

FEATURE ARTICLE



Developing a NIBRS-Compatible Homicide Database: A Multistate Pilot Test

[This report, the first of two parts, was written by Lisa Walbolt, a JRSA Project Manager.]

The Justice Research and Statistics Association recently completed a national study on the feasibility of using the National Incident-Based Reporting System (NIBRS) in the development of a homicide information system. Funded by the Bureau of Justice Statistics, the study involved data collection and analysis in six states: two with relatively extensive involvement with NIBRS (Massachusetts and Utah), two states that are not NIBRS-compliant but have well-developed incident-based data collection established in some jurisdictions (Illinois and Michigan), and two states with little or no experience with NIBRS (Hawaii and New Mexico). The states represent a variety of population sizes and densities, as well as number and annual rates of homicides.

The primary source of information on crime in the United States is law enforcement agencies that submit monthly counts of index crime to the Uniform Crime Report (UCR) system of the Federal Bureau of Investigation (FBI). Data on homicides are collected through the Supplementary Homicide Report (SHR) section. Implemented in the 1960s, the SHR is designed to provide limited incident-specific information on each murder and nonnegligent manslaughter that occurs in the United States. It captures information on:

- number of victims and offenders,
- age, sex, race, and ethnicity of the victim and offender,

- type of weapon used,
- relationship between the victim and offender, and
- apparent circumstances under which the homicide occurred.

While the SHR provides information that would otherwise not be available, it has some key limitations. As with the UCR program in general, participation in the SHR is voluntary, and not all law enforcement agencies report. In most cases, agencies that do report must complete a separate form for each homicide, increasing the odds that some information may be omitted or incorrectly submitted.

Another potential source of information about homicides is NIBRS, which provides for the collection of 53 data elements, organized into six data segments, on each incident. Unlike the SHR, NIBRS includes information on other offenses that may have occurred in addition to the homicide. NIBRS also contains more detailed information on all of the victims and offenders involved in the incident. This information is collected for all offenses, not just for murder and nonnegligent manslaughter.

By increasing the amount and level of
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STATE REPORT



SACs Participate in Juvenile Justice Initiatives

When the juvenile justice system was established more than 100 years ago, its founding principle was to divert youthful offenders away from the harsh punishments and stigma of the criminal courts to a system that encouraged rehabilitation based on the individual juvenile's needs. In addition to many other responsibilities, the juvenile system is charged with responding to various social needs that involve children and adolescents, including abuse and neglect. Its effectiveness in addressing these concerns is a matter of debate, however. Numerous state Statistical Analysis Centers (SACs) have taken an active role in

the juvenile system by implementing and evaluating programs directed at the juvenile population. A description of some of these activities follows.

Delaware

The Delaware SAC is currently evaluating the Serious Juvenile Offender (SJO) program under a grant from the Bureau of Justice Assistance. SJO, which began operation in 1999, is an intensive supervised probation program that involves the Family Court, the Division of Youth Rehabilitative Services' detention cen-

(See **JUVENILE JUSTICE**, p. 6)

JRSA ACTIVITIES 

JRSA Partners on Data Integration Project

JRSA recently joined a Great Cities' Universities (GCU) coalition project to study state and local needs for data sharing and integration for application to policy research, planning, and development. Two GCU universities, Georgia State University and the University of Missouri-St. Louis, recently received a three-year grant from the National Institute of Justice to conduct the project. The project's principal investigators, Robert Friedmann, professor of criminal justice and director of the Georgia Statistical Analysis Bureau at Georgia State University, and Richard Rosenfeld, professor and chair of the Department of Criminology and Criminal Justice at the University of Missouri-St. Louis, asked JRSA to join the project to direct focus groups and surveys to develop necessary background information on current state data sharing and integration.

The goals of the GCU project are:

- (1) to conduct research and engage in technical assistance leading to the development of improved crime sta-

tistical indicators based on an improved corresponding data infrastructure, and

- (2) to develop an accountable record management system to enhance the capacity of local law enforcement agencies to mount and evaluate interventions; engage in long-term planning; respond more rapidly and effectively to information requests from public officials, citizen's groups, and researchers; better allocate human resources; and better utilize public resources.

For its part, JRSA will coordinate focus groups and surveys to:

- identify sources of noncompliance with or resistance to existing information systems, including the Uniform Crime Reporting (UCR) program, Supplementary Homicide Reports (SHR), and the National Incident-Based Reporting System (NIBRS); identify local data needs and desires; identify types and amounts of technical assistance required to meet data needs; and identify local and statewide data-sharing efforts and related "exemplary" efforts;
- conduct a survey of state SAC directors to gather additional information regarding the limitations of existing information systems at the local and state levels; develop an instrument to survey large urban law enforcement agencies that will assess their data uses, requirements, dissemination and data-sharing efforts, limitations, and needs, and document the sources of growing non-compliance with the UCR;
- determine currently existing systems integration and data utilization efforts in law enforcement agencies and assess data needs at the local level;
- identify statewide and local data sharing efforts and "exemplary" efforts; and
- produce a report on respondents' perceptions of their data needs and issues related to data sharing and integration among local law enforcement agencies, and make recommendations for improving data collection and data sharing among such agencies. JRSA will survey all SACs and choose SACs in states using NIBRS or other data for pol-

icy or program studies to help run focus groups of data participants in those states.

From this and other project activities, the researchers will build a model of data enhancement and sharing using improved data infrastructure and organizational and operational design to foster identification and refinement of crime indicators. These indicators will be available to policymakers, researchers, and practitioners to inform policy and program planning within and among agencies, states, and regions. For additional information, contact Michael Connelly, JRSA Project Manager, or Stan Orchowsky, JRSA Research Director. ☎

JRSA Welcomes New SAC Directors

New SAC directors have been appointed in Alaska, Maine, Mississippi, New York, and Wisconsin during the last several months. Some of them are new faces to the association, but others are old friends.

Alan R. McKelvie accepted the position of SAC Director in Alaska. Mr. McKelvie was the Research Analyst for the Alaska Sentencing Commission in the early 1990s, and then served as the Systems Analyst for the Alaska Judicial Council until his appointment as SAC Director in September 2002. Mr. McKelvie has worked on justice system integration and was centrally responsible for the Alaska Appellate Courts' case management system, as well as its local network and Web presence. He is a member of Alaska's information systems integration efforts, and SEARCH Group's Justice Information Exchange Model (JIEM) project, and he is helping agencies with their automation efforts and data management and sharing. His interests extend to spatial data acquisition and analysis and he is working at combining data from disparate

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sources and methods. He is intent on some day obtaining a global view of justice system information based, of course, on sound data collection and rigorous methodologies.

Carmen Dorsey is the new director of the Maine SAC, which is housed in the University of Southern Maine's Edmund S. Muskie School of Public Service. Her research interests focus on the application of research to improve the capacity of systems of performance government. She directs criminal justice research, evaluation, and organizational development projects, including juvenile offender recidivism research; detention policy and practice; research on girls and women in the criminal justice system; and gun violence reduction. Her background includes extensive program/project management experience in non-profit, state government, and university settings, and the provision of legal services for low income and elderly people. She has a J.D. from the University of Maine School of Law and a B.A. in Political Science from Wellesley College. Former Maine SAC Director Larry Ullian continues at the Muskie School as Director of the Public Welfare unit.

Alan Thompson is the new SAC Director for the state of Mississippi, replacing Dr. Adam Mckee, who has moved on to an academic appointment at the University of Arkansas, Monticello. Dr. Thompson holds a Ph.D. in criminal justice from Sam Houston State University and previously worked as a police officer in Texas. He supervises the work of three researchers who are currently engaged in collecting comprehensive data regarding the workload and resources of Mississippi's law enforcement agencies. Dr. Thompson may be reached by telephone (601) 266-6048 or email: alan.thompson@usm.edu.

Jan Whitaker was appointed director of the New York SAC in January when former SAC Director Dick Ely was transferred to the Office of Funding and Program Assistance, also housed at the Division of Criminal Justice Services. Ms. Whitaker has been involved with incident-based reporting in New York since the days of Uniform Crime Reporting (UCR) Redesign, in both programmer and program management roles. For nine years, she directed quantitative and qualitative research related to the crime

JRSA Debuts "Brown Bag 2003" Lectures

JRSA's 2003 "Brown Bag" lecture series began in March with presentations by Dr. Faye Taxman, Director of the Bureau of Governmental Research and Associate Professor in the Department of Criminology and Criminal Justice at the University of Maryland, and the Honorable Andrew L. Sonner of the Maryland Court of Special Appeals and chair of the state's State Commission on Criminal Sentencing Policy. Dr. Taxman spoke about her recent process evaluation of the "Break the Cycle" sanctions program in Maryland, and Judge Sonner discussed the "Innocence Project" and conditions leading to wrongful convictions.

Noting that research has established the effectiveness of some correctional programs but not of others, Dr. Taxman explained that Maryland developed its "Break the Cycle" program, which incorporates elements of "procedural justice." These include a systematic approach to drug users, drug tests for all offenders, reinforcement of compliance with sanctions and rewards, prioritization of offenders for treatment services, and supervision as an intervention focused on offender change. In the program, agents are allowed to move offenders up or down a ladder of graduated sanctions depending on their compliance with the terms of their sentence and treatment. After two initial years of imple-


mentation and improvement based on process evaluations, the program saw increased compliance with program requirements, improved use of treatment services, and reduced recidivism through rearrests for drug users (but not for offenders sentenced to the program but without actual drug treatment needs), compared to control groups.

Judge Sonner, formerly a Maryland prosecutor for 26 years, talked about his experiences with wrongful convictions, the work of the "Innocence Project," and conditions leading to erroneous sentencing. Among those conditions were faulty eyewitness testimony, false confessions, biased lineups, perjury by prosecution witnesses and "jailhouse snitches," and public pressure for resolution. He concluded that some procedures, such as taped confessions and carefully controlled lineups and photo reviews, would be helpful in resolving the problems and restoring confidence in sentencing.

JRSA regularly invites noted authorities in criminal justice to speak to staff at "brown bag" lunches throughout the year. April guests will include Kim Hunt, Executive Director of the District of Columbia Advisory Commission on Sentencing, and Russell Butler, Executive Director of the Maryland Victims Association.

reporting differences some departments experience when changing from UCR summary format to National Incident-Based Reporting System reporting. This research has been useful for both training and data analysis needs. Ms. Whitaker also designed and built the agency's first public Web site, posting criminal justice statistics for public access starting in 1996. She received her undergraduate degree in political science from the University of Wisconsin.

Ray Luick took over the Wisconsin SAC from Steve Grohmann, who is still at the Office of Justice Assistance. Mr. Luick has been involved in criminal justice planning and grant administration for over 20 years. He served as the Director

of Federal Programs for the Wisconsin Counties Association, Regional Director for Criminal Justice Planning, and program manager for various system development efforts with the Wisconsin Department of Health and Family Services. He is now the Grants Management Supervisor for the Wisconsin Office of Justice Assistance. Mr. Luick is excited to have an opportunity to address structural and operational issues involved in the evolution and expansion of the SAC in the State of Wisconsin. One of his major priorities will be to implement NIBRS and direct enhancements to the current data systems in the agency. He looks forward to an active involvement with JRSA. 

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information collected, NIBRS offers the opportunity for a more thorough analysis of crime trends. To date, however, NIBRS has been fully implemented in only a handful of states; NIBRS reporting covers only 17% of the population of the country, and only 15% of the reported crime. Law enforcement agencies in most of the large jurisdictions do not yet report NIBRS data, and it is these jurisdictions that account for the largest numbers of homicides.

Study Purpose

JRSA worked with the Statistical Analysis Centers (SACs) in six states to determine the potential of NIBRS as a viable system for the collection and analysis of homicide data in their state, regardless of whether incident-based data are currently being reported. As mentioned above, two of the states are NIBRS-compliant, two have well-developed incident-based data collection systems established in some jurisdictions (although they are not NIBRS-compliant), and two have little experience with NIBRS. The study specifically addressed the following questions:

- How easily can states produce homicide records in a NIBRS-compliant format?
- To what degree can data coverage issues be resolved by recording homicide data in a NIBRS-compliant format? What needs to be done to obtain missing cases and data elements?
- What data are collected by law enforcement agencies regarding suicides? What is done with these data? Can these data be incorporated into a homicide file in NIBRS-compliant format?
- What identifiers would be required to link to other potential sources of homicide data in the state? Are there any issues of confidentiality that would limit the ability of states to do this?

The SACs participating in this study included:

- Hawaii Crime Prevention and Justice Assistance Division of the Office of the Attorney General,
- Illinois Criminal Justice Information Authority,
- Massachusetts Statistical Analysis Center,
- Michigan Justice Statistics Center,

Law Enforcement Agencies and Homicides by State

State	Number of Agencies	Number of Homicides
Hawaii	4	31
Illinois	4	103
Michigan	6	101
New Mexico	4	100
Utah	19	41

- New Mexico Institute for Social Research,
- Utah Commission on Criminal and Juvenile Justice.

Massachusetts interviewed state agencies on the collection, reporting, and use of data collected in the state. Hawaii, Illinois, Michigan, New Mexico, and Utah conducted interviews and also collected information on 376 homicides occurring in 373 incidents. The number of law enforcement agencies and homicides in each state included in this study is shown in the table above. The majority of these agencies are not currently reporting NIBRS data to the FBI.


Methodology

A Master Homicide Database consisting of homicide data recorded in the NIBRS format in each state was created. Data on homicides occurring in 2000 and the first half of 2001 were collected by SACs in Michigan and Utah, NIBRS-certified states, and by SACs in Hawaii, Illinois, and New Mexico, states that are not currently reporting NIBRS data to the FBI. In Illinois, Michigan, and New Mexico, a sample of homicides was examined; in Hawaii, every homicide was examined; and in Utah, all but two homicides were examined.

Information was collected for all six of the NIBRS segments – administrative, offense, property, victim, offender, and arrestee information. In addition to homicide information, information on any offense related to the homicide incident was recorded in all states except Illinois. Additional elements of interest to researchers were also included in the study, including victim, offender and arrestee marital status and employment status, and zip code information. For most elements, an option for “unknown” was available. For the purpose of this study, missing data include only those where no response was provided.

In each state, SACs reviewed homicide data in law enforcement agencies to determine the feasibility of implementing an incident-based collection system. Data from the case files were entered into the computerized database created by JRSA. The completeness of the data was examined, as well as the ease or difficulty with which homicide data were located. Alternative data sources were also examined to determine whether additional homicide information could be found.

To supplement the information found in case files, SACs conducted interviews with state UCR program directors, local law enforcement officers, health department officials, and medical examiners to (1) identify policies and procedures related to updating files; (2) identify and collect available local law enforcement information on suicides; and (3) determine what identifiers and procedures would be required to link the homicide database to other sources of data in the state.

The researchers participating in this study were not trained in UCR or NIBRS reporting requirements, so it is possible some inaccurate coding of the NIBRS information occurred. This study focuses on the availability of the required fields, however, and not on the quality or accuracy of the data themselves, so coding errors should not affect the results. Discussion of the findings and recommendations will appear in the next issue of *The JRSA Forum*. 

NATIONAL SCENE



Justice Department Appropriations Approved for FY 2003

In February, Congress passed, and the President signed, an omnibus bill appropriating funds for all federal agencies (except for the Department of Defense, which was funded in October). The bill included \$41.4 billion for the Department of Justice. Below are some details about funding for the bureaus and offices of the Office of Justice Programs.

Funding for the **Bureau of Justice Statistics** remained level at \$32 million. An additional \$1 million from Violence Against Women Act funds was earmarked to conduct a domestic violence federal case processing study.

The **National Institute of Justice** received \$59.9 million, including \$33 million for the Office of Science and Technology (OST). An additional \$20 million was provided to OST from the **Local Law Enforcement Block Grant** program to assist local law enforcement units in identifying, selecting, developing, modernizing, and purchasing new technologies in accordance with the Homeland Security Act of 2002. NIJ also received \$5.2 million from Violence Against Women Act funds to provide grants, contracts, and other assistance for research on violence against women and evaluation of programs.

The **Edward Byrne Memorial State and Local Law Enforcement Assistance Program**, which is administered by the Bureau of Justice Assistance (BJA), received a total of \$650.9 million—\$500 million for formula grants and \$150.9 million for discretionary grants. Of the \$151 million designated for the discretionary grant program, over \$142 million is earmarked by Congress for over 150 programs, and \$5 million is provided for independent program evaluations.

The **Local Law Enforcement Block Grant Program** received \$400 million, including \$80 million for Boys and Girls Clubs, and \$250 million for the State Criminal Alien Assistance Program, which reimburses states for the costs of incarcerating criminal aliens. **Violence Against Women Act** programs received \$390.2 million, including \$12 million for the Court Appointed Special Advo-

cate Program, \$2.2 million for training judicial personnel, \$64.9 million for grants to encourage arrest policies, \$39.9 million for rural domestic violence assistance grants, \$3 million for a stalking database, \$10 million to reduce violent crimes against women on campuses, and \$15 million for the Safe Havens for Children Pilot Program.

Other highlights of state and local assistance include \$65 million for substance abuse treatment for state prisoners; \$45 million for drug courts; \$190 million for the Juvenile Accountability Incentive Block Grant program, including \$25 million for Project ChildSafe, an initiative to ensure gun safety locks are available for every handgun in America; \$13 million for implementation of a prison rape prevention and prosecution program, including a statistical review and analysis of the incidence and effects of prison rape; and \$15 million for terrorism prevention and response training for

law enforcement and other responders, to be administered by BJA.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) received \$275.3 million, including \$83.8 million for the JJDPA Part B Formula Grants; \$89.3 million for Part C Discretionary Grants (of which \$83.7 is earmarked); \$11.97 million for Part D Youth Gangs; \$9.98 million for Part E State Challenge Grants; and \$15.96 million for Part G Juvenile Mentoring Program (JUMP), of which \$5 million is for the Big Brothers/Big Sisters of America Program. Of the \$46.5 million for the Title V Formula Grant Program, \$25 million is for enforcing underage drinking laws, \$12.5 is for the Tribal Youth Program, and \$6.5 is for the Safe Schools Initiative, which includes \$5 million for Project Sentry. Victims of Child Abuse Act programs received \$11 million. For more information, e-mail Karen Maline at kmaline@jrja.org.

Justice Assistance Appropriations—A Two-Year Comparison
(In millions)

Program	FY 2002	FY 2003
Bureau of Justice Statistics	\$32	\$32
National Institute of Justice	\$55	\$59.9
Byrne Grant Program	\$594.5	\$650.9
Formula Grants	\$500	\$500
Discretionary Grants	\$94.5	\$150.9
Local Law Enforcement Block Grants (LLEBG)	\$400	\$400
Violence Against Women	\$390.6	\$390.2
Juvenile Accountability Incentive Block Grant (JAIBG)	\$249.5	\$190
Community Policing	\$1,050	\$928
Weed and Seed	\$58.9	\$58.9
Juvenile Justice Programs	\$305.9	\$275.3
Part B Formula Grants	\$88.8	\$83.8
Part C Discretionary Grants	\$58.5	\$89.3
Part D Youth Gangs	\$11.97	\$11.97
Part E State Challenge Grants	\$9.9	\$9.98
Part G Juvenile Mentoring Program (JUMP)	\$15.96	\$15.96
Title V Formula Grant Program	\$94.34	\$46.5
Victims of Child Abuse Act	\$8.48	\$11

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ters, SJO probation officers, and affiliated police departments. The SJO program's goal is to reduce the recidivism rate of high-risk juvenile offenders while maximizing public safety. This is accomplished by providing intensive monitoring and probation services to the youth.

In order to measure the effectiveness of the SJO in reducing the recidivism rates of high-risk juvenile offenders, the evaluation of the SJO program used two recidivism measures: rearrest and re-admission to confinement. SJO youth were compared to similar SJO-eligible youth using paired comparison samples. These samples grouped SJO-referred and SJO-eligible youth by the number of prior felony arrests and prior admissions to secure programs while controlling for age, gender, and race.

So far, draft SJO evaluation results are consistent with other evaluations of intensive aftercare programs reported in *Reintegrative Confinement and Intensive Aftercare* by Altschuler and Armstrong (*Juvenile Justice*, July 1999, 2-15.) For more information, contact Jack O'Connell, (302) 739-4626, or Jorge Rodríguez, (302) 633-2520.

Hawaii

The Hawaii SAC is currently using State Justice Statistics (SJS) funds and data from the Juvenile Justice Information System (JJIS) to conduct a crime mapping study of juvenile offenses and offenders in the city and county of Honolulu. The purposes of the study are to provide important juvenile crime data and analyses, while highlighting the general usefulness of both crime mapping and the JJIS.

The JJIS, which is developed and maintained within the same departmental division as the SAC, is used to share statewide juvenile offender data among the police, prosecutors, family courts, and youth correctional facility.

Illinois

The Illinois Criminal Justice Information Authority, the Illinois SAC, is engaged in numerous juvenile justice activities. In the summer of 2000, the SAC received funding to conduct an imple-

mentation evaluation of Public Act 90-590, a substantial revision of Illinois' Juvenile Court Act. The project involved the study of processes by which individuals and agencies affected by the act's legislative changes understand the major statutory provisions, and the extent to which local implementation efforts are consistent across the state. Staff with the Authority's Research and Analysis Unit completed the multi-phase study in the summer of 2002. Several publications were generated from the study, and all are available online at the SAC's Web site (<http://www.icjia.org/public/index.cfm>). For more information on this project, contact Phillip Stevenson at (312) 793-8512.

Pursuant to a grant from the Illinois Department of Human Services through the Illinois Juvenile Justice Commission, staff with the Authority's Research and Analysis Unit initiated a study of disproportionate minority representation among juveniles in the Cook County juvenile justice system. Using aggregate data obtained from various juvenile justice system agencies, the study assesses the degree to which minority overrepresentation exists at multiple points of Cook County's juvenile justice system, and examines the contribution these points make to the exacerbation or correction of minority overrepresentation. The final report, *An Assessment of Disproportionate Minority Representation in Cook County's Juvenile Justice System*, will be completed by the end of April. For more information on this project, contact Phillip Stevenson at (312) 793-8512.

The Authority is also in the process of developing juvenile justice profiles for each of Illinois' 102 counties in an effort to assist juvenile justice professionals, policymakers, and community members in learning about, discussing, and making decisions about their counties' juvenile justice systems, as well as the youth living in their communities. Unlike previous Authority profiles, which focused on justice system data, these profiles also include data on juvenile risk factors. Risk factors are aspects of juveniles' environments that affect the likelihood of youth committing delinquent offenses. It is hoped that these profiles, available this spring, represent an important step in identifying

the needs of youth in Illinois. For more information, contact Megan Alderden at (312) 793-8550.

Finally, to address the lack of information about female delinquents being committed to the Illinois Department of Corrections' Illinois Youth Centers, the Authority is conducting a study that entails collecting detailed information about females committed to the youth center in Warrenville. The data collected include information about female delinquents' families; academic backgrounds; prior criminal histories; substance abuse histories; previous sexual, physical, emotional, or verbal abuse histories; and past mental health issues and treatment. Additionally, focus groups were conducted with individuals who work with female delinquents residing in or paroled from the Illinois Youth Center—Warrenville to identify the barriers or successes these individuals have experienced while working with female delinquents. This project will be completed by this summer. For more information, contact Megan Alderden at (312) 793-8550.

Maine

In late December 2002, the Maine SAC published the *Maine Department of Corrections' Juvenile Recidivism Report* for the 1999 young offender cohort. The report is the second in a series of annual reports. It focuses on the subset of juveniles adjudicated for the first time in 1999, comparing their offense profiles and recidivism rate to the offense profiles and recidivism rate of the baseline cohort (1998). Both reports are located on the Maine SAC Web site (<http://muskie.maine.edu/justiceresearch/>). The annual report for the third cohort in the series (2000) will be available in July 2003.

Additionally, the SAC has recently researched detention policy and practice in Maine. This research included a survey of justice system participants, including judges, prosecutors, defense attorneys, and Juvenile Community Corrections Officers, for their views on secure detention practice. The survey sought respondents' opinions on (1) the criteria used to hold Maine youth in secure detention; (2) offense profiles of detained youth; (3) the proportion of Maine youth who could be better served in a context other than secure detention; and (4) a series of alternatives to secure

detention. Reports became available in February and can be found on the SAC Web site.

In an effort to examine school suspension and expulsion policy and practice in Maine, the SAC conducted a study using only state data sources that explored six research questions: (1) Who is suspended/expelled? (2) Why are they suspended/expelled? (3) What happens after the initial disposition? (4) What are the needs of suspended/expelled youth? (5) What is the universe of Maine Local Education Agency (LEA) suspension/expulsion policies? (6) What models exist to provide schools with intensive supervision resources to support high-risk youth? Reports are now available on the SAC Web site.

North Carolina

In response to the Governor's commitment to provide continuing education for students who are either suspended or expelled from the state's public school systems, the SAC, in collaboration with the Governor's Crime Commission, completed an evaluation of North Carolina's Juvenile Structured Day Programs (JSDPs). The report, *North Carolina's Alternative Learning Programs: An Evaluation of Juvenile Structured Day Programs for Suspended and Expelled Youth*, evaluates the process of operating and maintaining a JSDP. Findings indicate that the state's JSDPs are providing services to a growing number of suspended and expelled students and that the number is expected to increase in the years to come. Statistics show that approximately one in four JSDP attendees improved attendance and had no further juvenile court contact.

These findings triggered SAC and Crime Commission researchers to further study JSDPs. This new, in-depth study is being performed with support from the Center for Urban and Regional Studies, University of North Carolina at Chapel Hill. Researchers hope to answer numerous questions, including: What is working and what is not? Is the program having a positive effect on recidivism levels? Are students successfully returning to school? This report will also include a practical guide and training component to help program directors and local juvenile justice consultants implement effective practices. The new evaluation should be completed this fall.

Texas

The Texas SAC is currently evaluating the implementation, operation, impact, and effectiveness of Project Spotlight. Patterned after Boston's Operation Nightlight, Project Spotlight is an intensive supervision caseload for young offenders aged 15-25. The Project uses teams of law enforcement, adult, and juvenile probation officers to supervise high-risk offenders in the community. The Project also provides numerous services to offenders on Spotlight caseloads, as well as to community residents in the selected cities.

The SAC is also monitoring juvenile justice arrest trends. Using raw numbers and arrest rates for the years 1990 through 1997, trends for both index and non-index crimes were established. Comparisons were then made between male and female offenders, violent and property crimes, adult and juvenile offenders, years, and age groups. Along these same lines, the SAC has been using a juvenile justice forecasting simulation model to provide 10-year predictions for juvenile referrals and dispositions to juvenile probation, as well as intakes and populations for the Texas Youth Commission.

Finally, the SAC is monitoring and evaluating the impact of progressive sanction guidelines on the juvenile justice system. The focus is on specific compliance with the guidelines and the effectiveness of the guidelines in reducing additional contacts with the juvenile and adult systems.

Vermont

Vermont's *Juvenile Recidivism Study* was developed to more fully understand recidivism in the juvenile justice system and its impact on the larger Vermont criminal justice system. The first phase of the project involved a study of recidivism among 1,000 juveniles petitioned into family court. A second phase was completed last fall and involved an extended analysis using data from the agency that supervises youth and cares for abused and neglected children. Statistical models that were developed to predict recidivism among delinquents found, not surprisingly, that among the strongest predictors of failure were an unsuccessful attempt at diversion and prior supervision or care from the Department of Social and Rehabilitative

Services. The studies have been used for planning and policy development purposes.

Since 1998 the Vermont Center for Justice Research, the Vermont SAC, has produced an annual *Juvenile Justice Resource Book*, a statistical compilation of cases from juvenile and adult court cases involving youths less than 20 years of age. The book presents a number of tables and charts detailing the volume, rate, and type of charges filed against juveniles and youthful offenders in Vermont's courts. Dispositions are also reported and there is a focus on alcohol-related offenses, which includes civil tickets issued for underage alcohol possession. The report has been useful for planning purposes and is used by the State Advisory Group, state agencies, and many others. It is available from the Agency of Human Services Web site at <http://www.ahs.state.vt.us/publs.htm>.

West Virginia

Since 1997, the West Virginia SAC has maintained the Juvenile Justice Database, which contains information on juveniles referred to probation and handled by the courts. Recently juvenile probation officers were provided with real-time access to the database to enter and retrieve information on cases in their circuit. The SAC continues to use the database to respond to various requests for information, produce annual reports on status offenders and delinquents, and participate in the National Juvenile Court Data Archive. The database is being analyzed by researchers at Marshall University for a study on racial disparity in the juvenile justice system.

This year, the SAC collaborated with the Institute on Crime, Justice, and Corrections (ICJC) to produce a population forecast for the state's two juvenile corrections facilities. A report will be released in the near future.

Finally, the Division of Criminal Justice Services (DCJS) and the SAC planned an evaluation of a DCJS-funded program that provides training for Prevention Resource Officers, including acting as class facilitators in the schools. JRSA provided technical assistance to DCJS and the SAC in this process. To complete its evaluation, the SAC will be analyzing school and survey data. 📊

—Eileen McDermott

NEWS FROM THE STATES



Kentucky Reports on Vehicle Stops

The Kentucky Justice Cabinet, which houses the Kentucky SAC, recently released a preliminary analysis of the nature of vehicle stops conducted by law enforcement agencies in the state. The report, *Kentucky Vehicle Stops Database: 2001 Report*, is based on data collected by 26 participating agencies beginning in January 2001 and lasting a maximum of 12 months. Most of the agencies contributing to the Vehicle Stops Database, which was used as the data repository, were state law enforcement agencies (81%). The remainder was made up of local (15%) and county (3%) agencies.

Efforts to address biased policing and, consequently, racial profiling in Kentucky were bolstered by Governor Paul Patton's 2000 Executive Order specifying that law enforcement officers shall not stop anyone "solely because of race, ethnicity or gender." In the summer and fall of 2000,

Justice Cabinet representatives met with state law enforcement and developed a model policy prohibiting racial profiling and developed an instrument for collecting vehicle stop data. Pilot data were collected during the fall of 2000 in preparation for the beginning of the study in January 2001. In related actions, the Kentucky General Assembly passed legislation that required all law enforcement agencies in the state to adopt a policy that met or exceeded the Justice Cabinet's model policy, and tied certain funding to fulfillment of this requirement.

Finding Highlights

Law enforcement agencies participating in the study reported 311,393 stops between January 1 and December 31, 2001. Searches were conducted in 5% of all stops, for a total of 17,914 search-

es. Of these, 23% resulted in a positive finding.

The ethnic distribution of drivers stopped for various reasons did not differ substantially by reason for stop; i.e., the ethnic distribution of drivers stopped for traffic, complaint/criminal, courtesy and compliance stops did not vary. There was variation within the ethnic groups among the types of stops; i.e., the percentage of drivers within each ethnic category stopped for the various reasons differs. For example, Hispanic drivers were stopped for traffic violations proportionately less than drivers from other ethnic categories. Whether this reflects driving patterns and habits or the discretion of law enforcement officers could not be determined.

When drivers were stopped, the probability that a search would be conducted

Upcoming Justice Meetings & Conferences

April

23 – 25 Youth Courts: An Implementation Training Seminar (Specialized Training for OJP Grantees). Washington, DC. Phone: (859) 244-8193.

May

5 – 6 Pennsylvania Commission on Crime and Delinquency, Criminal Justice Research and Evaluation Symposium. Harrisburg, PA. Phone: (717) 787-2040. Visit: www.pccd.state.pa.us/.

18 – 21 National Council of Juvenile and Family Court Judge's 22nd Annual Triple Header. Indianapolis, IN. Phone: (775) 784-6012. Visit: www.ncjfcj.unr.edu/seminar/22ath.html.

25 – 28 Executive Office for Weed & Seed, Weed & Seed 2003 National Conference: Working Together Works. Albuquerque, NM. Visit: www.ojp.usdoj.gov/eows/.

June

4 – 6 Child Welfare League of America, 2003 Juvenile Justice Symposium. Miami, Florida. Phone: Sheryce L. Parrish-Dean, 202-942-0309 or e-mail sparrish@cwla.org. Visit: www.cwla.org/conferences/2003jjsymposium.htm.

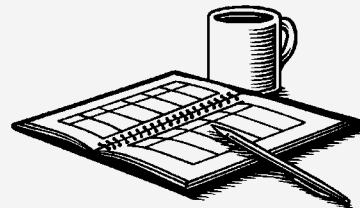
July

28 – 30 National Institute of Justice, Annual Conference on Criminal Justice Research and Evaluation: Enhancing Policy and Practice. Washington, DC. Contact: Institute for Law and Justice at (voice) 703-684-5300, fax 703-739-5533, or e-mail nijpcs@ilj.org.

October

2 – 3 Bureau of Justice Statistics/Justice Research and Statistics Association 2003 National Conference. San Francisco, CA. Phone: Karen Maline, (202) 842-9330 or email kmaline@jrsa.org. Visit: www.jrsa.org.

20-22 Association of State Uniform Crime Reporting Programs 2003 Annual Conference. Nashville, TN. Visit: www.asucrp.org.



was related to the ethnicity of the driver. Vehicle stops involving Hispanic drivers were more likely to result in a search than vehicle stops involving drivers from other ethnic categories.

While the number of drivers stopped for reasons other than traffic violations who were not Caucasian or African American was relatively small, the data suggest that some relationship between the ethnicity of the driver and the probability of a search exists regardless of the type of stop. Vehicle stops involving Hispanic drivers were more likely to result in a search than vehicle stops involving drivers from other ethnic categories. When searches were conducted, regardless of the type of vehicle stop, the outcome was more likely to be negative when the driver was Hispanic than when the driver was Caucasian or African American.

Finally, the duration of a vehicle stop was related to the ethnicity of the driver for traffic, complaint/criminal, and compliance stops. Vehicle stops involving Hispanic drivers lasted longer than those involving drivers from other ethnic categories.

Recommendations

The data presented in this report were intended as a preliminary analysis of vehicle stop information. The report may be used as a management tool by agency leadership, and suggests characteristics of vehicle stops that require further review. The information has already prompted a number of improvements in the collection form and process, but additional data may make more thorough analysis possible. Recommendations include the following:

- An attempt should be made to determine what factors may be influencing the various trends related to stops involving Hispanic drivers.
- The vehicle stops data collection form should be amended to include the driver's age; expanded driver ethnic categories; residence of the driver; if a search is conducted, the reason for the search; and additional details concerning the justification for the vehicle stop.
- The data collection and annual analysis should be continued as a means of monitoring and imposing accountability.
- The data collection process should be expanded to include qualitative information using civilian focus groups and random consumer audits/surveys.

- The police reaction to the strategies implemented to address racially biased policing should be measured.

In addition, educational, community, and training efforts related to police procedures and bias-free behaviors should be undertaken.

- Community education programs should be held to familiarize the public with appropriate police tactics and strategies.

- The civilian complaint process should be assessed and, if necessary, enhanced to make sure it is accessible.
- Bias-free policing should be a theme throughout all phases of police basic and in-service training.
- The current integrated approach to biased policing through policies, discipline, accountability, and training should continue to be promoted and maintained.

(See **STATES**, p. 10)

New Staff Join JRSA

Michael Connelly returned to JRSA in January after three years as Executive Director of Maryland's State Commission on Criminal Sentencing Policy. Dr. Connelly served as JRSA's Director of Special Projects from July 1998 to November 1999. Prior to that, he was Director of Research at the Oklahoma Criminal Justice Resource Center (OCJRC), where he staffed the state's sentencing commission and directed its Statistical Analysis Center. During his new stay with JRSA, he is managing a subcontract for the Great Cities' Universities project, "Improving Crime Data," which will link current data acquisition and integration efforts to creation of reliable crime indicators for decisions by state and local policymakers. JRSA's role is to conduct focus groups and national surveys to determine the current state of data acquisition and integration for policy purposes.

Dr. Connelly taught public administration and policy and coordinated the criminal justice program at Southwestern Oklahoma State University for 17 years before moving full-time into government with the OCJRC. He currently teaches a graduate planning seminar for the Department of Criminology & Criminal Justice at the University of Maryland each year. He has a Ph.D. in political science from the University of Missouri-Columbia and has published in several journals, including the *Western Political Quarterly*, *Policy Studies Review*, *Policy Studies Journal*, the *Southeastern Political Review*, the *Journal of Volunteer Administration*, *Knowledge*, and *Perspectives*.

Matthew Perkins recently joined JRSA as a project manager for the Weed and Seed Program data collection and analysis project. Mr. Perkins joins JRSA after working as an independent consultant and Senior Research Associate for SPARTA Consulting Corporation. In these positions Mr. Perkins provided crime prevention, security, and management consulting services primarily in public housing environments. His work with the U.S. Department of Housing and Urban Development, public housing agencies, and private corporations focused on Crime Prevention Through Environmental Design (CPTED), program evaluation, situational crime prevention, and violence prevention efforts.

Prior to these positions, Mr. Perkins worked at the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS) as a grant advisor, and designed and managed grant and grantee data systems. Joining the COPS Office in 1995, he filled a number of roles: designing and managing databases, supporting the grants process, and providing technical assistance as well as program oversight for the newly formed office.

Mr. Perkins holds a master's degree in criminology from the University of Missouri-St. Louis and an undergraduate degree in history from Towson University. He looks forward to contributing to JRSA's continuing effort to improve the collection and dissemination of Weed and Seed's Government Performance and Results Act (GPRA) data, as well as expanding Web applications, mapping capabilities, and analysis of Weed and Seed data.

(STATES, from p. 9)

To view a copy of the full report, go to the Kentucky SAC Web site, <http://www.sac.state.ky.us/index.html>, and click on publications.

New Crime Data Available for New York State

The New York State SAC has posted new crime reporting data on its Web site. "Index Crime in New York State, 1994-2001" describes the decline in state-wide crime between 1994 and 2001 with a number of user-friendly graphs. It also includes index, property, and violent crime totals, as well as breakdowns, to the county and jurisdiction-within-county levels for 2000 and 2001; these data are available by clicking on a map of New York State counties. The site meets all Level 1 Accessibility requirements. The site's URL is <http://criminaljustice.state.ny.us/crimnet/ojsa/crmtrnd01/index.htm>.

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