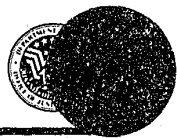


U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Statistics



BJS Data Report, 1989

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

Steven D. Dillingham, Ph. D.
Director

Single copies of any report cited here or any other BJS publications can be ordered from the Justice Statistics Clearinghouse, P.O. Box 6000, Rockville, MD 20850, toll-free 800-732-3277 (local number 301-251-5500). Please order using NCJ numbers listed in the sources, page 90. Postage and handling are charged for bulk orders.

Drug data may also be ordered from the Data Center and Clearinghouse for Drugs and Crime, 1600 Research Blvd., Rockville, MD 20850, toll-free 800-666-3332.

Public-use tapes for BJS data sets and other criminal justice data are available from the National Archive of Criminal Justice Data, P.O. Box 1248, Ann Arbor, MI 48106 (800-999-0960).

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December 1990

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

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National Institute of Justice**

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Introduction

In fiscal 1989 the Bureau of Justice Statistics marked two anniversaries:

- the 10 years since the Justice System Improvement Act established BJS as a separate statistical agency on December 27, 1979
- the 20 years since the Law Enforcement Assistance Administration (LEAA) created the National Criminal Justice Information and Statistics Service (NCJISS), the Nation's first comprehensive national justice statistics program and the predecessor to BJS.

These actions were taken in response to more than half a century of recommendations for a Federal justice statistics program, most notably those of two Presidential commissions:

- the 1930's National Commission on Law Observance and Enforcement (Wickersham Commission)
- the 1960's President's Commission on Law Enforcement and Administration of Justice (Katzenbach Commission).

The modest NCJISS program operated under the general statutory authority of section 515(b) of the Omnibus Crime Control and Safe Streets Act of 1968, which authorized LEAA "to collect, evaluate, publish, and disseminate statistics and other information on the condition and progress of law enforcement in the several States."

The 1979 Justice System Improvement Act established BJS as an agency within the Department of Justice with specific statutory responsibilities to —

- collect, analyze, publish, and disseminate statistics on crime, victims of crime,

criminal offenders, and operations of justice systems at all levels of government

- provide basic information on crime and justice to the President, the Congress, the judiciary, State and local governments, the public, and the media
- provide financial and technical support to State statistical and operating agencies
- analyze national information policy on such issues as the privacy, security, and confidentiality of criminal justice information and the interstate exchange of criminal records.

The Bureau of Justice Statistics was reauthorized with additional responsibilities by the Justice Assistance Act of 1984 and the Anti-Drug Abuse Act of 1988. Included in the additional responsibilities were the collection, analysis, and dissemination of drug-related crime statistics.

In the 10 years since becoming a separate agency, BJS has developed more than two dozen major data collection series and an extensive analysis, publication, and dissemination program. This report —

- describes the BJS data collection programs and their activities during fiscal 1989
- describes BJS support to State statistical efforts
- describes the BJS program that examines issues of privacy, security, and confidentiality of criminal-history information
- describes the BJS publications, dissemination, and user support services programs
- presents BJS data on topics of interest in criminal justice, organized by subject.

BJS program overview

In meeting its diverse statutory requirements, the BJS program is organized around several areas:

- national statistics
- Federal statistics
- State statistical program
- new initiatives
- publications
- report distribution, clearinghouses, and information services
- user support services
- privacy, security, and confidentiality of criminal justice data and criminal records.

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

The data collection programs use a variety of methods that include household interviews, censuses and sample surveys of criminal justice agencies and of prisoners and inmates, and compilations of administrative records.

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

A detailed discussion of fiscal 1989 activities for these programs along with recent findings is presented in the "BJS reports on . . ." section (page 15).

BJS national statistical program

The largest part of the BJS program is national data collection, which includes —

- the National Crime Survey (NCS), which interviews a sample of households to determine the incidence and characteristics of criminal victimization
- the new Law Enforcement Management and Administrative Statistics (LEMAS) program
- the prosecution and adjudication program, which includes
 - two annual series, the National Judicial Reporting and the Prosecution of Felony Arrests Programs
 - periodic collection of data on public defense
 - a new statistical series being developed to cover the pretrial stage of criminal justice processing
- the corrections statistics program, which
 - periodically surveys persons held in local jails, State prisons, and juvenile facilities
 - enumerates correctional populations annually, including persons in prisons and jails, on probation and parole, and under sentence of death
 - conducts censuses of State prisons and local jails
- the justice expenditure and employment program, which produces annual data for the Federal, State, and local justice systems.

During fiscal 1989, 24 reports were issued from the national statistics program.

BJS Federal statistical program

The Federal Justice Data Base includes data from the Executive Office for United States Attorneys, the Administrative Office of the United States Courts, the Bureau of Prisons, and the United States Parole Commission. It describes case processing from prosecution through adjudication, sentencing, and corrections. This is the first time that Federal data have been brought together in a single resource.

Two reports on Federal justice system statistics were issued during the year.

BJS State statistical program

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

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

There are State-level statistical analysis centers (SAC's) for criminal justice in 46 States, the District of Columbia, Puerto Rico, the Virgin Islands, and the Commonwealth of the Northern Mariana Islands. These 50 SAC's have been established over the years with support from BJS. They provide —

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

In past years BJS has supported development of Uniform Crime Reporting (UCR) systems in some 40 States to improve the completeness and quality of data submitted by local police agencies to the FBI. During fiscal 1988 awards were made to six States to begin implementing the reporting standards of the redesigned UCR program. In fiscal 1989 States that had not yet received an implementation award were invited to apply for a grant; subsequently, 13 States were funded.

Under the State statistical program, BJS has stepped up its analysis of Offender-Based Transaction Statistics (OBTS) data provided by the States. OBTS tracks offenders through the criminal justice system from arrest to sentencing. *Criminal cases in five States, 1983-86* (BJS Special Report, September 1989) used data from five States to track dispositions over time. Additional reports are anticipated on 1987 dispositions and on trends in white-collar crime from 1983 to 1987.

In earlier years BJS analyzed OBTS data on such topics as white-collar crime and offenses against children. These BJS reports and other programmatic efforts have increased State involvement from 11 in fiscal 1988 to 14 in fiscal 1989, with an additional 3 States anticipated for fiscal 1990.

BJS program overview

BJS new initiatives

During fiscal 1989 BJS continued methodological work to refine existing statistical programs and to develop programs to produce data not currently available. The result of such perennial efforts is the statistical program that produces the data presented in this report.

Two methodological programs began to produce data in fiscal 1989:

- Law Enforcement Management and Administrative Statistics (LEMAS)
 - National Judicial Reporting Program.
- These are discussed in the "BJS reports on . . ." section of this report.

Developmental projects during fiscal 1989 included —

- firearms studies
- National Crime Survey (NCS) supplements
- a national survey of serious victimization injury
- pretrial statistics
- comparative international statistics on crime and justice.

Each of these projects is described in this section.

Firearms studies

Section 6213 of the Anti-Drug Abuse Act of 1988 required the Attorney General, in consultation with the Secretary of the Treasury, to report to Congress by November 18, 1989, on a system for immediate and accurate identification of felons who attempt to purchase firearms. To assist him in preparing his report to Congress, the Attorney

General established a Task Force on Felon Identification in Firearm Sales to develop a range of options that would comply with the statute. The Assistant Attorney General of the Office of Justice Programs chaired the task force, consisting of the following agencies:

- Bureau of Alcohol, Tobacco, and Firearms
- Bureau of Justice Assistance
- Bureau of Justice Statistics
- Federal Bureau of Investigation
- Immigration and Naturalization Service
- National Institute of Justice
- United States Marshals Service.

The task force goal was to identify the entire range of issues that should be considered before implementing a felon identification system. BJS provided the primary staff support in this effort. The task force published its draft report on June 26, 1989, in the *Federal register* for a 30-day public comment period. The Department of Justice received more than 100 comments from Members of Congress, State and local officials, public interest groups, and private citizens. In mid-October, the task force completed its final report and submitted it to the Attorney General for his consideration. On October 25, 1989, the final report was published in the *Federal register*.

Section 6213 of the 1988 Anti-Drug Abuse Act also required the Attorney General, in consultation with the Secretary of the Treasury, to conduct a feasibility study of a system for the immediate and accurate identification of other ineligible persons who attempt to purchase one or more firearms (section 922(g), title 18, United States Code). These include fugitives from justice, controlled substance abusers or

addicts, persons adjudicated mentally ill or committed to a mental institution, illegal aliens, persons dishonorably discharged from the Armed Forces, and persons who have renounced their citizenship. BJS is responsible for overseeing the research effort necessary for the Attorney General's report to Congress, which is due by May 1990.

Public Law 100-615 provided for definitive markings on toy and imitation guns to minimize the probability of mistaking a toy gun for a real firearm. It also required that the Director of BJS conduct a study of the criminal misuse of such firearms. On July 1, 1989, BJS contracted with the Police Executive Research Forum (PERF) to perform the study. A survey was sent to all police agencies serving a population of 50,000 or more inhabitants, to all sheriff's departments with 100 or more sworn employees, and to all primary State police agencies. Site visits were made to 27 agencies. Extensive statistical and anecdotal data have been incorporated into the report, which was printed in June 1990.

National Crime Survey (NCS) supplements

Since 1972 the NCS has provided annual estimates of the extent and characteristics of crimes against individuals and households. It has been a stable and consistent measure of crime and many aspects of crime. However, some researchers believe it is being underutilized because it has

rarely been used to collect periodic supplemental information, which is of great value in current policymaking but which need not be collected every year as part of the ongoing NCS.

During the year work continued on the research program jointly sponsored by the National Institute of Justice (NIJ) and BJS to use the NCS as a vehicle for periodically collecting supplemental data on topics of interest to policymakers and researchers. In developing this program BJS and NIJ affirm their support for enhancement of the NCS through open solicitation of ideas from the criminal justice community.

In this program BJS and NIJ identify topics of interest to the criminal justice community and select a research firm to coordinate development of a supplemental questionnaire. The topic currently under development is school crime. The contractor was selected in fiscal 1988 to solicit ideas for questions to be asked and subjects to be covered from researchers and policymakers who are experts on the topic.

The Bureau of the Census pretested the resulting questionnaire during the year. Actual data collection took place between January and June of 1989. Topics covered included the extent of school crime, drug use in schools, the fear of becoming a crime victim at school, and self-protective measures used by students at school.

BJS program overview

The researchers who took part in developing the supplement will be invited to suggest analytic plans for the resultant data set. The researchers will be eligible for BJS and NIJ financial support to conduct the analysis. This analytic joint solicitation is expected in the spring of 1990. BJS staff are performing some preliminary analysis of the school crime data.

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

Another supplement is planned to collect longitudinal data. This supplement will help determine the feasibility of obtaining longitudinal data as a part of the ongoing NCS program.

National survey of serious victimization injury

Feasibility studies have been conducted for developing a national survey of serious victimization injury. This project would supplement the Consumer Product Safety Commission's National Electronic Injury Surveillance System (NEISS), a nationally representative sample of hospital emergency rooms. The BJS supplement would obtain nationally representative information

on violent crime injuries (including child abuse, family violence, and physical assaults) that are treated in a hospital emergency room.

Data studied for collection included the victim's age, race, sex, marital status, and relationship to the offender; the type of weapon used; the extent and type of injury; whether drugs and alcohol were involved; and the hospital disposition.

In September 1989 a detailed feasibility study was conducted using half of the NEISS emergency room sample. A 2-day training conference was conducted in Washington, D.C., in August 1989 for emergency room staff coders to provide detailed guidance on distinguishing between intentional and unintentional injuries. Data from this study have been tabulated and are being analyzed by BJS staff.

Pretrial statistics

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

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

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

BJS is preparing a report highlighting the findings of this phase of the project, to be issued in early 1990. Preparations are under way to conduct a second survey with a slightly revised questionnaire in these same jurisdictions in the spring of 1990. It is anticipated that the collection of pretrial statistics will become a regularly recurring BJS program, probably every third year.

Comparative international statistics on criminal justice

BJS initiated several projects to examine criminal justice statistics from other countries and to make studies from other nations more readily available to scholars and researchers in the United States. These included —

- creating a program in the Justice Statistics Clearinghouse to obtain from foreign governments significant statistical reports on crime and justice and translating those non-English reports that promise to be most useful to U.S. researchers
- developing a special program at the National Archive of Criminal Justice Data to obtain data tapes of significant statistical studies of crime and justice in other nations and house them at the archive for use by the U.S. research community
- providing support to establish an international electronic bulletin board permitting BJS to communicate quickly and efficiently with its counterparts in other countries and facilitating communication among scholars in different countries about ongoing research.

In fiscal 1989 BJS began work on three international studies to be published in fiscal 1990:

- time served
- victimization
- comparative terminology for various stages of the criminal justice system.

BJS program overview

BJS publications

During fiscal 1989 BJS prepared and published 38 reports, data releases, and user guides.

Bulletins and Special Reports

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

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

Press releases

The findings in each BJS Bulletin and Special Report are summarized in a press release to ensure their wide exposure to policymakers and the public. Occasionally, to expedite public communication, press releases alone are used to announce new BJS findings. During fiscal 1989 this was done in April for the first release of 1988 victimization data and in September for midyear 1988 prisoner counts.

BJS press releases and reports receive wide coverage in the electronic and print media and are often cited in newspaper editorials. During fiscal 1989 BJS press

releases appeared in more than 2,000 articles in large (more than 25,000 circulation) daily newspapers. BJS data releases also are covered routinely by local and network telecasts and radio programs.

Detailed tabulations

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

Technical Reports

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

Sourcebook

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

Report to the Nation

During fiscal 1989 BJS issued slides from its fiscal 1988 publication, *Report to the Nation on crime and justice: Second edition*. This nontechnical portrait of crime and its victims is in a news magazine

format with color graphics and maps. It highlights the latest research and statistics, much of which was developed by BJS.

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

The report is designed to inform the public, the media, criminal justice officials, researchers, and students. Along with subjects covered in the first edition, the new report adds facts on —

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

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

BJS data report

Another statistical overview, *BJS data report, 1988*, was published during the fiscal year and presented highlights of the most current data from the BJS statistical series.

BJS report distribution, clearinghouses, and information services

A total of 895,600 copies of BJS reports were distributed in fiscal 1989, including those printed in earlier years. There are three primary mechanisms by which BJS reports are disseminated: BJS mailing lists, two BJS-sponsored clearinghouses, and orders received on report order forms.

BJS mailing lists

BJS sends reports to persons who have asked each year to be on 1 or more of 12 BJS mailing lists to receive new reports on particular criminal justice subjects. In fiscal 1989 almost 25,500 persons were on BJS mailing lists. Currently, the mailing list is divided into 12 categories of user interest, with between 4,300 and 23,600 names in each category:

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

In fiscal 1989 a total of 580,818 reports were distributed using these mailing lists.

BJS program overview

Persons on the mailing list must notify BJS annually that they are still interested in receiving BJS reports, or their names are purged from the list.

Justice Statistics Clearinghouse

BJS reports also are distributed through the BJS Justice Statistics Clearinghouse, which makes available more than 140 BJS publications. The clearinghouse sends reports in response to telephone and written requests for particular titles or in response to a general inquiry for information on a specific topic. The clearinghouse also takes copies of BJS reports to professional meetings, where the participants can obtain them at the BJS display.

In fiscal 1989 the clearinghouse responded to more than 6,800 telephone requests for information and distributed 306,782 copies of BJS reports to persons who contacted the clearinghouse by telephone, by mail, or in person. Of these, 111,194 reports were sent to persons with general questions, and another 141,206 were sent to persons who requested a specific report, including 54,382 order forms from *NIJ* reports.

Report order forms

The BJS Justice Statistics Clearinghouse is part of the National Criminal Justice Reference Service (NCJRS) of the National Institute of Justice (NIJ). NCJRS notifies persons on its mailing list of forthcoming BJS publications in the bimonthly *NIJ* reports. Users then mail in order forms for copies of desired publications; 54,382 copies of BJS reports were distributed

in response to *NIJ* reports order forms in fiscal 1989. Of the 56,000 persons who receive *NIJ* reports —

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

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

Drugs & Crime Data Center & Clearinghouse

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

The Data Center & Clearinghouse —

- provides easy access to existing data
- evaluates the statistical sufficiency and adequacy of the data for policymaking
- develops analyses in lay language that help explain the nature of drug enforcement in this country

● is developing a comprehensive report on drugs, crime, and criminal justice modeled on the *BJS Report to the Nation on crime and justice*.

The clearinghouse can be reached toll-free by dialing 1-800-666-3332; the mailing address is 1600 Research Boulevard, Rockville, MD 20850.

During fiscal 1989 the Data Center & Clearinghouse —

- handled about 3,000 requests for information
- expanded the bibliographic data base to about 1,300 documents and library holdings to about 2,000 items
- distributed about 8,000 drugs-and-crime documents, 89% of which were BJS publications
- attended nine national conferences and provided support to six others
- developed a new brochure for distribution
- directly supported the Office of National Drug Control Policy in the formulation of the National Drug Control Strategy
- analyzed a variety of drug-related topics linked to national policy formulation
- began work on a comprehensive State directory of drugs-and-crime resources
- provided assistance to BJA grant recipients at regional cluster meetings
- assembled drugs-and-crime documents from 49 States and territories as a result of letters sent requesting State drug strategies as well as other State-specific documents

● developed working relationships with and made arrangements for document distribution among other drug-related clearinghouses, including

--the National Clearinghouse for Alcohol and Drug Information (treatment and prevention)

--the National AIDS Information Clearinghouse

--the Drug Information and Strategy Clearinghouse (drugs in public housing).

The "BJS reports on drugs and crime" section has more details about the Data Center & Clearinghouse.

National Archive of Criminal Justice Data

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

All BJS data tapes (covering most of the BJS data series) and other high-quality data are stored at the archive and disseminated via magnetic tapes compatible with the user's computing facility. In addition, researchers can arrange to access the data on the University of Michigan computer via telecommunications. The archive maintains 300 different criminal justice data sets and provides access to thousands of others. Approximately 50 new data sets are received each year.

BJS program overview

The archive can be reached by writing the National Archive of Criminal Justice Data, Inter-university Consortium for Political and Social Research, P.O. Box 1248, Ann Arbor, MI 48106, or telephoning 1-800-999-0960.

State Criminal Justice Statistics Catalog and Library

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

National Clearinghouse for Criminal Justice Information Systems

BJS also supports the National Clearinghouse for Criminal Justice Information Systems, 7311 Greenhaven Drive, Suite 145, Sacramento, CA 95831 (916-392-2550).

This clearinghouse —

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

BJS user support services

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

During fiscal 1989 BJS and ASA continued a program to train young associate professors in the use of National Crime Survey (NCS) data and to encourage them to train their students in the use of NCS data. This program began in fiscal 1987, when BJS and ASA conducted a 2-week training course to introduce these young associate professors to the detailed information needed to use and analyze data from NCS data tapes.

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

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

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

During fiscal 1989, planning began to repeat the initial 2-week course during the summer of 1990.

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

As many as 10 participants attend the annual BJS/ICPSR workshop, where they are exposed to BJS data sets, are trained in analysis of the data sets, and are introduced to significant research literature that has used BJS data sets. Participants also attend seminars by noted criminologists who are knowledgeable about the research applications of BJS data sets.

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

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

BJS funded a major conference on criminal justice policy issues in the 1990's at which issues of data quality were discussed. In addition, BJS sponsored a study of the policy implications of fingerprint identification procedures as part of the BJS effort to support the work of the Task Force on Felon Identification in Firearm Sales discussed earlier in the "BJS new initiatives" section.

During fiscal 1989 BJS also published *Open vs. confidential records: Proceedings of a BJS/SEARCH conference*, which explores all aspects of the open versus confidential records debate, with emphasis on practical implications of legislative requirements for preemployment screening and licensing.

BJS program overview

Recognizing the key role that courts play in developing complete criminal-history records, a special effort was made to ensure higher levels of court disposition reporting. Specifically, during fiscal 1989 discussions with national court organizations were continued to further explore the legal, technical, and policy issues relating to disposition reporting.

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

Another document in the Criminal Justice Information Policy series, *Public access to criminal history record information*, was also published during fiscal 1989. The report describes legislation, regulations, and case law defining the public's right to obtain criminal-history record information and identifies issues relevant to such policies.

The *Compendium of State privacy and security legislation: 1989 overview*, summarizing State privacy legislation, was prepared for publication during fiscal 1989. Complete texts of State privacy statutes were sent to the Justice Statistics Clearinghouse to be microfiched for users who need access to the full text of such legislation.

To assist criminal justice agencies in upgrading data quality, *Strategies for improving data quality*, describing specific techniques for increasing record accuracy and completeness, was published in April 1989.

A draft report on policy implications of original records of entry requirements will be completed in fiscal 1990.

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

BJS reports on . . .

Crime and Its characteristics

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

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

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

In April BJS released preliminary victimization rates for 1988. Personal and household crimes rose 1.8%, which reversed a declining trend that began in 1981. Final results, released in October, showed that personal crimes (violent crimes and personal thefts) rose 3.1%; however, such crimes were still below the peaks reached earlier in the decade. For the first time, demographic characteristics of victims were reported in the Bulletin. The data revealed that during 1988 blacks, Hispanics, and the poor were victims of serious crime significantly more often than were other people.

In fiscal 1989, for the ninth year, BJS released *Households touched by crime, 1988* (BJS Bulletin, June 1989). This NCS indicator showed that victimization by crime — one of the most common negative life events a family can suffer — touched 24.6% of U.S. households in 1988.

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

In fiscal 1989 BJS collected data on school crime through a supplement to the NCS. Data were collected from January to June 1989. Topics covered include extent of school crime, drug use in schools, fear of becoming a crime victim at school, and self-protective measures used by students at school. BJS staff have begun to perform some preliminary analysis of the data.

During the year BJS continued with the National Crime Survey redesign. The revised screening questionnaire was introduced in 5% of the sample in January 1989. These data will be used with earlier pretest data to develop a method for calibrating the lower rates being obtained from the current NCS screener with the higher rates being obtained when a more detailed screening questionnaire is used.

Seven reports on criminal victimization were produced in fiscal 1989. Topical NCS reports included —

- The Redesigned National Crime Survey: Selected New Data (January 1989)
- New Directions for the National Crime Survey (March 1989)
- Injuries from Crime (May 1989).

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

Also released during the year were final 1988 NCS estimates in *Criminal victimization 1988* (BJS Bulletin, October 1988) and *Criminal victimization in the U.S., 1987* (BJS Final Detailed Report, June 1989). *Criminal victimization 1988* was prepared for release in early fiscal 1989.

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

- Hispanic victims
- black victims
- self-protection
- handgun use
- female victims
- teenage victims — an update
- school crime

Crime trends

About 1.3% more crimes were committed in the United States in 1988 than in 1987. The BJS National Crime Survey estimated that 35.8 million personal and household crimes were committed throughout the Nation during 1988 vs. 35.3 million in 1987.

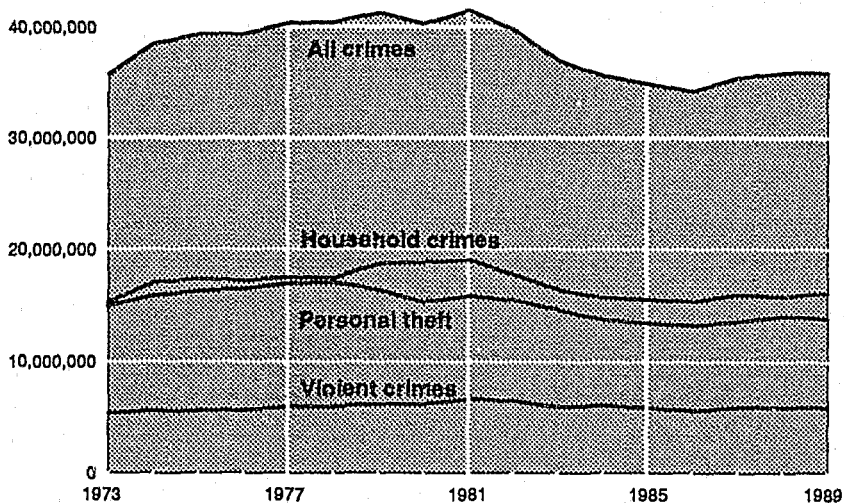
Of this total 5.9 million were violent crimes (rape, robbery, simple and aggravated assault); 14 million were crimes of personal theft; and 15.8 million were household crimes (burglary, household theft, motor vehicle theft). Personal crime victimizations, which include personal theft and crimes of violence, increased by almost 600,000 to approximately 20 million in 1988 — a 1-year increase of 3.1%. This was the second year

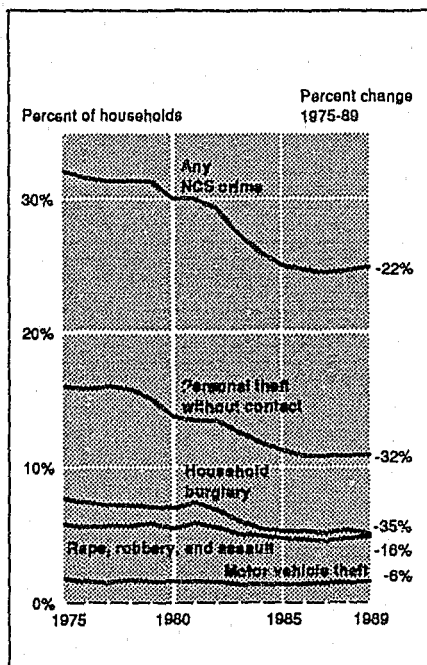
in a row that the number of personal crimes increased. Although several categories of crime have shown increases in recent years, the NCS measured at least 10% fewer violent crimes, personal thefts, and household crimes in 1988 than in the peak year 1981.

Regionally, between 1987 and 1988 the South was the only region to have a significant increase in the overall personal crime rate, which rose from 93.5 to 99.3 personal crimes per 1,000 persons age 12 or older. The simple assault rate decreased significantly in the midwest (from 18.1 to 15.1 per 1,000 persons) while the violent crime rate increased in the West from 36.7 crimes of violence to 40.8 per 1,000 persons.

Victimization trends, 1973-89

Number of victimizations





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

No measurable difference existed between 1987 and 1988 in the percentage of households touched by any of the measured crimes.

In 1988, as in previous years, households with higher incomes, households in urban areas, and black households were more vulnerable to crime than others. During 1988, 27% of households with incomes of \$25,000 or more, 29% of black households, and 30% of urban households were touched by crime. According to several characteristics that measure their severity, violent crimes, especially ones committed by strangers, were no more violent in 1985 than in 1973.

Each year during 1973-85 —

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

Sources: *Criminal victimization 1988.*
Households touched by crime, 1988.
Violent crime trends.

The volume and rate of crime

The National Crime Survey reported 35.8 million victimizations for 1988:

	Number of victimizations	Victimizations per 1,000 population age 12 and older
Personal crimes		
--of violence	5,910,000	29.6
Rape	127,000	.6
Robbery	1,048,000	5.3
Assault	4,734,000	23.7
Aggravated	1,741,000	8.7
Simple	2,993,000	15.0
--theft	14,056,000	70.5

		Victimizations per 1,000 households
Household crimes		
Burglary	5,777,000	61.9
Larceny	8,419,000	90.2
Motor vehicle theft	1,634,000	17.5

People living in the West were significantly more likely to have been victims of personal and household crimes in 1988 than those in other U.S. regions:

Personal crimes per 1,000 persons, 1988

West	126.4
Midwest	103.2
South	99.3
Northeast	73.2

Household crimes per 1,000 households, 1988

West	224.2
Midwest	166.3
South	172.8
Northeast	115.4

Sources: *Criminal victimization 1988.*
Households touched by crime, 1988.

In 1988 crime touched 22.8 million households — 24.6% of all households:

	Number of households	Percent
Personal crimes		
--of violence	4,482,000	4.8%
Rape	141,000	.2
Robbery	872,000	.9
Assault	3,676,000	4.0
Aggravated	1,418,000	1.5
Simple	2,502,000	2.7
--of theft	10,188,000	11.1
Household crimes		
Burglary	5,049,000	5.4
Larceny	7,174,000	7.7
Motor vehicle theft	1,431,000	1.5

Violent crime

In 1988 a member of almost 5% of all households was a victim of a violent crime.

Violent crime rates are —

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

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

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

At current homicide rates, the lifetime chance of being a murder victim is —

- 1 in 30 for black males
- 1 in 179 for white males
- 1 in 132 for black females
- 1 in 495 for white females.

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

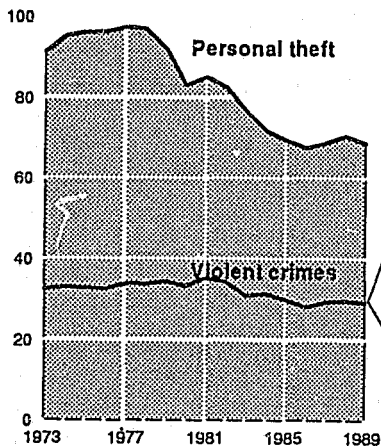
Violent victimizations per 1,000 residents age 12 and older were —

- 36 in 1973
- 39 in 1981
- 38 in 1982
- 32 in 1985
- 30 in 1988.

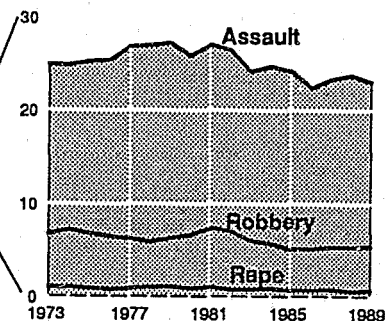
Sources: Households touched by crime, 1988. Criminal victimization 1988. Report to the Nation on crime and justice: Second edition. Violent crime trends.

Trends in victimization rates of personal crimes, 1973-89

Number of victimizations
per 1,000 persons



Number of victimizations
per 1,000 persons



Victims of crime

1988 victimizations per 1,000 persons or households

	<u>Personal crimes</u>		<u>Household crimes*</u>
	<u>Violence</u>	<u>Theft</u>	
Sex			
Male	36	73	...
Female	24	68	...
Age			
12-15	57	112	...
16-19	72	121	...
20-24	59	123	...
25-34	35	82	...
35-49	22	65	...
50-64	10	39	...
65 and older	4	18	...
Race			
White	28	71	160
Black	40	69	244
Other	30	67	178
Ethnicity			
Hispanic	35	64	247
Non-Hispanic	29	71	165
Income			
Less than \$7,500	50	74	190
\$7,500-9,999	45	65	190
\$10,000-14,999	31	59	169
\$15,000-24,999	29	64	164
\$25,000-29,999	27	73	166
\$30,000-49,999	22	72	162
\$50,000 or more	21	83	167
Residence			
Central city	41	89	229
Suburban	27	71	153
Non-metropolitan areas	22	48	127

...Not available.

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

Victimization rates for crimes of violence and theft—

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

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

Overall, household crime victimization was—

- highest for black households
- much higher for Hispanic households than Non-Hispanic ones.

Source: Criminal victimization in the United States, 1988.

Elderly victims

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

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

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

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

Elderly and young victims differ in other ways:

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

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

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

Source: Elderly victims.

International crime rates

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

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

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

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

Source: International crime rates.

Seasonality of crime

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

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

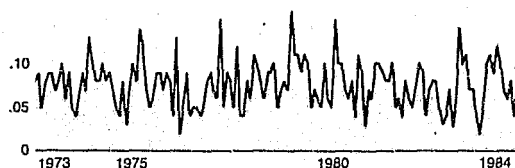
Crimes that show the most seasonal patterns are household larceny, rape, and unlawful entry.

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

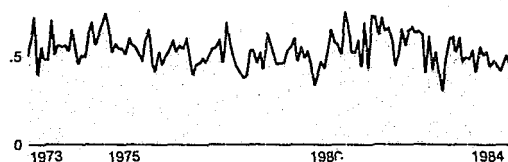
Violent crime victimization rates, 1973-84

Number of victimizations per
1,000 population age 12 and over

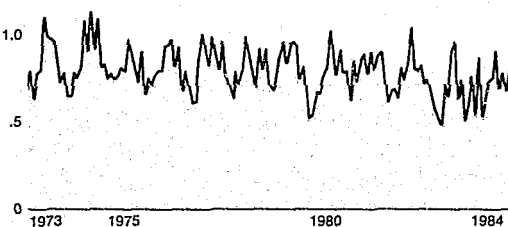
Rape



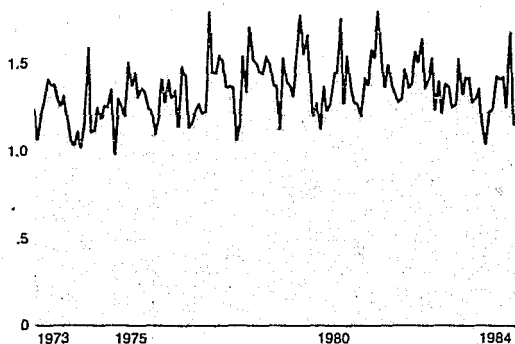
Robbery



Aggravated assault



Simple assault



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

Motor vehicle theft

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

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

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

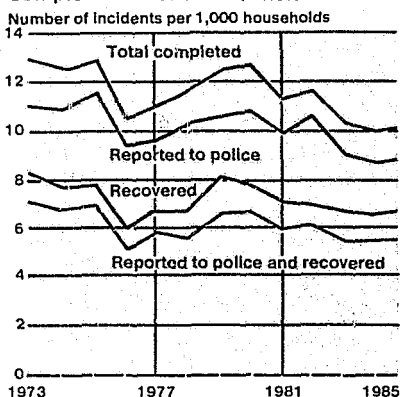
The vehicle stolen in 76% of the thefts was an automobile. The rest included trucks, vans, and motorcycles. Boats, airplanes, snowmobiles, and all-terrain vehicles were excluded from the study.

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

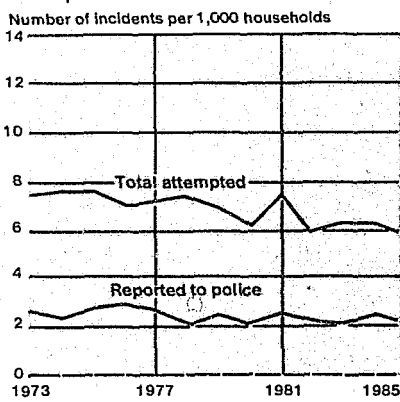
The thefts, whether attempted or completed, most often occurred at night and most often near the victim's home, in a non-commercial parking lot, or on the street.

Completed and attempted motor vehicle thefts per 1,000 households, 1973-85

Completed motor vehicle thefts



Attempted motor vehicle thefts



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

BJS reports on . . .

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

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

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

Source: Motor vehicle theft.

Injuries from crime

On the average, an estimated 2.2 million crime victims were physically injured every year from 1979 through 1986. An estimated 500,000 of these victims were subsequently treated in an emergency room or a hospital.

Those injured represented about 28% of all rape, robbery, or assault victims counted by the Bureau's National Crime Survey during the 1979-1986 period.

Injury rates — the number of injuries per 1,000 U.S. inhabitants who are at least 12 years old — have remained generally stable since 1973. However, in recent years the likelihood that a victim of a violent crime would be injured has increased slightly.

Among the injured crime victims from 1979 through 1986, an estimated—

- 1% suffered gunshot wounds
- 3% received knife wounds
- 6% had their bones broken or teeth knocked out.

Each year on the average an estimated 350,000 victims were injured seriously enough to require hospitalization for two or more days.

Injury rates were highest for—

- males
- blacks
- people from 19 to 24 years old
- separated or divorced people
- people with a reported family income of less than \$10,000.

Crime injury rates differed markedly by occupation. Recreation workers, law enforcement officers, bartenders, and students had rates above the national level. Postal workers, truck drivers, and teachers had injury rates below the national level.

Elderly and black victims were substantially more likely than were others to require overnight hospitalization following an injury.

The average hospital stay for injured crime victims was 9 days, which was about the same as the stay for those undergoing cancer treatment and 2 days longer than the average stay for those hurt in traffic accidents or those receiving treatment for heart disease.

Source: Injuries from crime

Drugs

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

- the National Crime Survey (NCS) asks victims of personal crimes if they believed the offenders had been using drugs
- court processing studies compare sentences given to drug offenders with those given to other offenders
- reports on State prisoners, jail inmates, and incarcerated youth include data on their histories of drug use and drug offenses
- the annual BJS *Compendium of Federal justice statistics* contains detailed data on drug law violators in the Federal justice system
- the annual BJS *Sourcebook of criminal justice statistics* presents data on drug use in the general population and on public opinion toward drugs and enforcement of drug laws.

During fiscal 1989 BJS published five Special Reports and two Bulletins with information on drug use and crime and drug law enforcement:

- *The redesigned National Crime Survey: Selected new data* (BJS Special Report, January 1989) presented for the first time data on victims' perceptions about the offenders' drug use.
- *Felony sentences in State courts, 1986* (BJS Bulletin, February 1989) presented the first national data on State court handling of drug traffickers and other felony offenders.

- Two reports from the new BJS survey of Law Enforcement Management and Administrative Statistics (LEMAS) — *Profile of State and local law enforcement agencies, 1987* (BJS Bulletin, March 1989) and *Police departments in large cities, 1987* (BJS Special Report, August 1989) — discussed the types of drug-related programs operated by police agencies.

- *Recidivism of prisoners released in 1983* (BJS Special Report, April 1989) described the postincarceration criminal histories of drug law offenders and other felons in 11 States.

- *Federal criminal cases, 1980-87: Federal offenses and offenders* (BJS Special Report, July 1989) compared the prosecution, disposition, and sentencing of drug law violators in Federal courts with other Federal offenders.

- *Criminal cases in five States, 1983-86* (BJS Special Report, September 1989) presented Offender-Based Transaction Statistics (OBTS) data on criminal justice processing of felony offenders, including drug offenders, in five States.

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

The Drugs & Crime Data Center & Clearinghouse responds to policymakers' urgent need for the most current data on —

- illegal drugs
- drug law violations
- drug-related crime
- drug-using offenders in the criminal justice system
- the impact of drugs on criminal justice administration.

The Data Center & Clearinghouse serves the drugs-and-crime information needs of —

- Federal, State, and local policymakers
- criminal justice and public health practitioners
- researchers and universities
- private corporations
- the media
- the public

with special attention to the needs of State and local government agencies, especially those seeking data to meet the statistical requirements of the Anti-Drug Abuse Grant Program of the Bureau of Justice Assistance (BJA).

The clearinghouse component —

- disseminates BJS and other Department of Justice publications relating to drugs and crime
- distributes data summaries and reading lists on specific drugs-and-crime topics
- maintains a data base of some 1,300 annotated bibliographies of statistical and research reports, books, and journal articles on drugs and crime
- searches the bibliographic data base to fill requests for data on specific topics

- advises requesters on data availability and usefulness and on other data sources that may meet their needs
- provides statistics and bibliographic citations by mail or telephone
- maintains a reading room where visitors can use the clearinghouse collection of close to 2,000 documents on drugs and crime
- coordinates with Federal, State, and local agencies in identifying other data resources and makes referrals.

The data center component —

- prepares a comprehensive national report on drugs and crime compiling drug data from various sources into one easy-to-understand volume to be used as a national resource document
- analyzes existing drug data and prepares special reports
- evaluates existing drug data for statistical quality and usefulness, suggests improvements, and identifies drug data gaps
- prepares special computer tabulations that are not available elsewhere
- prepares annotated bibliographies of new drugs-and-crime reports to be added to the data base the clearinghouse uses to respond to requests.

During fiscal 1989 the Data Center & Clearinghouse —

- published *Drugs and crime facts, 1988* (September 1989), which presents existing BJS data on the subject from diverse BJS reports
- handled about 3,000 requests for information

BJS reports on ...

- expanded the bibliographic data base to about 1,300 documents and library holdings to about 2,000 items
- distributed about 8,000 drugs-and-crime documents, 80% of which were BJS publications
- attended nine national conferences and provided support to six others
- developed a new brochure for distribution
- began work on a comprehensive State directory of drugs-and-crime resources
- provided assistance to BJA grant recipients at regional cluster meetings
- assembled drugs-and-crime documents from 49 States and territories as a result of letters sent requesting State drug strategies as well as other State-specific documents
- provided technical assistance to the Office of National Drug Control Policy
- developed working relationships with and made arrangements for distributing documents among other drug-related clearinghouses, including the National Clearinghouse for Alcohol and Drug Information (treatment and prevention), the National AIDS Information Clearinghouse, and the Drug Information and Strategy Clearinghouse (drugs in public housing)
- mailed personalized letters announcing the clearinghouse to all governors, State attorneys general, State criminal justice planning and statistical agencies, criminal justice editors, and public interest groups
- continued research and writing for the *Report to the Nation on drugs and crime* and several special reports on drugs and crime.

The Data Center & Clearinghouse began operations on October 1, 1987. The toll-free line, 800-666-3332, became operational in January 1988. The data center is located at the Research Triangle Institute (RTI) in Research Triangle Park, N.C. The clearinghouse is located at Aspen Systems Corporation in Rockville, Md.

Drug use and criminal offenders

Victims reported that they believed their assailants were under the influence of drugs or alcohol in about 36% of violent crime incidents. Victims of rape and assault were more likely than robbery victims to report that the offenders had used drugs or alco-

hol. In 43% of violent crimes the victims reported that they did not know if the offender was under the influence of drugs or alcohol. Victims of robbery were more likely than other victims to report that they did not know if the offenders had used drugs or alcohol.

Characteristics of violent offenders under the influence of drugs or alcohol, as reported by victims

Offender characteristics ^a	Percent of violent crime incidents where victim perceived the offender to be:							
	Total	Not under the influence	Under the influence					Not known if under the influence
			Total	Alcohol only	Drugs only	Both	Not sure which substance	
Sex								
Male	100%	19%	38%	23%	6%	6%	2	% 43%
Female	100	34	27	17	6	3	1 ^b	39
Both sexes	100	17	47	23	13	11	— ^b	37
Race								
White	100%	23%	42%	28%	5%	7%	2	% 35%
Black	100	18	27	12	9	4	2	55
Other	100	18	39	20	8 ^b	6 ^b	4 ^b	43
Age								
20 or younger	100%	29%	23%	14%	5%	3%	1	% ^b 48%
21 or older	100	18	45	28	8	8	2	37
Mixed ages	100	11	44	27	4	12	2 ^b	44
Relationship to victim								
Nonstranger	100%	31%	40%	24%	6%	8%	1	% 28%
Stranger	100	13	35	22	7	5	2	52

Note: Percents may not total 100% because of rounding. For incidents with more than one offender, data show incidents in which at least one offender was under the influence. Crimes committed by mixed racial groups are not presented.

— Less than .5%.

^aDescribes single and multiple offenders.

^bEstimate is based on 10 or fewer sample cases; see source.

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

- 75% of jail inmates, 79.6% of State prisoners, and 82.7% of youth in long-term public juvenile facilities had used drugs at some point in their lives.
- A third of State prisoners, a quarter of convicted jail inmates, and two-fifths of the incarcerated youth said they had been under the influence of an illegal drug at the time of their offense.

More than half (54%) of State prison inmates in 1986 reported that they were under the influence of drugs or alcohol

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

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

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

Violent offenders under the influence of drugs or alcohol, as perceived by victims

Type of crime	Percent of violent crime incidents where victim perceived the offender to be:							
	Total	Not under the influence	Under the influence				Not sure which substance	Not known if under the influence
			Total	Alcohol only	Drugs only	Both		
Crimes of violence	100%	20%	36%	22%	8%	6%	2%	43%
Rape	100	15	46	23	13 *	5 *	5 *	38
Robbery	100	12	27	10	10	5	1 *	61
Aggravated assault	100	16	42	25	7	2	4	2
Simple assault	100	26	36	25	4	6	2	38

Note: Percents may not total 100% because of rounding. For incidents with more than one offender, data show incidents in which at least one offender was under the influence.

*Estimate is based on 10 or fewer sample cases; see source.

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

Among State prisoners —

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

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

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

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

Sources: *The redesigned National Crime Survey: Selected new data. Profile of State prison inmates, 1986. Drug use and crime: State prison inmate survey, 1986. Jail inmates 1983. Survey of youth in custody, 1987.*

Trends in offender drug use

Between 1974 and 1986 the proportion of State prisoners —

- under the influence of an illegal drug at the time of the offense for which they were incarcerated grew from 25% to 35%
- under the influence of cocaine at the time of the offense grew from 1% to 10.7%
- under the influence of heroin fell from 16.2% to 7%.

In 1979, 42.7% of the 288,086 State prisoners either had been convicted of a drug crime or were daily users of illegal drugs in the month preceding the offense for which they were imprisoned. In 1986, 46.8% of the 500,725 State prisoners were actively involved with illegal drugs either as users or by conviction for a drug crime.

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

For the typical State prisoner who used drugs —

- first use of any drug occurred at age 15
- first use of a major drug occurred at age 17
- first regular use of a major drug began at age 18.

First use and first regular use of major drugs began an average of 2 years earlier among white than among black inmates. Among drug-using youth in long-term, State-operated juvenile facilities, 19% said they first used drugs before age 10; almost 40% reported their first use was before age 12.

Sources: Drug use and crime: State prison inmate survey, 1986. Prisoners in 1988. Survey of youth in custody, 1987.

Drug law enforcement

Federal, State, and local agencies share responsibility for enforcing the Nation's drug laws. Most drug arrests (estimated at more than 1 million in 1988) are made by State and local authorities, but 21,188 drug suspects were arrested by the Drug Enforcement Administration (DEA) and the FBI during the Federal fiscal year ending September 30, 1986. Federal agents took part in joint Federal/State efforts leading to the arrest of suspects by State or local officials.

Estimated number of adult arrests for drug violations reported by State and local police, 1980-88

Year	Sale/manufacture	Possession
1980	102,714	368,451
1981	93,143	374,913
1982	119,309	465,541
1983	128,948	454,526
1984	137,218	486,501
1985	170,307	548,290
1986	186,414	556,273
1987	219,176	630,345
1988	287,858	762,718
Percent change, 1980-88	180.3%	107.0%

As reported in the 1988 BJS *Sourcebook of criminal justice statistics* —

- the Federal Government seized 4,175 clandestine drug laboratories between 1975 and 1988
- in 1988, 810 labs were seized; 667 of them were used to manufacture methamphetamines
- in 1988 DEA's program for eradicating domestic marijuana resulted in the destruction of 107 million plants in 38,531 plots, 6,062 arrests, and 2,034 weapons seized
- in 1988 DEA confiscated 125,000 pounds of cocaine, almost 2,000 pounds of heroin,

73 pounds of opium, and 1.2 million pounds of marijuana

- in 1987 the U.S. Customs Service seized 1.7 million pounds of marijuana, 87,900 pounds of cocaine, and close to 4 million dosage units of drugs such as LSD and barbiturates
- in 1988 the U.S. Coast Guard confiscated 356,000 pounds of marijuana and more than 9,000 pounds of cocaine
- in 1988 the U.S. Postal Service made 425 arrests for mailing narcotics
- in 1987 State and Federal courts authorized wiretaps in 379 narcotics cases.

Drug seizure data from different Federal agencies cannot be added together because in many instances more than one agency participated in the operations.

Law enforcement agencies perform many drug-related functions in addition to seizing illegal drugs and arresting drug law violators:

- In 1987, almost half (47%) of State police agencies had primary responsibility for laboratory testing of drugs, but only the largest municipal and county agencies tended to have such responsibility.
- 78% of municipal police departments serving populations of 250,000 or more had special units for drug education in the schools, and 50% of those serving populations of 1 million or more had some type of drug-screening program.

Only the largest law enforcement agencies tended to have primary responsibility for laboratory testing of drugs in 1987:

Law enforcement agencies with primary responsibility for laboratory testing of drugs, by population served and type of agency, 1987

Population served	Type of agency	
	Local police	Sheriff
All sizes	4.3%	7.4%
1 million or more	76.9	35.3
500,000-999,999	48.2	20.1
250,000-499,999	45.3	15.2
100,000-249,999	16.9	14.2
50,000-99,999	17.1	10.4
25,000-49,999	9.6	5.2
10,000-24,999	4.2	4.6
Less than 10,000	2.9	5.8

Sources: *Drug law violators, 1980-86: Federal offenses and offenders. Prisoners in 1988*. The Drug Enforcement Administration, the U.S. Coast Guard, the U.S. Customs Service, the Federal Bureau of Investigation, the U.S. Postal Service, and the Administrative Office of the U.S. Courts; all as reported in the BJS *Sourcebook of criminal justice statistics, 1988. Profile of State and local law enforcement agencies, 1987. Police departments in large cities, 1987*.

Prosecution and sentencing of drug law violators

Of all persons or organizations referred to U.S. prosecutors during the Federal fiscal year ending September 30, 1987, 24.9% were suspected of drug law violations, up from 13.8% in 1980. During the previous fiscal year, among the suspected drug offenders —

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

In 1987, 78% of suspects in drug cases were prosecuted, up from 73% in 1980. This was a higher rate than for any other crime category.

The number of suspects prosecuted for drug offenses increased from 7,003 in 1980 to 17,729 in 1987 — an increase of 153%.

The number of persons convicted of violating Federal drug laws rose to 13,423 in 1987 from 5,135 in 1980. This 161% increase exceeded the 49% growth in U.S. court convictions for all Federal offenses during the same years and accounted for over 50% of the total increase in Federal convictions.

The number of defendants convicted of drug possession offenses increased from 498 in 1980 to 2,193 in 1987 — a 340.4% increase.

Drug offenses accounted for 17% of all defendants convicted in 1980 and 30% of all defendants convicted in 1987. Drug trafficking offenses accounted for 25.2% of all defendants convicted in 1987. The conviction rate for drug defendants increased from 74% in 1980 to 85% in 1987.

The percent of convicted Federal offenders charged with drug violations who were sentenced to prison rose from 72% in 1980 to 76% in 1987.

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

Average sentence length for persons sentenced to Federal prisons for drug and nondrug offenses, 1987

All offenses	55.2 mos.
Drug offenses	67.8
Trafficking	89.1
Possession	48.1
Violent offenses	128.2
Fraudulent property offenses	31.1
General property offenses	38.5
Regulatory offenses	42.1
Public-order offenses	32.2

The percent of all defendants sentenced to prison who were convicted of drug offenses grew steadily from 26.7% in 1980 to 43.2% in 1987 at an average rate of 15.7%.

Federal sentences for drug offenses are longer than in the past. The average Federal prison sentence for drug offenses rose from almost 4 years in 1980 to more than 5.5 years in 1987 — a rise of 44%, a higher percentage increase in average sentence length than for all offenses combined (25%).

The first national BJS study of felony court sentencing in 1986 found that 64% of the persons convicted of drug trafficking were sentenced to some kind of incarceration — 27% to jail and 37% to prison. In the 75 largest counties, 75% of those convicted of drug trafficking were sentenced to incarceration (40% to jail and 35% to prison). This may reflect the small amounts of illegal drugs (sometimes only ounces) needed to allow a defendant to be charged with "possession with intent to sell" rather than possession only. This could mean that relatively minor cases are pulling down the percentage sentenced to incarceration.

In the United States in 1986 there were 185,423 adults arrested for drug trafficking, 76,437 felony trafficking convictions, and 48,651 drug traffickers incarcerated (including 28,151 sent to prison).

Percent of convicted felons sentenced to incarceration in the United States, 1986

	Percent incarcerated	
	Total	In a State prison
Murder	95%	92%
Rape	88	75
Robbery	87	76
Aggravated assault	71	45
Burglary	74	53
Larceny	64	40
Drug trafficking	64	37

BJS reports on ...

Average maximum prison sentence length imposed and estimated time to be served in prisons for persons sentenced for felonies in the United States, 1988

Most serious conviction offense	Average maximum sentence length	Estimated time to be served
Murder	221 mos.	86 mos.
Rape	151	66
Robbery	139	57
Aggravated assault	97	41
Burglary	75	31
Larceny	46	20
Drug trafficking	69	22

Disposition of felony arrests in the United States, 1988

Arrest offense	Convicted	For 100 arrests:	
		Incarcerated	
		Total	Prison
Murder*	56	54	52
Robbery	38	33	29
Aggravated assault	13	9	8
Burglary	36	26	19
Drug trafficking	41	26	15

*Includes nonnegligent manslaughter.

In 1986, of adults arrested for felony drug offenses in five States —

- 79% were prosecuted
- 57% were convicted
- 45% were sentenced to incarceration — 10% for more than 1 year.

Sources: *Federal criminal cases, 1980-87.*
Felony sentences in State courts, 1986.
Criminal cases in five States, 1983-86.
Drug law violators, 1980-86: Federal offenses and offenders.

Disposition of felony arrests in five States, 1983-88

Arrested for:	Percent of persons arrested who were:			
	Prosecuted	Convicted	Sentenced to incarceration	
			Total	Prison
All offenses				
1983	83	62	37	10
1986	83	62	41	11
Violent offenses				
1983	82	56	36	15
1986	81	53	35	14
Property offenses				
1983	86	67	43	10
1986	86	67	47	11
Drug offenses				
1983	74	50	33	7
1986	79	57	45	10

Time served in prison by drug offenders

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

Median time served by persons released
from State prisons in 1984

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

Average time served by Federal prisoners*

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

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

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

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

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

Federal parole guidelines governing release of drug offenders were changed in 1987. Under the amended guidelines, drug offenders will be required to serve longer portions of their sentences. Many States have made similar changes that are expected to increase the amount of time served by drug law violators in State prisons.

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

Drug offenders in correctional populations

Drug law violators make up a growing share of Federal prison admissions:

- 22% of all admissions in fiscal 1980
- 34% in fiscal 1986.

Between 1979 and 1986 the percent of inmates in prison for —

- any drug law offense rose from 6.4% to 8.6%
- drug possession rose from 1.6% to 2.9%
- drug trafficking rose from 4.4% to 5.4%.

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

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

Current offense	Percent of youth in long-term, State-operated juvenile institutions		Percent of inmates in State prisons
	Under age 18	Age 18 and older	
Violent	39.3%	52.3%	54.6%
Property	45.6	29.0	31.0
Drug	5.8	11.3	8.8
Public-order	7.2	6.8	5.2
Other*	2.4	.6	.7

*Includes juvenile status offenses for youth in State institutions.

As reported in the BJS *Sourcebook of criminal justice statistics, 1988*, the proportion of juveniles in public facilities for drug offenses was higher than in private facilities:

Detained or committed for:	All	Type of facility	
		Public	Private
Crimes against persons	20%	25%	6%
Crimes against property	37	44	17
Drug-related offenses	8	7	3
Alcohol and public-order offenses	4	6	2
Probation/parole violation	5	8	1
Other delinquent acts	5	5	5
Non delinquent reasons	23	6	66

Note: Percents may not total 100% because of rounding.

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

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

In 1983, among drug offenders in local jails —

- 64% had been convicted and were awaiting sentencing, awaiting transfer to a State or Federal prison, or serving a sentence in jail
- 36% were on trial, awaiting trial, or not yet arraigned.

Of prisoners released in 1983 from 11 States, 50.4% of those incarcerated for drug law violations were rearrested within 3 years, compared to 68% of property offenders, 59.6% of violent offenders, and 54.6% of public-order offenders. Of all prisoners released that year, 9.5% had a drug law violation as the most serious offense for which they had been incarcerated. Drug offenses accounted for 14% of new charges against all those rearrested. Of those drug law violators released from prison in 1983, 24.8% were rearrested within 3 years for a drug law violation.

Percent of drug law violators released from prison
in 1983 who within 3 years were —

	<u>Re- arrested</u>	<u>Re- convicted</u>	<u>Re- incarcerated</u>
Drug offenses	50.4%	35.3%	30.3%
Possession	62.8	40.2	36.7
Trafficking	51.5	34.5	29.4

Sources: *Drug law violators, 1980-86: Federal offenses and offenders. Profile of State prison inmates, 1986. Survey of youth in custody, 1987. Jail inmates 1983. Recidivism of prisoners released in 1983. Office of Juvenile Justice and Delinquency Prevention, as reported in the BJS Sourcebook of criminal justice statistics, 1988.*

Public opinion about drugs

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

<u>Date of poll</u>	<u>Drug abuse most serious problem</u>
January 1985	2%
May 1985	8
July 1986	8
April 1987	11
September 1988	11
May 1989	27

Gallup Poll respondents most often mentioned use of drugs as one of the biggest problems with which the schools in their communities had to deal. Giving that response in 1988 were —

- 30% of public-school parents
- 29% of non-public-school parents
- 34% of those with no children in school
- 32% of all surveyed.

In a 1987 Gallup Poll, 54% of youth 13-17 years old said drug abuse was one of "the biggest problems facing people" their age. That response was given much more often than others such as alcohol abuse (12%), teenage pregnancy (11%), peer pressure (10%), AIDS (5%), and problems with parents (2%).

In 1988, 38% of Gallup Poll respondents said they favored the death penalty for convicted drug dealers who had not been convicted of murder.

When asked about spending for various social problems, 71% of the respondents to a 1988 National Opinion Research Center (NORC) Poll said this country is spending too little to deal with drug addiction.

NORC has asked adults (age 18 and older) about legalization of marijuana since 1973. During that time those who say marijuana should be made legal —

- peaked at 30% in 1978
- fell to 17% in 1988.

College freshmen have been surveyed since 1968. In 1988, 19.3% of those surveyed agreed strongly or somewhat that marijuana should be legalized, down from a high of 52.9% in 1977. The 1988 response is similar to the 19.4% recorded in 1968, which increased gradually until the 1977 peak.

High school seniors have been surveyed each year since 1975. In —

- 1987, 15.4% felt using marijuana should be entirely legal, down from 34% feeling that way in 1977
- 1988, 78.6% reported worrying often or sometimes about drug abuse, up from 65.8% in 1977.

1988 high school seniors reporting they could obtain drugs fairly easily or very easily

Marijuana	85.0%
Amphetamines	63.9
Cocaine powder	50.3
Crack	42.1
Tranquilizers	49.1
Barbiturates	47.8
LSD	33.3
Heroin	28.0

The seniors were asked, "How harmful is the use of drugs?" The percents of those who answered by saying people are taking a "great risk" of harming themselves in regularly using the following were—

- marijuana/hashish, 77%, up from a low of 35% in 1978
- cocaine, 89.2%, up from a low of 68% in 1977 and 1978
- heroin, 88.8%, virtually stable since 1977
- LSD, 84.2%, up from 79.1% in 1977.

In 1988, Gallup Poll respondents were asked which strategies would do the most to "halt the drug epidemic in the U.S.":

- 47% said "educating young people and other nonusers about the dangers of drug abuse"
- 35% said "making it harder for illegal drugs to get into the country"
- 6% said "helping drug users obtain treatment to overcome their dependency"
- 13% volunteered "all" of the above
- 1% volunteered "none."

In 1988 a Gallup Poll asked what respondents felt would be the effect of legalizing drugs:

<u>Effect of legalization</u>	<u>Increase</u>	<u>Decrease</u>	<u>Stay about the same</u>
Increase or decrease:			
Drug use in public schools	65%	13%	19%
The number of addicts	61	8	28
The number of drug overdoses	60	12	24
Drug-related crime	49	27	20

Sources: *The Gallup report*; National Opinion Research Center data made available through the Roper Public Opinion Research Center; Alexander W. Astin et al., *The American freshman: Twenty year trends*; Lloyd D. Johnston, Jerald G. Bachman, and Patrick M. O'Malley, *Monitoring the future 1975-1988*; Lloyd D. Johnston, Patrick M. O'Malley, and Jerald G. Bachman, *Drug use, drinking, and smoking: National survey results from high school, college, and young adult populations 1975-1988*; all as reported in the BJS *Sourcebook of criminal justice statistics, 1988*.

Drug use in the general population

As reported in the 1988 BJS *Sourcebook of criminal justice statistics* —

- 47.2% of 1988 high school seniors reported having ever used marijuana/hashish
- 12.1% reported having ever used cocaine
- 1.1% reported having ever used heroin.

Reported illegal drug use of high school seniors, 1988

Drug	Used within the last:		Year	Used cocaine within the last:	
	12 months*	30 days		12 months*	30 days
Marijuana	33.1%	18.0%	1975	5.6%	1.9%
Inhalants	7.1	3.0	1976	6.0	2.0
Hallucinogens	5.8	2.3	1977	7.2	2.9
Cocaine	7.9	3.4	1978	9.0	3.9
Heroin	.5	.2	1979	12.0	5.7
Other opiates	4.6	1.6	1980	12.3	5.2
Sedatives	3.7	1.4	1981	12.4	5.8
Tranquilizers	4.8	1.5	1982	11.5	5.0
Stimulants	10.9	4.6	1983	11.4	4.9
			1984	11.6	5.8
			1985	13.1	6.7
			1986	12.7	6.2
			1987	10.3	4.3
			1988	7.9	3.4

*Including the last 30 days.

Reported marijuana use by high school seniors within the previous 12 months fell to 33% in 1988, the lowest level since the survey began in 1975; similarly, the 18% reporting such use within the last 30 days was also the lowest in the period.

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

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

*Including the last 30 days.

Reported recency of marijuana and cocaine use among college students, 1980-87

	1980	1981	1982	1983	1984	1985	1986	1987
Marijuana								
Daily within last month	7.2%	5.6%	4.2%	3.8%	3.6%	3.1%	2.1%	2.3%
Last month	34.0	33.2	26.8	26.2	23.0	23.6	22.3	20.3
Last year	51.2	51.3	44.7	45.2	40.7	41.7	40.9	37.0
Cocaine								
Daily within last month	.2	0	.3	.1	.4	.1	.1	.1
Last month	6.9	7.3	7.9	6.4	7.6	6.9	7.0	4.6
Last year	16.9	15.9	17.2	17.2	16.4	17.3	17.1	13.7

As reported in the 1988 BJS *Sourcebook of criminal justice statistics*, data from the 1985 *National Household Survey on Drug Abuse* show that marijuana and cocaine use are related to age:

Drug	Age of respondent		
	18-25	26-34	35+
Marijuana			
Last month	21.8%	16.9%	2.2%
Last year	36.9	25.1	2.3
Lifetime	60.3	58.6	15.9
Cocaine			
Last month	7.6%	6.1%	.5%
Last year	16.3	12.6	1.2
Lifetime	25.2	24.1	4.2

Sources: Lloyd D. Johnston, Patrick M. O'Malley, and Jerald G. Bachman, *Drug use, drinking, and smoking: National survey results from high school, college, and young adult populations 1975-1988*; National Institute on Drug Abuse, *National household survey on drug abuse: Main findings, 1985*; both as reported in the BJS *Sourcebook of criminal justice statistics, 1988*.

The cost of crime

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

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

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

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

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

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

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

Many of the justice expenditure graphs and figures were included in the *Report to the Nation on crime and justice* slides that were released during 1989.

In fiscal 1989 BJS collected 1988 justice expenditure and employment data from the 10,000 governments in the sample for this survey; these data will be published in fiscal 1990. BJS also completed publication of 1985 data by releasing detailed tables in the 160-page report, *Justice expenditure and employment in the U.S., 1985*.

The 1988 survey provided the "variable pass-through" (VPT) data used by the Bureau of Justice Assistance (BJA) to tell State governments how much of their anti-drug abuse grants they must make available to local governments as required by P.L. 90-351, as amended. BJS delivered the VPT data to BJA in September 1989, and began analysis of the VPT data for a technical report issued in fiscal 1990.

In the coming year, BJS will—

- publish a BJS Bulletin and a detailed findings report on the 1988 data
- plan for a survey to collect 1990 data
- begin field collection of the 1990 data for State governments and large local governments.

Other BJS surveys collect and publish expenditure data. During the year, the Law Enforcement Management and Administrative Statistics (LEMAS) project published—

- national estimated operating and per officer expenditures by type of agency and population served
- national estimated average salaries for different law enforcement positions by size of agency and type of agency
- overtime pay per department and per officer for large police departments
- per capita operating expenditures by city size for large police departments.

In previous years, the BJS corrections statistics program has collected and published cost data.

Economic cost of crime to victims

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

<u>Type of crime</u>	<u>Gross loss (millions)</u>
All crimes	\$14,835
Personal crimes	3,838
of violence	983
Rape	53
Robbery	404
Assault	525
of theft	2,855
Personal larceny:	
with contact	196
without contact	2,658
Household crimes	10,997
Burglary	3,873
Household larceny	1,506
Motor vehicle theft	5,617

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

*Source: Criminal victimization
in the United States, 1987*

Cost of the justice system

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

Government spending by activity

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

Government spending (including direct and intergovernmental expenditures):

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

Of each justice dollar—

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

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

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

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

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

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

Sources: Justice expenditure and employment, 1985. Justice expenditure and employment in the U.S., 1985.

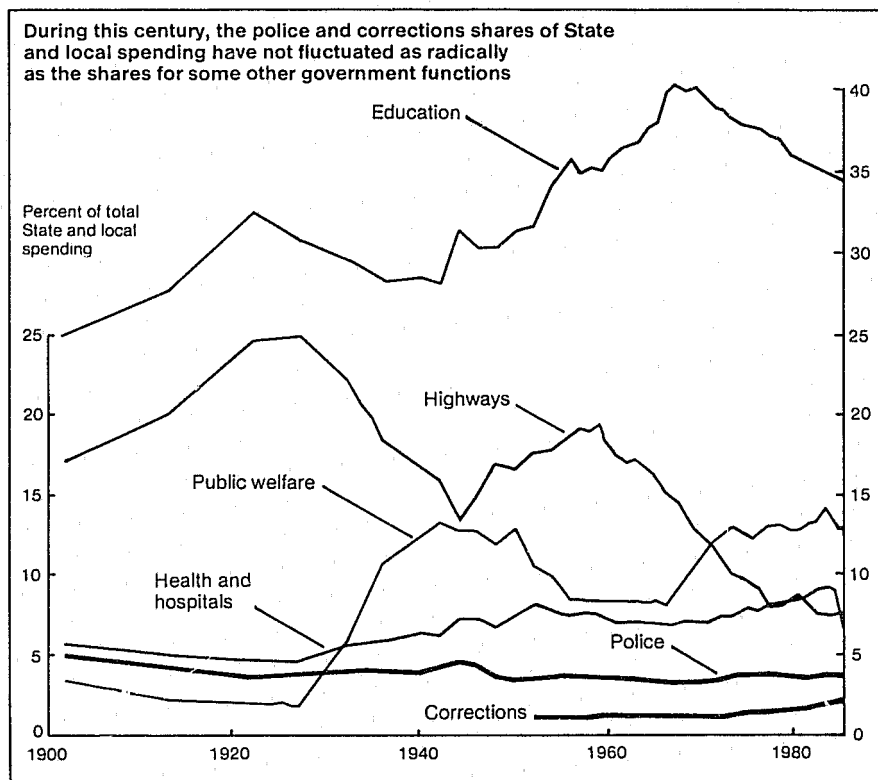
Trends in justice system spending

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

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

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

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



BJS reports on . . .

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

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

From 1971-85, justice expenditure increased by —

- 334% for all governments
 - 448% for State governments
 - 382% for County governments
 - 302% for the Federal government
 - 234% for municipal governments
- in actual dollars (not adjusted for inflation).

Source: Report to the Nation on crime and justice: Second edition. Justice expenditure and employment in the U.S., 1985.

Law enforcement pay and overtime

The average starting salary for an entry-level officer in local police departments ranged from \$13,768 in jurisdictions under 2,500 people to \$22,930 in jurisdictions with populations of 1 million or more. Average

starting salaries for sergeants ranged from \$17,464 in the smallest jurisdictions to \$35,273 in the largest. Police chiefs in cities with a population of 1 million or more had an average starting salary of \$72,821 and an average maximum salary of \$87,048.

Average annual salary range for selected positions in local police agencies, 1987

Population served	Average annual salary range for:			
	Entry-level officer	Senior patrol officer	Sergeant	Chief or equivalent
All sizes	\$16,833 - \$17,990	\$19,697 - \$21,672	\$22,696 - \$24,802	\$26,623 - \$29,003
1,000,000 or more	22,930 - 25,414	29,843 - 33,008	35,273 - 39,613	72,821 - 87,044
500,000-999,999	21,330 - 24,957	25,054 - 30,665	29,735 - 35,002	58,083 - 67,194
250,000-499,999	20,853 - 24,814	24,426 - 29,332	28,676 - 34,178	53,895 - 64,816
100,000-249,999	20,962 - 24,291	24,927 - 29,543	29,395 - 34,435	49,863 - 59,682
50,000-99,999	20,545 - 22,727	25,478 - 27,975	28,373 - 31,938	44,095 - 50,757
25,000-49,999	20,290 - 22,048	24,318 - 27,083	28,023 - 31,089	39,532 - 45,147
10,000-24,999	18,603 - 20,078	21,600 - 24,224	24,608 - 27,251	33,252 - 36,986
2,500-9,999	16,606 - 17,706	19,106 - 20,735	21,239 - 22,867	25,980 - 27,909
Under 2,500	13,768 - 14,214	15,348 - 16,591	17,464 - 18,455	18,503 - 19,242

Note: The first figure in a range is the average starting salary, and the second is the average top salary for that position.

Average annual salary range for selected positions in sheriffs' agencies, 1987

Population served	Average annual salary range for:			
	Entry-level officer	Senior patrol officer	Sergeant	Chief or equivalent
All sizes	\$15,562 - \$16,582	\$17,307 - \$19,022	\$19,636 - \$21,410	\$29,220 - \$29,905
1,000,000 or more	22,697 - 27,622	28,419 - 33,229	33,769 - 39,446	61,795 - 64,424
500,000-999,999	19,557 - 23,722	24,138 - 28,088	26,937 - 32,298	49,012 - 52,576
250,000-499,999	18,239 - 21,525	21,676 - 25,897	25,012 - 29,496	45,767 - 47,468
100,000-249,999	16,583 - 18,043	19,936 - 23,234	22,733 - 26,450	37,955 - 39,501
50,000-99,999	15,768 - 17,100	18,142 - 20,378	20,707 - 23,374	31,855 - 32,866
25,000-49,999	15,565 - 17,397	17,331 - 18,801	19,337 - 20,840	28,951 - 29,367
10,000-24,999	14,582 - 15,119	15,782 - 16,817	18,269 - 19,155	26,601 - 27,037
Under 10,000	14,411 - 14,765	15,719 - 16,796	16,910 - 17,779	23,273 - 23,589

Note: The first figure in a range is the average starting salary, and the second is the average top salary for that position.

BJS reports on . . .

Municipal police departments in cities with a population of 250,000 or more required an average of nearly 180,000 hours of overtime work from their full-time sworn personnel during fiscal year 1987. The average number of overtime hours required by departments was greatest in cities with a population of 1 million or more (730,792 hours) and was least in cities in the 250,000 to 349,999 range (37,723 hours). However, when the number of officers in a department is accounted for, the differences between population groups change. Departments in cities of 1 million or more had the lowest overtime requirement per officer (66 hours). The highest average was 92 overtime hours per officer for cities in the 500,000 to 999,999 range.

The cost of overtime pay for municipal departments in cities with a population of 1 million or more averaged nearly \$18 million for fiscal year 1987. For all departments serving a population of at least 250,000, the average cost for overtime pay was about \$4 million. On the average, an officer earned slightly more than \$1,500 in overtime pay during fiscal year 1987.

Sources: Profile of State and local law enforcement agencies, 1987. Police departments in large cities, 1987.

Overtime hours and pay for full-time sworn officers in large city police departments, 1987

<u>Population served</u>	<u>Average number of overtime hours worked during year</u>		<u>Average amount of overtime pay earned during year</u>	
	<u>Per department</u>	<u>Per officer</u>	<u>Per department</u>	<u>Per officer</u>
Total	179,956 hrs.	77.7 hrs.	\$4,014,657	\$1,562
1,000,000 or more	730,792 hrs.	66.0 hrs.	\$17,692,776	\$1,536
500,000-999,999	180,166	91.5	3,632,126	1,818
350,000-499,999	61,747	70.9	1,146,989	1,342
250,000-349,999	37,723	79.2	775,074	1,606

Note: Table does not include data from departments in the following cities: Baltimore, Birmingham, Jacksonville, Minneapolis, Newark, Oklahoma City, Omaha, Pittsburgh, and San Diego.

The public response to crime

The public response to crime includes—

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

The National Crime Survey (NCS) measures the extent to which victims have reported crimes to the police and their reasons for reporting or not reporting; each year BJS releases these major justice indicators. In fiscal 1989 BJS released new data from the redesigned National Crime Survey on the types of self-protective measures victims took during the crime in *The redesigned National Crime Survey: Selected new data* (BJS Special Report, January 1989).

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

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

Victim's defensive measures

Approximately 73% of all the violent crime victims from July 1986 through June 1987 reported taking some type of defensive measure, such as resisting or trying to capture the assailant (32% of all instances in which protective measures were attempted), running away or hiding (26% of such attempts) or trying to talk to or otherwise appease the attackers (26%).

Of the victims who took defensive measures, about 60% felt that their actions had a positive effect. However, 7% of the victims who took protective measures said their actions worsened the situation, 6% said their defensive steps had both positive and negative effects, and 13% indicated that their actions neither helped nor hurt.

Robbery victims without a weapon were somewhat more likely than assault victims to attack the offender (24% vs. 19%). For crimes with self-protection, assault victims were more likely than robbery victims to take the less aggressive actions of persuading or appeasing the offender. Aggravated assault victims were more likely than robbery or simple assault victims to run away or hide.

Rape victims taking self-protective measures were more likely than victims of other types of violent crimes to scare or warn the offender or to persuade or appease the offender.

About three-fourths of those who reported that the self-protective measures they took hurt the situation indicated that their actions made the offender angrier or more aggressive; and about 1 in 6 such victims felt their actions made the situation worse by causing injury or greater injury.

Other persons, such as additional victims, family members, or bystanders, were present in about 69% of violent crimes. In 36% of the violent crimes where others were present, the victim reported that actions taken by other persons helped the situation.

The information currently available on the outcomes of self-protection should not be used to recommend whether or not victims should defend themselves or to determine the measures that are most effective.

Source: The redesigned National Crime Survey; Selected new data.

Reporting crime

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

- The crimes most serious in terms of injury or economic loss are the ones most likely to be reported; nearly half the NCS violent crimes are reported, but only about a fourth of the personal crimes of theft and two-fifths of household crimes are reported.
- The crimes (excluding murder) most frequently reported are motor vehicle theft (73% in 1988), aggravated assault (54%), and robbery (57%).

NCS respondents saying they reported the incident to the police grew from 32% in 1973 to 36% in 1988.

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

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

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

*Sources: Criminal victimization, 1988.
Reporting crimes to the police.*

Fear of crime

As presented in the 1988 BJS *Sourcebook of criminal justice statistics*, 84% of high school students surveyed in 1988 said they worried "often" or "sometimes" about crime and violence. More females (92%) than males (76%) reported such worries.

More high school students were worried about crime and violence (84%) in 1988 than about —

- drug abuse, 79%
- hunger and poverty, 64%
- chance of nuclear war, 57%
- economic problems, 56%
- race relations, 53%
- pollution, 45%
- using open land for housing or industry, 29%
- population growth, 28%
- energy shortages, 25%
- urban decay, 20%.

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

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

The *Sourcebook* also presented the results of National Opinion Research Center polls for 1973 to 1988. Respondents were asked if there was an area within a mile around their home where they would be afraid to walk alone at night. They responded:

	<u>Yes</u>	<u>No</u>
1973	41%	59%
1974	45	55
1976	44	56
1977	45	54
1980	43	56
1982	47	53
1984	42	57
1985	40	59
1987	38	61
1988	40	59

Sources: Lloyd D. Johnston, et. al, *Monitoring the future, 1975-88*; Media General/Associated Press Poll; National Opinion Research Center data made available through the Roper Public Opinion Research Center; all as presented in the BJS *Sourcebook of criminal justice statistics, 1988*.

Public confidence in the criminal justice system

As presented in the 1988 *BJS Sourcebook of criminal justice statistics*, 86% of the respondents to a 1988 Gallup Poll rated the honesty and ethical standards of policemen as average or higher than average. Similar ratings were given when the same question was asked in 1977, 1981, 1983, and 1985.

The 1988 *Sourcebook* presented the results of a 1988 poll by the National Opinion Research Center (NORC). It asked respondents to a national survey, "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?" They responded as follows:

Too harshly	4%
Not harshly enough	82
About right	10
Don't know	5

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

- courts and justice system declined from 30% in 1975 to 23% in 1988
- police and other law enforcement agencies declined from 38% in 1975 to 30% in 1988.

Sources: Gallup Poll, the National Opinion Research Center polls, and Lloyd D. Johnston, et al., Monitoring the future, 1975-88; all as presented in the BJS Sourcebook of criminal justice statistics, 1988.

Law enforcement

After several years of development and study, data collection for the first Law Enforcement Management and Administrative Statistics (LEMAS) survey was completed and results were published in fiscal 1989. LEMAS data include—

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

LEMAS is expected to collect core information every few years from a sample of some 3,000 law enforcement agencies, supplemented by questions on specific topics such as lockup use, use of deadly force, and police chief longevity. The first LEMAS survey covered 1987. Plans are well underway for the 1990 LEMAS survey.

Methodological development of LEMAS included—

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

Two reports were released in fiscal 1989 based on data from the first Law Enforcement Management and Administrative Statistics survey. *Profile of State and local law enforcement agencies, 1987* (BJS Bulletin, March 1989) provided representative national data from a sample of local police agencies and sheriffs' departments, plus data from the primary State police agency.

The second LEMAS report, *Police departments in large cities, 1987* (BJS Special Report, August 1989) provided data on the 59 general purpose municipal police departments in cities with a 1987 population of 250,000 or more.

Nationally, State and local law enforcement agencies employed 757,508 persons during fiscal 1987, of whom 555,364 were sworn officers. The proportion of civilian employees ranged from 24% in local police agencies to 32% in sheriffs' agencies and State

police departments. Female representation was 12.5% of sworn employees in sheriffs' agencies, 7.6% in local police agencies, and 4.2% in State police departments. Thirty-four of the nearly 12,000 local police agencies employed more than 1,000 sworn officers each, but more than half had fewer than 10 sworn officers and nearly 1,000 employed only 1 full-time sworn officer.

Police departments in 59 cities with a 1987 population of 250,000 or more employed an average of 2.3 sworn officers per 1,000 residents and 15 sworn officers per square mile in 1987. These figures were virtually unchanged from 10 years earlier, despite a 22% increase in UCR index crimes (43% for violent crimes only) during the same time period.

Sworn officers in these departments worked an average of 78 hours of overtime each during 1987, resulting in an average cost of \$4 million in overtime pay for each department.

**Race and sex of sworn personnel
in State police agencies, 1987**

	Percent of sworn employee		
	Total	Male	Female
Total	100.0%	95.8%	4.2%
White	88.7%	85.1%	3.6%
Black	6.5	6.1	.4
Hispanic	3.8	3.7	.2
Other	.9	.8	--

Note: Table includes both full-time and part-time employees. Breakdown of blacks and whites does not include Hispanics. "Other" includes American Indians, Alaska Natives, Asians, and Pacific Islanders. Detail may not add to total because of rounding.
-- Less than .05%.

An average of 1,100 hours of training was required for each new police officer, with 62% of these hours in the classroom and 38% in the field.

An average of 9% of the full-time sworn officers were female, 14% were black, and 8% were Hispanic.

Sources: Profile of State and local law enforcement agencies, 1987. Police departments in large cities, 1987.

**Special pay for full-time sworn
officers in 59 large city police
departments, 1987**

Population served	Percent of departments paying full-time sworn officers for:		
	Hazardous duty	Shift differential	Educational incentive
Total	44.1%	54.2%	50.8%
1,000,000 or more	25.0%	50.0%	37.5%
500,000-999,999	60.0	80.0	40.0
350,000-499,999	38.1	42.9	61.9
250,000-349,999	46.7	46.7	53.3

**Residency requirements for new
officers in 59 large city police
departments, 1988**

Population served	Percent of departments with residency requirements		
	Total	Within city limits	Within specified distance of city
Total	59.3%	44.1%	15.3%
1,000,000 or more	62.5%	37.5%	25.0%
500,000-999,999	86.7	73.3	13.3
350,000-499,999	42.9	38.1	4.8
250,000-349,999	53.3	26.7	26.7

Note: Detail may not add to total because of rounding.

Characteristics of State and local law enforcement agencies

Most of the approximately 12,000 local police agencies (89%) were serving a population of less than 25,000 during 1987; however, 13 agencies (.1%) served populations of 1 million or more.

The level of participation in 911 emergency telephone systems by local police agencies varied greatly according to the size of the population served. A majority of agencies serving jurisdictions of 50,000 or more had 911 service; however, relatively few of the smaller agencies had access to a 911 network. This does not necessarily mean that the citizens served by these agencies do not have any 911 service, because it might be available through another source.

Local police agency participation in 911 emergency telephone system, 1987

<u>Population served</u>	<u>Percent of agencies with 911 service</u>
Total	31.7%
1,000,000 or more	76.8%
500,000-999,999	72.3%
250,000-499,999	88.1
100,000-249,999	79.5
50,000-99,999	56.4
25,000-49,999	48.1
10,000-24,999	40.3
2,500-9,999	33.3
Under 2,500	20.0

About 85% of the agencies serving a population of 1 million or more reported the operation of a temporary holding or lockup facility for arrested persons. Lockups were in operation in about 20% of the agencies serving a population of less than 10,000.

Two-thirds of the agencies with 135 or more sworn employees reported that they had authorized collective bargaining for their employees.

Consistent with the finding that most local police employees in the United States are involved in traditional police work (field operations), more than 90% of the agencies reported having primary responsibility for patrol, traffic enforcement, accident investigation, crime investigation, fingerprinting, and communications. About half of all agencies also reported being responsible for animal control, and about a fourth had primary responsibility for emergency medical services in their communities. Few agencies in large jurisdictions were responsible for animal control, but most of these agencies did report responsibilities such as training academy operation, laboratory testing of substances, and ballistics work.

Most sheriffs' agencies are local law enforcement agencies organized at the county level, usually exercising their functions within unincorporated areas and operating the county jail. The number of sheriffs' agencies nationwide was about a fourth of the number of local police agencies.

BJS reports on . . .

Like local police agencies, most sheriffs' agencies reported they had primary responsibility for crime investigations, communications and dispatch, patrolling, traffic enforcement, and accident investigations. Sheriffs' agencies also performed various special functions. Most frequently mentioned were civil process-serving (97.1%),

court security (93.3%), and jail operations (89.3%). Responsibility for animal control (46.2%) and civil defense (52.4%) was frequently mentioned by those agencies serving populations under 10,000. As was the case with local police agencies, the largest sheriffs' agencies frequently mentioned training academy operation, laboratory testing of substances, and ballistics work as important responsibilities.

Selected characteristics of State police agencies, 1987

Characteristic	Percent of agencies
Special functions	
Training academy operation	77.6%
Ballistics work	49.0
Laboratory testing for drugs	46.9
Emergency medical services	34.7
Civil defense	24.5
Court security	4.1
Civil process-serving	2.0
Animal control	2.0
Jail operations	0
Participation in 911 emergency phone system	46.9%
Operation of lockup facilities	
No lockup	87.8%
Lockup	12.2
One lockup	2.0
More than one lockup	10.2
Type of computer used	
Mainframe	91.8%
Personal	89.8
Minicomputer	57.1
Educational requirements for new recruits	
High school diploma	89.8%
Some college*	8.2
Bachelor's degree	2.0
Authorization of employee collective bargaining	49.0%

Note: Special functions are those functions that go beyond such traditional law enforcement functions as traffic enforcement, accident investigation, crime investigation, patrol, fingerprinting, and communications.

*Amounts reported ranged from 1 to 2 years.

Perhaps owing to their greater responsibility for jail operations, sheriffs' agencies were much less likely than local police agencies to operate a temporary holding or lockup facility separate from a jail. Only 4.4% reported operating such a facility, although about 1 in 5 agencies serving a population of 250,000 or more had at least one lockup.

In addition to traffic enforcement, patrol, accident investigation, and other traditional law enforcement functions, many State police agencies were responsible for the operation of training academies (77.6%), ballistics work (49.0%), and laboratory testing of substances (46.9%). About a third of the agencies had primary responsibilities relating to emergency medical services, and about a fourth had civil defense responsibilities. No State police agency reported the operation of a jail during 1987, and only one or two had responsibilities relating to court security, civil process-serving, or animal control.

Selected characteristics of large local law enforcement agencies, by type of agency, 1987

<u>Characteristic</u>	<u>Percent of agencies</u>	
	<u>Police</u>	<u>Sheriffs*</u>
Type of computer used		
Mainframe	84.8%	88.6%
Personal	78.7	87.7
Minicomputer	51.3	49.0
Educational requirements for new recruits		
High school diploma	89.9%	91.9%
Some college	9.5	5.6
Bachelor's degree	.3	0
Authorization of employee collective bargaining		
	67.2%	52.9%

Note: Table excludes agencies with fewer than 135 sworn personnel.

*Amounts reported ranged from 1 to 2 years.

Almost half of State agencies were participating in a 911 emergency telephone system, while about an eighth were operating at least one lockup facility. Like other general purpose law enforcement agencies, most State police agencies used mainframes (91.8%) and personal computers (89.8%) during 1987.

All departments in the 59 largest cities were operating a special unit for community crime prevention, and more than three-fourths of them had special units for child abuse, drug education in schools, and missing children.

BJS reports on . . .

Other findings based on these 59 city police departments include:

- The departments operated an average of 693 land vehicles, including 315 marked cars and 251 unmarked cars.
- A fifth of the departments were operating at least one fixed-wing aircraft, half were operating at least one boat.
- Over 93% of all regularly scheduled patrol hours were allocated to motorized units, and 70% of the patrol hours were assigned to one-officer motorized units.
- About 44% of the departments operated at least one lockup facility separate from a jail and had a median total capacity of 58.
- All departments reported extensive use of computers, and at least 75% of the departments maintained computer files on arrests, calls for service, stolen property, warrants, criminal histories, payroll or personnel, and Uniform Crime Reports.

Source: Profile of State and local law enforcement agencies, 1987. Police departments in large cities, 1987.

Type of regularly scheduled police patrols in 59 large city police departments, 1987

Population served	Average percent of total patrol hours allocated to:					
	Motorized patrol units			Foot-patrol units		
	Total	One-officer	Two-officer	Total	One-officer	Two-officer
Total	93.8%	70.3%	23.5%	8.2%	5.4%	.8%
1,000,000 or more	90.0%	45.9%	44.1%	10.0%	8.6%	1.4%
500,000-999,999	95.5	67.6	27.9	4.6	3.2	1.4
350,000-499,999	95.1	78.9	18.2	4.9	4.7	.2
250,000-349,999	92.6	74.1	18.5	7.4	6.7	.7

Note: Table based on regularly scheduled shifts for the week of June 15, 1987. Actual allocation of patrol hours may be different on any given day. Totals may not add to 100% because of rounding.

Adjudication and sentencing

Policymakers and the public are concerned about —

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

Of major importance in fiscal 1989 were —

- a refinement of the sample design for the National Judicial Reporting Program to yield more accurate national estimates of the characteristics and sentences received by felons convicted in State courts
- continued methodological development of national data on pretrial release.

The development of the pretrial statistics program is described in detail in the "BJS new initiatives" section of this report.

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

- It collects data on case attrition, guilty pleas, final dispositions, and case-processing time.
- Its first report under the new design, *The prosecution of felony arrests, 1986*, was published in fiscal 1989. It included data on 28 jurisdictions. The second report, submitted in 1989, gives full details on felony case processing for 39 jurisdictions. It is scheduled for publication in fiscal 1990.
- It underwent a redesign effort that will yield more current data — instead of tracking arrests forward, the project started with cases disposed in 1986.
- It launched a new sample design that will provide representative data on the Nation's 200 largest counties.

In fiscal 1989 BJS published *Felony sentences in State courts, 1986* (February 1989). The report presents the results of the first national survey from the new National Judicial Reporting Program (NJRP) on felons sentenced in 1986. The main purpose of the NJRP is to begin to close a gap in American criminal justice statistics. Until now no nationally representative data have been available describing the number of persons convicted of felonies in State courts and the sentences they receive. By contrast, national data on criminal offenses, arrests, and correctional populations have existed for many years.

The report focuses on felons sentenced in 1986 by State courts in 100 sample counties where felony cases were heard. The sample included a large fraction of the 75 largest counties, which account for about half of the Nation's reported crime. Only offenses defined as felonies by State penal codes are included. The report provides, for the Nation and the 75 largest counties, estimates of the number of persons convicted and the sentences they received for each of eight crime categories. Crime categories are murder (including nonnegligent manslaughter), rape, robbery, aggravated assault, burglary, larceny, drug trafficking, and all other felonies.

In fiscal 1989 BJS began data collection on the 1988 National Judicial Reporting Program. Data collection began in August and will continue in fiscal 1990. Topics covered include the number of felons sentenced in 1988; their conviction offenses, whether felons sentenced pled guilty or were convicted by trial, the sentences they received, and demographic characteristics of convicted felons. Topics selected for analysis in fiscal 1990 from the NJRP statistical series include:

- demographic characteristics of felons convicted in 1986
- felony case processing in 1986
- felons sentenced to probation in 1986.

During the year BJS continued with plans for a survey of the Nation's prosecutors. A preliminary questionnaire designed to obtain data on prosecutor caseload, office organization, and conviction rates was developed. A pretest of the instrument is planned for fiscal 1990 and a full-scale data collection will commence in late fiscal 1990 or early fiscal 1991.

In fiscal 1989 BJS continued analyzing Offender-Based Transaction Statistics (OBTS) data from States having such systems:

- OBTS follows offenders from arrest through final disposition.
- In fiscal 1989 BJS completed analysis and published findings from State OBTS data in *Criminal cases in five States, 1983-86* (BJS Special Report, September 1989).

This is the first OBTS report to describe trends and includes data from five States that contributed data throughout the 4-year period.

Felony courts

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

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

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

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

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

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

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

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

Source: State felony courts and felony laws.

*The term court, as used here, should not be confused with courthouses or courtrooms. As used here, a court referred to a court system, such as a circuit court system.

Civil and criminal cases filed and disposed

In fiscal 1989 preliminary work began on compiling a limited database on civil justice issues. Data on tort litigation were collected from 38 large urban court systems. About 14,850 new tort cases were filed during a 1-month period in 1988 in the 38 general jurisdiction courts. This is equivalent to 36.8 cases per 100,000 population residing in the counties served by those courts:

- Automobile torts represented about 46% of the total tort filings.
- Most tort cases (76%) were concluded without a trial. These cases were disposed by pretrial dismissals, withdrawal of the claims, out-of-court settlements, or resolution by arbitration.
- Of those cases disposed by trial, the median damage award was \$22,315.
- On average, award amounts determined by judges were lower than those decided by juries.

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

- Eighteen counties each had more than 10,000 felony filings.
- Half the counties in the Nation had fewer than 100 filings each.
- No felony cases were filed in 32 sparsely populated counties.

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

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

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

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

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

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

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

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

Sources: Tort Litigation in the State Courts, National Center for State Courts, September 1989. State felony courts and felony laws. The Federal civil justice system.

Prosecution of felony offenders

Differences in local laws, agencies, resources, standards, and procedures result in varying responses to crime. For example, among 13 jurisdictions supplying data for 1987 —

- one rejects no cases prior to filing because the police file cases directly with the court
- the rejection rate ranged from 2% to 35% in the other jurisdictions.

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

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

Most felony arrests do not result in a trial:

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

Evidence-related deficiencies and witness problems —

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

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

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

However, few cases are brought to trial. Only 3 of every 100 arrests went to trial in 1987, whereas 55 resulted in a guilty plea.

Most trials by jury result in conviction:

- Based on 1987 data from 32 jurisdictions, an average of 75% of the felony cases that went to trial resulted in conviction.
- The rates in jurisdictions ranged from 57% to 88%.

Source: The prosecution of felony arrests, 1987

Indigent defense

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

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

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

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

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

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

Source: Criminal defense for the poor, 1986.

Federal pretrial release and detention

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

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

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

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

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

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

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

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

Sentencing practices

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

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

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

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

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

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

● *Emergency crowding provisions.* These are policies that relieve prison crowding by systematically making certain inmates eligible for early release.

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

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

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

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

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

Sentencing felony offenders

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

Percent of convicted felons sent to prison nationwide, 1986

Murder	92%
Rape	75
Robbery	76
Burglary	53
Aggravated assault	45
Larceny	40
Drug trafficking	37
Other felonies	36

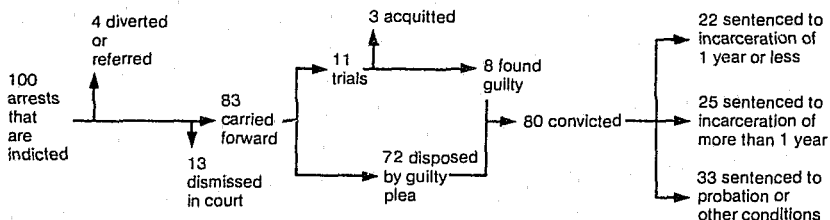
Straight probation accounted for about one-third of felony sentences in the 28 jurisdictions studied. About 59% of felons convicted in 1986 were white and 40% were black. Other races (American Indian,

Alaskan Native, Asian or Pacific Islander) made up the remaining 1%.

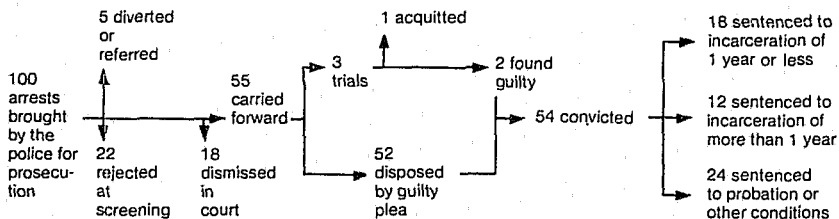
Results from the National Judicial Reporting Program indicate that in 1986 State courts nationwide convicted about 583,000 persons of a felony — 507,000 (87%) were men and 76,000 were women. About 103,000 men and 7,000 women were convicted of a violent felony:

- The average age of convicted felons was 29 years.
- Males were more likely than females (49% versus 30%) to have received a prison sentence.
- Men sentenced to prison had an average sentence length of 7 years, while women had an average prison sentence of 5 years.

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



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



Felons convicted of multiple felonies are more likely to receive a longer prison sentence:

- A nationwide study of felons sentenced in 1986 showed that 41% of felons convicted of a single offense received prison sentences averaging 65 months.
- 58% of felons convicted of two offenses were sentenced to an average term of 92 months.
- 66% of felons convicted of 3 or more offenses were sentenced to an average term of 140 months.

According to a BJS study of Offender Based Transaction Statistics (OBTS) for five States over the 4-year period 1983-86 —

- the number of persons arrested per year for a felony increased 18%
- the number of persons prosecuted and the number convicted both rose 17%
- the number of persons sentenced to incarceration went up 28%
- among the four major types of crime analyzed (violent, property, drug and public-order offenses), drug offenses showed the largest increases and property offenses the smallest
- increases among drug offenses as a group were 52% for arrests, 61% for prosecutions, 71% for convictions, and 104% for sentences to incarceration.

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

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

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

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

Of Federal offenders convicted in calendar 1987, 53% were sentenced to prison terms.

The average Federal prison sentence for offenders receiving regular prison sentences was 55.2 months.

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

Sources: *Profile of felons convicted in State courts, 1986. Felony sentencing in 28 local jurisdictions. Prisoners in 1987. Sentencing and time served: Federal offenses and offenders. Federal criminal cases, 1980-87.*

Prosecution and sentencing of white-collar offenders

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

The conviction rate was —

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

Persons arrested for white-collar crimes and subsequently convicted (although not necessarily for white-collar crime) in State and local courts were —

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

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

U.S. attorneys filed criminal cases against —

- 55% of the white-collar suspects — the same filing rate as for non-white-collar offenses
- 79% of the tax fraud suspects — the highest rate
- 65% of the regulatory offense suspects.

In 1985, 10,733 persons were convicted of Federal white-collar crimes, an increase of 18% over 1980. The conviction rate was —

- 85% for white-collar defendants
- 78% for all other Federal criminal defendants.

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

Persons convicted of —

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

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

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

Corrections

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

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

In fiscal 1989, data collected during the 1983 quinquennial National Jail Census received further analysis. Detailed findings were published in five volumes, one for each region and a summary volume (November 1988). Findings were presented by individual institutions.

Jail inmates 1987 (BJS Bulletin, December 1988) released data from the annual jail sample survey that provides basic counts of jail populations in years when the quinquennial jail census is not conducted.

The National Prisoner Statistics (NPS) series dates back to 1926. It provides yearend and midyear counts, by jurisdiction, of prisoners in State and Federal institutions. *Prisoners in 1988* (BJS Bulletin, April 1989) and a September 1989 press release document the continued growth in the Nation's prison population. The number of persons in State and Federal prisons reached the record high of 673,565 by June 30, 1989.

Also released during the year was the detailed report, *Correctional populations in the United States, 1986* (BJS Final Report, February 1989).

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

The annual *Probation and parole 1987* (BJS Bulletin) was released in November 1988. At yearend 1987, more than 2.2 million adults were on Federal or State probation and more than a third of a million were on parole.

During fiscal 1989 BJS published *Children in custody, 1975-85: Census of public and private juvenile detention, correctional, and shelter facilities*. This detailed report provided a broad overview of trends and statistical data on the characteristics of the residents and facilities. Between 1975 and 1985 the number of juveniles in custody increased 12%, from 74,270 to 83,402.

The Corrections Statistics Program also reports separately on State prisoners sentenced to execution. *Capital punishment 1988* (BJS Bulletin, July 1989) provided a detailed overview across the States, a review of related Supreme Court activity

during the year, and information on persons sentenced to death and executed during the year. It reported that 104 executions had taken place in 12 States since January 1977, and 2,124 persons were under sentence of death in 34 States at yearend 1988.

The Corrections Statistics Program issued nine reports in fiscal 1989. In addition to the annual corrections reports, these topical reports are planned for fiscal 1990.

- victims of prison inmates
- prison disciplinary violations
- census of local jails, 1988
- prison admissions and releases, 1985
- survey of jail inmates, 1989.

Adult correctional populations

An estimated 3.4 million adult men and women were under some form of correctional supervision at yearend 1987 — equivalent to 1 in 53 U.S. residents age 18 and older. This total adult correctional population is 6.8% larger than in 1986 and 40% larger than in 1983.

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

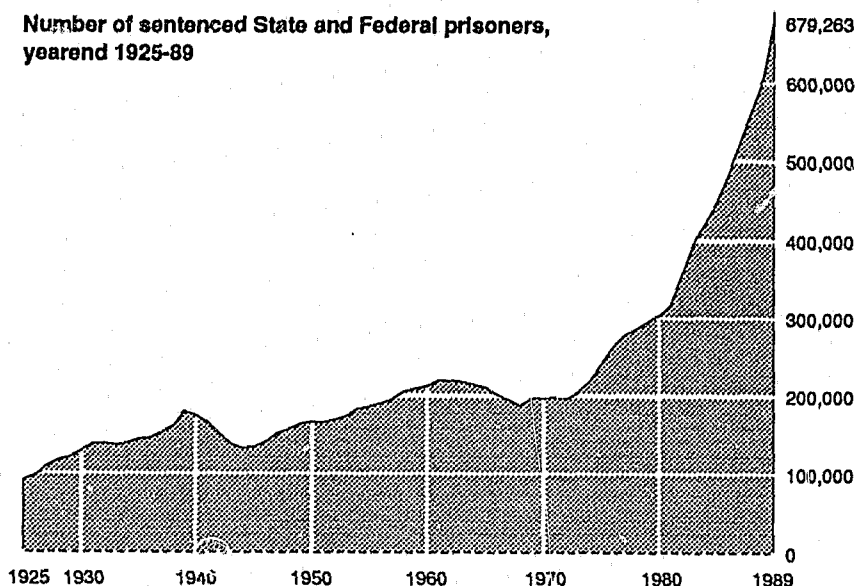
Total	3,460,960	100.0%
Probation	2,242,053	64.7
Parole	362,192	10.5
Prison	562,823	16.3
Jail	294,092	8.5

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

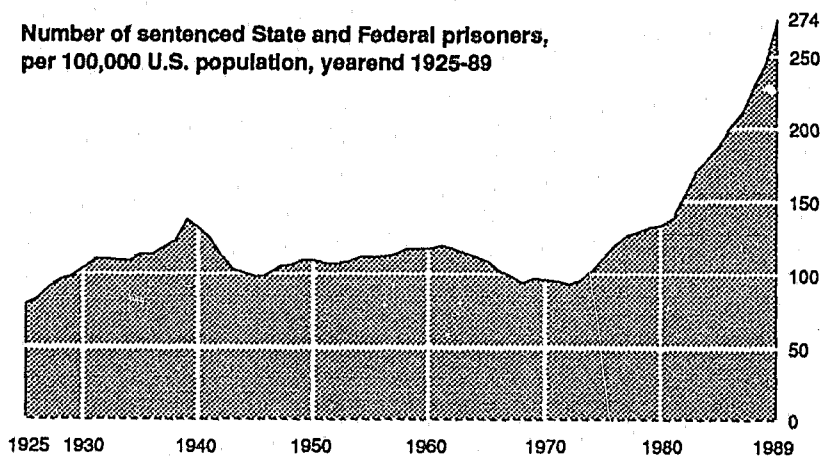
- parolees increased by 47%
- probationers by 42%
- prisoners by 33%
- jail inmates by 33%.

In the first 6 months of 1989 the Nation's Federal and State prison population grew by 7.3%. The 6-month gain exceeded the largest *annual* increase ever recorded during the 64 years the government has counted prisoners. This growth more than doubled *last year's* demand for new prison beds. The 1988 increase was equivalent to the need for 800 additional beds a week. At midyear 1989, the growth translated to almost 1,800 additional beds a week.

**Number of sentenced State and Federal prisoners,
yearend 1925-89**



**Number of sentenced State and Federal prisoners,
per 100,000 U.S. population, yearend 1925-89**



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

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

On June 30, 1989, 5.4% of all prison inmates were women, the highest percent since recordkeeping began in 1926. In the first half of 1989 the female prison inmate population grew by 13.0% vs. 7.0% for males. Since 1980 the number of female inmates grew from 13,420 to 36,855, a 175% increase. The number of male inmates grew from 316,401 to 636,710, a 101% increase.

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

Sources: Probation and parole 1987. Historical statistics on prisoners in State and Federal Institutions, yearend 1925-86. BJS press release, Prisoners at Midyear 1989, September 10, 1989. Prisoners in 1988.

Prison and jail crowding

Crowding is a serious problem for many localities and States:

- The Nation's prisons are operating at between 9% and 25% above capacity.
- Most State prison systems and the Federal system are filled beyond reported capacity.
- To relieve crowding many States have provisions for sentence reductions, roll-backs, early releases, and other mechanisms to reduce prison populations.
- 17 States said that 14,314 prisoners were backed up in local jails because their prisons have no room for them.

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

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

Over three-fourths of the Nation's jail population in 1987 was housed in the jails of 358 jurisdictions, each with an average daily population of at least 100 inmates.

In 1987 about 44% of these jurisdictions held inmates for State, Federal, or other

local authorities because of crowding elsewhere. Overall, BJS estimates that the Nation's jails were operating at 98% of rated capacity in 1987.

In jurisdictions that have large jail populations, occupancy exceeded rated jail capacity by 8% in 1986 and by 11% in 1987. In 1987, 28% of the jurisdictions were under court order to reduce the number of inmates they housed.

Among jurisdictions under court order to improve one or more conditions —

- 84% were cited for crowded living units
- 56% for inadequate recreation facilities
- 52% for deficient medical facilities/services.

About 1 in 4 jails in jurisdictions that have large jail populations reported that they were under court order to reduce population and to improve one or more conditions of confinement.

About 41% of the jurisdictions that have large jail populations reported inmate deaths in 1987, up from 33% in 1986.

The most common cause of death in large jails in the year ending June 30, 1987, was natural causes. Of the 312 inmate deaths in 1987 —

- 55% were by natural causes
- 36% were suicides
- 4% were by accidents from undetermined causes
- 5% were from injuries caused by another person.

Characteristics of prison and jail inmates

Of State prison inmates in 1986 —

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

In 1989 about 5.4% of the Nation's Federal and State prisoners were women. They numbered 36,855 among the Nation's prisoners at midyear 1989, increasing at a faster rate during the first half of the year (13.0%) than males (7.0%). Yet the incarceration rate for males (506 per 100,000 resident males) was about 19 times higher than for sentenced females.

In 1987 the estimated jail population was made up of —

- 57% whites
- 42% blacks
- about 1% other races (Native Americans, Aleuts, Asians, and Pacific Islanders).

Among local jail inmates in 1987 —

- 52% were awaiting trial or on trial
- the others were convicted offenders who will either serve their sentence in jail (usually for less than 1 year) or will be transferred to a State prison.

Sources: Prisoners in 1988, Population density in State prisons. Jail inmates 1987.

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

Burglary	18 %
Robbery	14
Public-order offenses (including DWI)	13
Murder/attempted murder	10
Assault	9
Larceny	9
Drug offenses	8
Fraud/forgery/embezzlement	6
Rape/sexual assault	4
Other property crimes	3
Other violent crimes	3

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

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

Sources: *Profile of State prison inmates, 1986. Jail inmates 1983. Jail inmates 1987.*

Characteristics of juveniles in long-term facilities

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

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

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

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

Of the juveniles —

- 93.0% were male
- 52.5% were white
- 41.4% were black
- 6.1% were American Indians, Asians, Alaska Natives, or Pacific Islanders

● **14.5% were Hispanic.**

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

Many of these juveniles had long criminal histories:

- Almost 43% had been arrested more than 5 times.
- More than 20% had been arrested more than 10 times.
- Almost 60% said they had been committed to a correctional institution at least once before their current confinement.

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

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

Source: Survey of youth in custody, 1987.

Persons in jail for drunk driving

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

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

Of the convicted drunk drivers —

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

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

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

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

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

Between 1970 and 1986 —

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

In 1986 an estimated 1.8 million people age 16 and older were arrested for driving under the influence of alcohol or other intoxicants. In 1983, the peak year —

- there were an estimated 1.9 million such arrests (1 for every 80 drivers)
- the arrest rate was highest for persons age 21 (1 arrest for every 39 licensed drivers of that age).

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

Source: Drunk Driving

Time served in prison and on parole

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

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

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

Offense	Time in confinement	
	Months*	Percent
All	17	45.4%
Violent offenses	28	50.5
Murder	78	42.2
Manslaughter	32	50.2
Rape	44	50.7
Other sexual assault	26	43.6
Robbery	30	52.4
Assault	22	51.4
Kidnaping	31	51.8
Other violent	16	48.7
Property offenses	15	44.0
Burglary	17	44.2
Arson	19	39.7
Motor vehicle theft	14	55.3
Fraud	13	42.5
Larceny/theft	12	43.4
Stolen property	13	41.5
Other property	12	46.8
Drug offenses	14	38.8
Possession	12	39.2
Trafficking	16	38.7
Other drug	13	38.7
Public-order offenses	9	39.5
Weapons	15	48.9
Other public-order	7	35.7
Other offenses	15	50.6

*Includes prior jail credits.

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

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

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

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

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

Capital punishment

At yearend 1988, 2,124 persons were under a sentence of death in 34 States. Of these —

- all but one had been convicted of murder
- one had been convicted of capital rape of a child
- 99% were males
- 58% were white
- the median age was nearly 33
- two-thirds had prior felony convictions
- nearly 1 in 10 had a prior homicide conviction
- a fifth were on parole at the time of their capital offense
- a fifth had pending charges, were on probation, or were prison inmates or escapees when they committed their capital offense
- excluding those with pending charges, more than a third of those awaiting execution were under sentence for another crime when the capital offense was committed.

At yearend 1988 —

- laws in 37 States authorized the death penalty
- 34 States held prisoners under sentence of death
- 6 States had conducted a total of 11 executions during that year.

Criminal history profile of prisoners under sentence of death, year end 1988

	Number	Percent*
Persons under sentence of death	2,124	100.0%
Prior felony conviction		
With	1,368	68.3%
Without	833	31.7
Not reported	125	
Prior homicide conviction		
With	174	9.3%
Without	1,888	90.7
Not reported	262	
Legal status at time of capital offense		
Charges pending	119	6.4%
Probation	140	7.6
Parole	381	20.7
Prison escapee	37	2.0
Prison inmate	56	3.0
Other status	24	1.3
None	1,088	59.0
Not reported	279	

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

Lethal injection (20 States) and electrocution (14 States) were the most common methods of execution permitted by State law. Lethal gas was permitted in 6 States, hanging in 2 States, and a firing squad in 2 States. Seven States provided for more than one method of execution — lethal injection or an alternative method — generally at the election of the condemned prisoner or based on the date of sentencing.

Of the persons who have been on death row in a State prison between 1977 and 1988, 3.0% have been executed.

Number of persons the States put to death each year

1976	0
1977	1
1978	0
1979	2
1980	0
1981	1
1982	2
1983	5
1984	21
1985	18
1986	18
1987	25
1988	11

BJS reports on . . .

In 1988 —

- 296 persons were added to State death rows
- 116 persons had their death sentences vacated or commuted
- 12 died while awaiting execution
- 11 offenders (6 white males and 5 black males) were executed in 6 States: Louisiana, 3; Texas, 3; Florida, 2; and 1 each in Georgia, Utah, and Virginia.

The 11 persons executed in 1988 brought the total to 104 persons executed since 1976, when the Supreme Court affirmed the death penalty.

The oldest person on death row was age 77; the youngest was 17. Laws of 13 States do not specify the minimum age at which a capital sentence may be imposed. The age most often set by statute is age 18 (10 States and the Federal Government).

Source: Capital punishment 1988.

Recidivism

During fiscal 1989 BJS continued work on recidivism of criminal offenders. Under the BJS National Recidivism Reporting System (NRRS), BJS links criminal history information from the FBI and participating States to build data bases on selected groups of offenders. In fiscal 1987 the initial NRRS data base was developed with results published in *Recidivism of young parolees* (BJS Special Report, May 1987). The report analyzed local arrest records kept by the FBI of a representative sample of almost 4,000 of the 11,347 persons from 17 to 22 years old who were paroled from prisons in 22 States during 1978 and examined their postprison rearrest experience.

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

- represents more than 100,000 prison releasees in these 11 States — about 60% of the Nation's State prison population released during the year
- includes criminal-history data on individual offenders before their release in 1983 along with their subsequent criminal justice activities through 1987
- represents all persons released from prison in the 11 States regardless of whether they were released on parole or released unconditionally
- includes records on single- and multi-state offenders, enabling a more comprehensive analysis of recidivism than possible with single-State records

- allows evaluation of the completeness and accuracy of these Computerized Criminal History (CCH) records, which recent studies have shown to be often incomplete and ambiguous.

During the year BJS released *Recidivism of prisoners released in 1983* (BJS Special Report, April 1989), analyzing data from the second NRRS database. The report presented the results of the most comprehensive and detailed multistate recidivism study ever conducted. Of the 108,580 persons released from prison in 11 States in 1983, representing more than half of all released State prisoners that year, an estimated 62.5% were rearrested for a felony or serious misdemeanor within 3 years, 46.8% were reconvicted, and 41.4% returned to prison or jail.

The estimated 68,000 former prisoners had been rearrested and charged with—

- 326,000 new felonies and serious misdemeanors
- almost 50,000 violent crimes
- 2,300 homicides
- 17,000 robberies
- 36,000 burglaries
- 46,000 drug offenses.

The report estimated that all of the prisoners released in the States studied had been charged with 1.7 million serious crimes throughout their entire lifetimes. Before their 1983 releases the inmates averaged more than 12 criminal charges each, and almost two-thirds had served a previous jail or prison sentence.

Young prisoners with lengthy prior records had the highest recidivism rates — 94% of those younger than 25 years old who had 11 or more previous arrests were rearrested within 3 years. Recidivism rates were highest during the first year of release. Twenty-five percent of the former prisoners were rearrested within 6 months and almost 40 percent within 1 year.

Recidivism rates were higher for men, blacks, Hispanics, and those who had not completed high school than they were for women, whites, non-Hispanics, and high school graduates. In general, recidivism rates were not related to the amount of time the inmates had served, although the prisoners who had served more than 5 years had lower rearrest rates than did those who had served less.

In fiscal 1989 BJS continued development of a third NRRS recidivism data base on persons arrested for the first time in 1978 and 1984, regardless of whether they were convicted or incarcerated. Previous NRRS data bases have been limited to persons who had been sentenced to prison and subsequently released.

This first-arrest data base —

- utilizes computer software and processing procedures previously developed for the NRRS program
- represents all persons arrested for the first time for a felony or serious misdemeanor in nine States — about 50% of all persons arrested in the Nation during the year

- includes criminal-history data on individuals beginning with their first arrest and for all subsequent criminal justice contacts through 1989

- includes records maintained by each participating State as well as records kept by the FBI on multistate offenders

- will provide estimates of the incidence, prevalence, and seriousness of offending for two points in time

- will measure trends in recidivism, criminal career patterns, and the effects of alternative criminal justice sanctions.

In fiscal 1989 BJS completed data processing in six of the nine participating States. Additional work was devoted to developing stratification and sampling procedures to be used in merging FBI and State records.

Anticipated issues and measures to be addressed in the analysis include —

- estimates of lifetime prevalence of arrest for two points in time

- estimates of arrest recidivism for two points in time for a fixed 4-year period

- estimates of the fraction of all arrests represented by first-time offenders

- estimates of the age at the onset of a criminal career by type of offense

- estimates of the number of first-arrestees with prior arrests in other States (multistate offenders)

- determining patterns of criminal careers.

Federal justice data

A major activity during fiscal 1989 was to continue to maintain and expand the Federal Justice Data Base. The data base, which includes data from the Executive Office for United States Attorneys, the Administrative Office of the United States Courts, the Bureau of Prisons, and the United States Parole Commission, describes case processing from prosecution through adjudication, sentencing, and corrections. This is the first time that Federal data have been brought together in a single resource.

During 1989 a Special Report, *Federal Criminal Cases, 1980-87*, was issued. The report summarizes trends in prosecution, adjudication and sentencing over the period. A short report containing complete trend data for all years was also prepared for publication in early 1990. Work was also undertaken on a Special Report addressing processing immigration cases.

The first Compendium of Federal Criminal Justice Statistics, 1984 was issued during fiscal 1989. The report, which is the first in a series to be issued annually, includes tables and text that describe all aspects of Federal criminal case processing at the national and district court levels. The draft 1985 edition was also prepared for release in 1990.

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

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

Source notes

Single copies of any report with an NCJ number can be obtained free from the National Criminal Justice Reference Service, P.O. Box 6000, Rockville, MD 20850; toll-free 800-732-3277 (local number 301-251-5500).

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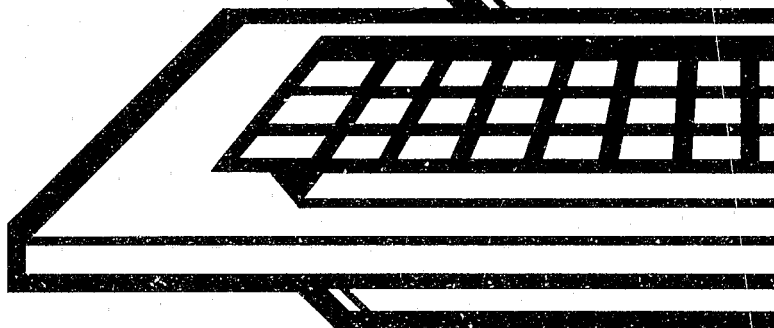
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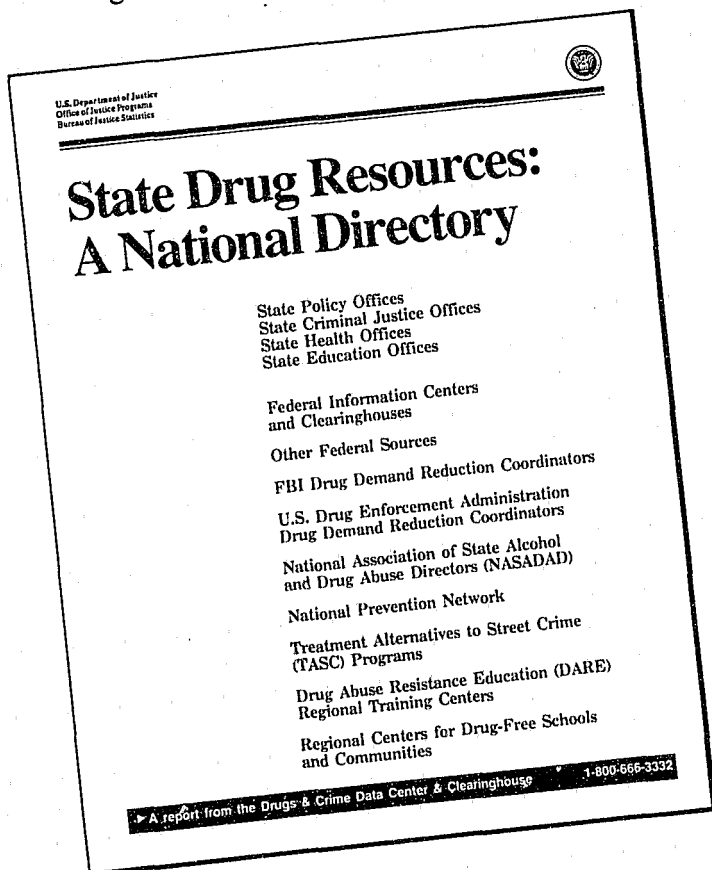


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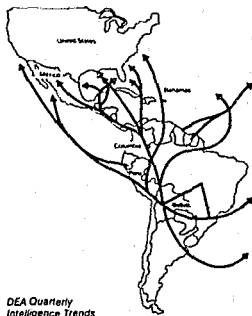
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