection model for many of the statistical series, albeit with the continuation of several exclusively Federal programs such as victimization. There also is recognition that such a network will take years to be fully realized.

GOALS

The goals of the LEAA criminal justice statistics program are the purposes for which the data are used, not the statistical series or reports produced. Nationwide criminal justice statistics should and must permit the public and Federal, State, and local agencies concerned with crime to assess the crime that occurs, its nature, and the effectiveness of methods to alleviate it. These statistics must be timely and accurate and must permit comparison among the States and among the sectors of the criminal justice system. They should support the planning, management, implementation, and evaluation of efforts to improve these systems. The LEAA statistics program should contribute substantially to providing the following information:

- o The nature and extent of crime and criminal behavior and the direction and amount of change in criminal activity
- o The degree of seriousness ascribed by the public to a wide range of violations of law, based on the perception of harm caused by such violations
- o The correlation of crime with economic, social, and demographic phenomena
- o The nature of criminal victimization and the characteristics of victims and offenders
- o The attitudes, opinions, and perceptions of the public concerning the impact of crime and the response of criminal justice systems to criminal behavior
- o The characteristics of accused persons and offenders entering and being processed by criminal justice systems at all levels of government
- o The administration of justice at Federal, State and local levels in terms of the volume, rate, and time involved in the processing of cases and persons
- o The extent of operational and informational linkage of the components of criminal justice systems involved in the processing of cases and persons

- o The characteristics of detained, sentenced, and released prisoners--including those sentenced to capital punishment--and the operation and administration of the Federal, State, and local institutions that hold prisoners
- o The expenditures, manpower and facility resources, financing sources, and total operational costs of criminal justice systems at all levels of governments
- o The number and characteristics of criminal justice agencies and their employees at all levels of government
- o The impact of crime on this society in terms of the total direct and indirect costs and the implications for other public policies and programs

Data about crime and criminal justice are vital to intelligent decision-making concerning crime, criminals, and society's response to crime. It is essential that these data describe the linkage of law enforcement, prosecution, adjudication, and correctional functions in their dealings with crime and criminals. It is critical that these data describe the extent of recidivism and the relation of recidivism to prior actions of the criminal justice system.

The National Criminal Justice Information and Statistics Service of LEAA has formulated the following major program objectives to provide data and analysis and to increase the capability to use data in order that these questions may be answered. These objectives have been organized in three programs, reflecting the similar division in the general role of LEAA:

- * Federal programs are those with sole responsibility, from collection through analysis and publication, vested in a Federal agency or agencies.
- * National programs are those with shared Federal-State responsibility, with programs maintained at the Federal level but active participation and cooperation by the States in accomplishing several of the statistical functions.
- * State programs are those that build State capability for (1) data collection and analysis in support of management and planning for State and local criminal justice systems and (2) support of nationwide statistical program efforts.

As work on the plan proceeded and the views of persons both within and outside of LEAA were sifted, priorities emerged among the objectives for both continuing programs and several new efforts proposed for initiation. Among the Federal objectives, priority will be given (1) to the methodological refinement of the Victimization data series following recommendations of the just-completed 2 year evaluation of the series by the National Academy of Sciences (NAS) and (2) to internal efforts to use statistical analysis as a guide for LEAA program development and evaluation. Among the National objectives, priority will be given (1) to the developmental efforts required to establish national OBTS data bases and a national judicial statistical series and (2) to fulfillment of the statutory responsibility of LEAA for criminal justice employment and expenditure data. Among the State objectives, particularly great emphasis will be placed on those objectives (1) providing technical assistance in the Comprehensive Data Systems (CDS) program and in the area of statistical analysis, (2) promoting utilization of criminal justice data bases for planning, management, and evaluation by State and local officials, and (3) encouraging standardized State reporting of data for National Statistical series.

OBJECTIVES

FEDERAL PROGRAMS

NATIONAL CRIME SURVEY OF VICTIMIZATION

- o Collect, analyze, and publish National Crime Survey/Victimization data
- o Increase research and analysis to develop a greater understanding of victims and victimization
- o Conduct research to develop methodological refinements that will increase the reliability and completeness of data and make data collection and analyses more economical
- o Utilize the large-scale victimization sample survey to collect and analyze data to increase understanding of other aspects of the public's relation to and attitudes toward the criminal justice system

The statistical surveys of victimization provide new insight into crime, its victims, and the human consequences of criminal behavior in society. Data from these surveys describe the characteristics of victims and of victimizations and the cost of crime in terms of injury and economic loss sustained and allow calculation of the risk of victimization for certain demographic groups. Victimization data complement the FBI's Uniform Crime Reports, which provide police workload measures, counts of police-known incidents, and tactical information about what types of crime are occurring in a locality. Victimization data describe the nature and extent of unreported crime and the reasons why citizens fail to notify the police of crime victimization and provide more detailed information on victim characteristics than can normally be obtained from police statistics.

STANDARDIZATION OF REPORTING FORMATS AND TERMINOLOGY

- o Continue and improve efforts to standardize reporting formats and terminology in order to achieve statistical comparability among the States

For governmental jurisdictions to communicate, standardization of terminology and data collection is essential. The lack of standardization in criminal justice statistical and information systems has seriously lessened the utility of data that have been collected; it is frequently impossible or, at the least, misleading to compare data collected by one jurisdiction with those collected by another.

With the planned nationwide utilization of data collected by the States under the LEAA Comprehensive Data Systems (CDS) program, OBSCIS (Offender-Based State Correctional Information System) and SJIS (State Judicial Information System), standardization is especially critical. Any State that does not produce standardized data cannot be included in nationwide totals or nationwide reports, resulting either in incomplete statistics for the United States or in continued Federal collection of data for those States. Standardization of terminology, coding, formats, and computer language are essential to a nationwide criminal justice statistical base.

SUPPORT FOR USERS OF CRIMINAL JUSTICE STATISTICS

- o Conduct a major survey of users of criminal justice statistics to provide an indication of trends in user needs in order to ensure that the LEAA statistics program meets those needs
- o Establish a data archive network to promote utilization of machine-readable criminal justice data and supporting information and documentation

In recognition that the goals of the LEAA statistical program are the purposes for which the data are used, the preceding objectives deal with determination of user needs and with establishment and maintenance of a data archive network to facilitate and encourage use of data.

STATISTICAL SUPPORT FOR LEAA PROGRAM DEVELOPMENT, IMPLEMENTATION, AND EVALUATION

- o Maintain liaison with other Federal data collection efforts, cooperating and providing assistance as appropriate, in order to promote consistency and comparability of their results with those of NCJISS and to encourage incorporation of criminal-justice-related data elements in noncriminal justice data collection efforts
- o Provide statistical support to LEAA program development, implementation and evaluation

As various Federal criminal justice statistical and information programs achieve a degree of maturity and permanence, it is important to consider new purposes for data, expanded contexts in which that data can be used, and important new functions associated with data collection that NCJISS might address. It is also important that existing Federal statistical programs complement each other and lead to increased understanding of crime and criminal justice activity. Substantial value may be obtained at a moderate cost through incorporation of criminal justice questions in other Federal data collection efforts.

Because the recent evaluations of the NCJISS program have stressed the need for statistics as a guide to LEAA program formulation, implementation, and evaluation, programs to achieve this coordination have also been given emphasis.

ESTABLISHMENT OF NEW STATISTICAL INDICATORS OF CRIME AND CRIMINAL JUSTICE ACTIVITY

- o Determine the feasibility of establishing new statistical series to provide additional indicators of crime and criminal justice activity in the United States

For the Nation's crime problem and anticrime measures to be understood fully, new measures must be developed and measurements undertaken. Little reliable statistical information exists about such phenomena as white collar crime, organized crime, gambling, and the growing use of private security forces and techniques.

INTERNATIONAL STATISTICS

- o Support and provide technical assistance to efforts to establish comparable international statistics on crime and criminal justice activities

Despite several years of effort under the auspices of the United Nations, there is still an absence of a body of statistics that will permit effective monitoring of world crime trends and trans-national transfer of innovations and experiments in the administration of criminal justice.

NATIONAL PROGRAMS

OFFENDER-BASED TRANSACTION STATISTICS DATA BASE AND REPORT

- o Develop a nationwide Offender-Based Transaction Statistics (OBTS) data base through aggregation of data supplied by the States and local jurisdictions in conjunction with State-level OBTS operation
- o Conduct research and analysis of OBTS data bases and publish periodic reports derived from State and local OBTS data to describe the administration of criminal justice in the United States

Offender-Based Transaction Statistics represent the culmination of years of effort to develop statistical systems that allow the tracking of offenders through the entire criminal justice process to obtain a complete and accurate picture of how the system disposes of persons arrested for felonies. These statistics will offer increasingly comprehensive answers to questions concerning dispositions: which arrestees

- are detained prior to trial,
- are prosecuted,
- plead guilty to original or reduced charges,
- are convicted or acquitted,
- are sentenced to jail, prison, or probation or are given fines, or
- are paroled,

and how much time elapses in any of these processing phases.

Twenty-seven States are now actively involved in implementation of Computerized Criminal History/Offender-Based Transaction Statistics, and five additional States began implementing such systems in FY 76. Seven States had operational OBTS projects in FY 76.

JUDICIAL AND CORRECTIONAL STATISTICS

- o Create a nationwide judicial statistical series that focuses initially on caseload and processing characteristics
- o Establish, by consolidation and expansion, a nationwide corrections series to provide an integrated body of information on adult prisoners, probation, and parole

The absence of judicial data from present-day criminal justice statistical series is a major fault. Establishment of a judicial series, focusing first on the more easily obtainable caseload and processing characteristics, is a high priority element of the plan.

To create a comprehensive correctional statistics program, Uniform Parole Reports and the National Prisoner Statistics series will be consolidated, and statistics on probation will be incorporated to give as complete a picture as possible of post-conviction processing in the United States.

Both judicial and correctional statistical series will be expanded to include data collected by the State Comprehensive Data Systems (CDS) components, State Judicial Information Systems (SJIS), and Offender-Based State Correctional Information Systems (OBSCIS) as they become available.

JUVENILE JUSTICE STATISTICS

- o Assist, in cooperation with the LEAA Office of Juvenile Justice and Delinquency Prevention, in the development of a nationwide juvenile justice statistical series

In response to what Congress described as a "crisis of delinquency," the Juvenile Justice and Delinquency Prevention Act of 1974 was enacted. This act included, among other provisions, a mandate for "collection, preparation, and dissemination of useful data."

Responsibility for this function is assigned to the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP), within the Office of Juvenile Justice and Delinquency Prevention in LEAA. Data requirements associated with program development, monitoring, and evaluation are extensive and will require technical coordination and cooperation between NCJISS and NIJJDP. Data on juvenile justice systems are essential to the evaluation, technical assistance, research, and standards implementation efforts mandated by the Juvenile Justice and Delinquency Prevention Act of 1974.

ORGANIZATION, RESOURCES, AND FINANCING OF STATE AND LOCAL CRIMINAL JUSTICE AGENCIES

- o Establish a comprehensive series on organization, resources, and financing of State and local criminal justice agencies

The need for much-expanded information on the organization, resources, and financing of criminal justice systems at all levels of government has been widely acknowledged. Before considering recommendations for change in the policies, procedures, or practices of law enforcement, adjudicatory, or correctional agencies, it is essential to examine their organizational and resource implications.

Eight years of criminal justice employment and expenditure surveys have provided substantial information concerning this topic. Printouts containing more detailed information than is published have been provided to the States in the last year. Computer tapes of the survey data are available for use also. The continuing survey of court organization provides data on organization, as does the Directory of Criminal Justice Agencies.

These data programs need to be supplemented by comprehensive information on the financing sources for State and local criminal justice agencies; by information on the organization of law enforcement, prosecutorial, defense, and corrections service delivery agencies and institutions; and by increased data on the expenditures and resources for public and other compensated indigent defense and government legal services.

STATE PROGRAMS

SUPPORT OF STATE STATISTICAL ANALYSIS CAPABILITY

- o Promote the development and enhancement of State criminal justice statistical capabilities
- o Promote the utilization of criminal justice data bases, particularly by State Statistical Analysis Centers and other State and local agencies
- o Support efforts to explain and interpret statistics as the analytic base of the States' criminal justice comprehensive plans
- o Promote statistical use of data generated by operational State and local criminal justice information systems
- o Develop and support training, technical, and management assistance for State Statistical Analysis Centers (SACs) and evaluation of SACs

LEAA and NCJISS have been and continue to be unequivocally committed to fostering the development of State capability as the source for nationwide criminal justice statistics.

Since the inception of the Comprehensive Data Systems (CDS) program, the cornerstone of that program has been the establishment of Statistical Analysis Centers (SACs) in each State; 31 States now have centers, and it is the objective of NCJISS to have an active center in every State within 3 years. In addition, every effort will be made to improve the analytical capacity of each center. The long-term intention of LEAA is to evolve from Federal data collection by means of surveys to greater reliance on State statistical agencies for collection and analysis.

CURRENT STATUS AND FUTURE PLANS

FEDERAL PROGRAMS

NATIONAL CRIME SURVEY OF VICTIMIZATION: Objectives 1-4

To obtain information about a critically important but little-known participant in the criminal justice process--the victim--LEAA undertook a major program based on representative probability sampling of households and commercial establishments. Beginning with a pilot survey in 1971, methodology has been developed to obtain information from respondents on each act of victimization incurred and also detailed household and personal data (or, for commercial establishments, data concerning characteristics of the business activity).

Data have been gathered and reports published giving annual nationwide findings and at least one-time survey findings for 26 cities. Of these 26 cities, 13 (the Nation's five largest and the eight Impact cities) were surveyed twice--once in 1972 or 1973 and again in 1975. A report describing the change in victimization patterns in the United States between 1973 and 1974 has been published as the first of a regular series. Change reports for the 13 cities that were surveyed twice will be published in FY 77. The results from these surveys, along with official police statistics, help law enforcement officials attack the crime problem more effectively. Official police statistics, on the one hand, provide workload measure counts of incidents known to the police and tactical information about what types of crime are occurring in a city, county, or other local area. The National Crime Survey, on the other hand, provides information on the nature and extent of both reported and unreported crimes and the reasons why citizens fail to notify police of crime victimization. It also provides greater detail about victim characteristics than is normally captured by official crime reporting systems.

In FY 75 and 76 an evaluation of the National Crime Survey was undertaken by the National Academy of Sciences. This evaluation viewed the survey from two perspectives; in the first, the present objectives of the survey were appraised on such aspects as completeness, accuracy, reliability, perceptive analysis, and careful dissemination. In the second perspective, the utility of the results was assessed in the light of the statistical needs of present and potential users. The final report of this evaluation was available at the end of FY 76.

Objective 1. Collect, analyze and publish National Crime Survey victimization data:

1st Year - FY 77

- o publish annual report for the U.S. (1974 data)
- o complete publication of change reports for Eight Impact and Five Largest cities (1971 and 1972 vs. 1974 and 1975 data)
- o complete publication of reports with selected findings for second set of 13 cities (1973 data)
- o publish crime-related attitude reports for second set of 13 cities (1973 data)
- o publish change report for the U.S. (1974 vs. 1975 data)
- o continue collection of national sample data

2nd Year - FY 78

- o publish 1975 annual report for the U.S.
- o publish crime-related attitude reports for Eight Impact and Five Largest cities (1974 and 1975 data)
- o publish change report for the U.S. (1975 vs. 1976 data)
- o continue collection of data for the U.S.
- o introduce supplemental questionnaires to collect data on topics of special interest

3rd-5th Years - FY 79-81

- o publish annual reports for the U.S.
- o publish annual change reports for the U.S.
- o continue data collection incorporating methodological refinements

Objective 2. Increase research and analysis to develop a greater understanding of victims and victimization:

1st Year - FY 77

- o continue research to develop a seriousness scale based on the the opinions of a national sample on the relative seriousness of various crimes
- o continue to produce analytic studies and reports as part of three projects: Application of Victimization Survey Results, Analysis of Attitudes and Victimization, and Analytical Studies of the National Crime Survey
- o expand analytic capabilities of NCJISS and identify new sources to perform additional analysis of victimization data, such as a major university or other nonprofit research and teaching organizations
- o begin implementation of recommendations by the National Academy of Sciences concerning research and analysis

2nd Year - FY 78

- o publish final reports of three projects: Application of Victimization Survey Results, Analysis of Attitudes and Victimization, and Analytical Studies of the National Crime Survey
- o publish final reports from the crime seriousness research studies
- o begin analysis of selected special victimization topics, such as elderly victims, female victims, and characteristics of specific types of offenses and produce draft reports

3rd-5th Years - FY 79-81

- o continue implementation of National Academy of Sciences (NAS) recommendations
- o begin publishing reports on selected special victimization topics

Objective 3. Conduct research to develop methodological refinements that will increase the reliability and completeness of National Crime Survey data and make collection and analysis more economical:

1st Year - FY 77

- o determine feasibility of maximizing telephone interview procedures
- o continue to study the feasibility of lengthening the reference (recall) period from 6 to 12 months
- o begin implementation of recommendations by the National Academy of Sciences (NAS) concerning methodological refinements in the victimization program and incorporate relevant findings from research efforts into methodological improvements in existing series

2nd Year - FY 78

- o continue feasibility studies on telephone interviews and length of reference period
- o continue implementation of NAS recommendations and incorporate relevant findings from research efforts into methodological improvements in existing series

3rd-5th Years - FY 79-81

- o implement feasibility studies, if successful
- o continue implementation of NAS recommendations

Objective 4. Utilize the National Crime Survey to collect and analyze data to increase understanding of other aspects of the public's relation to and attitudes toward the criminal justice system:

1st Year - FY 77

- o locate competent and interested researchers to assist in beginning to develop, and to analyze results of, questionnaire supplements to address topics of special application to LEAA program development and evaluation (e.g., fear of crime, contact with the criminal justice system, security measures, attitudes and opinions on the criminal justice system, etc.)

2nd Year - FY 78

- o complete development of questionnaire supplements and begin introducing them into the collection program

3rd-5th Years - FY 79-81

- o begin analyzing data produced from supplemental questionnaires

STANDARDIZATION OF REPORTING FORMATS AND TERMINOLOGY: Objective 5

Foremost among problems standing in the way of aggregated nationwide criminal justice statistics and of comparison among jurisdictions is the lack of comparability among the terms and definitions used by the various jurisdictions in their operations. The efforts of LEAA, in conjunction with those of Project SEARCH (a 50-State consortium concerned with criminal justice systems and statistics) have led to the creation of standardized minimum data element cores for Computerized Criminal History/Offender-Based Transaction Statistics (CCH/OBTS), State Judicial Information Systems (SJIS), and Offender-Based State Correctional Information Systems (OBSCIS). NCJISS support for State collection of Uniform Crime Reports (UCR) will be discussed below, but one of the effects of State collection is to standardize and make more rigorous the UCR reporting. In addition, the Dictionary of Criminal Justice Data Terminology has been developed to establish standardized operational definitions for frequently used, ambiguous terms.

The Attribute-Based Crime Reporting (ABCR) project has attempted to develop a classification scheme for categorizing crime based on the characteristics of the crime rather than its common-law name. These characteristics or attributes can form the basis for producing the various crime classifications required by the criminal justice community through the reaggregation of data.

The Standardized Crime Reporting System (SCRS) is intended to improve crime event reporting beginning at the vital initial collection point. In its first phase, the SCRS project defined the model information needs of crime report users and the data elements required to satisfy those information needs. Subsequent phases of this project will test prototype reporting formats. Among the objectives of this program are creating a basic source document for preparation of input for Uniform Crime Reports (UCR); providing better support to the prosecution function through transmission of adequate, standardized information from law enforcement agencies; allowing more crime analysis by making available appropriate and standardized data; and providing a means by which useful and standardized data can be collected in a common manner on crime and the activities of law enforcement agencies.

Objective 5. Continue and improve efforts to standardize reporting formats and terminology in order to achieve statistical comparability among the States:

1st Year - FY 77

- o publish and widely disseminate the first edition of the Dictionary of Criminal Justice Data Terminology
- o receive and evaluate user comments about the published Dictionary of Criminal Justice Data Terminology to determine the extent and areas of any indicated revisions
- o plan and implement a procedure for the revision, expansion, and updating of the Dictionary of Criminal Justice Data Terminology in accordance with user comments
- o implement Standardized Crime Report System (SCRS) field collection test
- o determine feasibility of implementing Attribute-Based Crime Reporting (ABCR) in two law enforcement agencies in each of two States to test data base manipulation for reaggregation, operational uses, and economy of operation

2nd Year - FY 78

- o continue the revision, expansion, and updating of the Dictionary of Criminal Justice Data Terminology in accordance with user comments
- o continue field test of Standardized Crime Report System (SCRS)
- o based on results of Attribute-Based Crime Reporting (ABCR) implementation and evaluation, make decisions about future of program

3rd-5th Years - FY 79-81

- o reach decision concerning initiation of strategy for implementation of Standardized Crime Report System (SCRS)
- o publish revised, expanded Dictionary of Criminal Justice Data Terminology
- o continue maintenance of Dictionary of Criminal Justice Data Terminology

SUPPORT FOR USERS OF CRIMINAL JUSTICE STATISTICS: Objectives 6 and 7

Before the needs of users of criminal justice statistics can be met, users and potential users must be identified. These include three broad categories of users: (1) operational users at all levels of government, including policymakers who are planning programs, budgeting, and allocating resources; (2) researchers engaged in empirically examining criminal justice theories and issues, building models, and testing hypotheses; and (3) educators who are designing curricula to meet the training needs of practitioners in various criminal justice professions.

When these users are identified, their current and future needs must be determined for such items as kinds of data elements, degree of specificity, preferred method of presentation, time-frame constraints, kinds of tabulation, and so forth.

Past activities directed toward identifying needs of users, in addition to the conferences sponsored by the Bureau of the Census and later by LEAA and the hearings by the House Subcommittee on Census and Statistics (see "Background" section), have included one user surveys, one conducted jointly for NCJISS and NILECJ of operational users at all levels of government, and one as part of a study of the feasibility of establishing a data archive and research support network. The findings of the former survey were not conclusive but provided valuable indications of methodological problems that must be addressed in mounting a full-scale survey of the needs of criminal justice statistics users.

Major needs of users already identified in these surveys are for access to machine-readable files of NCJISS-generated data, for attending training seminars in the use of archived files, and for information about available data, procedures for data acquisition, and other user services. An archiving effort begun in 1975 supported cleaning, editing, and reformatting data tapes containing the victimization survey data; making these tapes available to interested users; and publishing a newsletter to inform potential users of archiving and training services. This effort also suggests that a major archiving network is both feasible and desirable from the viewpoint of potential users.

Objective 6. Conduct a major survey of users of criminal justice statistics to provide an indication of trends in user needs in order to ensure that the LEAA statistics program meets those needs:

1st Year - FY 77

- o design a major survey of users of criminal justice statistics

2nd Year - FY 78

- o conduct survey of user needs for criminal justice statistics
- o tabulate and analyze results

3rd-5th Years - FY 79-81

- o use findings of survey of user needs to plan modifications in LEAA statistics program
- o incorporate changes as needed in questionnaire design, data collection, tabulation, analysis, publication, and dissemination

Objective 7. Establish a data archive network to promote utilization of machine-readable criminal justice data and supporting information and documentation:

1st Year - FY 77

- o identify fundamental policy questions concerning objectives and optimal design for an archive network
- o continue to support the victimization data archive newsletter informing users of archive services, and evaluate the impact of the newsletter
- o continue data archive feasibility study and assess its results
- o fund one or more data archives to store, clean, document, and disseminate data tapes generated by LEAA statistical research; to develop and disseminate documentation and information on archive services; and to provide technical assistance and user services to potential data users

2nd Year - FY 78

- o receive materials produced by selected archives and evaluate effectiveness of archive services
- o plan expansion of archiving effort into a major archive network
- o continue support of selected archives and of archival research to standardize and improve procedures

3rd-5th Years, FY 79-81

- o establish major archive network to expand analytical uses of criminal justice data and provide supporting information, training, and other user services

STATISTICAL SUPPORT FOR LEAA PROGRAM DEVELOPMENT, IMPLEMENTATION, AND EVALUATION: Objectives 8 and 9

Past major support activities for LEAA program implementation and evaluation have included conducting victimization surveys in two of the Pilot Cities and in the eight Impact Cities to support both crime analysis efforts within these cities and program evaluation at local and Federal levels.

The Sourcebook of Criminal Justice Statistics is a single, comprehensive volume containing available statistical information about criminal activity, criminal justice processing, criminal justice expenditures, and related subjects. Published annually by NCJISS since 1973, it provides LEAA staff, researchers on LEAA-supported and other projects, and other interested persons an easy-to-use reference work. The Sourcebook puts otherwise unobtainable information in the hands of planners and saves hours of time for researchers.

Analytic monographs have been published on topics in criminal justice, presenting more detailed analysis of statistical data than can be contained in the Sourcebook. Topics covered in the past have included analysis of Offender-Based Transaction Statistics (OBTS) data, juvenile court processing and public opinion data. Additional topics include Federal court sentencing and characteristics of burglars and burglary offenses. These monographs provide additional information and analytical insight for planners both within and outside LEAA.

Recent evaluations have led NCJISS to adopt a more active support role to LEAA. Objectives for the next 5 years are based on consultation and review within LEAA concerning the areas of greatest need and the areas in which current efforts and products will have greatest applicability. Thus major emphasis will be given internal statistical seminars as part of a process to identify statistical requirements of LEAA program development offices.

Objective 8. Maintain liaison with other Federal data collection efforts cooperating and providing assistance as appropriate, in order to promote consistency and comparability of their results with those of NCJISS and to encourage incorporation of criminal justice related data elements in noncriminal justice data collection efforts:

1st Year - FY 77

- o participate in the interagency meetings with the Bureau of the Census to specify tabulations needed from the decennial census
- o Undertake steps to coordinate the release of victimization statistics and the Uniform Crime Reports (UCR), specifically to inform the public and press of the differences between the two series

2nd Year - FY 78

- o participate in the design of followup analysis of data for selected populations identified in the decennial census
- o assure the coordination of the second year effort to produce national judicial statistics from State sources with the Federal series produced by the Administrative Office of the U.S. Courts

3rd-5th Years - FY 79-81

- o participate in relevant interagency statistical policy and program discussions so that the need for statistics relating other social areas to crime and criminal justice may have representation
- o participate in planning for the mid-decade census

Objective 9. Provide statistical support to LEAA program development, implementation, and evaluation:

1st-5th Years - FY 77-81

- o produce and publish the 1977-1981 Annual edition of the Sourcebook of Criminal Justice Statistics
- o produce and publish an average of six Utilization of Criminal Justice Statistics analytic reports each year to increase knowledge of criminal justice and to demonstrate how existing data can be used to address issues of current interest in criminal justice
- o provide consultation on statistical issues related to program development, implementation, and evaluation

1st Year - FY 77

- o plan for and conduct six statistical seminars for central office staff in conjunction with the Office of Operations Support, Training Division
- o develop a framework for an Early Warning Report including criminal and non-criminal justice data that may predict changes in criminal activity and provide methodologies for estimating future levels of various types of criminal justice system activity
- o develop statistical requirements statements for key LEAA program offices

2nd Year - FY 78

- o based on response to and evaluation of first-year activities, expand and focus training and consultation activities
- o begin compiling data for Early Warning Report
- o continue development of statistical requirements statements for key LEAA program offices

3rd-5th Years - FY 79-81

- o continue seminars on limited and periodic basis
- o publish Early Warning Report on a regular basis

ESTABLISHMENT OF NEW STATISTICAL INDICATORS
OF CRIME AND CRIMINAL JUSTICE ACTIVITY: Objective 10

This section represents a new area for NCJISS activity. In the past, NCJISS has broken new ground in the development of the National Crime Survey of victimization and in the development of the Computerized Criminal Histories/Offender-Based Transaction Statistics (CCH/OBTS) model through Project SEARCH. Although efforts in the immediate future will be devoted largely to realizing the full benefits of the other programs outlined here, NCJISS plans to devote attention to the consideration of statistical indicators for crime and criminal justice phenomena inadequately described and understood at the present time.

Objective 10. Evaluate the feasibility of establishing new statistical series to provide additional indicators of crime and criminal justice activity in the United States.

1st Year - FY 77

- o sponsor a policy development seminar to consider underdeveloped aspects of criminal justice statistical activity, to include such topics as white-collar crime, organized crime, gambling, and the growing use of private security forces and techniques

INTERNATIONAL STATISTICS: Objective 11

Although LEAA's mission is to aid the States and localities, the 1973 amendments to the Omnibus Crime Control Act of 1968 recognized the value that increased understanding of international developments in crime and criminal justice can have upon knowledge of our own crime problem and systems for dealing with it. Although the United Nations has sponsored efforts over the past years, there is still no body of criminal justice statistics that will permit effective monitoring of world crime trends and trans-national transfer of innovations and experiments in the administration of criminal justice.

Objective 11. Support and provide technical assistance to efforts to establish comparable international statistics on crime and criminal justice activities:

1st Year - FY 77

- o support, by means of international conferences with background papers, an initial conceptualization of formats for international criminal justice data collection and a methodological assessment of the quality of available data

2nd Year - FY 78

- o support the design of reporting and monitoring systems and a variety of pilot studies on issues including (1) comparability of nationwide crime data for research and evaluation purposes, (2) crime and criminal justice indicators for developed and developing nations, (3) the use and utility of victimization survey data for international comparisons, and (4) opinion and attitude surveys for monitoring crime trends and criminal justice performance cross-nationally

3rd-5th Years - FY 79-81

- o support the operationalization of statistical information systems for the collection, collation, and analysis of world crime trends and criminal justice operations

NATIONAL PROGRAMS

OFFENDER-BASED TRANSACTION STATISTICS DATA BASE AND REPORT: Objectives 12 and 13

The base work for these objectives in this 5-year plan has been, first, the prototype development and then the implementation in 28 States of the CCH/OBTS concept. This will be discussed below, along with other parts of the State program.

Objective 12. Develop an Offender-Based Transaction Statistics (OBTS) data base through initial reliance on aggregation of data supplied by States and local jurisdictions in conjunction with State-level OBTS operation:

1st Year - FY 77

- o establish specifications for the States to report OBTS data to LEAA
- o define OBTS data elements, create code structure of record layout for reporting to LEAA, and determine a reporting schedule

2nd Year - FY 78

- o establish the edit criteria, develop an edit routine, and institute procedures for acceptance, rejection, and correction of OBTS data
- o begin creation of a multi-State data base with OBTS data from seven or eight States
- o evaluate methodological and technical issues, including that of data collection, associated with the ongoing effort to produce a national report from State and local statistical sources (including alternative methods of data collection and analysis)

3rd-5th Years - FY 79-81

- o expand the OBTS data base by increasing the number of participating States
- o develop and implement audit and quality control procedures for OBTS

Objective 13. Conduct research and analysis of the OBTS data base and publish periodic reports derived from OBTS to describe the administration of criminal justice in the United States:

1st Year - FY 77

- o design format and content of a multi-State OBTS report
- o prepare descriptive materials describing OBTS and its use

2nd Year - FY 78

- o analyze content of records from States providing input and publish an initial multi-State OBTS data report

3rd-5th Years - FY 79-81

- o publish expanded reports and analyses of OBTS data
- o develop analytic studies utilizing OBTS aggregated data

JUDICIAL AND CORRECTIONAL STATISTICS: Objectives 14 and 15

Data about judicial processing and dispositions are indisputably vital to understanding criminal justice processing. LEAA has funded three research efforts aimed at developing such statistics. The first of these was the National Court Organization Survey, which determined which courts keep records and what types of records, which courts compile statistics and what types of statistics, and which courts hear what kinds of cases. This effort produced a published report in 1973 presenting comprehensive descriptions of the organization and statistical practices of courts in each State. These descriptions were updated in 1975 and will be updated again in 1977.

The Court Organization Survey left several key questions unanswered, such as what definitions the various courts use in recordkeeping and how much and what types of information are available from a single State source.

These and similar questions were addressed in two methodological research efforts in 1973 and 1975. These efforts determined that it is feasible to collect criminal court caseload data on a nationwide scale from central State judicial statistical programs.

In the 7 years since NCJISS was established, correctional statistics have progressed much more than judicial statistics, chiefly because there was no existing program to collect nationwide judicial statistics, whereas the Bureau of Prisons had been collecting National Prisoner Statistics (NPS) and the National Institute of Mental Health had been supporting the Uniform Parole Reports (UPR).

The NPS program was assumed by NCJISS in 1971 and the UPR in 1972. NPS has been expanded to include jails and jail inmates as well as State and Federal prisons and prisoners. Information has been collected annually concerning persons sentenced to death and executed under civil authority, number of prisoners in State and Federal institutions, movement of sentenced prisoners, and characteristics of admissions and releases from State institutions.

Three special NPS studies were made: the Census of State Correctional Facilities in 1974, encompassing physical amenities, programs, and employees; the Survey of Inmates of State Correctional Facilities in 1974, describing the aggregated socioeconomic characteristics and adjudication and correctional experiences of inmates; and the Census of Prisoners in State Correctional Facilities in 1973, giving State-by-State descriptions of inmate's race, age, sex, educational attainment, sentence, offense, and time served.

The Uniform Parole Reports series, begun in 1965 by the National Institute of Mental Health, provides the only longitudinal data now available on persons released from State prisons.

The present separation of correctional statistics contributes to an inability to draw connections between various data elements; in addition, no statistics now exist concerning probation, a frequently used disposition of criminal cases. Although probation is frequently under the jurisdiction of the courts and the lack of probation statistics is related to the generally meager amount of data available concerning the courts, probation is an important element that must be added to a nationwide series of correctional statistics.

Objective 14. Create a nationwide judicial statistical series that focuses initially on caseload and processing characteristics:

1st Year - FY 77

- o compile and publish a compendium of data on court caseload and processing characteristics from published State reports and from direct collection
- o define data collection requirements for State Judicial Information Systems (SJIS) and monitor the implementation of these requirements

2nd Year - FY 78

- o sponsor an independent evaluation of the first annual judicial statistics report, the draft of the second annual report, and the other products of the first-year judicial statistics effort
- o expand the judicial statistics program to collect additional data as methodologically feasible
- o ensure that SJIS reflects these additional data elements

3rd-5th Years - FY 79-81

- o continue and expand collection, analysis, and publication of judicial statistics toward achievement of a comprehensive nationwide series

Objective 15. Establish, by consolidation and expansion, a nationwide corrections series to provide an integrated body of information on adult prisoners, probation, and parole:

1st Year - FY 77

- o establish compatibility between the existing correctional series Uniform Parole Reports (UPR), National Prisoner Statistics (NPS), and other special collections and one-time reports
- o evaluate the statistical methodology and policy and analytic utility of the Uniform Parole Reports program
- o establish the requirements for a consolidated report on corrections institutions and parole agencies
- o define data collection requirements for Offender-Based State Correctional Information Systems (OBSCIS) and monitor the implementation of these requirements
- o review the results of the special Directory Survey of the Organization and Financial Structure of Probation and Parole Agencies to help determine the feasibility of expanding the current parole statistical series and developing a probation statistical series
- o continue publication of the NPS and selected special collections

- o develop and regularize rapid reporting of key correctional populations and movement
- o conduct a second Survey of Jail Inmates and a third National Jail Facilities Census

2nd Year - FY 78

- o assess the requirements for collecting, aggregating, and reporting probation statistics
- o construct and test collection procedures for the integrated institutions and parole series
- o maintain liaison with OBSCIS developments
- o continue publication of a modified NPS report
- o publish integrated correctional statistics
- o analyze, publish, and disseminate the results of the second Survey of Inmates of Local Jails and the third National Jail Facilities Census

3rd-5th Years - FY 79-81

- o develop and implement plan to integrate probation statistics within the national corrections series
- o increase reliance on OBTS/OBSCIS data for development and analysis of correctional statistics
- o sponsor an independent evaluation of the correctional statistics programs, including the integrated correctional statistics publications

JUVENILE JUSTICE STATISTICS: Objective 16

In 1971, LEAA assumed responsibility from the Department of Health, Education, and Welfare for conducting an annual survey of public residential facilities for adjudicated juveniles and broadened it to include, for the first time, facilities for juveniles awaiting court action. In 1974, partially in response to the passage of the Juvenile Justice and Delinquency Prevention Act of 1974, the survey was expanded to include private as well as public facilities. Since the creation of the LEAA Office of Juvenile Justice and Delinquency Prevention (OJJDP) there has

been close coordination between the statistical efforts of NCJISS and OJJDP research and other grant programs. A number of changes have been incorporated into the survey as a result of this coordination.

With the strong focus on juvenile justice programs in the 1974 Act and in the 1976 LEAA reauthorization it is imperative that a wider range of statistics be produced concerning the performance and activities of juvenile justice systems. The principal focus in this plan is on developing juvenile transaction statistics that will permit serious assessment of how the justice systems that process juvenile offenders are operating and the relationship of these systems to programs for the diversion of persons accused of criminal or status offenses. Development of relevant juvenile statistics will be coordinated with the National Institute for Juvenile Justice and Delinquency Prevention of LEAA.

Objective 16. Undertake the development of a nationwide juvenile justice statistical series:

1st Year - FY 77

- o assist in monitoring OJJDP contractors dealing with information systems with particular concern for juvenile transaction statistics data
- o analyze software modules, current research, and existing juvenile data bases and select an implementation strategy for a juvenile transaction statistics system
- o publish advance and final reports on the 1974 Juvenile Detention and Correctional Facility Census
- o incorporate refinements into data collection based on requirements of Juvenile Justice Act
- o decide, in conjunction with OJJDP, future placement and responsibilities for juvenile court statistics

2nd Year - FY 78

- o publish advance and final reports on 1975 Juvenile Detention and Correctional Facility Census
- o select strategies for achieving the implementation of a juvenile transaction statistics system in selected States

3rd-5th Years - FY 79-81

- o support juvenile justice statistical activities in support of program development and evaluation
- o publish advance and final reports on the 1976, 1977, and 1978 Juvenile Detention and Correctional Facility Census

ORGANIZATION, RESOURCES, AND FINANCING OF STATE AND LOCAL CRIMINAL JUSTICE AGENCIES: Objective 17

In 1970 LEAA assumed responsibility from the Bureau of Census for the statistical series, begun in 1967, Expenditure and Employment Data for the Criminal Justice System. A survey is conducted annually to determine fiscal year expenditures and employment levels for all States, counties, and municipalities with a population of 10,000 or more persons and for a sample of cities and townships with less than 10,000 persons. These figures are required for "pass-through" and "maintenance of effort" calculations mandated by the Crime Control Act of 1968 as amended. In addition they provide important information for criminal justice management and planning at the nationwide and State levels. This year, in addition to the published material, unpublished data were sent to the State criminal justice planning agencies for use in the States' criminal justice comprehensive plan. LEAA has added to this program a nationwide sample survey of the characteristics of criminal justice employees.

In addition, as a byproduct of developing sampling frames for criminal justice agencies, directories of criminal justice agencies have been compiled. These offer a useful reference for a number of purposes. The survey of court organization, undertaken as a first step toward a judicial statistics series, provided a complete narrative description of the organization of courts in each of the 50 States, a major contribution because the States are highly idiosyncratic in jurisdiction, degree of unification of the court system, and even titles of courts, judges, and parajudicial personnel. The original report was published in October 1973.

Objective 17. Establish a comprehensive series on organization, resources, and financing of State and local criminal justice agencies:

1st Year - FY 77

- o continue nationwide collection and publication of expenditure and employment data
- o publish reports on the organizational characteristics of the probation, parole, prosecution, and legal services systems

- o publish the second update to the 1971 Survey of Court Organization and begin the second complete survey of court organization
- o maintain the Directory of Criminal Justice Agencies, incorporating user-determined improvements
- o conceptualize the format of a report concerning the organization, resources, and financing of State and local criminal justice agencies

2nd Year - FY 78

- o continue nationwide collection and publication of the expenditure and employment data
- o continue maintenance of the Directory of Criminal Justice Agencies and publish an updated and reorganized Directory in 10 regional volumes
- o publish the results of the second complete survey of court organization
- o select subject matter specifications and collect necessary data for a consolidated nationwide management and administrative statistics series, integrating data supplied by the States through the Comprehensive Data Systems (CDS) program

3rd-5th Years - FY 79-81

- o continue nationwide collection and publication of expenditure and employment data
- o continue maintenance of the Directory of Criminal Justice Agencies
- o expand, modify, and continue publication of the consolidated series of nationwide management and administrative statistics

STATE PROGRAMS

A theme that pervaded the conferences and hearings concerned with criminal justice statistics from 1931 to 1968 was the ultimate advisability of compiling statistics at the Federal level from data submitted by State statistical bureaus. The major drawback to rapid assumption of this Federal role was the absence of such a criminal justice statistical bureau in most States, the absence of mandatory reporting from operating agencies to such a bureau, and further, the absence of standardized recordkeeping in operating agencies. LEAA, through NCJISS, has assisted the States in developing statistical bureaus and information systems for operating agencies that contain the capability of providing standardized data to the State statistical bureaus.

In its first year, LEAA made an award to a consortium of six States to develop and test cooperatively a prototype of a computerized criminal justice data and statistical system. Project SEARCH (the acronym derived from System for Electronic Analysis and Retrieval of Criminal Histories) successfully demonstrated the utility and feasibility of an on-line system that permitted interstate exchange of offender history files. The Computerized Criminal Histories (CCH) model developed by Project SEARCH was selected for implementation as an extension of the FBI National Crime Information Center.

However, in studying the feasibility of computerized criminal histories from a law enforcement perspective, Project SEARCH recognized that a system that tracks individual offenders in their transactions with criminal justice agencies would make better use of the computerized capabilities being developed for SEARCH and would more adequately describe the operations of the criminal justice system.

DEVELOPMENT AND ENHANCEMENT

OF STATE STATISTICAL SYSTEM CAPABILITIES: Objective 18

In May 1972, building on what had been learned in the Project SEARCH efforts, LEAA announced the Comprehensive Data Systems (CDS) program to build comprehensive criminal justice statistics programs in all 50 States. The joint objectives of the program are to create a State criminal justice statistical capability and to provide State statistical data to allow nationwide criminal justice statistics to be compiled from State input.

To be eligible for funding under the CDS program, States are required to submit a statistical system implementation action plan. These must include plans for the following components:

- * A Statistical Analysis Center (SAC) to provide State governments with the expertise to analyze and interpret data and to coordinate all of the States' criminal justice statistics activities. The SAC is responsible for the collection, analysis, and dissemination of management and administrative statistics on the criminal justice resources expended in the State.
- * Computerized Criminal Histories/Offender-Based Transaction Statistics (CCH/OBTS) to track offenders as they pass through all processes of the criminal justice system. These statistics will indicate the effectiveness of criminal justice procedures and the interrelationships among the various elements in the system. Each State is also required to develop the capability of exchanging criminal history records and to institute strict procedures for protecting system security and individual privacy.
- * State Reporting of Uniform Crime Report data to the FBI. This component entails State assumption of responsibility for collecting crimes known to police and arrest statistics from police agencies and transmitting them to the FBI for analysis and publication, with provision for quality control and audit procedures.

By the end of FY 76, 43 States had approved CDS action plans. There were 36 functioning Statistical Analysis Centers at that time, 32 active State-level UCR operations, 30 OBTS/CCH projects under development, and 7 projects that produce OBTS data.

Objective 18. Promote the development and enhancement of State criminal justice statistical capabilities:

1st Year - FY 77

- o participate in major information system developments in order to present statistical perspectives on and concerns for the ultimate use of data

1st-5th Years - FY 77-81

- o continue to support, through provision of financial aid and technical assistance, the development of the Comprehensive Data Systems program in the States, including development of State statistical bureaus and full implementation of OBTS/CCH and State Uniform Crime Reports (UCR)

PROMOTION OF STATE UTILIZATION
OF CRIMINAL JUSTICE DATA BASES: Objective 19

At present, the Federal goals for data compilation from the CDS State systems have not begun to be realized, substantially because of the intrinsically long-range nature of the program. The first years of the program have been spent in planning and developing systems to produce and analyze statistical data. In the next few years the amount of data available from the earliest States to enter the program will grow at an almost geometric rate. Increasing numbers of States are now experiencing a new availability of data on crime and State criminal justice processes.

In recognition of the increasing availability of data and analytic staff, LEAA has increased its requirements for inclusion of data and analysis in State comprehensive plans and other major planning documents, as well as requiring use of data in monitoring and evaluating federally funded State projects. In addition, this plan projects utilization of State data for compilation of nationwide reports.

Objective 19. Promote the utilization of criminal justice data bases, particularly by State Statistical Analysis Centers (SACs) for the use of other State and local agencies:

1st-5th Years - FY 77-81

- o provide training and technical assistance in the use of victimization data and other data and archive network services
- o continue, expand, and distribute to the SACs user-aid publications, e.g., the Sourcebook of Criminal Justice Statistics; Census Bureau, LEAA, and data archive user materials; and other publications responding to needs expressed in the training and technical assistance efforts
- o distribute to the SACs the Utilization of Criminal Justice Statistics analytic report series designed to demonstrate the use of existing data in addressing issues of current interest in criminal justice

SUPPORT OF STATE EFFORTS TO USE STATISTICS
AS THE BASE FOR COMPREHENSIVE PLANNING: Objective 20

As the LEAA guidelines for State criminal justice planning have evolved, increasing emphasis has been placed on an integrated analysis that shows a clear continuity from data to problem identification and resource allocations. In coming fiscal years, LEAA will place increasing emphasis on the quality of such data and the analysis undertaken to support the decision made in State and local comprehensive planning processes.

Objective 20. Support State efforts to explain and interpret statistics as the analytic base of the State criminal justice comprehensive plans:

1st-5th Years - FY 77-81

- o support State efforts to translate comprehensive planning requirements for data analysis into formats and appropriate methods to be utilized by SACs and SPAs in conjunction with the Office of Regional Operations (ORO) and the guidelines task force
- o consult with LEAA program offices on issues related to availability and effective use of data in the comprehensive planning process

PROMOTION OF STATISTICAL USE OF OPERATIONALLY GENERATED DATA: Objective 21

LEAA has sponsored and encouraged the development of a wide variety of information systems for criminal justice operations and management. Although the primary focus of these systems is upon operational and management uses, LEAA has also supported and encouraged the statistical utilization of the information they produce. One use has been particularly sought: the collection of data elements needed for CCH/OBTS development. Computerized Criminal Histories (CCH) enhance State law enforcement efforts by increasing the capability to exchange criminal history records with other law enforcement agencies. CCH also provides the framework on which Offender-Based Transaction Statistics (OBTS) is based. OBTS makes possible the statistical tracking of offenders through their criminal justice system processing.

Courts and corrections information systems promise to provide court processing and disposition data and correctional data vital to understanding how the criminal justice system disposes of persons arrested for felonies and what the extent of recidivism is.

Prototype development of the State Judicial Information System (SJIS) was begun in 1973 under the auspices of Project SEARCH. Representatives of 11 States collaborated on designing and documenting a model for collecting and analyzing judicial information and statistics. This model establishes minimum data elements required both for court management and for OBTS purposes. This model is being implemented in the original 11 States and participation has been expanded to include 5 additional States. An evaluation of the 11 original States' developmental efforts has been undertaken.

PROJECT GAVEL was begun in FY 76. It will develop a prototype information system to serve the trial courts' operational and managerial information needs and to serve as a vehicle for reporting from trial courts to the State level. Like SJIS, the GAVEL project will utilize a committee of judicial officials coordinated by the Project SEARCH staff. To participate in the GAVEL project, a State must have an LEAA-approved Comprehensive Data Systems Action Plan and be a participant in the SJIS project.

In FY 1973, under the auspices of Project SEARCH and in cooperation with State corrections officials, the design of a model set of information systems applications for State corrections was begun. In the first phase of the Offender-Based State Correctional Information System (OBSCIS), a model was formulated containing eight separate applications. These applications are information-processing common denominators for State corrections information systems. Under this program, States can select and give priority to the development of those applications that satisfy their particular needs. A group of data elements that form the OBSCIS core data base is required of all applications under the program. This core data base includes the statistical data elements needed to support a nationwide corrections information reporting system and to meet reporting obligations for implementation of OBTS/CCH.

Following development of the model, LEAA funded 10 States' analyses and adaptation of the OBSCIS model to the needs of their correctional programs. By the end of FY 76, an additional 13 States had entered the program. The first orientation of the OBSCIS model is to the fulfillment of State correctional information needs, but to be eligible for OBSCIS funding, States must have an approved CDS Action Plan and a milestone date established for OBTS/CCH development.

Six States had core data elements operational in FY 76; by early FY 77, seven States had the three basic applications operational: movement status, admissions and national reporting to National Prisoner Statistics and Uniform Parole Reports.

The National objectives have placed considerable emphasis on the utilization of State statistical products for the compilation of national reports. This objective and the program elements to lead to its fulfillment focus, not on the Federal aspects of this interrelationship, but rather on the State aspects. Provision of data specifications for inclusion of State data in Federal reports will provide assistance to the States in organizing, utilizing, and evaluating their own data. These requirements will provide a test of the acceptability of State statistical products from the standpoint of nationwide standards and interstate comparability. They will also provide a model for State aggregation and analysis of its own data.

Objective 21. Promote statistical analysis of data generated by operational State and local criminal justice information systems:

1st-5th Years - FY 77-81

- o provide States with the specifications and requirements for their cooperative participation in a broad range of statistical programs in accordance with the National Program plan established above:

1st Year - FY 77

- o establish specifications for the States to report OBTS data to LEAA
- o define OBTS data elements, create code structure of record layout for reporting to LEAA, and determine a reporting schedule
- o compile and publish a compendium of data on court caseload and processing characteristics from published State reports
- o define for SJIS data collection requirements and monitor the implementation of these requirements
- o define for OBSCIS data collection requirements and monitor the implementation of these requirements
- o develop and regularize rapid reporting of key correctional data to describe correctional populations and movement

2nd Year - FY 78

- o establish the edit criteria, develop edit routines, and institute procedures for acceptance, rejection and correction of OBTS data
- o begin creation of multi-State OBTS data base with data from seven or eight States
- o define and collect additional judicial data elements from an increased number of States
- o publish expanded report on court administration
- o ensure that SJIS reflects additional data elements

- o select subject matter specifications and collect necessary data for a consolidated nationwide management and administrative series, integrating data supplied by the States through the CDS program

- o maintain liaison with OBSCIS developments

3rd-5th Years - FY 79-81

- o expand the OBTS data base by increasing the number of participating States
- o publish reports and analysis of OBTS data
- o continue and expand collection, analysis, and publication of judicial statistics
- o develop and implement a plan to integrate probation statistics with the nationwide corrections series
- o expand, modify, and continue publication of the consolidated nationwide management and administrative series
- o compile and publish a catalogue of studies and reports based on data generated by operational State and local information systems

TECHNICAL SUPPORT FOR THE STATE

STATISTICAL ANALYSIS CENTERS (SACs): Objective 22

The Statistical Analysis Center in each State in the Comprehensive Data Systems program is the core of comprehensive criminal justice statistics for the State. The mission of the SAC is to provide objective interpretive analyses of criminal justice problems and prospects.

The role of the SAC is evolving as the CDS program comes to maturity. In a State with a mature CDS program, developmental issues have largely been resolved and analysis of data is becoming the major focus. An important concern is assuring the funding of SACs after they no longer qualify for CDS funding. The best means of assuring funding appears to be by aiding them in performing effectively and responsively with regard to State needs. In the past, NCJISS has encouraged and participated in meetings of SAC directors to provide a forum for interchange of experience and information interstate. NCJISS is developing criteria to be applied to and by SACs to evaluate the effectiveness of their programs.

Objective 22. Develop and support training and technical and management assistance for State Statistical Analysis Centers (SACs) and evaluation of SACs:

1st Year - FY 77

- o develop and provide training in data analysis
- o assist SAC directors in formulating a profile of Statistical Analysis Center activities
- o formulate and test SAC evaluation criteria
- o intensify technical assistance and monitoring activities with emphasis on effective performance in each State, compliance with LEAA's analysis and production requirements, and the necessity for assumption of costs
- o assist in the identification of resources available to SACs in producing data for compliance with juvenile data requirements of State comprehensive plans
- o undertake development of analytical software packages in support of SAC analysis efforts

2nd Year - FY 78

- o provide, on a systematic basis, feedback to existing and emerging SACs on the findings of training, profile development, evaluation, and technical assistance
- o facilitate State assumption of funding responsibility for the SACs

3rd-5th Years - FY 79-81

- o continue periodic assessment of SAC needs for support and of the progress toward State assumption of the cost of SAC operations

THE FIRST 2 YEARS

In any plan a successful beginning is critical to successful completion. Directions taken and foundations laid during the first 2 years of the plan will do much to determine the extent to which the plan is fully realized at the end of the final year. This section, therefore, looks across each of the program areas--Federal, National, and State--to examine the specific commitments made by LEAA in terms of the program objectives for FY 1977 and FY 1978. Although a substantial commitment during the first 2 years is to the continuation of ongoing programs in which the basic developmental work has already been accomplished, an equal commitment has been made to the initiation of new program objectives.

The major continuing programs for FY 1977-78 are:

Federal:

- o Collection, analysis, and publication of National Crime Survey/ Victimization data for both the nationwide sample and specific cities, for both single years and change reports
- o A major research effort to produce a crime seriousness scale that will permit an assessment of variations in seriousness within categories of crimes
- o Ongoing efforts to educate criminal justice planning and operating officials in the uses of victimization data and in funding a service bureau to provide public use tapes for those interested in undertaking analysis
- o Publication of the Sourcebook of Criminal Justice Statistics, which provides a compendium of relevant and most used data on criminal justice operations and activities

National:

- o Production of a full range of correctional statistical publications under the National Prisoner Statistics and Uniform Parole Reports programs
- o Publication of the Juvenile Detention and Correctional Facility Census

State:

- o Funding support, technical assistance, and monitoring and evaluation of the Comprehensive Data Systems (CDS) program including support of State Statistics Analysis Centers (SACs), the Computerized Criminal History/Offender-Based Transaction System (CCH/OBTS) Statistics, State collection of Uniform Crime Reports (UCR) data, and the development of Management Administrative Statistics (MAS) data in more than 40 States

The major programs to be initiated during FY 1977-78 are:

Federal:

- o Implementation of improvements in the methodology and analysis of victimization data, based on more than 2 years of study and evaluation by the National Academy of Sciences
- o Implementation of steps linking LEAA/Census-produced victimization data and the FBI Uniform Crime Reports
- o Publication of the first edition of Dictionary of Criminal Justice Data Terminology
- o Provision of increased support for internal LEAA program development and evaluations including development of statistical requirements for LEAA offices involved in program development
- o Development of an "early warning" system concerning changes in the extent of criminal activity, including (1) monthly data series, (2) the use of social, economic, and demographic indicators of criminal behavior; (3) development of methodology for estimating various types of criminal behavior such as narcotic usage, (4) estimates of impact on criminal justice operating agencies resulting from shifts in levels of criminal activity and aspects of victimization; and (5) analytical use of transaction statistics as indicators of the performance and effectiveness of criminal justice systems at all levels of government

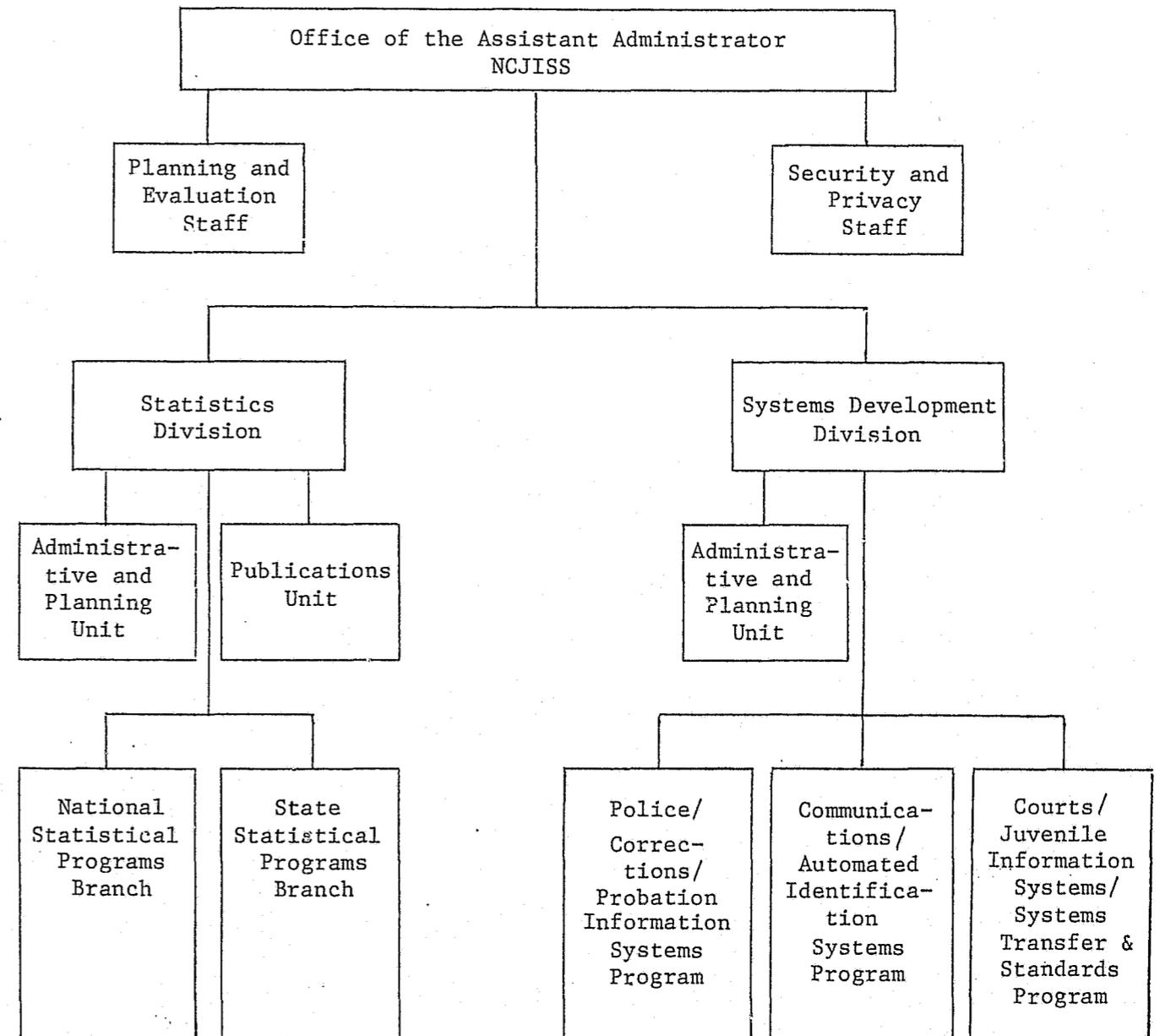
National:

- o Development of a nationwide Offender-Based Transaction Statistics (OBTS) data base and a nationwide OBTS report to describe the administration of criminal justice in the United States, based on data supplied by States and local jurisdictions in conjunction with State-level OBTS operation
- o Development of a nationwide judicial statistical series focusing on aggregate case volume processing data including the issue of backlogs, delays, and processing times

State:

- o Development of full-scale comprehensive training programs in data analysis for State and local planning and analysis agencies
- o Assessment of the performance of SACs and of the progress of States toward production of transaction statistics

ORGANIZATION OF THE
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END

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