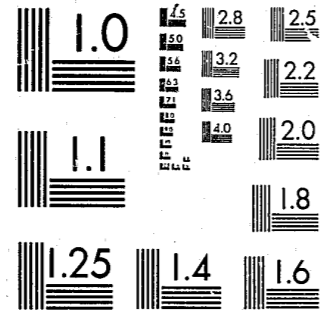


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ANALYSIS OF THE UTILITY AND BENEFITS OF THE
NATIONAL CRIME SURVEY (NCS)

Prepared for

Department of Justice
Law Enforcement Assistance Administration
Office of Planning and Management

and

National Criminal Justice Information
and Statistical Services
Washington, D.C. 20531

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RESEARCH TRIANGLE PARK, NORTH CAROLINA 27709

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FINAL REPORT

ANALYSIS OF THE UTILITY AND BENEFITS OF THE
NATIONAL CRIME SURVEY (NCS)

by

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Department of Justice
Law Enforcement Assistance Administration
Office of Planning and Management

and

National Criminal Justice Information
and Statistical Services
Washington, D.C. 20531

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PREFACE AND ACKNOWLEDGMENTS

This study was completed at the request of the Statistics Division, National Criminal Justice Information and Statistics Services (NCJISS) of the Law Enforcement Assistance Administration (LEAA). Mr. Benjamin F. Renshaw, Statistics Division Director requested the study to assist with both immediate and long range decisions concerning the LEAA sponsored National Crime Survey (NCS). His recommended approach of benefit analysis guided the research design, and his thoughtful directions throughout the study were most beneficial to the successful conclusion of the study.

The study was performed under a management services contract between the Research Triangle Institute (RTI) and LEAA's Office of Planning and Management (OPM), Mr. William J. Ligan, Government Project Monitor. The management services contract is to provide short term studies of subjects of current concern to LEAA Administrators or Program Managers.

The interviews recorded in completing this study have been summarized and documented in a separately bound set of appendices. These will be available for review at LEAA or RTI but will not be distributed generally with this report. The authors are most appreciative of the time and full cooperation given to them by the over 160 persons interviewed for this study. Their high level of cooperation was an indication to the authors that there is strong interest in the future of the NCS.

The authors would like to express their appreciation to Dr. Charles Kindermann, LEAA, for the full cooperation and assistance he provided as Technical Advisor for this study and to Dr. June Cornog of LEAA for her most useful advice.

At Research Triangle Institute, the authors acknowledge the invaluable contributions of Ms. Brenda Young in the preparation of this report and of Ms. Catherine Beardsley and Mr. Milton Lieberman in the completion of interviews in the Washington area.

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Chapter 1

A Summary of the Study and Its Findings

I. SUMMARY

This report contains the results of a study to determine the present and potential utility and benefits of surveys of the victims of crime in the United States. The study is especially concerned with the National Crime Survey and its potential for contributing to public and private criminal justice decisionmaking.

The National Crime Survey (NCS) is supported by the Law Enforcement Assistance Administration (LEAA) and is the largest program of the Statistics Division of LEAA's National Criminal Justice Information and Statistics Service (NCJISS). There have been victim surveys in 26 cities under the NCS; but current activity is limited to a continuing national survey of a rotating panel of 60,000 households, interviewed semi-annually by representatives of the United States Bureau of the Census.

A chronological examination of the processes by which NCS data are collected, processed, distributed, interpreted, analyzed, and used creatively is presented in this report. The chronological presentation of events shows the gradual development of a very large and complex national data series. The NCS program began in 1970 with prestudies in a few cities, but no data from the NCS were available to users until mid-1974. Evidence accumulated in this study shows that there were few uses of these data or of knowledge derived from them until 1976. Substantial increases in both frequency of use and analytical depth of use occurred in 1977 and are projected for 1978.

Victimization survey results are used most often in academic research supported directly or indirectly by LEAA, but significant uses in policy research are also documented. Knowledgeable victimization data users are found in Congressional subcommittees, Federal executive offices, national associations, research and service firms, state legislative and planning offices, local criminal justice agencies, as well as academic institutions.

After examining the history of the NCS program and case studies of past uses, it is hypothesized that the program will experience a continued rapid growth in use for a number of years. This hypothesis is examined for each of the significant user communities. From this examination, it is concluded that the potential benefits of the program to public and private decisions are substantial enough to recommend continuation of the NCS and to support improvement in both the survey methodology and the system of knowledge dissemination.

Evidence for the study was obtained through several methods, including personal interviews with 45 Legislative and Executive Branch staff members and administrators. Evidence was also obtained in personal visits to the offices of 17 potential users in associations, foundations and research institutes in the Washington area. Telephone conversations were held with 47 NCS-using researchers, and visits were made to interview five others who were more directly involved in NCS methodology and scientific analysis. Also, telephone calls were made to 40 state and local agencies and nine miscellaneous groups that were thought to be current or potential users. Finally, a review of the more than 250 items in the bibliography provided additional evidence for the analysis. The following section summarizes the findings from the collected and analyzed evidence.

II. SUMMARY OF FINDINGS AND CONCLUSIONS

A. Growing Uses and Utility

1. Given the gradual pace at which the NCS program has moved toward providing data widely available outside of the Bureau of the Census, the amount and nature of use of the NCS has developed in a natural and predictable manner. This gradual pace should not be considered abnormal for a large and complex data series being collected nationally by the Bureau of the Census.
2. There is evidence that the overall use of NCS knowledge is growing at an accelerating pace as steps taken in recent years by the Statistics Division of LEAA to increase NCS knowledge distribution have had their impact.

3. It is projected that the use of NCS information will grow at an accelerated pace for a number of years if appropriate modifications are made to NCS production and distribution methods.
- B. Variety in the Types of Use
1. The most frequent substantive use of the data to date has been by the academic community performing scientific rather than policy research. Much of this research initially involved methodological inquiry and comparisons of NCS data with UCR data. More recent research has begun to test theories of the correlates of crime and to develop new hypotheses which may influence Congressional debate and LEAA programs at a later date. Growth in this more recent research use of the NCS was evident from the literature review and the nationwide telephone interviews.
 2. There is sufficient evidence of past and potential use of the NCS in policy research to conclude that this use will also grow in the near future.
 3. The NCS aggregate data have been used as a social indicator of crime by many who have received the NCJISS documents. This use has been shallow to date because the interpretations by Census do not project trends or postulate causes and the data are highly aggregated. The full value of the NCS as a social indicator will have to follow the further development of the scientific research uses. These researchers are developing better social indicators than the simple cross-sectional tabulation of incidents per 1,000 persons used presently. The benefit of these social indicators will be to change the conceptions of crime in the Congress and by the public in general.
 4. A national household survey such as the NCS has little use as a tool for detailed planning and evaluation. Census restrictions on the disaggregation of NCS data limits their use by local planners. The NCS also provides little or no planning input to the program areas of LEAA that do not focus on victims in the social system in general. Since LEAA's mission emphasizes

improvement of the criminal justice system, data to describe persons and events within the criminal justice system are currently greatly needed to define LEAA problems and estimate the effects of attempted solutions. However, the need for NCS data for planning does not appear to be great within LEAA program offices.

5. Although victimization data may be potentially useful as performance measures in evaluating local programs, the NCS does not collect data at the appropriate time or level of detail for such use.

C. Problems with Methodology, Validity, and Acceptability.

1. It is the general impression of some potential NCS users and many of the strong supporters of official police statistics that the present NCS methodology produces unacceptable estimates. The National Academy of Sciences' review and other criticisms of NCS methodology have caused some concern about the validity of the survey. Experienced users believe that needed methodological changes can be made without destroying the entire value of previously collected data. The Academy recommendations are intended to improve the utility of NCS products as well as the validity and reliability of the collected data.
2. Knowledgeable users fully expect that there will be methodological changes throughout the history of the NCS, as there are in all national series. They support such improvements.
3. A few users with urban constituents would prefer to have NCS data collection concentrated in one or a few large urban areas. These urban researchers and analysts have concentrated their experiences in a few of the cities in which NCS has completed surveys. They are concerned that household-based surveys of central cities cannot be compared directly with official statistics that include tourists and commuters.

D. Relevance of Finding to LEAA Policy for NCS

1. The evidence is strong that the NCS is a program with past utility and potential benefits; and, in the opinion of many in

legislative, executive, and academic roles, its termination would represent a tremendous loss.

2. The findings of this study provide strong support for the continuation of the survey, but not necessarily the full survey now in operation. If maintaining the full survey would prohibit the carrying out of needed analytical and methodological research to enhance the utility of the survey in the future, most of those interviewed would choose a smaller sample to the alternative. However, the reduction of the sample size by half would be a serious loss to several academic researchers who are presently hard pressed to find sufficient incidents for study. Longitudinal studies would be stretched out in time, and there will be a loss of sensitivity to changes in the annual victimization rates.
3. The NCS program lacks clarity in its objectives, particularly with respect to priorities among potential user groups. Attempts to focus equally upon victimization data needs at national, state, and local levels can overwhelm the resources of the NCS program. Attempts to fill the specific needs of both current policy issues and long range theoretical research can lead to inadequate data for either purpose. It is not yet possible to resolve these priorities by measuring societal benefits from each alternative use, but the consequences of use by each significant user group are explored in this study.

III. RECOMMENDATIONS

It is recommended that the NCS program be continued with its objectives restated so that priorities can be determined for each user class and type of use. It is recommended that these objectives and priorities first be used in allocating funds for methodological improvements.

It is recommended that a systems analysis be completed on the system by which NCS knowledge is produced and distributed. This analysis should disclose opportunities for improving the utility of the products and the efficiency of the NCS production and distribution system.

Finally, it is recommended that a feedback system be developed and implemented for the NCS system so that users may better contribute to continuing NCS improvements.

Chapter 2

Methodology and Terminology

I. INTRODUCTION

This research has a long-range objective of assisting the Statistics Division of the National Criminal Justice Information and Statistics Service, (NCJISS) in the development of priorities for programs of research and statistical services. The priorities are to recognize both the needs of the Division's clients and the constraints of its sponsoring agency, the Law Enforcement Assistance Administration (LEAA). Budgetary constraints throughout LEAA have made it necessary for the Division to carefully consider the relative priorities of its major programs. The subject of this study is the National Crime Survey (NCS), which is one of the Division's three major programs, and the objective of the study is to estimate the potential utility and benefits of the NCS.

The Statistics Division received a thorough scientific review in Surveying Crime of the methodology, procedures, and output of the NCS program from the Committee on National Statistics of the National Academy of Sciences (Penick, 1976). While very thorough in its review of survey methodology, the evaluation panel was less thorough in its review of uses of the products of the NCS. Potential uses were suggested only in the broadest of terms and the needs of specific user groups were not solicited or detailed. Information about the needs of all potential users and the relative priorities of important users are required by the Division before they can set rational priorities for carrying out the individual recommendations of the evaluation panel.

The Research Triangle Institute was asked to conduct a survey of current and potential users, to use the information to estimate the potential utility and benefit of the NCS, and to use benefit analysis as the methodology. Prior to 1976, benefit analysis had not been applied in any systematic way to the setting of statistical priorities, and the 1976 approach was not rigorous. It was necessary to formulate a benefit analysis approach for this study and to develop a descriptive model that is appropriate to the NCS program.

II. GENERAL METHODOLOGY DISCUSSION

A. Benefit Analysis Concept

Use of benefit analysis in the setting of statistical priorities is recommended in Setting Statistical Priorities (Committee on National Statistics, 1976). This report of the Panel on Methodology for Statistical Priorities used experiences from the National Center for Education Statistics in reviewing how decisions to collect data are made and in suggesting how they should be made. The Panel initially approached its task in terms such as "defining uses of statistics" or "surveying users to determine their needs." The Panel concluded that such input can contribute to the debate, but "the heart of the issue is the problem of establishing priorities." As to how this can best be done:

The Panel does not recommend some mechanical procedure as a panacea; rather it recommends a viewpoint, benefit analysis, to develop abilities to handle effectively the problems of interest.

The report provides the following definition:

Benefit analysis is the effort to estimate the value of a government activity, to show explicitly the social and economic consequences of alternative courses of action.

As further explanation the report offers:

A variety of analytical techniques will be used in benefit analysis. For example, economic argument will clarify available resources and costs and social indicator technology may help measure changes resulting from policy decisions.

In the private sector, the price mechanism acts as a correcting device for past decisions. In the public sector, which largely lacks the guidance of a price system, a special effort must be made to identify and assess the anticipated benefits of using new or improved data for legislative and executive decision-making. Whether the anticipated benefits can readily be quantified or not, a critical evaluation of their potential values should be undertaken. Such benefit analysis is not merely a measurement process, but an attitude of mind on the part of the manager in which precise measurement, while desirable, is not essential.

B. A Model of Future Utility

It became evident early in this study that proposed future benefits of the NCS, if realized, could far outweigh the benefits realized in the first eight years following the victimization survey pre-studies in 1970. For this reason it has been necessary to develop and test a model for future utility and potential benefits in order to estimate the consequences of using the victimization statistics of the NCS program.

A growth curve is one possible model of the past and potential utilization of the NCS. Such models are commonly used in technological forecasting (e.g., World Future Society, 1977). The underlying assumption is that new technologies start slowly, reach a period of accelerated utilization, move into a less rapid growth period, and finally mature into a relatively steady state. The figure below illustrates this type of growth model.

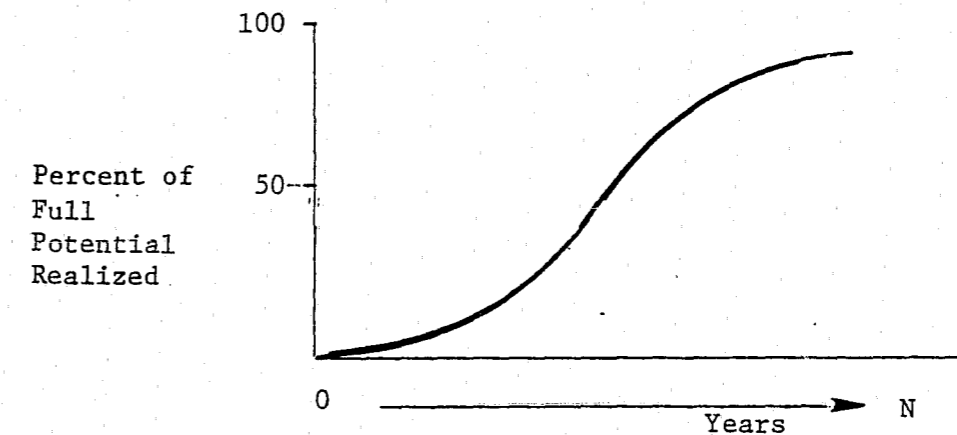


Figure 2.1. Illustration of Growth Curve

A projection model such as this was suggested by comments from current research users of the NCS at a 1978 conference in Leesburg, Virginia, sponsored by the Statistics Division (Toward an Agenda for Research on National Victimization Survey Statistics.) Several of the researchers in attendance suggested that the NCS was just beginning to reach its period of accelerated growth and that many more years would pass before the NCS approached its full potential.

The growth curve model is used in this report to describe the pattern of past and current uses and to predict the potential for future

use. Because all users and uses cannot be considered of equal importance in the setting of priorities, actual and potential uses are examined by user category in this report. Alternatives to the growth curve model are considered in predicting future use for some user classes. Historical evidence of NCS use from 1970 through mid-1978 was obtained and plotted. The projections of potential uses are made using this historical data and assumptions about the future course of the NCS program. These predictions are used in hypothesizing the benefits that may accrue through the use of NCS statistics.

Data collected by the RTI study team are applicable to testing the model in three different periods: (1) historical NCS activities from 1970 to 1978 show the periods of delay before NCS data became available to users, (2) evidence through mid-1978 of actual applications of NCS data show changing patterns of use, and (3) statements of current and potential users about their expectations for future use influence RTI predictions. Evidence of these three types will be introduced in the remaining chapters, following an explanation in this chapter of some additional concepts and descriptive terms used in this study.

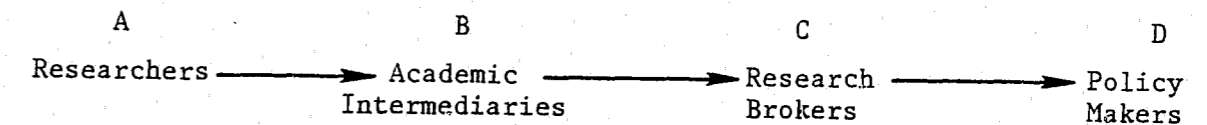
C. Statistics and Decision Making

In Setting Statistical Priorities the Panel emphasized the importance of public decision making as the point at which benefits of statistics might be derived. This focus on decision making has been accepted as the correct one for this study, but several cautions must be observed so that this focus does not obscure the important roles of research and policy analysts in presenting victimization data to decision makers. A reading of the Panel's conclusions about focusing on decision making (Committee on National Statistics, 1976, p. 5) can lead to the conclusion that statistical program data flows as indicated below:

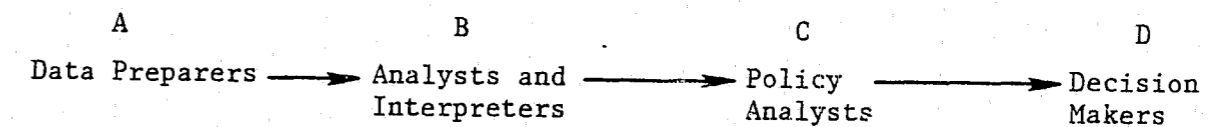


While this may be relatively accurate for some uses of statistical series, such as the use of the consumer price index as a trigger for administrative actions, the concept is inappropriate for the NCS program.

A more applicable concept is proposed by James L. Sundquist in Knowledge and Policy: The Uncertain Connection (Lynn, 1978). Sundquist shows the flow of social knowledge proceeding as follows:



This model of the flow of social knowledge is another path by which NCS data may reach the decision maker, assuming in the diagram that researchers are using NCS data. If the above two diagrammed paths from data to decisions are presented along with all other paths by which knowledge might flow in the criminal justice decision making process, the results is a complex flow of information and feedback illustrated in figure 2.2. It is useful to observe that the system of NCS data use is complex as illustrated, but the analyses in this study will need a simpler model for organizing the accumulated evidence. To this end, a modification of the Sundquist process is presented below as the most likely path for the more significant uses of NCS data:



In the following section, a specific set of terms for production and distribution of knowledge will be defined for this study.

III. CLASSIFICATION OF USES

A. Introduction

As the previous discussion of the approach has suggested, there are numerous sets of attributes that can be used in describing a use of a statistical series such as the NCS. A use can be classified by attributes such as the role of the user, the purpose of the use, the level of activity of the use, and the NCS product, or data packages, that are

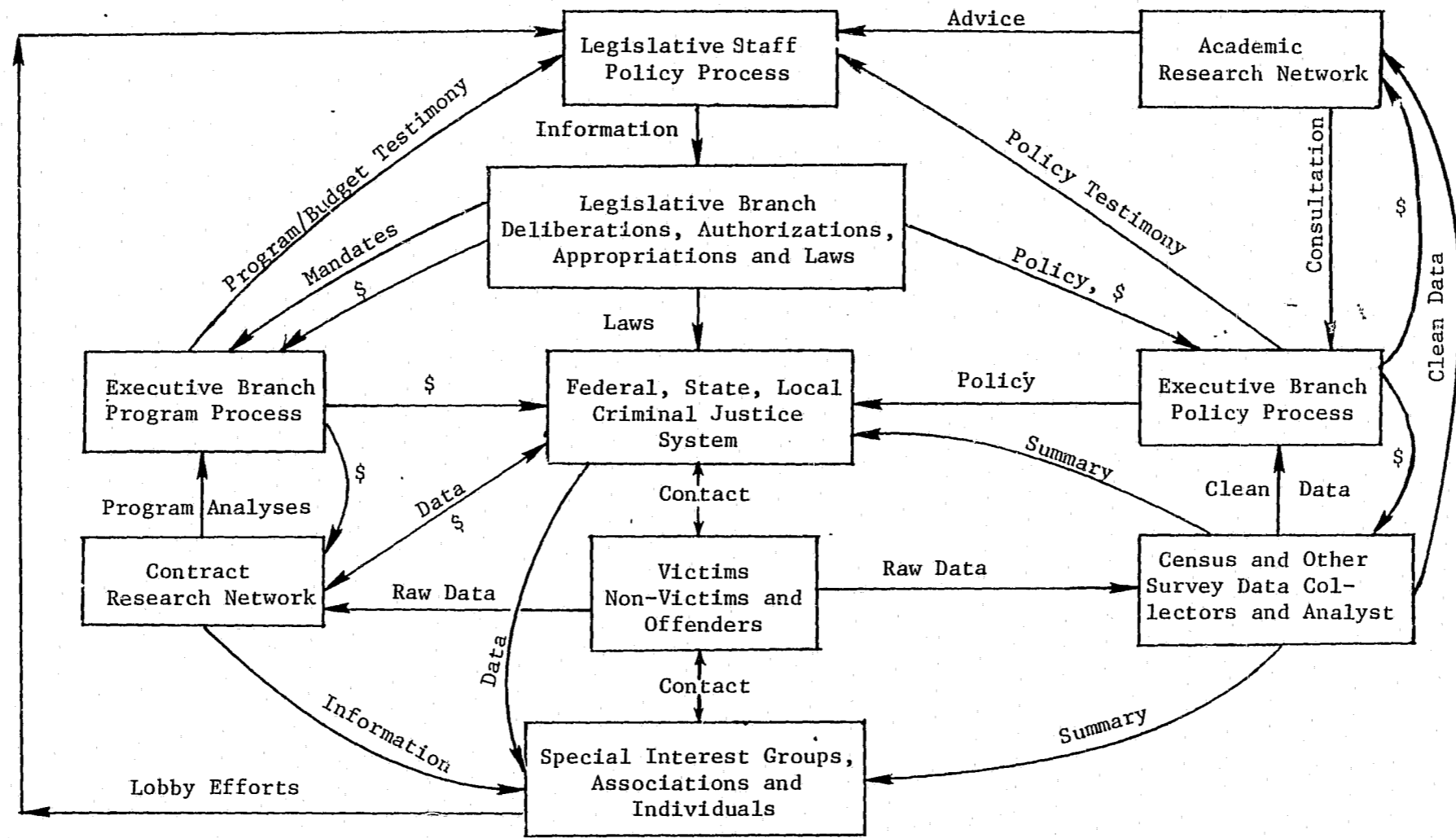


Figure 2.2. A Schematic Illustration of the Flow of Different Types of Knowledge That Might Influence Criminal Justice System Decisions

used. The various descriptors employed in this study have evolved into the classification scheme described in this section.

B. Level of Use

It is highly unlikely that aggregate values obtained from the victimization surveys and used without interpretation by a decision maker will produce benefits of significance to the public. It is much more likely that the enlightenment of a decision maker will derive from data that are carefully analyzed and interpreted. The evidence gathered in this study has been classified by the activity of each intermediate or final user in the path from data to decision. This activity classification permits a rating of the level of use from the routine to the highly original.

The level of use classification was suggested by the book Production and Distribution of Knowledge in the United States (Machlup, 1962). Among the many ways in Machlup categorized knowledge production and distribution, the following are most applicable to the activities of the producers and users of NCS products.

- Process - change form and content in routine ways, as in recording reported victimizations or in data processing.
- Transform - change form for ease of movement, as in keypunching from code sheets.
- Transport - move without changing form, as in the postal service.
- Interpret - change form and contents of the knowledge received but use imagination to help the next receiver better understand the knowledge, as in interpreting findings for a policy research study.
- Analyze - take the raw knowledge, separate and disaggregate it into essential components, add own imagination and knowledge, and synthesize the knowledge for new interpretive or creative use.
- Create - draw on a rich store of information received in messages of all sorts, add so much of one's own inventive genius and/or creative imagination that only relatively weak and indirect connections can be found between that received from others and that communicated.

The major contribution of the U.S. Bureau of the Census to utility is in the processing and transformation of NCS victimization survey data. This study is more concerned with the interpretive activities of the Office of Demographic Analysis at Census and the analytical, interpretive and creative activities of other users.

Borrowing from Machlup's concept, this study has employed a level-of-use classification to provide a quantitative rating for accumulated evidence of NCS use. These ratings, used throughout the remainder of this report, are in table 2.1.

Table 2.1. Level of Use Ratings

Rating	Level	Definition
1	routine use	Use of NCS limited to general review of summary data. Data use in reports is limited to an insertion without imaginative interpretation. Use of NCS data to quantify the rhetoric of a crime related speech is a typical example.
2	imaginative interpretation	Use of previously analyzed and synthesized NCS data in imaginative interpretations for decision makers or others concerned with the subject.
3	analysis	This use level generally involves computer processing. Data are disaggregated, reorganized into different sets, and resynthesize for interpretation.
4	original creator	NCS use in which a user appears to have created a new model or theory of victimization out of his accumulated knowledge, and NCS data have played a significant part in this creative process.
M	methodology of victim surveys	The methods of victim surveys are used or new survey methods are developed. Data may be used in support of these methodological objectives.

The interpretive and analytical categories in table 2.1 are applied in this report in rating uses of widely differing quality. For example, the rating of a piece of evidence as having derived from analysis rather than interpretation signifies only that NCS data were manipulated at a greater level of detail in the former. It does not signify that the analysis was accurate, imaginative, or more relevant to current policy issues. Similarly, the rating of "M" may be applied to activities that significantly contribute to victim survey methodology and it may be applied to a local analyst that reads the methodology publications before attempting a poorly designed local victim survey. The classification thus discriminates by level of user activity rather than quality or importance of user output.

C. Type of Use

In the report Surveying Crime the need for a continuing series of victimization surveys is discussed under three headings: (1) victimization survey as a social indicator, (2) executive and legislative uses of victimization surveys, and (3) scientific utility of victimization surveys (Penick, 1976, pp. 160-163). Others have proposed that victimization data should have utility for planning and administration and for evaluation of programs and projects. This study has accepted and modified the type of use categories of Surveying Crime to provide continuity between the studies, and additional categories have been added for the proposed uses not covered in that National Academy of Science report. The categories are defined in table 2.2.

The scientific research and social indicator uses are defined in table 2.2 in much the same way that they are described in Surveying Crime. Executive and legislative use is not a unique type of use in the table. A legislative or executive use may involve non-specific review of NCS tables and graphs to find situations that may need public policy attention. This will be classed as a social indicator use. Legislators and executives may also direct staff or consultant attention to specific issues that involve victimization data use. These will be classed as policy research uses. The executive administrator may need statistics for planning to implement policy and for administering the resulting plan. If NCS data were used in such activities the type class would be

Table 2.2. Type of Use Classifications

Type	Abbr.	Definition
Scientific Research	Sci. Res.	Use in research such as that involving tests of (criminological) theories of deterrence, changes in the type of crime over time, societal reaction to fear of crime, and the relationship of crime to the social structure and economic conditions. Most of social science research use falls in this general category.
Policy Research	Pol. Res.	Use in applied research specifically designed to assist in a policy decision rather than just to advance scientific knowledge. Usually performed by legislative or executive staff, consulting agency, or policy research institute. Studies to predict the effects of policies are considered to be policy research studies rather than planning or evaluation.
Social Indicator	Soc. Ind.	Use of data for their characteristics as quantifiable measures reflecting the magnitude or extent of social change. As specifically related to victimization, the measures might be rates, quantities, change rates, trends, or risk levels. Analysis to prepare social indicators is included, but scientific research that may produce better indicators is not.
Planning and Administration	Plan.	Use in the selection and administering of appropriate steps to carry out the policies set by the decision makers.
Evaluation	Eval.	Evaluation measures the efficiency, effectiveness, or efficacy of the implemented plans.
Teaching	Teach.	Use in a classroom exercise is similar to social indicator use, but this distinction is useful in assessing academic uses.

planning and administration. Finally, NCS data have been proposed for use in evaluating both the national impact of policy and the local effectiveness of projects. These are combined in a single evaluation type class, but with reservations. It is not uncommon to hear of the need for a national social indicator of criminal victimization to serve as an evaluation tool. A caution about such intended use is given by Dr. Eleanor Bernert Sheldon in this exchange following her lecture on Social Experimentation delivered at the General Accounting Office (U.S. General Accounting Office, Lecture Series, 1973-1975).

Question: Do you feel that policy design and program evaluation are the primary reasons for the development of social indicators and statistical indices?

Sheldon: I would suggest that it's almost the other way around. Academies wanted to understand social change. The public policy community was searching for easy ways to evaluate programs and, among the searches, some came on the notion of social indicators for use as an evaluation tool. ...I think it is reasonably agreed upon now that time series aggregative statistical data, no matter how sophisticated the analysis is, is not a good evaluative tool.

D. User Categories and NCS Product Categories

The user categories were generally selected by the sponsor or directed by the obtained evidence of past or potential use. The major categories are:

- Congressional
- Executive
- National Associations
- Academic Research
- Non-Academic Research and Services
- State Agencies
- Local Agencies

The role of the user within each agency is emphasized in the further breakdowns that appear in chapter 4.

The NCS data are available in several different forms. The specific forms fall into the following general classes:

Published Tables and Graphics
Printouts
Microfilm
Computer Tapes

The importance of differentiating product categories will be made clear in chapter 3.

IV. SUMMARY

This chapter has introduced the methodology and terminology that is used in this report. The concept of benefit analysis directed the approach used in gathering and summarizing the evidence. Emphasis is placed on potential users in decision making positions as well as on experienced analytical users. A growth curve model is proposed for forecasting potential uses in the aggregate.

All evidence of NCS use is classified by year of use, organizational role of the user, the NCS product used, the level of analytical depth of the use, and the purpose of the use. The classification scheme anticipates that each of these variables will assist in estimating the relative benefits of different categories of use.

Chapter 3

Historical Development of the National Crime Survey

I. INTRODUCTION

A complete review of the history of the National Crime Survey (NCS) would begin with the first recorded expression of need for statistics to measure crime and its impact, continue through the Wickersham Commission report (National Commission on Law Observance and Enforcement, 1931), and concentrate on the President's Commission on Law Enforcement and Administration of Justice (1967) as the seminal event. This review of the NCS program will begin with the initiation of pre-studies in 1970 and continue through mid-1978.

The objective of this review is to record evidence of the rate of development of the NCS, and to note the release of significant data or reports to users. Also reviewed are the activities supported by the Statistics Division of NCJISS, LEAA, to encourage the wider distribution and use of NCS products. The accumulated evidence will be used to show how the pattern of use has been constrained by and encouraged by the system by which NCS data are produced and distributed.

II. HISTORY OF DATA PRODUCTION AND DISTRIBUTION

A. Brief Description of NCS Data

Victimization surveys have been initiated by a relatively small number of Federal, state, and local government agencies. The precision, reliability, and validity of the non-NCS surveys has varied widely; but few of them have approached the high standards set for the NCS program. A review of evidence of the use of victimization data requires some review of these non-NCS surveys, but the primary focus of this study is on the victimization surveys supported by the Statistics Division and conducted by the U.S. Bureau of the Census.

The NCS program will be divided into two classes for discussion: city surveys and national surveys. The first is a series of cross-

sectional surveys in the central cities of 26 metropolitan areas of the United States, and the second is the nationwide longitudinal survey referred to as the national crime panel. Surveys were initially conducted in households and in commercial establishments in both city and national surveys. Questions were asked about victimization incidents and costs of these incidents in both classes and about attitudes toward crime in only city surveys.

At the present time only the national crime panel is continuing, and it no longer includes surveys of commercial establishments. In this continuing survey, a national sample of 60,000 households is sampled on a complex schedule that can provide month-by-month, quarterly or annual victimization rates. However, only annual reports are presently planned. (See Surveying Crime for a description of the panel design, the instruments, and the schedule.)

The completed commercial and city surveys are available to users in published reports and public use tapes. Cross-sectional data from the national panel are published annually and public use tapes of national data are available for cross-sectional analyses. Capability to analyze the longitudinal aspects of the survey data is presently limited to a single academic researcher at Yale University, Dr. Albert Reiss. The different data packages or products that are available are summarized in table 3.1. These packages may contain data from any of the national or city surveys of the NCS program.

B. History of the 26 City Surveys

Between March of 1970 and July of 1972 the Bureau of the Census conducted pre-studies to develop and test methods and procedures to be used in victim surveys. These pre-studies were to evaluate and improve upon the methods used in an earlier national victimization study (Ennis, 1967) and an earlier central city study (Biderman, 1967), both for the President's Commission on Law Enforcement and the Administration of Justice.

The first NCS surveys following these preliminaries were in eight central cities that had been selected by LEAA for a high impact program: Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland, and St. Louis. These cities were surveyed in July-November, 1972 and resurveyed

Table 3.1. Product Classes for the National Crime Survey

Data Package	Comments
1. Basic Census Data Tapes	Restricted to internal use at Census to protect the confidence of respondents.
2. Census Public Use Tapes	Tapes prepared after aggregations to protect confidentiality.
3. DUALabs Public Use Tapes	Reformatted Census Public Use Tapes to improve ease of use. Done by DUALabs, Incorporated under contract from LEAA.
4. Census Tabulation (or Microfilm)	Printouts prepared by Census programmers for their Office of Demographic Analysis (ODA). The same report preparation routines are used for special requests for state and local tabulations (or microfilm).
5. Census/LEAA Tables	Data are selected by ODA from the Census tabulations and used to prepare and interpret tables for LEAA publications.
6. NCS Publications	Publication of NCJISS, Statistics Division, that contain NCS data.
7. ICPSR Archives	DUALab tapes stored at the University of Michigan for shared use by members of the Inter-University Consortium for Political and Social Research.
8. Victimization Report	Any secondary source containing useful extracts of data from the NCS.

in March-May, 1975. Crime analysis teams were funded by LEAA in each of these eight cities. The Criminal Justice Research Center (CJRC), a non-profit research center closely affiliated with the State University of New York in Albany, was engaged to train these eight crime analysis teams. Victim surveys were emphasized in the training because of the LEAA intent that they be used in evaluating the change that might result from high impact programs. This intent was not realized because major programs planned for the high impact cities were never implemented, and these impact evaluations were no longer relevant. However, the initial involvement with the eight cities gave CJRC an early start in the analysis and interpretation of victimization data. Many of the LEAA publications and professional articles prepared by CJRC staff are based on the NCS data from the eight impact cities. These data have been available to CJRS on Census public use tapes since 1974, and CJRC used a great deal of time and effort to become familiar with the data and convert the tapes to more useable form. Only a few others had access to public use tapes until the summer of 1978 when NCS data entered the University of Michigan archives.

A small group of policy researchers at the Department of Justice obtained access to the Census public use tapes in 1975. These policy researchers were in need of data about the victims of crime for analyses of gun control and victim compensation proposals. The Department's Senior Economic Advisor and his policy research consultants obtained the tapes and manipulated them with much difficulty to produce some of the desired information. The advisor and his consultants continued to be users of the Census public use tapes, and they encouraged the Statistics Division to provide more useful public use tapes. The DUALabs corporation was employed by LEAA in October of 1975 to simplify the use of NCS data by reformatting Census tapes and providing user software.

While a few scientific and policy research studies were being initiated with the first surveys of eight cities, Census continued with other surveys. The five largest U.S. cities were surveyed in January-March of 1973 and again in January-March of 1975. Thirteen other cities were surveyed once in January-March of 1974. Thus, between July of 1972 and May of 1975 the Bureau of the Census completed victimization surveys

in 26 cities, including repeat surveys in 13 of the 26. The first data were available to users outside Census in 1974, but only the few users already mentioned made use of the complex Census public use tapes. The DUALabs version of the public use tapes was available for cities in October of 1976; but a DUALab sale was permitted only for a city survey on which LEAA had released an NCJISS report. By March of 1978 there had been 16 buyers of one or more city survey tapes, but other potential buyers were waiting to use these NCS data without cost at the University of Michigan archives.

The first NCJISS publication from the NCS program was Criminal Victimization Surveys in the Nation's American Cities, released in April, 1974. The report Crime in Eight American Cities followed in July of 1974, about eighteen months after data collection was completed. The Thirteen Cities report was released in thirteen months (June, 1975), and the timeliness of reporting appears to have improved over time. However, the first released reports contained very little information about each city; and the potential for secondary analysis was negligible. Cross tabulations showing greater detail for each city were not published until 1977 and 1978, and the potential for secondary analysis with these reports is still quite limited.

In 1975, 1976, and 1977 CJRC conducted workshops on crime analysis in different regions of the country. These workshops were conducted through a Statistics Division contract to CJRC to encourage use of the NCS data. Both the city surveys and the national panel were discussed, but the early CJRC analyses used in demonstrating application employed data from the Eight City and Five City surveys. State and local representatives of criminal justice planning agencies, state statistical analysis centers, and local crime analysis teams were in attendance. Thus, the earliest period for significant use of the NCS at state and local levels would have been late 1975 to early 1976.

In summary, the NCS city data were first collected in mid-1972, first published for eight cities in mid-1974, first made available for purchase on DUALabs public use tapes in late 1976, and first available at the University of Michigan in the summer of 1978. The events in this history are listed chronologically in table 3.2. The table lists all of

Table 3.2. NCS City Surveys: Data Collection Dates, Publication Dates, and Other Events Significant to Use Patterns

Year	Month(s)	Events
1970	March-June	Reverse record checks in D.C. and Baltimore (Pre-Study)
	May	Commercial feasibility in Cleveland and Akron (Pre-Study)
1971	January	Pilot and record check in San Jose and Dayton, Ohio (Pre-Study)
	January, July	Victimization supplemented to the Census Household Survey (Pre-Study)
1972	January, July	Victimization supplemented to the Census Household Survey (Pre-Study)
	July-November	First surveys in eight U.S. cities
1973	January-March	First surveys in the five largest U.S. cities
1974	January-March	Surveys in 13 U.S. cities
	April	Publication: <u>Criminal Victimization Surveys in the Nation's Five Largest Cities</u>
	June	Publication: <u>Crimes and Victims: A Report on the Dayton-San Jose Pilot Survey of Victimization</u>
	July	Publication: <u>Crime in Eight American Cities: Advance Report</u>
1975	January-March	Second surveys in the five largest U.S. cities
	March-May	Second surveys in eight U.S. cities
	June	Publication: <u>Criminal Victimization Surveys in Thirteen American Cities</u>
	Summer	First CJRC workshops for state and local agencies
	Summer	LEAA supports Social Science Research Council (SSRC) month long workshop for academic researchers.
	October	LEAA grant to DUALabs
1976	August	First Census tapes received at DUALabs: city incidents, city complete
	October	DUALabs processes complete files and incident extracts for city data through 1975

(Continued)

Table 3.2. (continued)

Year	Month(s)	Events
1976	November	Publication: <u>Criminal Victimization Surveys in Chicago, Detroit, Los Angeles, New York, Philadelphia: A Comparison of 1972 and 1974 Findings</u>
	November	Publication: <u>Criminal Victimization Surveys in Eight American Cities: A Comparison of the 1971/72 and 1974/75 Findings</u>
	December	CJRC second round workshops
1977	January	CJRC second round workshops
	Periods uncertain	DUALabs: (1) advertises tape availability after NCJISS publication for each set is distributed, (2) works on documentation throughout the year.
	July	Publications: <u>Criminal Victimization Surveys in 26 Cities</u> (26 separate city reports)
	October	ICPSR, University of Michigan receives a grant to provide NCS tapes from DUALabs to member institutions of ICPSR. Archives will include UCR and all NCJISS statistical services
1978	April	DUALabs Tape Buyers City Data Purchased Oregon Research Institute Cities Hoover Institute Cities University of Pittsburgh City attitudes University of Pennsylvania Cities University of Chicago Chicago and Detroit SUNY-Binghamton City attitudes Pennsylvania State Cities Duke University Cities commercial University of Colorado City incidents University of Maryland Baltimore incidents Oklahoma State Los Angeles attitudes Minnesota SPA Minneapolis Wisconsin SPA Milwaukee N.Y. Office of Drug Abuse New York, Buffalo City of Los Angeles Los Angeles City of Chicago Chicago
	Summer	ICPSR city incident tapes are ready for users. Provided technical assistance, consultation, and summer courses to users. Initially, use is to be free to ICPSR member institutions and non-member users.

the events that are believed to be pertinent to an examination of the uses of NCS data, including a list of the purchasers of DUALab tapes through April, 1978.

C. History of the National Panel

The National Crime Panel is considered by the Statistics Division to be more reliable and valid than the city surveys. Each sampled household remains in a rotating panel of 60,000 households for three years, and each member of the household is interviewed semi-annually about experiences as a victim of crime during the previous six months. The first interviews in a household are conducted only to improve the validity of the remaining six household interviews; thus, data from these first interviews are not provided to users. These so-called bounding interviews were first conducted in July 1972 to bound victimizations later reported in January 1973. The first publishable national data were collected in January 1973, but other victimization data for January were still being collected in June 1973. Data collection for the national panel has been continuous since 1973, and by July 1978 five years of data had been collected on nationwide victimization.

Analyses of the NCS panel results as longitudinal data have been delayed for a number of reasons. The Bureau of the Census currently manipulates the NCS panel data in a cross-sectional survey mode. Tabulations in this mode are prepared annually for analyses and reports by the Census Office of Demographic Analysis (ODA). However, this limitation to cross-sectional analysis ignores the potential value of NCS for longitudinal analyses. Under a grant from the Statistics Division, Dr. Albert Reiss is making use of the longitudinal feature of the NCS data. This use requires that he convert the Census tapes into a much more complex format that will permit longitudinal analysis. Only after such manipulations can valid risks of victimization over time be synthesized from the NCS panel data.

The first publication of cross-sectional interpretations based on the national crime panel was in November, 1974, when an advanced report on victimization in the first six months of 1973 was released. The full report on victimizations in 1973 was released in December, 1976. Complete annual reports for later years were similarly delayed, but less detailed

reports on year-to-year changes were somewhat more timely. A comparison of 1975 and 1976 victimizations was published in November, 1977. Because the last set of households reporting 1976 victimizations were not interviewed until June of 1977, a November report in the same year does not appear to be excessively delayed. Table 3.3 shows the dates of data collection and report publication for the NCS Panel through December 1977 when the annual report on 1974 and on 1975 were released. The table also describes other significant events that have influenced utility.

One of the events listed but not discussed in the city data history is the convening of an LEAA supported workshop on use of criminal justice statistics. In the summer of 1975, the Social Science Research Council organized a month-long workshop for academic statisticians, sociologist, and psychologists and for several government participants. A number of research projects were initiated, including several that used victimization data. These early participants in the NCS program have continued to be significant contributors to the program as users and constructive critics of the methodology.

One of the participants and contributors to the 1975 summer workshop was Dr. Albert J. Reiss, Jr., Chairman of the Department of Sociology, Yale University. Dr. Reiss is presently the only researcher working with the longitudinal features of the NCS panel. The utility of the NCS for this type of use was very limited until several years of data were collected and processed into useable form. For example, the first set of 60,000 households did not complete its time in the panel until the last data for 1973, 1974, and 1975 were collected in June, 1976. With the normal delay in processing at Census, the three years of data were not available to Dr. Reiss until 1977. Much of 1977 was required to manipulate the data from the cross-sectional format in which they were supplied by Census to the longitudinal format that permitted analyses of household victimizations over three years. The initial studies were more useful in planning for methodological improvement in the survey than in describing and explaining the victimization risks and how to reduce them. Some papers by Dr. Reiss that describe the risk of victimization over time first began to appear in draft in 1978.

Table 3.3 NCS National Crime Panel: Data Collection Dates, Publication Dates, and Other Events Significant to Use Patterns

Year	Month(s)	Events
1970-72	-	Pre-Studies detailed in Table 3.2
1972	July-December	National Panel bounding interviews
1973	January-June	Initial data collection for National Crime Panel, first half of 1973
1974	January-June	Data collection for the National Crime Panel for the last six months of 1973. Completed
	June-December	Data collection for the National Crime Panel for the first six months of 1974. Completed
	November	Publication: <u>Criminal Victimization in the United States, January-June 1973</u>
1975	January-June	Data collection for the National Crime Panel for the last six months of 1974. Completed*
	Summer	SSRC workshop on criminal justice statistics for scientific researchers
	October	LEAA grant to DUALabs
	May	Publication: <u>Criminal Victimization in the United States: A Comparison of the 1973 and 1974 Findings</u>
	August	DUALabs receives first Census tapes: Panel complete through 1974
	Fall	DUALabs receives National Panel for 1975 Also, completes programs for converting Census tapes to public use tapes
	October	DUALabs processes complete files and incident extracts for the 1973-74 Panel data
	December	Publication: <u>Criminal Victimization in the United States - 1973</u>
1977	Date uncertain	First complete cycle of NCS panel available at Yale University.

*This pattern has continued for the National Crime Panel. In July to December, the data is completed for the first six months of the year. In January to June, data is completed for the last six months of the previous year.

(Continued)

Table 3.3. (continued)

Year	Month(s)	Events	
1977	Date uncertain	DUALabs: (1) receives Panel tapes four to six months after Census data collection, (2) advertises tapes available after NCJISS publications for each set are distributed, (3) works on documentation throughout the year, (4) continues to process NCS panel data as it is received	
	February	Publication: <u>Criminal Victimization in the United States: A Comparison of 1974 and 1975 Findings</u>	
	October	ICPSR, University of Michigan, receives grant to provide NCS tapes from DUALabs to member institutions of ICPSR. Archives are to include UCR and all NCJISS statistical services	
	November	Publication: <u>Criminal Victimization in the United States: A Comparison of 1975 and 1976 Findings</u>	
	December	Publication: <u>Criminal Victimization in the United States, 1974</u>	
	December	Publication: <u>Criminal Victimization in the United States, 1975</u>	
	1978	April	<u>Buyers of DUALabs' National tapes:</u> National Institute of Education Illinois State Rutgers University University of North Carolina University Notre Dame Prudential Insurance New York SPA
		Summer	Eighteen quarters of NCS panel data "up" and ready for users at ICPSR, University of Michigan! Cross-sectional use only.

The use of the national panel as a series of cross-sectional surveys has been possible since October 1975 when DUALabs completed the conversion of the Census public use tapes for 1973-1975. However, these tapes could not be offered for sale until the LEAA public release of the panel results for each year. These release dates were May, 1976, for the 1973 and 1974 data and February, 1977, for the 1975 data. By April of 1978 the national data had been sold to only seven purchasers, and 18 quarters of panel data had been provided to ICPSR.

The ICPSR was funded by the Statistics Division in October, 1977, to obtain all city and panel tapes from DUALabs and place them in the consortium's archives. The consortium is funded by its member institutions, primarily universities, to maintain social and political data in its archives and provide the data on request to the membership. Data are obtained by ICPSR archives from numerous sources in a variety of formats. The data are converted to IBM 360 system formats needed for standard social science software packages. Additional manipulation is done to suit the data to the technical equipment of the requestor. The most common procedure is for ICPSR to receive magnetic tapes from requestors, place code descriptions and data on the tapes, and return the tapes to the user. Users may also employ the University of Michigan computer through the telephone network, and requests are sometimes honored for punched cards and hard copy.

ICPSR has completed the processing of 18 quarters of panel data, and two workshops have been conducted. The first and shorter of the two was attended by criminal justice planners and statistical analysis personnel from 15 states. Attendees were introduced to analysis of a teaching sample of victimization data from San Diego and New York City. In the longer workshop for academic researchers, these potential users were introduced to the full capability of the data files and were given opportunities to interact with the files. ICPSR plans to continue the exchange with these users over the remainder of their grant, which ends in December. In later months, the NCS data and other Statistics Division data series should be made available to both member institutions and to non-members for a nominal fee. The ICPSR data from the national panel can be used only for cross-sectional studies at present. The

data obtained from DUALabs do not contain the unique identifiers of households and individuals that would permit a longitudinal file to be prepared.

D. Processing and Distribution Sequences

The initial steps in collecting, processing, and distributing NCS data and reports are summarized in figure 3.1. All of these steps are performed by units of the Bureau of the Census under contract to LEAA. LEAA exercises some control over the operation through the approval of budget requests and the review and editing of final publications. However, the day-to-day operations are beyond the control of LEAA. Operational problems with this administrative arrangement are discussed in Surveying Crime (Penick, 1976, Chapter 4, The Need for Managerial and Technical Coordination). The analysis of the problems of this system was not within the scope of this study. Needs will be discussed following the presentation of the evidence of present and potential uses.

The products of the Census system of collection and processing NCS data are shown in figure 3.1. Routine tabulations for the nation and for 26 cities are prepared primarily for the Office of Demographic Analysis, but special tabulations are also supplied to the 10 largest states and to some of the 26 cities. There is no evidence that any but routine tabulations have been obtained from Census.

The Census public use tapes are made available to a limited number of intermediate users for analyses of further processing. These intermediate uses are shown in the diagram in figure 3.2. There are four major paths for the Census public use tape to follow toward ultimate utility and possible benefit. The first shown is the direct use of Census tapes in analysis for policy research, such as the uses by Department of Justice advisors and consultants. The second and third in the figure are data tapes reprocessed for studies at the CJRC in Albany and at Yale University. The special purpose programs and study tapes at these two installations are not intended to provide detailed data that are easily used by others. The fourth path through DUALabs and the ICPSR is the principal path for widespread dissemination of the data from both city and national panel studies.

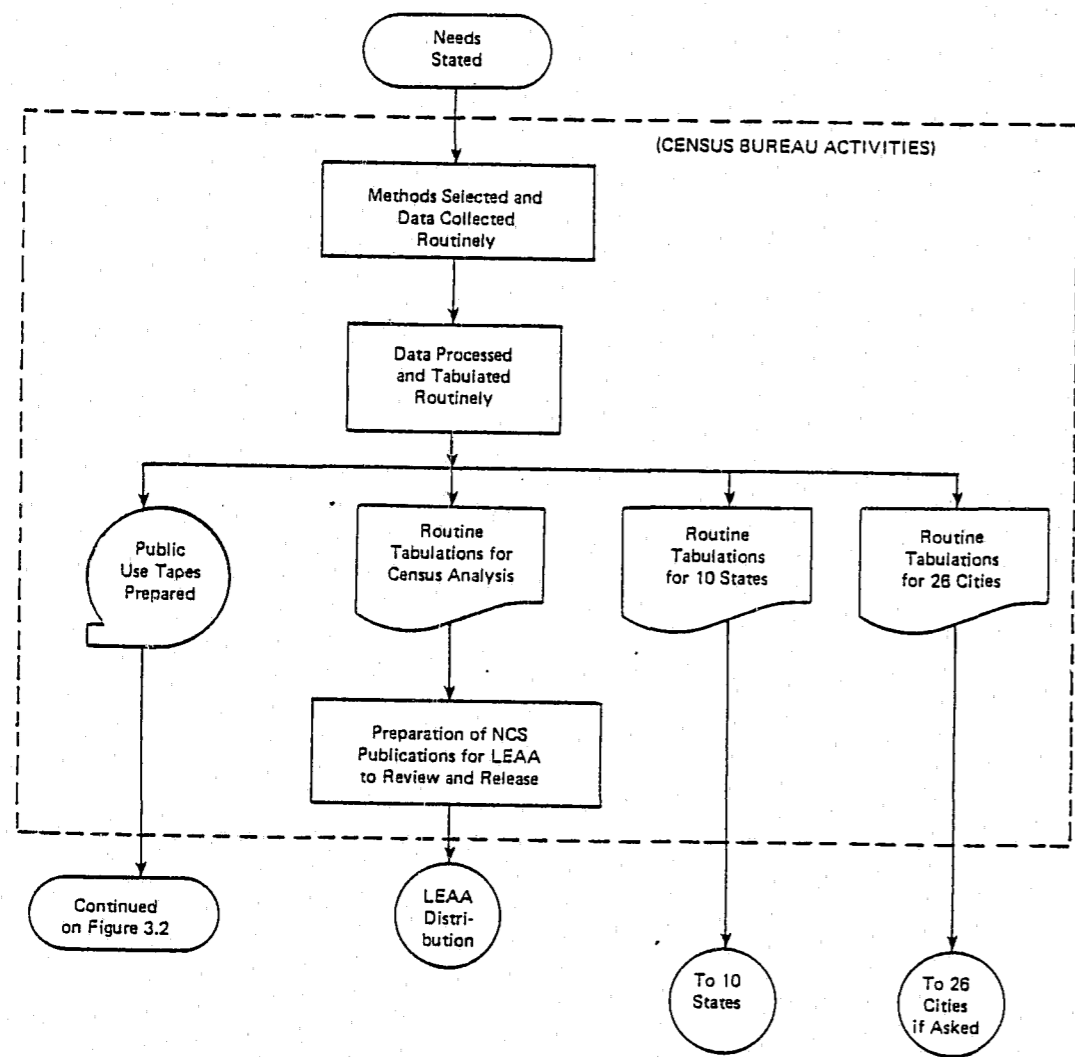


Figure 3.1. Major Activities in the Production and Distribution of National Crime Statistics at the Bureau of the Census

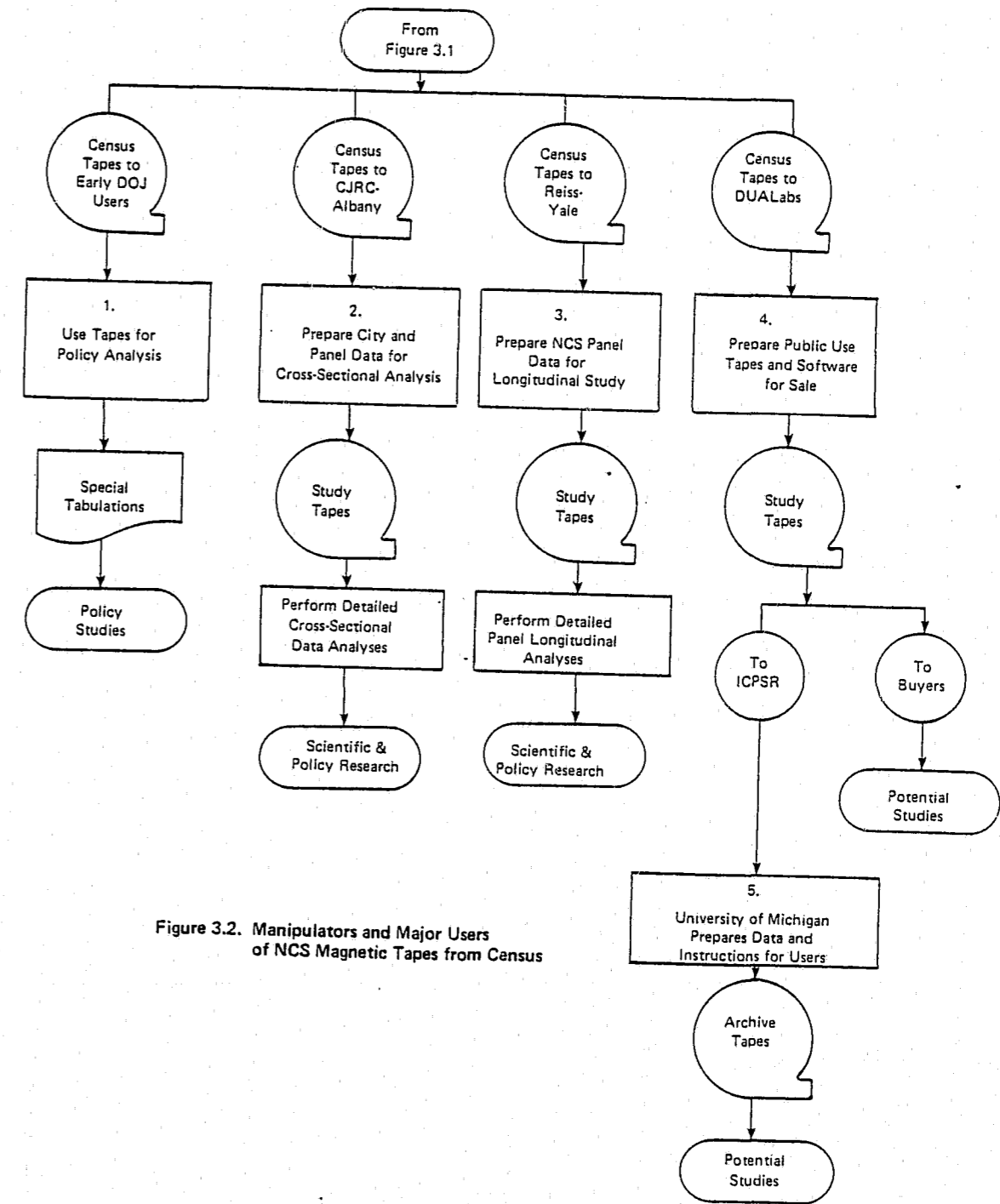


Figure 3.2. Manipulators and Major Users of NCS Magnetic Tapes from Census

III. SUMMARY OF HISTORICAL DEVELOPMENTS

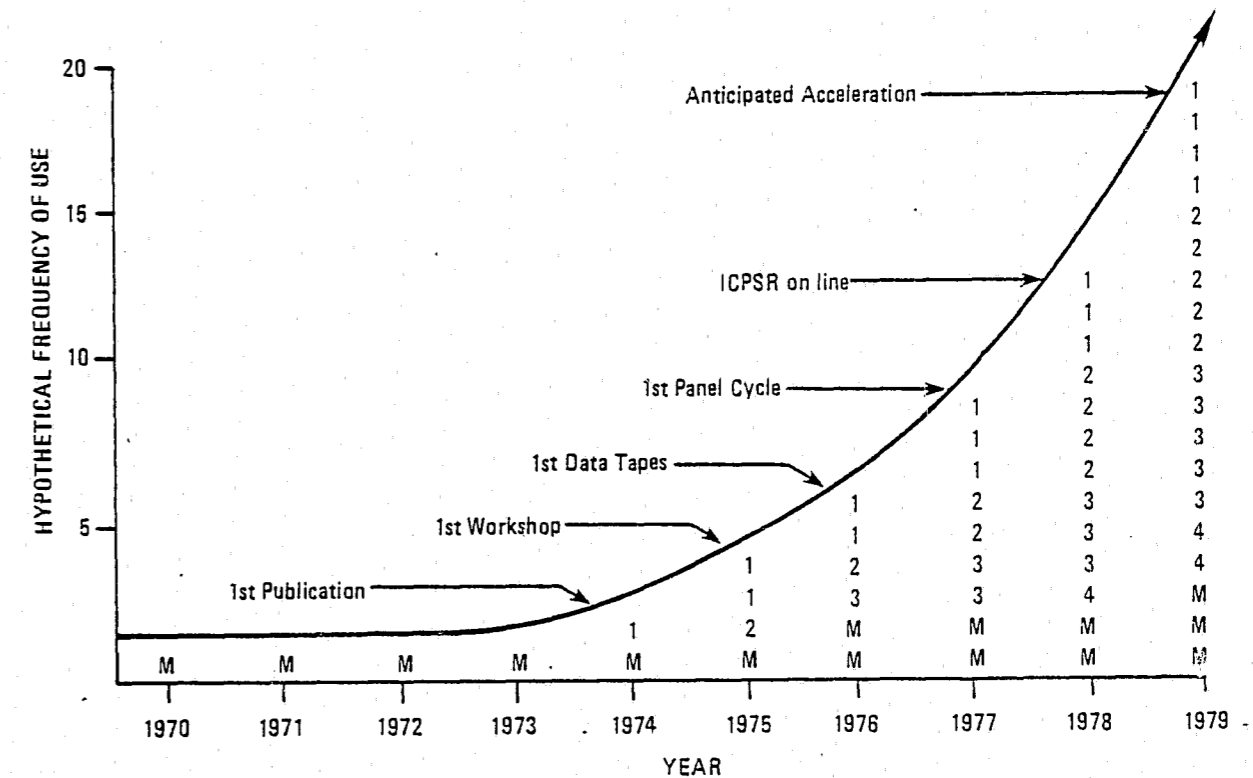
The material discussed in this chapter can be used to demonstrate that the NCS is a relatively young statistical series from the standpoint of present and potential users. Although LEAA began expenditures on the program in 1970 the significant products were not available to users until 1976 and later. The key events for the broad distribution of NCS data are listed below:

Dates	Events
April 1974	First published report from NCS
Summer 1975	First workshops for agency representatives and academic researchers.
October 1976	First DUALabs tapes available for purchase.
December 1976	First published report on a complete year of NCS panel results (1973 victimization data)
Spring 1977	First full 3-years of NCS panel to Reiss
Summer 1978	NCS made available to user at ICPSR. Workshops introduce new potential users to NCS

Given the above pattern of NCS data availability, it should be anticipated that there were few uses of NCS data before 1976. All but a few of the early users should be expected to be users of published documents, and most of the uses should be no more than routine or interpretive.

Detail uses of NCS data for descriptive and explanatory analyses should be expected to be limited to the few experienced recipients of Census public use tapes and DUALab tapes. University members and other users of ICPSR services are all potential rather than past users. Thus, the evidence of NCS production and distribution would suggest a pattern of use such as the hypothetical one seen in figure 3.3. The pattern is meant to be suggestive of the beginning years of the S-shaped growth curve hypothesized in chapter 2.

The accumulated evidence of use from interviews and the literature will be presented in chapter 4.



LEGEND:

- M - Data used in developing improved methodology (prestudy and analyses of panel data).
- 1 - Routine use of NCS reports in speech debates or studies.
- 2 - Imaginative interpretations of NCS data from potential reports.
- 3 - Descriptive analyses, usually involving computer use of data.
- 4 - Creative uses, such as explaining causes and risks of victimization.

Figure 3.3. Hypothetical Uses of NCS Data Illustrating Expected Growth Pattern

Chapter 4

Presentation of the Evidence

I. INTRODUCTION

This chapter presents and examines the evidence gathered for this study. The primary sources of evidence of past uses are the printed documents supplied by persons interviewed. Additional evidence was obtained through an extensive search of the literature. There were a few uses in which printed evidence was not available but the person interviewed explained the use in sufficient detail for it to be rated by level and type. Potential uses are based on verbal reports, proposals, or logical extensions of past uses.

In the first two months of 1978, the RTI study team interviewed past and potential users of NCS victimization data in the Washington, D.C. area. These personal interviews with staff and management of legislative, executive, research, and association offices, are the Phase I interviews described in section II. Between March and June of 1978, telephone conversations were held with numerous past and potential NCS users in state and local agencies, academic institutions and other organizations. These comprise the Phase II interviews described in section III.

Unpublished and published documents were obtained from interviewees and from a literature search. This printed evidence was used to both support and to expand the evidence obtained in the interviews. Section IV presents this evidence and shows how it is interpreted to predict the pattern of future NCS use.

II. EVIDENCE FROM PHASE I INTERVIEWS

A. Introduction

During January and February of 1978, the RTI study team visited 45 persons in 33 offices of the legislative and executive branches of the Federal government. In addition, 17 persons in 11 Washington based associations and research organizations were interviewed during this time period. These 62 interviews comprise the Phase I interviews and were the basis for an interim report to the sponsor at a Leesberg, Virginia conference on the NCS.

The Phase I interviewers had several purposes: (1) to examine the history of the NCS as seen by the program's participants and obtain their comments about expected utility, (2) to find examples of NCS use in the Washington area, and (3) to identify potential legislative and executive agency users. Findings from these interviews were used in developing the classification scheme presented in Chapter 2 and the program history in Chapter 3. Phase I evidence of past or potential use is summarized below under the following three categories: Congressional, Department of Justice and other Federal government, and non-governmental organizations.

B. Congressional Staff Interviews

1. Selection of the Respondents

Table 4.1 lists 16 persons on the staffs of 12 Congressional committees and support services who were interviewed in Phase I. These individuals were selected through referrals and because screening calls disclosed that the committee has an interest in crime statistics. Screening calls were initiated by referrals from the LEAA Congressional Liaison Office, by review of documents showing Congressional committee jurisdictions, and by referral from one Congressional committee to another. When the screening calls disclosed a user of NCS data or a person with strong interest in discussing the potential of NCS, an interview was arranged. Many of the interviews were tape recorded and reviewed in preparing this analysis.

Table 4.1. Identification of Congressional Staff Interviews with Sixteen Persons in Twelve Offices

Congressional Committee, Subcommittee, or Service	Principle Sources of Information
<u>User</u>	
1. Senate Judiciary Committee	Kenneth Feinberg
2. Senate Judiciary Committee Subcommittee on Antitrust and Monopoly	Robert McNamara
3. Senate Judiciary Committee Subcommittee on Juvenile Delinquency	Josephine Gitler
4. Senate Judiciary Committee Subcommittee on Criminal Laws and Procedures	Eric Haltman
5. Senate Special Committee on Aging	David Rust
6. House Select Committee on Aging Subcommittee on Housing and Consumer Interests	Jose Garza
7. House Judiciary Committee Subcommittee on Criminal Justice	Thomas Hutchison
8. House Education and Labor Committee Subcommittee on Economic Opportunity	Gordon Rally
9. House Judiciary Committee Subcommittee on Crime	Hayden Gregory Matthew Yeager
10. House Science and Technology Committee	Jonah Schacknai
11. Congressional Research Services	Charlotte Moore Barbara McClure
12. U.S. Government Accounting Office	Kathy Peterson Peter Aliferis

2. Analysis of the Evidence

The interviews with Congressional counsel and staff disclosed a relatively limited use of NCS data but generally strong support for its potential. Table I-A in a separately bound appendix volume contains a brief description of the comments from each committee interview and rates past use, potential use, and attitude toward the NCS program.^{1/} These ratings are summarized in table 4.2 using the level of use rating described in Chapter 2, table 2.1.

Table 4.2. Summary of Congressional Evidence and Rating of NCS Use

User	Level of NCS Use by User Class			Extent of NCS Support	Potential Use Level Rating	Reason for Interest in NCS Program
	Senate Judiciary	House Judiciary	Other Congr. Comm.			
1	1			Strong	2	Reliable Crime Stat's.
2	0			Fair	2	Reliable Crime Stat's.
3	0			Fair	2	Juvenile Crime Stat's.
4	1			Good	2	Reliable Crime Stat's.
5			2*	Strong	2	Elderly Crime Stat's.
6			3*	Strong	3	Elderly Crime Stat's.
7		2*		Fair	2	Victim Compensation
8			1	Strong	2	Juvenile Crime Stat's.
9		3*		Strong	3	Reliable Crime Stat's.
10			1	Strong	2	Reliable Crime Stat's.
11				2*	2	Reliable Crime Stat's.
12				1	1	Statistics Policy

RATINGS: 1-Routine
2-Interpretive
3-Analytical

* - Documented Uses.

Table 4.2 shows that eight of the 10 House and Senate committees in table 4.1 had made some use of NCS data. The four Senate Judiciary interviews disclosed no more than routine use of NCS, but there was fair to strong NCS support. A potential use rating of (2) for each of these Senate Judiciary committees is given because of their strong expressions

^{1/} Available for review at LEAA or RTI, but not generally distributed.

of interest in obtaining reliable crime statistics. The upcoming Senate debate on victim compensation is a specific potential use reported, and several other potential uses were less specifically described in the interviews. However, the availability of a reliable social indication of crime was reported to be the most important reason for NCS continuation.

In the subcommittees of the House Judiciary, the persons interviewed reported specific experiences in the use of NCS data or publications. Their experiences are related to victim compensation, gun control, crime and unemployment, and general social indicator use. In the Subcommittee on Criminal Justice the person interviewed had no continuing policy research use for NCS in his position; but he called attention to debates on the floor of the House where repeated use was made of NCS data, both in support of and in opposition to proposed victim compensation legislation. The Representatives who cited the NCS or used its findings in the debate included: (Congressional Record, September 29-30, 1977).

Rep. Mann: "50 percent of the violent crimes that are not reported in this country will now be reported" (H10366)

Rep. Hammerschmidt: Presented major findings of the crime and the elderly study In Search of Security, explaining that "the elderly victim crime rate was based on the LEAA survey." (H10368)

Rep. Mann: "An independent study by the Department of Justice came up with a figure less than that of the Congressional Budget Office." (H10396)
A reference to an OIAJ study of victim compensation costs based on NCS data. (E. Jones Interview)

Rep. Pike: Holds up the document given to him by Mr. Mann and states: "it is a document titled, Criminal Victimization in the United States, done through the LEAA and the U.S. Department of Justice." Mr. Pike read details of the rates at which individual crimes are reported to the police and used these to challenge Mr. Mann's contention that the compensation bill would increase reporting of serious crimes. (H10401)

Numerous general references to victimization study findings were made in the debate, which had the active participation of Representatives Railsback, Rodino, Holtzmann, Baggio, Wiggins, Ichord and others.

Strong support by the Subcommittee on Crime (of the Judiciary Committee) is documented in hearings titled Suspension of the National Crime Survey (U.S. Congress, 1977). This subcommittee has a staff member experienced in detailed analyses with NCS data for both scientific and policy research. He plans extensive future use in support of issues before the Subcommittee.

Four other House and Senate subcommittees were interviewed. Two were specifically concerned with crime and the elderly and their NCS use is documented. Use by the Senate Special Committee on Aging was earlier in the life of the NCS, and its data were interpreted by Senator J. Glenn Beall without careful analysis (Congressional Record, June 4, 1975; July 22, 1976). The NCS was used to support an amendment to the Crime Control Act of 1976 requiring states to include plans for the elderly specifically in their comprehensive criminal justice plans. Testimony by LEAA on this amendment and on compliance with its intent has made use of NCS data, principally from 1973 National Panel reports. (U.S. Congress, 1975 and LEAA, 1978).

The House Select Committee on Aging made a thorough investigation of crime and the elderly using NCS as its principle data source. Senate and House concern for crime and the elderly appear to have diminished since its peak in about 1976, but these committees still want improvement in NCS for use in continued analyses of this issue. Specific recommendations for NCS changes were made to LEAA in the House document Search for Security. (U.S. Congress, 1977d).

The remaining two Congressional committees were no more than routine users of NCS publications, but they are strong NCS supporters. The House Committee on Science and Technology representative was concerned with the potential importance of the NCS in future federally supported crime research. The Subcommittee on Economic Opportunity is interested in juvenile crime statistics and reported that NCS data played some part in National Institute of Education safe school studies. The NCS is expected to be increasingly important to the Juvenile Justice and Delinquency Program, which is within the jurisdiction of this subcommittee.

The four support service persons interviewed were with the Congressional Research Services (CRS) and the U.S. Government Accounting Office

(GAO). The GAO was investigating the NCS program but was not otherwise a user of the data. The CRS interviews evidenced a modest but growing familiarity with NCS. The CRS staff reported several uses of the documents each month, but they would not discuss their clients or the nature of their studies. Information from other sources disclosed CRS use of NCS publications in a cursory review of data about crime and the elderly (Puls, 1975). Microfiche NCS and UCR data were requisitioned by CRS staff in late 1977.

3. Interpretation of Findings

In order to interpret the evidence of Congressional use of NCS, it is necessary to examine the process by which Congress gathers evidence and the extent to which there is a capability to use NCS.^{1/} As explained to RTI by those interviewed, the usual process is an advocacy proceeding in which each side gathers as much evidence as possible with which to advocate its position. Evidence is gathered primarily by lawyers with the assistance of consultants and literature researchers. If quantitative crime analyses are needed, the research brokers on the committee staff attempt to obtain crime analyses from the FBI or from LEAA. If the required analyses cannot be obtained from the Department of Justice, experts in the field in question will be called to consult and possibly to testify.

According to academic researchers, informal networks of researchers and Congressional staff members may facilitate the flow of information and opinion from research to legislative policy. The researchers in the informal network are asked to testify when their research helps the advocated position of the committee staff. However, in order to avoid an untenable position, the staff research broker will try to determine the evidence against the advocated position.

In the process described above, Congressional staff members seldom have the time or the inclination to perform in-depth quantitative analyses. The staff research broker tries to find completed studies about the subject from which pertinent evidence can be extracted. Executive

^{1/} See Chapter 2, Section III.C, for a discussion of the role of policy researchers and research brokers in the use of statistics in decisionmaking.

branch agencies such as LEAA may be called upon for help, but these agencies seldom have policy research analysts available to assist. This usually leaves the Congressional staff with the options of settling for aggregate data from reports such as the NCS publications or of depending upon the testimony of favored academic researchers. These are the options that have been available to Congress for NCS uses, and this helps to explain the limited type, level, and frequency of Congressional uses.

At present, only the staffs of the House Subcommittee on Crime and the House Select Committee on Aging have gone beyond routine use or simple interpretations of NCS publications. Only these two have obtained sufficient experience with NCS to understand its limitations and to express constructive criticism and specific needs. Other committee staffs express strong support for NCS because of a general concern that Congress too often legislates with inadequate information. Several Senate committees anticipate analytical assistance that is not likely to be forthcoming from the NCS program, as presently organized. Finally, one staff member expects the NCS to serve functions for which it may be inappropriate, such as evaluating the national impact of juvenile legislation or victim compensation. All Congressional staff respondents agree on the need for a reliable social indicator of crime to avoid total dependence on the Uniform Crime Reports.

4. Forecast of Potential Use

Issue related Congressional uses of NCS through early 1978 are listed in table 4.3. This table shows the year of use, the policy issues discussed, and the nature of the use. Routine social indicator uses were reported often by Congressional staff members, but they are not listed for this discussion.

The table shows a little increase in frequency of use between 1975 and 1977. The average level of use increased after 1975. The two listed uses in the first quarter of 1978 are expected to be followed by Senate use in victim compensation debates and House use in connection with juvenile justice and delinquency. The Subcommittee on Crime also reports an intent to continue policy studies on the relation between criminal victimization and unemployment. Because emphasis is currently

Table 4.3. Congressional Exposure to NCS Data as Evidenced in Congressional Publications

Year	Subject	Uses of NCS Data	Use Level
1975	Aging	CRS routine use in crime and the elderly report (Puls)	1
	Aging	Statement of Hon. Charles Work to Subcommittee on Aging, interpreting elderly victim statistics. (U.S. Congress)	2
	Aging	Statement of Sen. J. Glenn Beall concerning victimization of the elderly (U.S. Congress, Congressional Record)	1
1976	Aging	Statement of Henry F. McQuade to Select Committee on Aging. (U.S. Congress)	2
	Aging	Statement of Sen. J. Glenn Beall on the elderly and the Crime Control Act of 1976 (U.S. Congress, Congressional Record)	1
	Compensation	Hearings on Crime Victim Compensation use NCS based cost estimate for bill and to support LEAA victim/witness program. (U.S. Congress)	2
1977	Aging	Report of the Special Committee on Aging used NCS data to support its position (U.S. Congress)	2
	Aging	Representatives site NCS to support an elderly aid amendment to the Victims of Crime Act of 1977 (U.S. Congress, Congressional Record, Sept. 29)	1
	Aging	Report of the Select Committee on Aging, analyzes and interprets elderly victimization rates (U.S. Congress)	3
	NCS	Subcommittee on crime hearings on moratorium on NCS data collection (U.S. Congress)	2
1978	Compensation	Representatives debating Victims of Crime Act of 1977 site NCS data on crime reporting. (U.S. Congress, Congressional Record, Sept. 30)	1
	Juvenile	Statement of John M. Rector to Subcommittee to Investigate Juvenile Delinquency on juveniles and other victims. (U.S. Congress)	1
	Aging	LEAA report to Congress on its programs for senior citizens. (LEAA)	2

upon reorganization of the criminal code and the federal criminal justice system, it is difficult to determine whether other specific issues will surface in 1978. During this reorganization period, it is expected that Congressional committees will keep a closer watch for trends in crime to determine whether research or program priorities should be changed.

It is difficult to determine whether victimization data can have a more significant general impact without specific indicators of trends, risks, and economic costs. It is also not rational to forecast more widespread policy research use with the limited policy research capabilities available to Congress communities. Without an increase in the general analytical capabilities available to Congressional committees, NCS Congressional utility may increase moderately through informal communication networks now operating. However, the data limitations of current NCS publications can frustrate potential users and may have a negative effect on NCS support. If there were better products and an improved analytical support system between Census data collectors and Congressional research brokers, there should be accelerated use, greater utility, and benefits through more rational legislative decisions.

The forecast of potential use for this class is gradual increases for several years, but no acceleration is anticipated without NCS system changes to produce more useable products. Figure 4.1 shows actual uses from table 4.3 and a projection that assumes no major system improvements through 1978. Thus, the figure's projection does not support the accelerated growth for this user class hypothesized in Chapter 2. The creation of a Bureau of Criminal Justice Statistics with ample staff to supply the analytical needs of Congress can lead to the hypothesized acceleration in use of NCS knowledge.

C. Executive Offices and One Court Administrator Office

1. Selection of the Respondents

Interviews within this class were not restricted to potential users of NCS data and publications. A number of interviews within the Department of Justice were held with persons who, because of their administrative and budgetary responsibilities, are concerned with the cost and utility of the NCS. Several other persons were interviewed because they were able to supply leads to present or potential NCS workers.

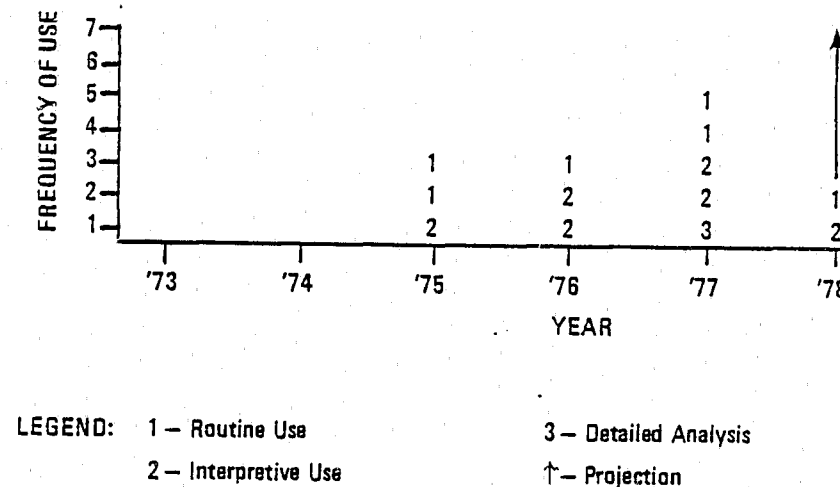


Figure 4.1. Policy Uses in Congress by Level of Use from 1973 to 1978.

Those 15 persons in 12 offices interviewed at LEAA and other Department of Justice offices are listed in table 4.4. The seven offices visited at LEAA were all in administration or in program and research management offices. No more than routine direct uses were expected, but comments about the program and referrals to expected users were obtained. Referrals to Congressional committees and to LEAA grantees and research contractors were obtained from these offices.

The persons interviewed at the five other Department of Justice offices were referred by LEAA or known from earlier contacts to be interested in NCS. Only the Office for the Improvement in the Administration of Justice (OIAJ) represented a potential user office, but other offices had budgetary and administrative interests. Comments from Department of Justice offices are summarized in appendix table I-B.

Table 4.5 lists the remaining agencies and individuals interviewed within the federal government. Two of the eight interviews were with Census participants in NCS. The other six agencies were considered to be potential users of NCS data or studies. Appendix table I-C individually summarizes comments from these other executive department offices.

2. Analysis of Evidence

a. LEAA

Few of the persons interviewed at LEAA were performing functions that called for the analysis of detailed victimization data. However, each had a concern for information that might be derived from the NCS by others. Table 4.6 shows the evidence in summary.

The seven LEAA offices are routine users of NCS publications, reading new reports to observe any trends that may signal a change in national crime patterns. The data are sometimes extracted for use in public statements and several interpretive uses by LEAA personnel (Work, McQuade, Rector) were found in Congressional hearings on crime and the elderly (U.S. Congress 1975a, 1976c) and juvenile justice and delinquency (U.S. Congress, 1978). LEAA also receives feedback from Congress on the need for additional information. Specific requests were made by the Senate Special Committee on Aging (U.S. Congress, 1976) and the House Select Committee on Aging (U.S. Congress 1977). Detailed discussion of the need to retain the survey and to modify its methodology were recorded by the Subcommittee on Crime (U.S. Congress, 1977a). Other committees

Table 4.4. Identification of 18 Persons Interviewed Within 13 LEAA and Other Department of Justice Offices

Symbol	LEAA Offices and Institutes	Persons Interviewed
OCL	1. Office of Congressional Liaison	Stephen Boyle
ACP	2. Office of Community Anti-Crime Programs	Cornelius Cooper Robert Macy
OPM	3. Office of Planning and Management	Michael Cronin
NILECJ	4. National Institute of Law Enforcement and Criminal Justice	Blair Ewing
NILECJ	5. NILECJ Office of Research Programs, Corrections Division	Larry Greenfeld
ADMIN	6. Office of Administration	James Gregg
NIJJDP	7. National Institute of Juvenile Justice and Delinquency Prevention	J. C. Howell
NCJISS	8. National Criminal Justice Information and Statistics Service	Benjamin Renshaw Charles Kinderman Sue Lindgren
<u>Other Justice Department Offices</u>		
OMF	1. Office of Management and Finance	Ava Abramowitz James Hoobler
OIAJ	2. Office for the Improvement in the Administration of Justice	Edward Jones
NIC	3. National Institute of Corrections	Larry Solomon
FJRP	4. Federal Justice Research Programs, OIAJ	Harry Scarr Charles Wellford
FBI	5. Uniform Crime Reporting System, Federal Bureau of Investigation	Paul Zolbe

Table 4.5. Identification of 11 Persons Interviewed within 8 Other Federal Government Agencies

Symbol	Agency Visited or Called	Persons Interviewed
CENSUS	1. Department of Commerce, Bureau of the Census	Anthony Turner Richard Dodge
OFSPS	2. Department of Commerce, Office of Federal Statistical Policy and Standards	George Hall
DOC	3. Department of Commerce	Thomas Murphy Sharon Roach Ralph Edwards
AOC	4. Administrative Office of the Courts, Statistical Analysis and Reports Division	James McCafferty
OMB	5. Office of Management and Budget, Justice, Treasury Branch	Joseph Mullinex
AOA	6. Administration on Aging ^{1/}	Robert Brown
NIDA	7. National Institute on Drug Abuse ^{1/}	Carl Hampton
ATF	8. Alcohol, Tobacco and Firearms, Office of Criminal Enforcement	Miles Keathley

^{1/}Telephone interviews.

are anticipating LEAA assistance in using NCS for victim compensation legislation and juvenile crime analyses.

Table 4.6. Executive Evidence and Rating of NCS Use - LEAA

Office Symbol	Rating of NCS Use		Extent of NCS Support	Reason for Interest in NCS Program
	Present	Potential		
LEAA, OCL	1	1	Good	For Congressional Requests
LEAA, ACP	0	2	Good	Programmatic Data Needs
LEAA, OPM	1	2	Strong	Reliable Crime Statistics
LEAA, NILE	1	2	Fair	Research Data Needs
LEAA, NILE	1	2	Good	Research Data Needs
LEAA, ADMIN	1	2	Fair	Research & Program Data Needs
LEAA, JJDP	1	2	Strong	Juvenile Crime Statistics

LEGEND: 1 Routine 2 - Interpretive

LEAA obtains indirect utility from NCS through its funding of research and planning. Not all efforts at NCS use to date have been beneficial, but there are some successes that hold promise for greater future program use. In addition to its support of the NCS program, LEAA funds a number of local and state victim surveys through block grants or research programs. The state survey results appear to provide little useful feedback to LEAA, but the local survey results are beginning to have program relevance. Victim-witness assistance in Tucson, anti-burglary in Portland and Seattle, police performance in Cincinnati and San Diego, and elderly protection in Chicago are examples of local evaluation efforts that make use of both local and NCS victim data. All may someday influence LEAA programming as the Seattle Community Crime Prevention Program (CCPP) has done by becoming an exemplary project.

The eight persons interviewed at LEAA range from fair to strong in their extent of support of NCS. Much more had been expected of the NCS, particularly from the 26 surveyed cities. The national panel has been frustrating because of its lack of timeliness and the NAS evaluation has led some to question the survey's validity as a social indicator. Others contend that scientific research using NCS has not yet provided output that has programmatic implications for LEAA. Despite these past and current frustrations, five of the seven respondents

expect increased use of NCS in their programs when the methodological and procedural problems are resolved.

b. Department of Justice

The seven persons interviewed in the Department of Justice included one with extensive experience with and two with an above average understanding of NCS. All three are strong supporters of NCS. These three are concerned with the policy research needs of the Office for the Improvement in the Administration of Justice. The NCS is supported for its long-range value as a social indicator and its more immediate utility for current policy studies. Victim compensation and gun control are issues already addressed, and policy studies using NCS data on burglary and robbery are underway. The OIAJ is assisted by grantees from policy research institutes such as those at Stanford, Yale, and Duke universities.

The other persons interviewed in the Department of Justice have an interest in the utility of NCS because of either budgetary interests or general interest in reliable crime statistics. Extensive direct use of NCS outside of OIAJ does not seem likely since all persons to whom RTI was referred were interviewed and none were significant potential users. Table 4.7 rates the interviews summarized in appendix table I-B.

Table 4.7. Executive Evidence and Rating of NCS Use - Department of Justice

Office Symbol	Rating of NCS Use		Extent of NCS Support	Reason for Interest in NCS Program
	Present	Potential		
DOJ, OMF	1	1	Fair	NCJISS Budget Review
DOJ, OMF	0	1	Poor	NCJISS Budget Review
DOJ, OIAJ	3*	3	Strong	Research Data Needs
DOJ, NIC	0	1	Fair	Reliable Crime Statistics
DOJ, FJRP	2	2	Strong	Reliable Crime Statistics
DOJ, FBI	1	1	Unknown	Reliable Crime Statistics

RATINGS: 1 - Routine
2 - Interpretive
3 - Analytical

* Documented Use.

c. Other Federal Government Agencies

The three persons from the U.S. Bureau of Census, Department of Commerce, were interviewed because of their past or present participation in the NCS program. They provide historical information, referrals to possible users, and opinions about the potential utility of NCS. They have used NCS data in preparing NCS and professional publications.

The remaining eight offices and 11 persons in Federal agencies were varied in their interest and level of understanding about NCS. The Bureau of Domestic Business, Department of Commerce, provided an interview with three persons who have used commercial survey data from the NCS. They have found the data to be limited but helpful in their program on crime in business. Several of their publications have made interpretive use of the data. They are not particularly concerned that the commercial NCS survey was terminated because they have not fully analyzed the data already collected. If it were to be restarted, they would like to suggest additions to the crimes now covered.

Strong support for the NCS program was found in the Administrative Office of the Courts, but this support is for more reliable crime statistics in general rather than because of a specific need of this office. In the Office of Management and Budget there is an interest in reliable crime statistics such as NCS might provide, but there are reservations about NCS validity and utility. The questions about validity are the result of the NAS evaluation. The reservations about utility refer to present NCS products and the difficulty of using them because they are either much too aggregated or much too detailed for policy applications.

The Administration on Aging was not familiar with NCS but was aware that some statistical program had shown crime against the elderly to be less than previously believed. The National Institute on Drug Abuse was familiar with NCS publications and had been in contact with LEAA about future NCS data needs. The Alcohol, Firearms, and Tobacco Office was unaware of the NCS data on weapons used in crime and planned to inquire further about them. Table 4.8 rates all of these other Federal agency interviews, and appendix table I-C summarizes them.

Table 4.8. Executive Evidence and Rating of NCS Use - Census and Other

Office Symbol	Rating of NCS Use		Extent of NCS Support	Reason for Interest in NCS Program
	Present	Potential		
Census	3*	3	Strong	Statistics Methodology
Census, OFSPS	2	2	Strong	Statistical Priorities
AOA	1	1	Unknown	Elderly Crime Statistics
DOC	2	2	Good	Commercial Crime Statistics
ATF	0	2	Fair	Firearms and Crime
OMB	1	2	Fair	Policy Relevant Statistics
NIDA	1	3	Good	Program Relevant Statistics
AOC	1	1	Strong	Reliable Crime Statistics

RATINGS: 1 - Routine
2 - Interpretive
3 - Analytical

* Documented use.

Screening calls were made to offices within Housing and Urban Development, Department of Labor, Department of Interior, and the Bureau of Prisons, to follow referrals made by LEAA or OIAJ. The calls did not disclose any persons with sufficient knowledge of NCS or interest in its potential to justify interviews. It is possible that NCS data may have been used by grantees or contractors to these offices, but those called did not know of any such uses.

3. Interpretation of the Evidence

Table 4-9 lists the uncovered uses of NCS by the 29 persons interviewed in 21 Federal executive offices and the Administrative Office of the Courts. All of these uses are documented and are listed in the References and Bibliography of this volume. The list is arranged chronologically and includes the publications of the NCS program as uses of the data. Table 4.10 summarizes the information in table 4.9 by level and class of use.

Thirteen of the 14 analytical uses of NCS as a social indicator are publications by LEAA of the results of national or city victimization surveys. The other two social indicator uses are annual social indicator publications of Census and a special Census publications concerning generally accepted crime and myths that are refuted by NCS findings.

Table 4.9. Executive Office Use of NCS Data as Evidenced in Documents in Bibliography

Year	Subject	Use of NCS Publications	Use Level (Highest)
1974	Victimizations	NCS published social indicator statistics from the five largest U.S. cities. (LEAA)	3
	Victimizations	NCS published social indicator statistics from the Dayton-San Jose Pilot Survey. (LEAA)	3
	Victimizations	NCS published social indicator statistics from the 1973 panel advance report. (LEAA)	3
1975	Victimizations	NCS published social indicator statistics from the 13 cities. (LEAA)	3
	Aging	Statement of Hon. Charles Work of LEAA, before the Subcommittee on Aging, Committee on Labor and Public Welfare with regard to elderly victimization statistics. (U.S. Congress)	2
	Methodology	Description of the national victimization surveys with emphasis on the methods of data collection. (Argana)	1
	Commercial Crime	NCS statistics used in discussion of victimization of retail businesses (U.S. Department of Commerce)	2
1976	Aging	Statement of Henry F. McQuade of LEAA, before the Subcommittee on Housing and Consumer Interests, Select Committee on Aging. (U.S. Congress)	2
	Victimizations	Comparison of NCS published social indicator statistics from 1973 and 1974 panel surveys. (LEAA)	3
	Victimizations	Comparisons of NCS published social indicator statistics from the five largest cities, 1972 and 1974. (LEAA)	3
	Victimizations	Comparison of NCS published social indicator statistics from the eight cities for 1971/72 and 1974/75. (LEAA)	3
	Victimizations	NCS published social indicator statistics from the 1973 panel survey. (LEAA)	3

(Continued)

Table 4.9. (continued)

Year	Subject	Use of NCS Publications	Use Level (Highest)
1976	Robbery and Guns	Use of NCS statistics in this study of the use of guns in robbery exemplifies those done for OIAJ. Department of Justice. (Cook, P.)	3
	Compensation	Assessment of the cost of a proposed federal victim compensation program for OIAJ, Department of Justice. (Jones)	3
	Methodology	Evaluation of the methodology and substantive utility of the NCS by a panel established by the National Academy of Sciences at the request of the U.S. Department of Justice. (Penick and Owens)	4
1977	Methodology	Examination of response effects on NCS data for NCJISS. (Lehnan and Reiss)	3
	Statistics Use	Discussion of the use of crime statistics including NCS for the Bureau of Census. (Hall)	M
	Victimizations	Comparison of NCS published social indicator statistics from the 1974 and 1975 panel surveys. (LEAA)	3
	Victimizations	NCS published social indicator statistics from 26 separate city reports. (LEAA)	3
	Victimizations	Comparison of NCS published social indicator statistics from the 1975 and 1976 panel surveys. (LEAA)	3
	Victimizations	NCS published social indicator statistics from the 1974 panel survey. (LEAA)	3
	Victimizations	NCS published social indicator statistics from the 1975 panel survey. (LEAA)	3
	Social Indicator	NCS statistics used as one type of social indicator for the U.S. by the Bureau of the Census. (U.S. Department of Commerce) (Annual)	2
	Commercial Crime	NCS statistics used in discussion of victimization of the service industries. (U.S. Department of Commerce)	1

(Continued)

Table 4.9. (continued)

Year	Subject	Use of NCS Publications	Use Level (Highest)
1977	NCS Policy	Description of the evaluation of NCS by the Panel for the Evaluation of Crime Surveys, Committee on National Statistics. (Owens)	2
	Compensation	NCS statistics used for a cost analysis of H.R. 3686, the Victims of Crime Act of 1977. (Jones)	3
	Compensation	NCS statistics used in a memorandum to Thomas W. Hutchison, counsel for the Subcommittee on Criminal Justice, House Committee on the Judiciary, in order to critique the cost analysis presented by Dr. Roger E. Meiners before the same subcommittee. (Jones)	3
1978	Juvenile	Statement of John M. Rector before the Subcommittee to Investigate Juvenile Delinquency, Committee on the Judiciary with regard to juvenile and other victims. (U.S. Congress)	1
	Aging	LEAA report to Congress on its programs for senior citizens. (PIO-LEAA)	2
	Crime Myths	NCS statistics used to disprove various myths about crime statistics, crime reporting, information on victims, etc. (U.S. Bureau of the Census)	3

Table 4.10. Summary of Table 4.9 by Level and Class of Use

Level of Use	Soc. Ind.	Sci. Res.	Pol. Res.
1. Routine	*	1	1
2. Interpretive	1		5
3. Analytical	14	1	4
4. Creative			1
5. Methodological			1
Total	15	2	12

* Although numerous uses of the NCS publications for routine social indicator information were reported, only those referenced in documents are listed here.

The scientific research uses are both concerned with the methodology of the NCS. The policy research uses vary in subject matter and level of use from routine use in testimony to creative use in policy research for the NCS program itself. The nine interpretive and analytical uses in policy research involve: aging, commercial crime, robbery, guns, victim compensation, juveniles, and statistical policy. However, these nine uses do not signify a widespread familiarity and acceptance of NCS in Department of Justice and other executive department agencies. The four analytical uses are all by the Senior Economic Advisor to the Department or his consultants. The interpretive policy research uses are concentrated in aging and commercial crime issues. No examples of NCS use in planning and administration or in evaluation were uncovered in this user group.

4. Forecast of Potential Use

The past uses listed and interpreted in the previous section are presented graphically in figure 4.2. It is anticipated that the frequency of use will not increase above the level in 1977 until the present uncertainties about the NCS program are resolved and a more user oriented system is developed. There should be additional studies by the Office

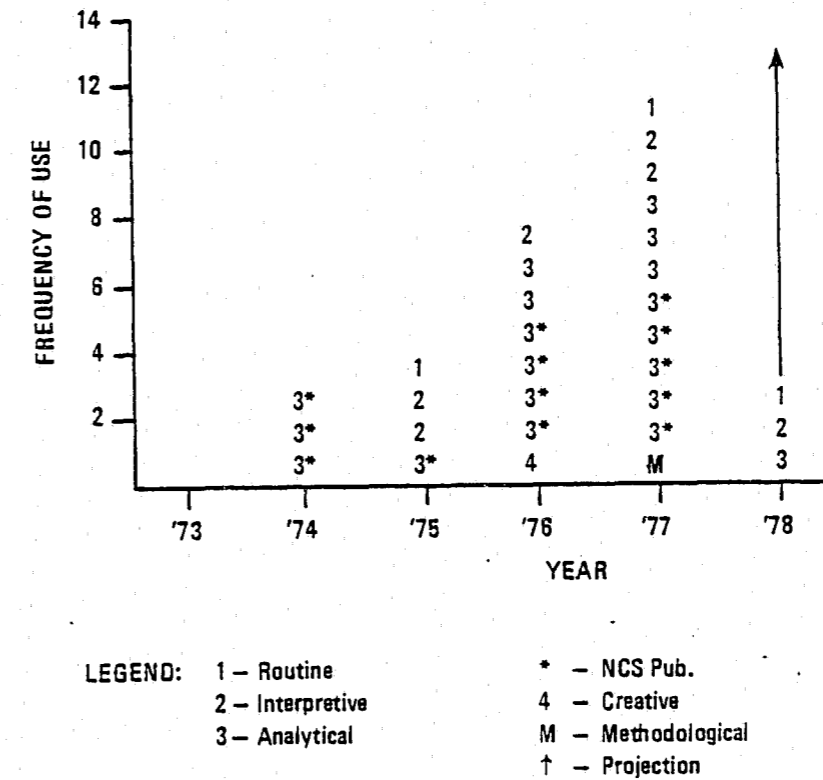


Figure 4.2. Use of NCS Data in Executive Department Offices by Year and Level of Use

for the Improvement in the Administration of Justice and additional publications of the NCS program, but these are not sufficient to accelerate the growth in use in this user group. When the scientific research community begins to produce creative research that requires a policy response, the executive agencies should respond and the use of NCS knowledge should then accelerate. If the legislative staffs increase their understanding and use of NCS, this could also lead to an accelerated use in the executive departments -- particularly the Department of Justice. However, the analytical capability to initiate such policy research uses is too limited for accelerated growth to occur in the next few years.

D. Associations and Research/Service Organizations

1. Selection of the Respondents

All of the persons interviewed in this user group were as the result of referrals from legislative or executive interviews. This user group includes the associations of criminal justice professionals and local officials concerned with the criminal justice system. It also includes several Washington-based organizations that assist executive and legislative agencies in their use of crime statistics. The 12 organizations and 17 persons interviewed are listed in table 4.11. The individual interviews are summarized in the separately bound appendix table I-D.

2. Analysis of the Evidence

The rating of use of the NCS by the interviewed associations is shown in table 4.12. Past use of the data has been relatively light, but the interest in future use is somewhat stronger and support for the program is generally good. Because these associations do not maintain analytical staffs, the prospects for in-depth analyses are poor. However, the continuing and growing use of NCS knowledge in interpretive studies is expected.

The rating of use of the NCS by the Washington-based research and service organizations are shown in table 4.13. The level of support for the NCS program is strong from nine of the ten individuals interviewed, and the level of use tends to be higher than that in the associations. DUALabs and The Bureau of Social Science Research are more involved with the NCS program itself than with the uses of NCS data. The MITRE organization was involved in the attempt to evaluate the eight Impact

Table 4.11. Identification of 17 Persons Interviewed in 11 Association and Research/Service Organization Offices

Organizations	Principle Source of Information
1. U.S. Conference of Mayors	Nancy Loving
2. National League of Cities	John McKay
3. International Association of Chiefs of Police	Glenn King
4. National Conference of Criminal Justice Planners	Tom Parker Dick Geltman
5. American Bar Association	Daniel Skoler
6. American Association of Retired Persons	George Sunderland
7. DUALabs	Debra Powell Deirdre Gaquin
8. The Police Executive Research Forum and Police Foundation	Michael Farmer Lou Riccio John Eck Gary Hayes
9. Institute for Law and Social Research	William Hamilton Kris Williams
10. Bureau of Social Science Research	Albert Biderman
11. MITRE	Eleanor Chelimsky

Table 4.12.: Summary of Associational Evidence and Rating of NCS Use

Association	User	Rating of NCS Use		Extent of NCS Support	Research for Interest in NCS Programs
		Present	Potential		
1. U.S. Conference of Mayors	Loving	2*	3	Good	Weapons and Victims Data
2. National League of Cities	McKay	0	1	Fair	Program Advocacy
3. International Association of Chiefs of Police	King	1	1	Poor	Attitudes toward Police
4. National Conference of Criminal Justice Planners	Parker Geltman	2* 2	2 2	Strong Strong	Policy Policy
5. American Bar Association	Skoler	1	1	Good	Corrections Data
6. American Association of Retired Persons	Sunderland	1	2	Good	Elderly Crime Data

Ratings: 1 - Routine
 2 - Interpretive
 3 - Analytical
 4 - Creative

*Documented use.

Table 4.13. Summary of Research Organization/
Service Evidence and Rating of NCS Use

Research/Organization Service	User	Rating of NCS Use		Extent of NCS Support	Research for Interest in NCS Programs
		Present	Potential		
1. DUALabs	Powell	M*	M	Strong	Public Use Preparation
	Gaquin	2*	2	Strong	Public Use Preparation
2. The Police Executive Research Forum and Police Foundation	Farmer	1*	2	Strong	Attitudes toward Police
	Riccio	3*	3	Strong	Reliable Crime Statistics
	Eck	3	4	Strong	Local Policy
	Hayes	1	2	Strong	Reliable Crime Statistics
3. Institute for Law and Social Research	Hamilton	2*	2	Strong	Local Policy
	Williams	2*	2	Strong	Research Data Needs
4. Bureau of Social Science Research	Biderman	M	M	Strong	Reliable Crime Statistics
5. MITRE	Chelmsky	2*	3	Fair	Program Evaluation

Ratings: 1 - Routine
2 - Interpretive
3 - Analytical
4 - Creative

* Documented use..

Cities program of LEAA, discussed further under Local Uses of NCS. This attempt was not successful, and the organization is not currently using NCS in its research. The Institute for Law and Social Research (INSLAW) has attempted to use the NCS data for Washington central city in its research. The data were of limited use because of the difference in geographic coverage and survey methodology between the NCS and the official police statistics for the city. The Police Executive Research Forum (PERF) has also used the NCS data to investigate the potential existence of unreported crime. There is a difference of opinion between persons interviewed at PERF over the importance of a national victimization survey. The researchers interested in the probable effect of police/crime countermeasures emphasize the importance of city surveys and claim that national averages can be very misleading. While agreeing with such criticisms, other PERF researchers believe that the NCS national survey is serving an important function by reducing the problems of depending solely on official police statistics as an indicator of crime frequencies.

3. Interpretation of the Evidence

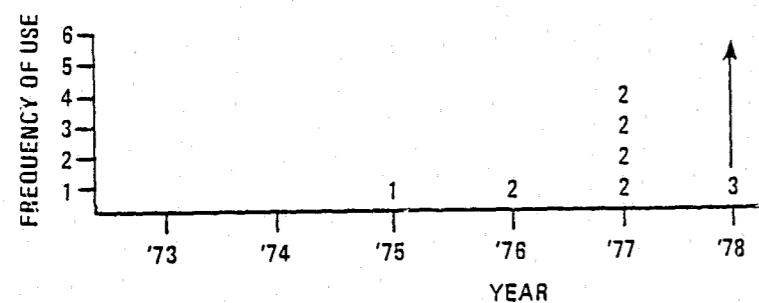
The overall frequency of use among Washington associations and research service organizations is not high, but the persons interviewed were generally supportive of the continuation of the NCS program. They assume that the methodology will be changed as needed, and several hope for more attention to explaining crime in metropolitan areas. Very few of those interviewed are potential users of the NCS knowledge in more than interpretive levels of use, but such uses should increase.

4. Forecast of Potential Use

The relatively small number of documented uses in this user group, recorded in table 4.14, provides little basis for forecasting. Figure 4.3 shows the past uses by year and level of use and projects uses for 1978 and 1979. The figure shows a slight increase over 1977, but there is no basis for this estimate in the trend or in specific plans of those interviewed. This group is likely to follow the patterns of the legislative committees in which they testify and the executive agencies with which they contract. Accelerated use in these latter two groups would lead to accelerated use by associations and research/service organizations.

Table 4.14. Research/Service Organization Use of NCS Data as Evidenced by Documents

Year	Subject	Use of Victimization Data	Highest Use Level
1975	Victimology	Biderman refers to NCS in a discussion of victim surveys in a four volume series of books on victimology.	1
1976	Handguns	U.S. Conference of Mayors uses NCS in a review of the relationship between handgun use and safety of the family.	2
1977	Crime Data	An INSLAW review of performance indicators for policymakers included a review of the value and limitations of victimization data.	2
	Crime Reporting	PERF analysts use NCS to examine the relationship between reported crime rates and survey results.	2
	Crime Data	An article by Chelinsky reviews use of 8-city victimization data for evaluation and describes major shortcomings.	2
	Aging	Sunderland of AARP uses NCS data in testimony on crime and the elderly.	2
1978	Spouse Abuse	DUALabs analyst uses NCS data to examine victimization of a spouse for an international journal.	3



LEGEND: 1 - Routine 3 - Analytical
 2 - Interpretive ↑ - Projected

Figure 4.3. Use and Projected Use of NCS by Associations and Research/Service Organizations by Year and Level of Documented Use

IV. EVIDENCE FROM PHASE II INTERVIEWS

A. Introduction

Phase II interviewing involved telephone calls to selected individuals representing the following potential user classes: (1) Local Agencies, (2) State Agencies, (3) Academic and Non-Academic Researchers, and (4) Other Organizations and Associations. In the following sections the selection procedure for each class is explained, the evidence of NCS use is presented and interpreted, and a forecast of potential use is attempted. Details of the interviews are in separately bound appendix tables, and summaries of these interviews are tabulated by use class and use rating in each section.

B. Local Agency Interviews

1. Selection of the Local Agency User Community

The LEAA reference service reports that NCJISS publications on the National Panel and 26 cities victimization studies have been ordered by over 3,000 local criminal justice agencies. However, an earlier RTI study of NCJISS publication use (McMullan and Ries, 1976) has shown that the ordering of a publication from the reference service was often a routine action by a secretary or librarian. It did not often signify serious intent to use the document. Other orders were from local officials or police who were initially curious about victim studies but made no continuing use of the document. Because of these findings in 1976, it was decided that a resurvey of those who had ordered the documents would not be productive. Instead, a list was prepared of the local agencies that had made a more positive attempt to learn about the NCS and its uses. The sources of these names and agencies were the attendance lists at workshops presented by the Criminal Justice Research Center (CJRC) and lists of contacts with LEAA, Census, or DUALabs.

Table 4.15 lists those cities that are known to have had some contact with the NCS program through CJRC, LEAA, Census, or DUALabs. These contacts began as early as 1974 when Police Chief Edward Davis of Los Angeles requested all NCS publications because "this Department intends to analyze the survey in detail." (LEAA Data Users List, 1978). More

Table 4.15. Cities With Some Contact with the NCS Program

	Record of Local Agency People				Some Use Known	How Known	
	1975	1976	1977	Other		Indirect Inform. (No. Sources)	Known from RTI Interviewed (No. People)
	Workshop	Workshop	Workshop	Lists			
Atlanta		2		1	*		1
Atlantic City				1			
Baltimore		3			*	1	
Boston		1	1				
Buffalo		1	1		*	1	
Carbondale, Ill.				1			
Chicago	2			2	*		1
Cincinnati	1				*	3	
Cleveland	1		1		*	1	
Dallas		1			*	1	
Denver		7		1	*	2	2
Detroit				2			
Everett, Was.			1				
El Cajon, Cal.				1			
Fargo, N.D.		1		1	*	1	
Florence, Ariz.			2				
Houston				1			
Joliet, Ill.	1						
Kansas City		1	1				
Lakewood, Co.				1	*		1
Lancaster, Pa				1			
Louisville			1		*		1
Los Angeles	3		3	2	*		2
Miami		1		1	*		1
Milwaukee			2	1	*		1
Nassau County		1					
Newark		1					
New York		3			*	1	
Norfolk		1					

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(Continued)

Table 4.15. (con.)

	Record of Local Agency People				Some Use Known	How Known	
	1975	1976	1977	Other		Indirect Inform. (No. Sources)	Known from RTI Interviewed (No. People)
	Workshop	Workshop	Workshop	Lists			
Oakland	1						
Peoria	1						
Philadelphia				1			
Phoenix	1						
Pittsburgh		1			*	1	
Portland	1				*	3	
Rochester				1			
Rock Hill, S.C.		1					
Saint Jo., Mo.			2				
St. Louis, Mo.				1	*	1	
San Diego	2		2		*	1	2
San Francisco	4		2		*		1
San Jose	2		1		*	1	
Salt Lake City		2					
Seattle				1	*	1	1
Syracuse		2					
Tucson			2	1	*	1	1
Ventura				1			
Washington		3	1	1	*	1	1
Total People or Sources	20	33	23	24		21	16
Cities Added	12	18	6	12	24	11	13

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formal contact began with the NCS surveys of the eight impact cities and the LEAA grant to CJRC to assist in the training of eight Crime Analysis Teams and in the preparation of reports by the eight cities. The CJRC then held two series of conferences for state and local potential users. The first series was held in late 1975 (Chicago, San Francisco) and early 1976 (Denver, Atlanta, Cambridge). The second was in January 1977 (Denver, San Francisco). The purpose of the first series was to familiarize users and to obtain feedback for the CJRC research program. The second was to meet again with the same people and try out some applications that had been developed to illustrate how victimization data may be used in state and local policy and planning. Draft monographs on victim compensation, restitution, and urban-suburban-rural differences were sent out in advance of these second workshops.

Table 4.15 shows that 53 persons attended the 1975-76 series and 23 attended the 1977 workshops. Only six persons attended both sessions, and it was necessary for CJRC to repeat the introduction of basic material in the 1977 sessions. In total, 36 cities were represented at either one or both workshops. An additional 12 cities were included on the list because they appear on records of LEAA, Census, or DUALabs. Thus, there were 48 cities that had shown an interest beyond the ordering of publications from the Criminal Justice Reference Service.

Table 4.15 also shows those cities in which RTI has obtained evidence of some use of either NCS or local survey data for the city (shown by *). Selective telephone interviews were held with 16 people in 13 cities to obtain more specific information about the nature and extent of current and potential uses and to obtain recommendations for improving NCS utility. In 11 other cities, the evidence is received indirectly from books, articles or interviews with those not directly involved in the use.

Table 4.16 again lists those 24 cities for which some use of NCS or local victim survey data is known. The table shows that interviews were held in two of the five largest cities, two of the eight impact cities, five of the 13 additional NCS survey cities, and four cities in which local victim incident and/or attitude surveys had been conducted or

Table 4.16. Classification of Cities for Which Some Use is Known

	Classification of Cities				Primary Source of Information
	5-Cities	8-Cities	13-Cities	Local	
Atlanta		X			Richard Clark Interview
Baltimore		✓			(Cong. Rcd., 1975 and 1976)
Buffalo			✓		(Uppal, 1977)
Chicago	X			✓	Leslie Savage Interview
Cincinnati			✓	✓	Police Foundation Reports
Cleveland		✓			CJRC
Dallas		✓			CJRC
Denver		X			Tom Giacinti Interview
Fargo, N.D.				✓	LEAA User Service
Lakewood, Col.				X	Lt. Wilkinson Interview
Louisville, Ky.				X	Mike Bewley Interview
Miami			X		Arlene Brummer Interview
Milwaukee			X		Mark Rogacki Interview
New York	✓				CJRC and (Uppal, 1977)
Pittsburgh			✓		CJRC
Portland		✓			CJRC
St. Louis		✓			CJRC
San Diego			X	✓	Lt. Spisak Interview
San Francisco			X		Cindy Winslow Interview
San Jose					Literature References
Seattle				X	Kenneth Matthews Interview
Tucson				X	Jack Stillwell Interview
Washington			X		Dorothy Berg Interview
Los Angeles	X				Jeff Simmons Interview
RTI Interviews	2	2	5	4	
Other Sources	1	5	3	4	

LEGEND: ✓ Some use known directly or indirectly.

X Use known from RTI interview of participant

planned. The Source of Information column contains the name of the principal local agency person interviewed or the name or reference from which indirect information has been obtained. Summaries of the local agency interviews are in appendix table II-A.

2. Analysis of Evidence

a. General

The findings about type and level of use in those cities for which RTI interviews provided evidence are summarized in table 4.17. In the following sections, these rated uses will be reviewed for each city within the four classifications of table 4.16: 5-cities, 8-cities, 13-cities, and local surveys. Some additional information from cities not rated will be introduced to expand the analysis.

b. Eight Impact Cities

The earliest of the 12 cities to use the NCS data for more than routine review were the two interviewed Impact Cities, Atlanta and Denver. Beginning in 1972 with LEAA support, each impact city except Baltimore organized a crime analysis team (CAT) to provide analysis for the annual plans of the local criminal justice planning agencies. In 1974 seven impact cities prepared special reports on victimization in their city and submitted them to CJRC for review and incorporation into an overall victimization report for the impact cities. Staff members at CJRC said that Denver submitted the best of the seven and Atlanta submitted one of several others that was reasonably well done. The remaining reports were of much lower quality, according to CJRS and LEAA.

The Denver CAT used NCS data for Denver as well as other NCS data in each annual criminal justice report since NCS data became available. The most intense use was in the first victimization report for Impact Cities. It was based on detailed microfilm data for the first NCS survey of Denver. The second NCS survey was analyzed for changes and used in the annual planning exercise, but use was limited because of NCJISS rules prohibiting release of detailed data until the NCJISS report was released. Final release was much too late to have an impact on the Denver crime plans in the years when it may have been useful. In 1976, Denver conducted a limited local victim survey in order to evaluate

Table 4.17. Rating of Use of NCS or Local (L) Data by Cities Interviewed

Approximate Year of Use	City	Type and Level of Use				
		Sci. Res.	Pol. Res.	Soc. Ind.	Plan. Use	Eval. Use
1974	Atlanta			2	2	
1975	Atlanta			2	2	
1976	Atlanta		3	2	2	
1977-Future	Atlanta			2	2	
1974	Denver			3	2	
1975	Denver			3	2	
1976	Denver			2	2	3(L)
1977	Denver			2	2	
1978	Denver			3(L)	2	
Future	Denver			2	2	
1977-Future	Chicago		3(L)	2	2	3(L)
1974-1977	Los Angeles			1		
1978-Future	Los Angeles				2	
1975	Miami			1		
1976	Miami		2			
1977-Future	Miami				2	
1976	Milwaukee			1		
1977-Future	Milwaukee				2	
1977	San Diego		3	2		
1978	San Diego				3	
Future	San Diego		3			3(L)
1975	Washington				1	
1976	Washington				1	
1977	Washington				2	
1978-Future	Washington				2	
1978	Lakewood					M
Future	Lakewood					3(L)
1977	Louisville		2(L)			
Future	Louisville			1		
1976	Tucson			2		
1977	Tucson			2		
1978-Future	Tucson		3(L)	2	3(L)	
1975	Seattle			2	2	3(L)
1976	Seattle			2	2	3(L)
1977-Future	Seattle		3	2	2	3(L)

a neighborhood anti-crime program. The results were ambiguous because of the small number of incidents uncovered in the before and after surveys. Denver analysts caution against use of victimization studies for evaluation unless the project is large enough to justify large samples. Random Digit Dialing may provide a method that they can afford to use in later evaluation attempts. In 1978 they are participating with a number of other agencies in a metropolitan areawide survey of attitudes toward public services, and a crime incident survey is being included. They look forward to trend analysis using the two earlier NCS surveys and the 1978 local survey.

The Denver CAT stands out from the other cities in several respects. They have a relatively highly paid staff with experience and education in appropriate analytical skills. Denver retained the full staff when LEAA funding was cut back. They have an above average amount of staff continuity and a good reputation in associations of criminal justice planners in Washington, D.C. Several members of the Denver CAT teach in the University of Southern California Training Institute for criminal justice planners in Denver. The ratings for Denver in table 4.17 are based on two interviews with CAT staff at Denver, with CJRC staff, and with several Washington, D.C. associations.

The Atlanta CAT has continued to use the NCS since its first impact cities report on victimization in 1974. Although originally a Metropolitan Area CAT with 18 staff members, they are now part of the Mayor's office and have only nine members. With further cuts in LEAA planning support, this CAT may soon cease to function. It is reported that analysts trained by the CJRC and experienced with NCS data have been or will be relocated in the Police Department or in the city planning office. The Atlanta Regional CAT was staffed with lawyers, police, social workers, and those of similar disciplines. Analytical skills were represented largely by one member trained in planning and another in economic analysis; thus the ratings shown in table 4.17 are more often interpretations (2) rather than detailed analyses (3).

One example of detailed analysis by the Atlanta CAT was related to the National debate on crime and the elderly (Clarke, 1978). In 1976

the city's criminal justice council debated the need for a special program to protect the elderly against the crime of burglary. An anti-burglary program was already planned for all citizens, but some consideration was given to a special program for the elderly because of news stories that reported high victimization rates and fear of crime among the elderly. The Atlanta CAT found few incidents among official police records, and they then examined the NCS data for 1972. They found a low rate of burglary and a low overall victimization rate for the elderly there as well. Data from the 1975 survey were requested from NCJISS, but only tabulations from the 1972 survey were released to them. A review of detailed attitude data from 1972 was used to conclude that elderly fear crime more than other age groups, but that fear is usually related to general crime fear rather than specific neighborhood crime fear or actual victimization. Changes from 1972 to 1976 could not be measured because of NCJISS rules on data release. As a result of the study, the CAT did not recommend special programs for the elderly. They recommended additional Atlanta victim studies to more specifically define the elderly crime issue.

c. Five Largest U.S. Cities

Interviews were held with researchers or planners in two of the five largest cities surveyed by NCS: Los Angeles and Chicago. Los Angeles was represented at the CJRC workshops by more people than any other city except Denver. However, all of Denver's representatives were from the Anti-Crime Council (CAT); Los Angeles representatives were from several city and county agencies. No special attempt by LEAA to encourage analyses of the NCS data in any of the five cities was reported to RTI, and no analyses in Los Angeles were reported. The criminal justice planning unit for Los Angeles includes NCS data in comprehensive plans submitted to the state in response to state guidelines. They also review the NCS reports for general knowledge. These planners know that the LA Council accepts UCR, and they do not try to support a plan with NCS data. Another Los Angeles analysis agency, funded by HUD, has purchased DUALabs tapes for Los Angeles; but the objectives of this agency changed before any use was made of the tapes. The purchaser is

CONTINUED

1 OF 3

now with another agency and has no interest in crime analysis. Calls to several other agencies in Los Angeles disclosed a high turnover of persons that had attended the workshops but no additional uses of the NCS data.

Chicago is just beginning to make significant use of the national and the city data from the NCS. A planning agency in Chicago is using the data along with a number of other sets of social data in determining issues which the city should deal with to improve the safety and welfare of its citizens. Safe housing and safe neighborhoods are two of the issues and the city may make major expenditures for these problems. Analyses with NCS data raised numerous questions which the agency will try to answer with a city-administered victimization survey. The agency has received assistance from NCJISS and CJRC in planning for their survey. They will make a special attempt to demonstrate the special problem of crime and the elderly in inner city public housing projects. This has not been done before in the context of a citywide victimization survey because previous city studies can only provide highly aggregated data on victimizations.

New York City (NYC) is not rated because no direct information is available for them, but NYC data were used by CJRS in preparing a report to the State Victim Compensation Board. Philadelphia was not represented at any workshops, and screening calls to the Philadelphia Police Department have uncovered no past or potential users.

d. Thirteen Cities

Interviews were conducted with analysts and planners in 5 of the 13 cities and some information is available from secondary sources about three others. Ratings were provided in table 4.17 for Miami, Milwaukee, San Diego, and Washington.

Milwaukee has a problem similar to Los Angeles in that the members of its criminal justice planning council, particularly the police members, will not accept the findings of the NCS as being valid. Data from the NCS will be used in annual plans because of the LEAA requirement, but policy is not likely to be based on them. The person interviewed in

Milwaukee believes NCS data would be useful in policy and planning if NCS were accepted by the council. He tried to obtain detailed data after the CJRC conference in 1977 but could not afford to purchase the DUALabs tapes. They would have been used to further his own understanding of crime in Milwaukee rather than for policy research or support of plans. He once attempted to support a program request with NCS data but was forced to defend every number used. He will not try again in the present climate on the council.

Washington began to use the 13-city NCS report as soon as it was available as one source of analytical support for the D.C. Comprehensive Plans. These plans from 1976, 1977, and 1978 show a cautious and almost apologetic beginning, an increased use in 1977, and a much improved use in 1978. When LEAA guidelines for 1977 required NCS use, the D.C. Comprehensive Plan report showed greater use to: (1) extend UCR-based analyses of individual crimes, (2) assess crime reporting rates in D.C., and (3) provide an easily read comparison of D.C. with the other 13 cities with respect to rates of victimization and levels of reporting. The person interviewed does not believe that these NCS uses have had any influence on the criminal justice plans of D.C. There is an awareness of the limitations of a city survey for metropolitan area planning, and the sampling base problems in the D.C. study are still a major concern. No reference is made to the national panel in the plans. A local attitude survey has had a greater impact on planning, it was reported.

Miami has a planning and grants control unit that prepares the city's criminal justice plans. The unit is more oriented toward action plans than analyses and the staff is typically trained in social work. The director of evaluation has some statistical and analytical training and experience, but little support in performing analyses. For example, the city computer center is overloaded with other work and provides no assistance. The criminal justice planning agency found out about the NCS survey in Miami by accident when they saw that adjoining offices were being vacated by Census field supervisors and asked about the survey that had been undertaken. A CJRC workshop was attended and the report for 13-cities was received with interest, but the "skimpy" report

for Miami was disappointing to them. A request for detailed information from NCJISS produced a large printout with a very difficult layout. It was almost impossible to use in the time available for analysis. (A CJRC staff member reported that it takes about a month for an experienced analyst to become familiar enough with these Census tabulations to make effective use of them.) Despite the difficulty, the tabulations were the only source of information about crime and the elderly in Miami. When either a legislative or a Standards and Goals Task Force hearing asked Miami to produce information about crime and the elderly, the criminal justice unit used the NCJISS tabulation to answer the inquiry. The conveners of the hearing were reported to be displeased with the results because "they don't want to hear the facts on the elderly." (Brummer interview)

In San Diego, the criminal justice planning unit for the metropolitan area was not an important user, but the city police research unit expressed strong support for the national panel and an interest in regional disaggregations. This unit has a substantial staff of crime analysts with operations research and statistics experience. They will use Random Digit Dialing techniques for evaluations of local anti-crime programs. The NCS data provide a benchmark for comparison by providing rates for determining expected crime levels in San Diego. NCJISS and CJRC have provided assistance in planning the local surveys in this city, and LEAA grants are supporting the programs to be evaluated. Continuation of the national survey or of surveys of other cities against which San Diego may be compared is more important than another Census survey in San Diego. San Diego would rather plan and administer its own local survey to suit its needs and preferred timing. The 13-city data have been used in a regression model designed to forecast future crime rates in San Diego. The national data are used as a social indicator of risk and San Diego looks forward to better risk measurement and more timely reporting of NCS results. The NCS data are often used in the policy research and plans put forward to San Diego decision-makers, but the influence is indirect because of the difficulty of explaining the survey and the inferences that cannot be made from NCS results. If the plans of the

respondent are carried out successfully, the potential NCS use will continue to grow in San Diego.

The fifth of the 13-cities interviewed was San Francisco. A San Francisco Mayor's Office planner was very interested in obtaining more information than was available in publications and she believes there is a potential for greater use by San Francisco police. Not enough information is yet available to assign a use rating to San Francisco.

Cincinnati is an unrated city in the 13-city class because no local agency has been contacted. However, it is a city in which both NCS and local surveys have been undertaken. Several local victim surveys were used in evaluation of the results of the Cincinnati team police experiment. These local surveys were particularly useful in evaluating commercial burglary and robbery in the experimental district. Sufficient interview waves were included to permit a time series evaluation using treatment and control areas. The victimization data for commercial establishments allowed the Urban Institute and the Police Foundation to conclude that the Team Police experiment in Cincinnati was more successful in reducing commercial burglary than traditional policing. The experiment also was to have used the NCS survey in conjunction with an earlier survey directed by a group other than the Census to determine household victimization changes. The results were unsatisfactory, leading to the conclusion that the differences over time were the result of instrument, methods, or interviewer training differences rather than real changes in crime rates. The NCS was also used in an experiment to evaluate the results of a Random Digit Dialing experiment conducted at the same time as the NCS survey of Cincinnati. The research organizations involved, the Urban Institute and the University of Cincinnati, are known to be planning further uses of victimization studies. Cincinnati is participating with Portland and San Diego in a police productivity project that should require victimization studies for evaluation data. All of these findings are from secondary sources rather than RTI interviews with local agencies; thus this city is not rated in table 4.17.

e. Local City Surveys

It has been known to CJRC and NCJISS for some time that a growing number of cities are conducting or intend to conduct a locally administered survey of victims. Some of these were initiated after the President's Crime Commission (Ennis, 1966) and before the NCS surveys were initiated. Others have been initiated because the NCS spurred interest in victimization but was not considered usable for the specific city. In still others, there was interest in having victimization data for evaluation of specific crime prevention programs. The CJRC staff reports that the quality of these studies varies widely and they have tried to provide technical assistance to a number of cities to improve the quality of the studies. The monograph series from CJRC includes one specifically designed to explain the state of the art to those who are considering their own surveys. Telephone interviews were conducted by RTI with several local survey cities to find evidence of past or potential use of NCS. The cities contacted were Louisville, Tucson, Seattle, and Lakewood, Colorado.

The Lakewood, Colorado Police Department auditor of police performance has sought CJRC assistance in designing a local victim survey. He has realized the shortcomings of the official statistics for the performance evaluations he is trying to undertake. The Police Department supports his plan, but he has not yet received city council support. The Louisville-Jefferson County Criminal Justice Commission has completed a victim survey, but the analyst that attended the CJRC workshop is not involved. The person interviewed was aware only of the objective of determining the level of underreporting. He did not expect the results to be of any particular value to the Commission and did not think NCS would be of any use to him. In contrast to Lakewood and Louisville, the interviews in Tucson and Seattle disclosed experienced analysts with adequate funds and understanding of victimization methods and available data.

A local survey was initially suggested in Tucson as a way of evaluating increased reporting of crime as a result of the regional victim-witness program. The combined National and 26 city data were then used

to show that a high percentage of serious crimes are already reported, and any improvement would not be measurable with a sample size that Tucson could afford. The local staff realized these limitations because an experienced analyst had been hired for the victim witness program and was instructed by CJRC in Albany in the uses and limitations of victim surveys. A relatively inexpensive postal survey is now underway in Tucson and the response to the first mailing has been about 70 percent. An instrument already tested in Texas was modified for the survey and the sample was drawn so that gross rates could be calculated for 11 different parts of the city. The person interviewed in Tucson said that the principle value of the local survey will be to demonstrate to the regional commissions that Tucson is not much different from other cities in patterns of victimization, and that the differences which do exist can be detected with the use of UCR data and national victimization data. He strongly supports continuation of national surveys as social indicators against which to compare Tucson experience. He would like to see the data reported for multi-state regions when the sample is too small to report on Arizona alone. The comparison of Tucson with the Southwest would be preferred to a comparison to the nation as a whole.

Seattle has completed an exemplary project for NILECJ that involved a comprehensive burglary reduction plan. The exemplary project is a Community Crime Prevention Program (CCPP) to help people recognize their vulnerability to burglary and to help them remove or reduce their risk. The program evaluation is reported to show that CCPP was successful in reducing the burglary victimization of program participants and the results were validated through three different types of victim surveys. Reporting of burglary to police increase from 51 to 76 percent after the comprehensive burglary reduction plan was initiated; thus UCR data would have had limited value for the evaluation. Victimization results estimate a decline of between 48 and 61 percent as a result of the program.

Evaluation of the CCPP was one impressive example among many uses of local victim surveys in Seattle where victim surveys have become an accepted tool for planning and police performance evaluation. In the burglary program example, victim surveys were used in three different

ways: households in treatment and control neighborhoods were surveyed as part of the program, citywide surveys conducted for broader planning purposes provided a citywide benchmark and measure of relative change, and a simple Random Digit Dialing survey was used to validate the measurement of number of incidents and the reporting to the police of burglaries. National data are used in Seattle whenever studies require data about rare crimes, such as rape or robbery. The local surveys provide an aggregate count and national data provides an estimate of distribution by age, race, sex, or income. With neighborhood characteristics on national data, more use is possible. Seattle supports continuing the national survey and has a third local survey underway.

Indirect information is also available about plans for a local survey in other parts of Washington State, and a request for proposal for a victimization survey has been obtained from the Madison, Wisconsin Police Department. Others are known to LEAA and CJRC.

3. Interpretation of Findings

There is some evidence of growing use of victimization statistics at the local level, but the more extensive users have depended upon the availability of supplementary data from local surveys. Table 4.18 has a rough classification of the examples of use that have been uncovered. It shows that the number of examples is typically greater in the cities that have initiated some type of local victim survey. Also table 4.17 shows that the level of present and potential use is rated higher in these local survey cities. Tucson and Seattle were not surveyed by NCS, but they are higher rated users of the national survey than are NCS cities without a local survey. There are several interpretations which may be made of this, based on the interviews:

- (1) Cities or metropolitan areas that acquire competent analysts of crime and the criminal justice system will soon discover the shortcomings of reported crime statistics for most of the analyses to be attempted. The analysts will want age group information, victim reporting information, attitudes, or costs of victimization in order to carry out their analyses (Tucson, Lakewood).

Table 4.18. Example Uses of NCS Data in Local Studies and Plans

	Policy Research			Programmatic Use ^{1/}		Social Indicator		
	Victim Support	Crime and the Elderly	Under-reported Crimes	Police Anti-Crime	Supplement to UCR	City to Nation Comparisons	Public Info. on Risk	City to City Comparison
Atlanta		✓		✓	✓	✓		✓
Chicago*		✓		✓	✓			✓
Cincinnati*				✓	✓			
Denver*	✓	✓	✓	✓	✓	✓	✓	✓
Lakewood*				✓				
Louisville*			✓		✓			
Miami		✓						
Milwaukee								✓
San Diego*				✓✓	✓	✓		✓
Seattle*			✓✓	✓		✓		
Tucson*	✓				✓	✓		✓
Washington			✓		✓			✓
Los Angeles						✓		✓
Total Examples	2	4	5	8	8	6	1	8

^{1/} In most of these examples, the police planner or researcher used NCS data to estimate the crime rate for specific crime before initiating programs in which reporting rates might be influenced by the program. Where the (*) appears, the NCS used supplement local victim surveys.

- (2) Crime analysts or planners that use national NCS data or victim data from other cities in support of a policy position or proposed program may have difficulty in selling their position to the local council or crime commission. Such bodies typically consider their cities to be different until shown otherwise. (Tucson, San Diego, Milwaukee)
- (3) City analysts who dig into the NCS data even for their own city will find that it frequently falls short of answering specific needs for data, and they will want a local survey tailored to such specific needs. (Denver, Chicago, San Diego)
- (4) After attempting a local survey, local analysts will be much wiser in the use of victim surveys and the cost limitations of increasing their size for increased sensitivity. The national survey will then be better understood and its use as a supplement to the local survey will be much more likely. (Denver, Seattle)

This interpretation suggests that an LEAA policy of strong support of local victim surveys when help is requested could lead to greater local use of NCS data as well. However, the system for providing such support is not available now and would require careful planning. There is a significant possibility that LEAA could financially support poorly planned and administered local surveys that damage NCS acceptability. Such badly administered or planned surveys have already set back evaluation efforts in Denver and Cincinnati. However, Census victim surveys in cities also failed to realize their potential utility. The choice of city rather than county or SMSA for the sample unit highlights a failure to determine local agency needs, and the NCS tabulations supplied by Census to the cities shows insensitivity to the local agency users. These are a few of the system problems to be solved before local agencies can be assisted effectively by NCS.

4. Forecast of Potential Use

Figure 4.4 shows that for those cities in which evidence was obtained, NCS use has grown gradually since 1973. Each year after 1973, one or more additional cities began to use victimization data for more

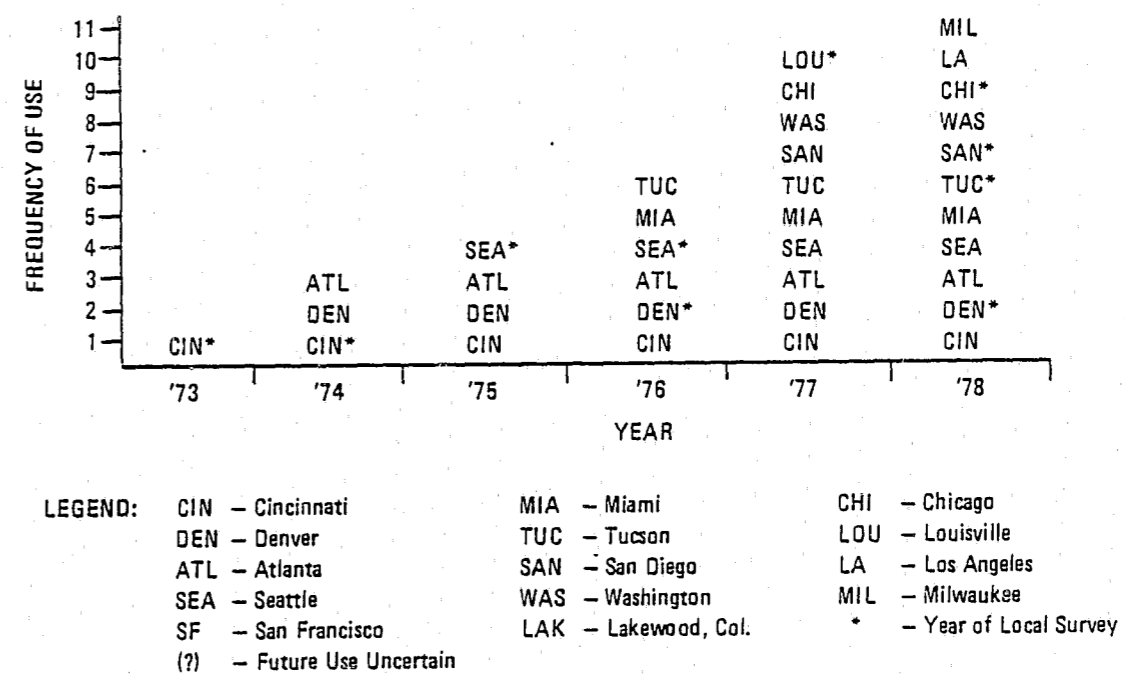


Figure 4.4. Uses of NCS and Local (*) Survey Victim Data by Year in Cities with Use Ratings of 2 or Greater

than general background. Several reasons for projections of further gradual growth in use are:

- (1) Cities that have increased their levels of use only in response to LEAA guidelines are not committed users and may decrease use of their own NCS city data as it becomes more out of date. This is particularly true in cities such as Los Angeles, Milwaukee, and Washington where NCS surveys presently lack acceptance by local criminal justice agencies.
- (2) Other NCS cities are limited by their lack of skilled crime analysts. They express interest in working with NCS data more than they have in the past, but they cannot make effective use of the products provided by Census and LEAA. If they could obtain special tabulations from Census or some other source to meet their special needs of the year, their use could be expected to increase. Neither the tabulation available from Census nor the computer tapes from DUALabs are of any use to the analytically unskilled criminal justice planners. Without improvements in the products offered, interest by these cities will soon decline. If they find help in making use of their own city's NCS data, their interest may grow in both national data and in having another local survey performed for their city. San Francisco, Miami, and Atlanta are examples in this category.
- (3) Cities with experienced crime analysts who have used local surveys, NCS city survey, and national surveys are likely to continue and expand uses of victimization data. Their uses may be better examples than those published by CJRC. As these uses become well known by other cities with capable analysts, there may be a significant growth in NCS utility. However, there was little evidence that city crime analysts talk to each other except at CJRC workshops. The workshops presented by CJRC were well received, but could be further improved by the specific experiences which a few selected cities can share now or in a few years. San Diego, Seattle, Portland, Cincinnati,

Chicago, and Tucson have or soon will have stories of both success and failure to contribute; which could lead to further NCS utilization.

Thus, there are factors working both for and against the growing utility of NCS in the cities. Those factors working for greater local utilization can be further encouraged by LEAA, but this will require a clear determination that local utilization has a high priority, not only in the Statistics Division but throughout all of LEAA. If such priority is not given, there will be a temporary continued use of the NCS city reports, a long term occasional use of National Panel results in a few cities, and some expanding use of NCS-supported research products by city analysts who were exposed to NCS during their academic careers. An LEAA commitment to use of victimization data by local agencies will require that LEAA staff or grantees: (1) learn how to use city data from experienced local analysts, (2) provide workshops or other forums for exchange of this information, and (3) support or conduct additional local surveys that are designed to the specific needs of the cities in which the survey is to be conducted.

If the local user is with a regional planning unit, the survey must provide regional data; and national data for comparison must be presented in comparable disaggregations. If there is a need to evaluate a police district treatment program, LEAA or the local unit must take a sample of sufficient size to be sensitive to change in the treatment district and in any control districts. If LEAA continues to fund locally planned surveys, they are strongly advised to insure that the city obtains a professionally designed and administered survey. Technical advice on how to obtain valid results at the lowest cost is needed. This level of technical assistance is not feasible for the NCJISS Statistics Division and the Bureau of the Census as they are now staffed and organized.

Given specific objectives, it would be possible to determine through systems analyses those changes in the present system required to meet the new objectives. Without a clarification of objectives and changes in the NCS system, the accelerating growth model for NCS presented in chapter 2 will not apply to the utility of NCS to the cities. There

will be a few strong local supporters for continuation of the national panel, but overall growth in local utility will not follow the accelerated growth curve hypothesized in chapter 2.

C. State Agency Interviews

1. Selection of the State Agency User Community

Table 4.19 shows those states that have had some contact with the NCS either through CJRC workshops or LEAA inquiries. Interviews and documentation have established that victimization data have been used to some extent in 18 of the 42 states listed in table 4.19. No attempt has been made to routinely determine uses in all states because the available time for interviewing was concentrated on three classes of states: (1) states known to have conducted their own statewide survey, (2) states that have received NCS tabulations of the data collected by Census, and (3) states that were reported to have used NCS in policy debates related to victim compensation legislation. It was determined during the interviewing that most of the state users were responding to LEAA region interpretations of guidelines requiring use of NCS data in comprehensive plans. Information from each LEAA region's information specialists could be used to prepare another useful list of past and potential state agency users, but such a list was not obtained.

Table 4.19 shows the 18 states for which evidence of NCS use was obtained. Three of the states that have conducted their own statewide surveys and five that have recently passed victim compensation legislation are included. Analysts in eight of the ten largest states were interviewed. Most of the interviews were with State Planning Agency (SPA) or Statistical Analysis Center (SAC) representatives; but in the investigations of NCS use in victim compensation studies, legislators and legislative aides were the typical sources of information. The number of calls varied with each state, because calls were continued until the more informed user was thought to have been reached. This usually required more calls for the victim compensation states.

2. Analysis of Evidence

a. Introduction

The evidence will be examined in three parts, as indicated by the three classes in table 4.20. States with their own administered

Table 4.19 States with Direct Contact with the NCS Program

State	Intended Use Known	LEAA Lists	CJRC 1977 Workshops	CJRC 1975-1976 Workshops
Alabama		1	-	2
Arizona			1	2
Arkansas	*	1	-	-
California	*	-	2	2
Colorado		1	1	1
Connecticut	*	1	-	1
Florida	*	1	-	1
Georgia		2	-	4
Hawaii		-	2	1
Idaho		-	3	3
Illinois	*	-	-	-
Iowa		-	1	1
Kentucky		-	-	1
Louisiana		1	-	1
Maine		-	-	1
Maryland	*	-	2	2
Massachusetts	*	-	1	3
Michigan	*	-	1	-
Minnesota	*	1	-	-
Missouri		1	1	2
Montana		-	1	1
Nevada		-	-	2
New Jersey	*	1	-	1
New Mexico		-	-	1
New York	*	1	2	3
North Carolina	*	1	-	-
North Dakota		-	-	1
Ohio	*	-	-	2
Oklahoma		1	2	1
Oregon	*	-	1	1
Pennsylvania	*	1	2	1
Rhode Island		-	-	1
South Carolina		-	-	1
Tennessee		-	-	1
Texas	*	1	2	3
Utah		1	1	2
Vermont		-	2	2
Virginia		1	1	2
Washington	*	1	2	1
West Virginia		-	-	1
Wisconsin	*	-	1	-
Wyoming		-	-	1
Total People		19	32	57
States Added		18	12	11

Table 4.20 Classification of States Interviewed

	State Use of Own Surveys	State Use of NCS Printouts	State Use in Victim Compensation	SPA or SAC Analyst	Persons Called	Primary Source of Information
Arkansas			X		2	Gary Isbell Interview
California		X		X	1	Max Wendell Interview
Connecticut			X		2	R. Tulisano Interview
Florida			X	X	6	Ray Wilson Interview
Illinois		X		X	1	R. Perrin Interview
Maryland				X	1	Alice Blatchley Interview
Massachusetts		X		X	2	Carolyn Shettle Interview
Michigan	X	X		X	1	Bill Converse Interview
Minnesota				X	1	Glenn Fishbein Interview
New Jersey		X		X	1	J. Apai Interview
New York		X	X	X	1	Sam Shaw Interview
North Carolina	X				1	Oliver Williams Interview
Ohio		X		X	2	Candice Peters Interview
Oregon			X		1	Rick Baird Interview
Pennsylvania		X		X	2	Philip Renninger Interview
Texas	X			X	1	St. Louis Documents
Washington				X	2	Chris Webster Interview
Wisconsin	—	—	X	X	5	Charles Susmilch Interview
Total	3	8	6	14	33	
States Added	3	7	5	3		

statewide victim surveys were of interest because they were assumed to represent a source of support for the hypothesis that victim data has utility for the states. The ten largest SPAs received computer printouts from the Census for the NCS data collected in these states, and it was hypothesized that these SPAs would make greater use of NCS data because they had data specific to the planning jurisdiction of the SPA. Three other state SPAs were interviewed to compare their use with that of the ten largest. Finally, the states of Wisconsin, Oregon, Connecticut, Florida, and Arkansas were reported by North Carolina Congressman Lamar Gudger (U.S. Congress, 1977, pp. 55-56) to be users of NCS data in support of victim compensation legislation. Details of the interviews are presented by state in appendix table II-B.

b. Victim Compensation States

Information was obtained from six states about their use of NCS data in victim compensation legislation and programs. New York was added to the list of five supplied by Rep. Gudger because use for the Victim Compensation Board of New York State was the first known NCS use and led to use by others.

In 1975 the LEAA-supported program at CJRC volunteered assistance to New York because of the Governor's concern for the failure of the Victim Compensation Program. The number of claims had been so small that the Victim Compensation Board was being faulted for failure to make the program work as the legislature had intended. Use of the NCS data from New York City allowed CJRC to demonstrate that the number of applications and the cost of the program were reasonable. After this exercise, CJRC performed a similar exercise using national panel data as well. These two NCS-based exercises were published in a monograph used in the CJRC workshops in January 1977; thus, the example of NCS use in a policy study related to victim compensation was available in every state that attended the 1977 workshops. Additional copies were sent to those states requesting information about NCS in connection with victim compensation. The CJRC list of states making such contact includes Arkansas, Florida, Illinois, New Jersey, Indiana and New York. Connecticut and Oregon are also believed to have obtained the CJRC study.

Table 4.21 summarizes the policy study uses that were found in the states during the interviews. Most of the uses are in victim compensation policy studies because the interviews specifically sought out such uses. Victim compensation use in New York in 1975 was followed by use in Arkansas in 1976, and Connecticut and Oregon in 1977. Florida and Wisconsin were not users of NCS for victim compensation.

Table 4.21. Policy Study Uses of NCS by State Agencies

State	Primary RTI Source	Highest NCS Use Level	Source of Principal Data Used in Study	Year	Policy Issue
Arkansas	Isbell	2	Uncertain	1976	Victim Comp.
Connecticut	Tulisano	2	Uncertain	1977	Victim Comp.
Florida	Wilson	0	22 States Cost	1976	Victim Comp.
New York	Cuniff	4*	NCS Tapes	1975	Victim Comp.
Oregon	Chrest	2	NCS Publications	1977	Victim Comp.
Wisconsin	Watchke	0*	N.Y. & Wash. State Cost Experience	1977	Victim Comp.
California	Wendell	3	NCS Printouts	1977	Elderly Vict.
Florida	Wilson	1	NCS Publications	1976	Elderly Comp.
Florida	Tidwell	0*	State Survey	1978	Elderly Vict.
New York	Uppal	3**	NCS Tapes	1978	Vict. and Drugs

* Documents available.

** Study in progress.

Florida passed a victim compensation bill in 1977, but the legislative aides and state planners who worked on the related policy studies said that NCS played no significant role in the studies. One Florida legislator was exposed to the CJRC study and NCS reports at a National Organization on Victim Assistance (NOVA) conference, but an interview disclosed that he had no working knowledge of the contents. A Florida legislative aide used an NCS publication to examine whether the elderly would be heavily represented as applicants for victim assistance. This was a routine reading of the report and did not influence the drafting of the bill or its passage.

Wisconsin has at least one crime analyst experienced in the use of victimization data as an academic researcher, but he has not used the data in connection with victim compensation studies. A research analyst with the Wisconsin Legislative Reference Bureau supplied an information bulletin that shows the history of the development of victim compensation in Wisconsin. No mention is made of NCS or other victimization data and the author states that he is not a user. The report shows that cost estimates were based on the experiences of New York State and Washington State. The expectation that Wisconsin has used NCS data may have surfaced because of the research of Drs. Richard and Mary Knudten in Milwaukee, Wisconsin. These researchers used a combination of the NCS survey and a subsample of the NCS. They used the latter for their own interviews of victims to obtain data on the cost of being victims of crime. These Milwaukee data appeared in testimony on Federal support of state victim compensation before the U.S. Congress in 1976.

Legislators in both Oregon and Connecticut report that they have used NCS data in support of victim compensation legislation. The Connecticut use is not clear because the legislator is uncertain of the source of his information. However, his reported contact with CJRC suggests that the monograph from CJRC was his primary NCS-related source of information. This monograph would allow him to make a rough estimate of costs by assuming that the national experience typifies the Connecticut experience. An Oregon legislator used the report in this manner and verified the estimate with data from Portland, which has both NCS victimization data and experience with a victim compensation program. Both the Connecticut and Oregon bills passed in the last session (1977) and the Oregon legislator stated that the supporting data from the several sources were very helpful in obtaining votes for the bill.

Arkansas use occurred in 1976 and the user is no longer with the state agency. As a legal researcher for the Attorney General's Office, this Arkansas user had access to the CJRC report and NCS publications. He used NCS data in estimating the cost of a legislative bill that passed in 1976. He was not satisfied with the national panel reports because it was difficult to extract data relevant to his largely rural

state. However, he used it as the best information available for the study that he had been assigned.

The summary in table 4.21 shows that NCS data were used creatively in New York where the approach was developed, they were used interpretively in three states following the CJRC approach, and they were not used in the two remaining states. They had a policy impact in New York by answering criticism of the administrators for the victim compensation program, and they were used directly in Oregon to obtain votes. They may have influenced votes in Arkansas and Connecticut as well, though those interviewed made no specific reference to such influences.

The use of NCS data for detailed analyses such as those performed by CJRC or for the Department of Justice (Jones, 1977a) is not feasible with the NCS products now available to the five states. Arkansas, Connecticut, Oregon, and Wisconsin are not among the ten states with detailed NCS tabulations, and they do not have their own state surveys. National data in publications are not arranged so that they can be used to analyze any specific issue, and states with NCS city data available are reluctant to use these data in estimating state victimization experience. (For example, Florida has Miami city data only and the SPA considers Miami to be atypical of all of the rest of Florida.) Given these limitations of NCS data, their use in policy studies by three victim compensation states shows that they have utility for some state policy debates. The key element in this utility appears to be the availability not of the NCS data but of well analyzed data, such as in the CJRC monograph showing how to estimate costs of a victim compensation program.

c. Statewide Surveys: Locally Administered

Documentation and interviews were obtained for five states in which locally administered statewide victimization surveys had been completed on a one-time (North Carolina and Minnesota) or annual basis (Michigan, Texas). A one-time survey of the elderly was also uncovered in Florida. These surveys are all small compared with the National Crime Panel or any of the 26 NCS-surveyed cities. Sample sizes range from 800 to 2000 individuals per year in the three states. Florida

and North Carolina used and Texas uses a mail survey with extensive follow-up, and Michigan uses a household interview. No details are available for Minnesota. In all states the number of incidents of serious crime uncovered is small; and, with the exception of Texas, incident data use is limited to the provision of a rough measure of victimization incidents. Although the survey reports include some victimization data, equal or greater interest is shown in trends in attitude toward crime and the criminal justice system. Attitudes toward gun control, legalization of marijuana, and court performance are assumed to have more influence over state policy than do rates of victimization. Attitude trends that are not specific to the state are seldom acceptable to state policy makers. Thus, state criminal justice planners would desire state attitude surveys even if incident data from the national panel were available for each state.

The North Carolina statewide survey was completed in 1970 and borrowed concepts from the President's Crime Commission victimization surveys. The survey report concentrated on attitudes and opinions, but some attempt was made to analyze the rate of victimization. The instrument used for measuring incidents appears to be very crude when compared to the NCS, and the difference in crime definitions prevents any comparisons of results. The results are reported to have appeared in several reports of commissions such as the North Carolina Council on Goals and Policy (Williams Interview).

A Michigan survey of 800 households has been completed annually since 1973 and, thus, had little opportunity to base its procedures and questions on the national or 26 city surveys. Its questions on the incidents of crime are gross measures (e.g., "Have you or anyone in this household been the victim of any crime in the past year?" and "...have there been any crimes in your neighborhood in the past year, not involving your own family?") It was not until 1977 that the Michigan survey attempted to obtain an incident-by-incident report. When this was attempted, a greater number of households responded affirmatively to the detailed incident questions than to the general question, thus suggesting an undercounting in all previous annual surveys. There were more total

victimizations because multiple household incidents were uncovered, but there also were more households with an incident because of the more specific questions. Despite these findings, Michigan interviews disclosed that the state survey is still preferred to Michigan-specific NCS data for the state because: (1) NCS data were not obtained from a random sample of Michigan households, (2) there is no information on opinions, attitudes, and behavior in the national data, (3) the Uniform Crime Reports are a complementary source of data to the Michigan survey with which the crime analysis unit has extensive experience, and (4) the printouts from the NCS are extremely difficult to understand and to manipulate. The comprehensive plans for the state make use of some victimization data from the NCS because of the LEAA guidelines, but these data play no role in program analysis or planning.

Unlike Michigan or North Carolina, the Texas survey had the benefit of previous NCS surveys in Houston and Dallas, and the local survey experiences of Biderman (1967a) and Schneider (1975a) are referenced as sources of methodology. Texas is conducting semi-annual surveys by mail of 1,000 Texan holders of driver's licenses. Only 1975 and 1976 reports are now available for this study. The Texas Crime "Victim" Index is different from the NCS index of Crime "Victimizations" in that multiple victimizations are not used in the Texas index. However, disaggregate NCS data are used by Texas to compare Texas survey findings with NCS data from the national panel and for the cities of Houston and Dallas. A Texas report states that the NCS results were used to validate the Texas results. (St. Louis, 1976a)

In the first year of reporting Texas survey results, the analysis was a reasonably graphic and uncomplicated presentation of rates by type of crime and aggregate demographic characteristics. Attitudes toward crime countermeasures and toward measures such as victim compensation and restitution were presented, and estimates of the level of fear of crime were made. Reporting of crime to police was examined, and reasons for not reporting were analyzed. In a later report comparing 1975 to the first half of 1976, a projection was made for the second half of 1976. The analysis was confounded by uncertainties in the estimates

(St. Louis, 1977). Attempts to measure change in victim rates or in rates of reporting of crimes were made difficult because of the limited potential for making valid inferences about trends from small samples. Also, the analysis was confounded by the combining of annual and semi-annual samples from the two years. When the final data for 1976 arrived, the year end report showed a stable victim index for three half-years rather than the projected increase for the last half-year. The analyst then raised the possibility that the first half-year of 1975 was in error because of methodological differences that are disclosed. The problems appear to be fully disclosed in the reports; and, like the national panel, the problems may be corrected in time. Meanwhile, the Texas reports present the information that is available with cautions about accuracy, but they provide graphical and narrative interpretation in spite of the data limitations.

A Minnesota respondent provided the information that a statewide victimization survey had been attempted in that state. It was reported that the attempt had not been successful and no further information was available. The Florida survey involved only the elderly and the sample was drawn from lists that may not have been representative of the elderly population of Florida. Questions about victimization incidents were much like those in Michigan, and much more attention was given to attitude questions. This was a one-time survey to provide information for a task force on crime and the elderly for a Council of Standards and Goals for the Criminal Justice System. The Florida SPA has requested funds for a statewide victimization survey but the legislature did not approve of this expenditure. There are now plans to conduct a survey administered by the SPA using discretionary funding. This survey may not have the benefit of organizations or individuals experienced in victim survey methodology.

Table 4.22 summarizes findings for the six states that have obtained statewide information about the number of victimizations and used the information as a social indicator of crime.

Table 4.22. Social Indicator Uses of NCS and State Victimization Survey Data by Local Survey States

State	Primary RTI Source	Highest NCS Use Level	Principal Source of Victimization Data	Years
Florida	Tidwell	1*	Elderly Survey	1977
Massachusetts	Shettle	2*	NCS Printouts	1977-78
Michigan	Converse	1*	State Survey	1973-78
Minnesota	Fishbein	1	NCS Publications	1977
North Carolina	Williams	0*	State Survey	1970
Texas	St. Louis	2**	State Survey	1975-78

* Rated by respondent's comments.

** Rated on documented use.

The national survey by NCS is used in only one of the six states (Texas) as a supplement to the state's survey. The states generally claim that the national data are not available for their state; or, if available, are not representative of the state's population. However, a more likely reason that the national data is not of interest is that it contains no attitude information. Reports from North Carolina, Florida, and Michigan--and to a lesser extent, Texas--show that the SPA considers the opinion of a state resident and voter to be of more importance to state policy than accurate incident data.

d. Comprehensive Plans and NCS Printouts

Eight states with NCS printouts of their states' data were interviewed about use of these data in comprehensive plans; four other states without such printouts were also asked about use of NCS in comprehensive plans. Table 4.23 lists these states and rates their uses for this purpose.

California, New Jersey, and Ohio report that they have tried to work with the bulky printouts supplied to them by NCS. California used the printouts to analyze crimes against the elderly as part of the crime analysis reporting in the state comprehensive plan. New Jersey used the printouts to develop several victimization tables for the comprehensive

plan. Ohio reported attempts to find program specific information from the printouts; however, Ohio found that the NCS publications were of greater utility.

Table 4.23 Comprehensive Plan Uses of NCS by Eight States With and Five States Without NCS Printouts

State	Primary RTI Source	Highest NCS Use Level	Principal Source of Victimization Data	Years
California	Wendell	2	NCS Printouts	1977-78
Illinois	Perrin	1	NCS Publications	1977-78
Massachusetts	Shettle	2	NCS Printouts	1977-78
Michigan	Converse	1	State Survey	1977-78
New Jersey	Apai	2	NCS Printouts	1977-78
New York	Shaw	0	None	
Ohio	Peters	1	NCS Publications	1977-78
Pennsylvania	Renninger	1	NCS Publications	1977-78
Florida	Tidwell	1	NCS Publications	1977-78
Maryland	Blatchley	0	NCS Publications	
Minnesota	Turnure	1	NCS Publications	1977-78
Wisconsin	Susmilch	0*	NCS Publications	

* Susmilch is an academic user but does not use NCS data in plans.

Pennsylvania and Illinois did not make use of printouts in their comprehensive plans, but they found useful information in the NCS publications. Michigan does not use NCS at all because they believe that their own survey better meets their need for victimization data. In all of the seven states there were unanimous objection to the NCS printouts as they are supplied by the Census and LEAA. All of the comments are similar to those of the experienced user from California:

1. The voluminous nature of the printouts, which comprise many feet of computer printout sheets, is overwhelming.
2. The printouts contain sheet after sheet of useless blank tables.
3. There is no index to the many tables contained in the stacks of printout sheets, and the logic of the presentation gives no clue to the content.

4. The survey data contained are not representative of the demographic makeup of the state from which they were obtained.

New Jersey adds that the number of incidents of rape are so few that no cases of rape by a stranger are included. State agencies report that it is very difficult to explain to the state legislative and executive branches that the study has validity when official statistics show an increase in a crime that does not even show up in the printouts from NCS. Massachusetts has produced a public release document on victimization despite these difficulties and limitations.

Interviews were completed with SPA planners or statistical analysts in four states that do not have NCS printouts for their states. These are also shown in table 4.23. They are, as expected, somewhat less likely to have used NCS in their comprehensive plans. Florida and Minnesota made some mention of the data from Miami and Minneapolis in their plans, but Wisconsin did not report such use. In both Maryland and Wisconsin, analysts were found that were familiar with NCS data. They had used NCS publications for purposes other than crime analysis for comprehensive plans. Maryland's analyst had used NCS data in speeches. A Wisconsin analyst is completing a doctoral dissertation based on victimization data, and he is trying to use national and city data to assist in program evaluation. Minnesota has also attempted such program evaluation uses of the data but has not been successful in these attempts.

In summary, the interviewed states with NCS printouts report relatively more detailed and frequent uses of the NCS data in comprehensive planning than those without such printouts. The guideline requirement that available LEAA data be used in comprehensive plans led to attempts at greater utilization, but the difficulty of working with the NCS printouts slowed the efforts. In the other states, the SACs with a NCS-surveyed city in the state report an attempt at analysis, but the limited coverage of the state by NCS made crime analysis with the data appear unreasonable to the SAC. An example of use of the national crime panel to extend the analyses done with UCR data were not found except in the District of Columbia where NCS data were available for the entire political jurisdiction.

3. Interpretation of Findings

The utility of the NCS to the states is not considered to be great by the interviewed state criminal justice planners and analysts. Use of the data for victim compensation studies is an exception to the general finding, and it suggests that NCS data in an appropriate issue-related format will have greater utility than currently available NCS documents and printouts. Use in crime analysis at the state level was increased by the LEAA requirement that NCS data be used in comprehensive plans, but the rated level of such uses is low and unlikely to increase without changes in the NCS program. The reasons for this interpretation are:

- (1) There are no NCS surveys of states and the state disaggregations of national surveys are not intended to be representative of the populations of the individual states.
- (2) State planners and statistical analysts are reluctant to use the NCS data in support of programs for the state when the data are not specific to and representative of that state.
- (3) The CJRC monograph of victim compensation is the only policy use of victimization data available to serve as an example for the state SAC or SPA.
- (4) Most of the funds distributed by the SPA's parent organization go to operating criminal justice agencies; and official statistics of police, courts, and corrections are directly relevant and appropriate to this type of program planning.
- (5) The UCR data are available on computers in many states, and there is appropriate software for special analyses and tabulations; NCS data are both difficult to use and not possible to disaggregate geographically.
- (6) The attitude questions that were used by NCS were not the questions of prime interest to state planners, and attitude questions are no longer included in NCS surveys.

The primary reason that the state SPA makes little use of the NCS data is that the SPA has little incentive to use the data other than to abide by the LEAA guidelines. There is little evidence that either NCS

or UCR data are used directly in setting priorities for criminal justice expenditures, and there is much evidence that attitudes and opinions about crime and the criminal justice system are more important politically. Crime statistics are not expected to influence legislative actions or executive allocations unless they demonstrate a dramatic trend that changes attitudes and opinions. Present NCS data are much too late compared to UCR data and much too difficult to interpret in a time series to serve this important social indicator function for a state.

The other possible use of NCS at a state level is to supplement UCR in the better understanding of crime and its causes or costs. There is a little evidence that the research community is learning how to do this, but no evidence was found that the state crime analysts are prepared for such a high level of analysis. Over 100 documents were obtained from 18 states in the earlier RTI study (McMullan and Ries, 1976) and additional documents from state sources were obtained for this study. The analyses contained in these documents do not evidence a high level of analytical skill, and there is evidence that some SAC groups do not have an understanding of statistics or probability. There is a good possibility that NCS data will be misinterpreted if it is used more extensively.

4. Forecast of Potential Use

Evidence of past use of NCS by the states does not portend increased use of NCS. Figure 4.5 shows the state use by year of the NCS products and of statewide surveys administered by the states. The figure includes only uses that are rated higher than routine (rated 2 or higher). Thus, the states that made only routine mention of victimization data in response to LEAA guidelines are not included.

The projection of the future use of NCS by the states is uncertain because the NCS program lacks clear objectives. If the meeting of state needs for victimization and victim attitude data were to become a high priority of NCS, there would be a need for a number of basic changes in the NCS program:

- (1) The primary sampling units (PSUs) of the national panel would need to be redesigned so that valid state aggregations would be available.

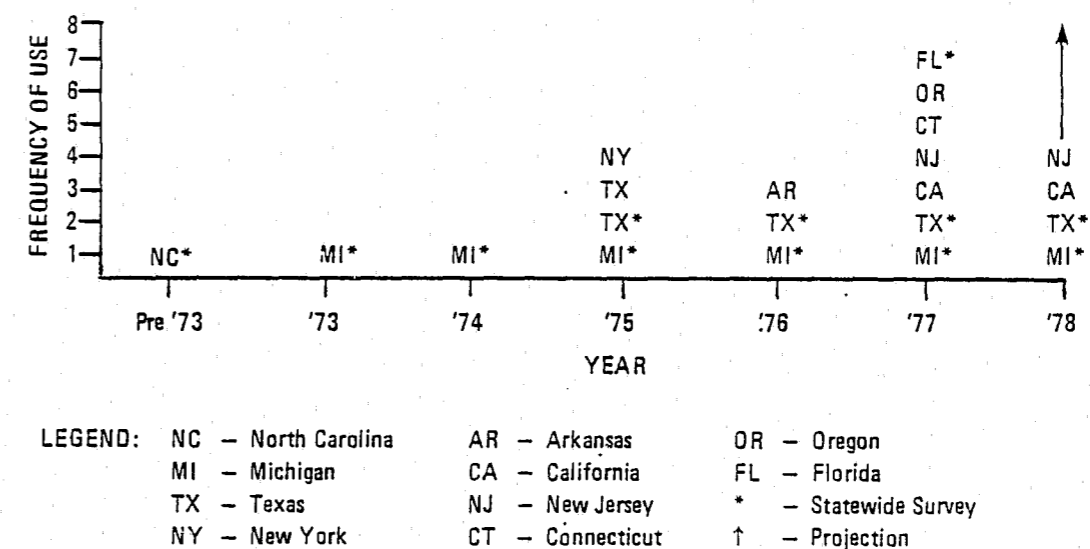


Figure 4.5. Uses of NCS and State Survey Victim Data by Year in Cities with Use Ratings of 2 or Greater

- (2) Much greater attention would be given to design of attitude questions about crime and the criminal justice system.
- (3) The NCS products provided to the states would need to be more user-oriented and special tabulations for specific states would need to be offered.
- (4) With or without the changes above, greater attention would need to be given by qualified crime analysts in research institutions to the issues that face the states.

The changes in survey methodology and analytical emphasis could lead to growth in the use of NCS data in the states, but it is difficult to determine the rate of growth. The rate may depend upon the extent to which the LEAA funding of Statistical Analysis Centers leads to the development and maintenance of qualified crime analysis groups.

There has been no investigation in this study of the qualifications and experience of the SAC analysts, but the documented evidence suggests that well-qualified and experienced crime analysts are the exception in the states as well as in the cities. Because the NCS is a sophisticated survey with complicated weights, the results are not easy to interpret and detailed analyses by the state SACs of state data will require a competent statistical analyst. Because there are few statistical analysts with the required abilities, they are generally employed only by large private or government survey organizations or by academic institutions. The most likely form of crime analyses by the states for some years to come will be the graphs and cross-tabulations now found in the crime analysis sections of comprehensive plans. If it were made available, state NCS data would accompany UCR data in these graphs and tables; but there is no reason to believe that funding priorities would be based on NCS analytical studies when they are not now based on UCR analytical studies.

D. Evidence from Research and Academic Institutions

1. Selection of Persons to Be Interviewed

The persons interviewed in this group were purposefully selected as likely present or potential users of NCS knowledge. Phase II interviews were held with 42 researchers associated with academic institutions and 10 associated with nonacademic institutions. All interviews were by

telephone except Dr. Albert Reiss of Yale University and Dr. Michael Hindelang and his associates at the Criminal Justice Research Center (CJRC) in Albany. The academic researchers are listed in table 4.24 and the nonacademic in table 4.25.

The academic and nonacademic researchers were selected from one or more of the following sources:

- . A known core of NCS research users that has played an important role in the historical development of NCS surveys and analytical studies.
- . Researchers that have expressed interest in NCS by attending workshops, purchasing tapes, or making inquiries to LEAA, CJRC, Census, or DUALabs.
- . Researchers who appeared prominent in the relevant literature or were referred by other researchers during interviews.

2. Analysis of the Evidence

a. General

The interviews disclose a wide variety of uses by academic and research institutions from simple ordering of data tapes for possible future use to in-depth analysis and creative use. The review of the literature disclosed some significant users who were unavailable for interview in Phase II; thus, the results for the 52 interviewed should not be considered the complete group of significant users. However, their experiences should be representative of the range in level of use and type of use through mid-1978. After 1978, the efforts of LEAA to expand use of NCS knowledge through the University of Michigan's ICPSR computer archives should have a positive effect on raising the level of use for scientific research and, possibly, for policy research.

The evidence from the interviews will be supplemented by an examination of the evidence from the literature in a following section. Table 4.26 summarizes the uses disclosed in the interviews by type and level of use.

Table 4.24. Identification of Interviewed Academic Researchers and Their Places of Affiliation

Contact	Affiliation
1. Reed Adams	University of North Carolina - Charlotte
2. Jose Arcaya	University of Cincinnati
3. William Bowers	Northeastern University
4. Richard Butler	University of Maryland
5. Robert Catala	University of Tennessee
6. Betty Brandenburg	University of Colorado
7. Phillip Cook	Duke University
8. Terence Dugworth	Michigan State University
9. Raymond Forston	North Texas State University
10. James Garafalo	State University of New York - Albany
11. Michael Gottfredson	State University of New York - Albany
12. Justin Green	Virginia Polytechnic Institute
13. Brenda Griffin	Illinois State University
14. Dorothy Guyot	Rutgers University
15. Keith Harries	Oklahoma State University
16. John Hewitt	Ball State University
17. Michael Hindelang	State University of New York - Albany
18. Robert Huckfeldt	University of Notre Dame
19. Gary Jensen	University of Arizona
20. Gary Klass	State University of New York - Binghamton
21. William Klecka	University of Cincinnati
22. Mary Knudten	Marquette University
23. Martin Levin	Emory University
24. Roland Liebert	Florida Atlantic University
25. Steve Manner	University of Pittsburgh
26. John Meyer	American University
27. Mark Moore	Harvard University
28. Fred Nold	Stanford University
29. Judy Poole	University of North Carolina - Chapel Hill
30. Albert Russ	Yale University
31. Sherman Ricaros	Central Michigan University
32. Gerald Robin	University of New Haven
33. Simon Singer	University of Pennsylvania
34. Wesley Skogan	Northwestern University
35. Richard Sparks	Rutgers University
36. Robert Stanfield	University of Vermont
37. Darrell Steffensmeier	Pennsylvania State University
38. Charles Tittle	Florida Atlantic University
39. Mike Traugott	University of Michigan
40. Neil Weinstein	Rutgers University
41. John Wright	University of Connecticut
42. Stephen Feinberg	University of Minnesota

Table 4.25. Identification of Interviewed Nonacademic Researchers

Researcher	Affiliation
1. Dave Boesel	National Institute of Education
2. Barbara Boland	Urban Institute
3. Herman Brotman	Senate Special Committee on Aging
4. Ken Carlson	Abt Associates
5. Mark Cuniff	Criminal Justice Planning Directors
6. Eugene Derman	Urban Institute
7. Delbert Elliott	Behavioral Research Institute
8. Anne Schneider	Oregon Research Institute
9. Chris Webster	Washington SPA
10. Warren Yarnell	Prudential Property and Casualty Insurance Company

Table 4.26. Researchers Uses of NCS by Level and Type of Use

Level of Use	Type of Use						Total
	Sci. Res.	Soc. Ind.	Pol. Res.	Eval.	Teach	Unk.	
1. Routine	8	0	1	0	7	1	17
2. Interpretive	7	0	2	0	1	0	10
3. Analytical	8	0	3	1	0	0	12
4. Creative	4	0	2	0	0	0	6
5. Methodological	4	0	1	0	0	0	5
Total Uses	31	0	9	1	8	1	50

Source: Appendix Table II.C and II.D

As table 4.26 shows, the reported research uses are distributed across the types and levels of use but with about 60 percent in scientific research. There are no uses rated as social indicator because an additional category, teaching, was added for this user group. Routine and interpretive use in teaching is much the same as the social indicator uses in earlier parts of this chapter. Nine uses are classed as policy research because these products have direct access to Federal government policymaking offices -- even though the research is much the same as that performed by many of the scientific researchers. The intended audience was important in classifying such uses. The four researchers who did not report use were two archivists who had ordered DUALab tapes for others and two researchers who lost interest after the initial contract with NCS.

In the following section, the academic institution users will be discussed after they are grouped by level of use classifications.

b. Academic Institutions

Table 4.27 lists 14 researchers who are believed to be potential creative users of the NCS program in the near future. As defined in chapter 2, creative use goes beyond descriptive analysis. A typical creative use would be one in which NCS knowledge is but one

source of knowledge in the development of a theoretical model to predict future victimizations. The creative rating of past or potential uses in table 4.27 is a judgement about the type of research and not an evaluation of the quality of the research. Much more quantitative skill may be required of the descriptive analyst who makes the creative use possible. However, it is hypothesized that research must proceed beyond the descriptive to the explanatory before NCS knowledge provides its greatest benefits.

Table 4.27. Potentially Creative Academic Users of NCS

User	Level of Use		Type and Primary Subject		Level of NCS Support
	Past	Potential	Type	Subject	
Cook	4*	4	Pol.	Robbery	Strong
Fienberg	M*	4	Pol.	Methodology	Strong
Griffin	3	4	Sci.	Rape	Strong
Guyot	3	4	Sci.	Crime Reporting	Strong
Garafalo	4*	4	Sci.	Applying NCS Data	Strong
Gottfredson	4*	4	Sci.	Applying NCS Data	Strong
Hindelang	4*	4	Sci.	Applying NCS Data	Strong
Klass	3	4	Sci.	Victim Counteractions	Strong
Klecka	3	4	Sci.	Random Digit Dialing	Strong
Knudten	3	4	Pol.	Victim Compensation	Strong
Nold	3	4	Pol.	Burglary Deterrence	Strong
Reiss	M*	4	Sci.	Longitudinal Analyses	Strong
Skogan	4*	4	Sci.	Varied Subjects	Strong
Sparks	M*	4	Sci.	Methodology	Strong

*Rating based on documents reviewed by RTI.

Four of the 14 researchers in table 4.27 are classed as policy researchers because of their intended audience. Two of the four are consultants to OIAJ, Department of Justice. About half of this group has worked directly with the Statistics Division, LEAA, on improving

the methodology or the applicability of the NCS knowledge. All are strong supporters of the NCS and have detailed knowledge of the NCS data base and its limitations.

Table 4.28 lists 12 researchers who should be making use of the NCS in descriptive analyses related to their research in the near future. Their level of use is thus generally increasing and their support of NCS is generally good. Except for Traugott, they are less experienced with victimization data than the group in table 4.27.

Table 4.28 Potential Academic Users of NCS for Descriptive Analyses

User	Level of Use		Type and Principal Subject		Level of NCS Support
	Past	Potential	Type	Subject	
Adams	2	3	Sci.	Deterrence	Good
Bowers	1	3	Sci.	Deterrence	Strong
Harries	1	3	Sci.	Crime Correlates	Good
Huckfeldt	3	3	Sci.	Data Archives	Good
Levin	1	3	Teach	Sociology	Good
Manner	3	3	Sci.	Victim Attitudes	Good
Meyer	1	3	Sci.	Burglary	Good
Singer	2	3	Sci.	Offense Severity	Good
Steffens-meier	2	3	Sci.	Female Crime	Fair
Traugott	3*	3	Sci.	Data Archives	Strong
Weinstein	2	3	Sci.	Fear of Crime	Fair
Wright	M	M	Sci.	Rural Crime	Good

*Rating based on documents reviewed by RTI.

Table 4.29 lists the remaining subgroup of academic institution users contacted in Phase I. Their past experience level is low and their potential use in the near future is limited to routine or interpretive. Support for NCS is mixed, averaging fair to good. The strong supporters were contacted by referral from others and they have

important interpretive uses for the data. The poor to fair supporters are generally researchers who made contact with the NCS program but found that they had misunderstood its contents. Six of the 14 are using NCS publications to introduce victimization concepts to their sociology or criminal justice students.

Table 4.29. Potential Academic Users at Interpretive or Routine Levels of Use

User	Level of Use		Type and Prime Subject		Level of NCS Support
	Past	Potential	Type	Subject	
Arcaya	1	2	Sci.	Fear of Crime	Good
Butler	M	2	Sci.	Campus Survey	Good
Catala	1	2	Teach	SPA Training	Fair
Dugworth	1	1	Sci.	General	Fair
Forston	2	2	Sci.	General	Strong
Green	1	0	Sci.	Public Attitudes	Poor
Hewitt	1	2	Sci.	Small City Crime	Good
Jensen	1	2	Teach	Sociology	Unk.
Liebert	1	1	Sci.	General	Good
Moore	1	2	Pol.	General	Strong
Ricaros	1	2	Teach	Methods Course	Good
Robin	1	2	Teach	Police Training	Strong
Stanfield	1	1	Teach	General	Fair
Tittle	1	1	Teach	General	Good

c. Nonacademic Researchers

Ten NCS users now associated with nonacademic institutions were interviewed in Phase II. Four are performing policy research on safe schools, aging, victim compensation, and casualty insurance. Two are performing or planning descriptive analyses that may lead to policy-relevant findings in the future. One is teaching criminal justice professionals, and another has performed evaluations of criminal justice countermeasures using NCS and local victim surveys. They are shown in table 4.30, and they are all good or strong NCS supporters.

Table 4.30. Nonacademic Researchers Interviewed in Phase II

User	Level of Use		Type and Prime Subject		Level of NCS Support
	Past	Potential	Type	Subject	
Boesel	2	3	Pol.	School Safety	Good
Boland	3	3	Sci.	Offender Characteristics	Good
Brotman	2	2	Pol.	Aging and Crime	Good
Carlson	2	3	Teach	Criminal Justice Plans	Good
Cuniff	4*	3	Pol.	Victim Compensation	Strong
Derman	2	3	Sci.	Aging and Crime	Strong
Elliott	2	3	Sci.	Juvenile Crime	Strong
Schneider	3	3	Eval.	Criminal Justice Systems	Strong
Webster	1	1	Unk.	Criminal Justice Plans	Good
Yarnell	3	3	Pol.	Casualty Insurance	Good

*Ratings based on documents reviewed by RTI.

3. Interpretation of the Evidence

The uses of NCS knowledge in the academic and nonacademic research institutions are no greater and no less than might be expected given the history of the NCS program described in chapter 3. A group

of 14 experienced scientific and policy researchers with early involvement in the program are prepared to use the data creatively. Another group of 12 researchers includes competent analysts who are expanding the potential for significant descriptive analyses. A third academic group of 14 has less direct interest in or experience with NCS knowledge but generally supported the program.

The variety of academic research subjects can best be seen in the literature review summarized in the next major section of this chapter, but the subjects listed in the tables above appear to be far from complete. The potential list of subjects that may be addressed using NCS data is much longer than the list of those addressed to date.

The comments of the interviewed researchers are given in appendix table II-C and II-D, separately bound. Some have explained that their use has been limited by funding restrictions, by difficulty in using the NCS publications or DUALab tapes, and by inapplicability of some feature of the present NCS program to their research. However, the most common reason for limited use is the relative newness of the NCS program and the relative inaccessibility of its detailed data. Their recommendations for improvements are summarized in chapter 5.

4. Prediction of Future Use

Future uses of NCS knowledge by the academic research community are expected to grow significantly as accessibility improves and the experienced user community expands. The ICPSR archives will serve the needs of academic researchers, educators and others that have postponed use because of DUALab cost and NCS publication data limitations. The expanded uses are not all expected to be creative or policy relevant in the next few years. There must be a period of learning by both students and educators following the increase in accessibility. Some of the more significant potential uses must also follow the completion of anticipated methodological improvements. These in turn may permit statistical analyses that will provide even better data packages for explanatory analyses and theory development.

Use of NCS knowledge in the nonacademic community will emphasize descriptive analyses related to specific policy issues. Nothing similar to ICPSR exists for the nonacademic researchers, but ICPSR services will

be available for a fee to nonmembers. The rate of growth in use by the nonacademic community should be slower because of the greater focus of contract research on urban crime and its countermeasures. Because the national NCS data are seldom, if ever, sensitive to changes of the magnitude associated with most criminal justice countermeasures, use by contract research institutes will initially be more limited than will use by academic researchers and students. However, policy research on nationally applicable programs will find that NCS data contain information not available from any other secondary source.

Figure 4.6 shows graphically the frequency of use of NCS data by the interviewed researchers. Uses to improve the NCS or to perform other surveys are excluded. The uses in the graph include research on crime reporting, victim compensation, victim attitudes, victim injury, victim mobility, victim losses, victim risk, victim behavior, repeat victimization, burglary, robbery, assault, theft, urban crime patterns, aging, policing, social indicators, public opinion, and fear of crime. The arrows in the graph represent a prediction of additional uses in 1978.

V. EVIDENCE FROM THE LITERATURE REVIEW

A. Introduction

The literature review for this study covered the approximately 250 journal articles, books, legislative reports, LEAA publications, research reports, comprehensive plans, and other documents listed in the References and Bibliography to this report. Table 4.31 lists the 179 documents that used victimization data in some form, gives the subject addressed, and rates the level of use by type of use.

B. Analysis of Evidence

Table 4.31 traces uses back to 1967 when victimization data were first used by the President's Commission in the assessment of crime reporting and in explaining the need for a supplement to official police statistics. Crime Commission Data (CCD) were the only data referenced until 1974 when NCS data were first published (LEAA, 1974a, 1974b, 1974c). Much of the attention of the users of CCD was on crime reporting

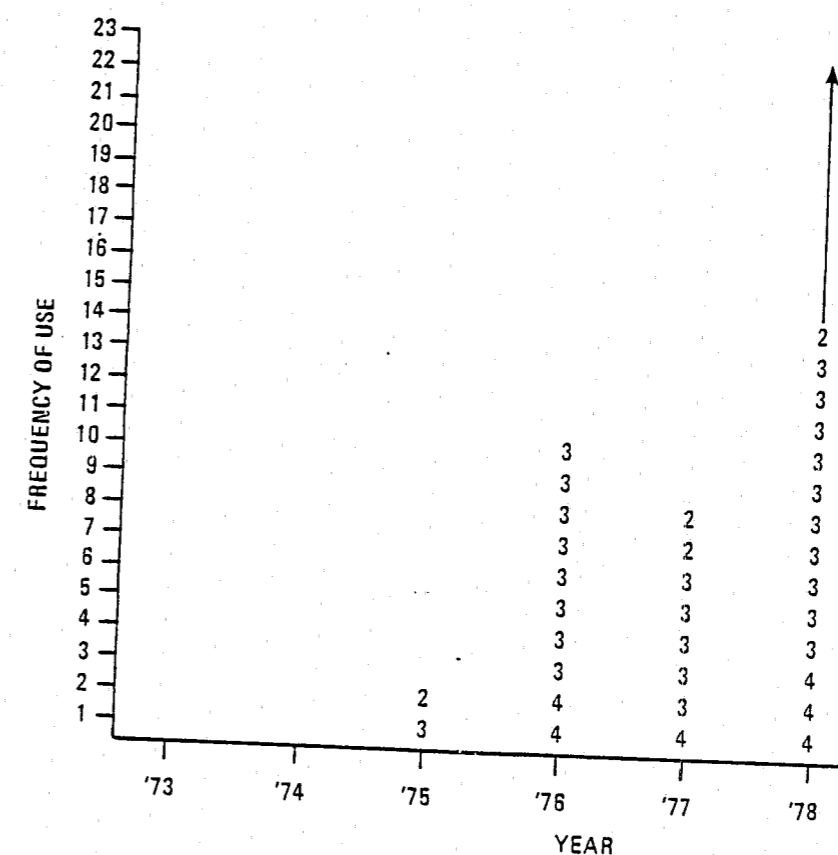


Figure 4.6. Documented Uses of NCS Data by Interviewed Academic and Nonacademic Researchers (Excluding analyses to improve victim survey methodology)

Table 4.31. Use of Victim Survey Data in Reports and Publications
(By Year and Type of Use)

Author	Subject	Data	Year Published	Level of Use by Type of Study			
				Soc. Ind.	Sci. Res.	Pol. Res.	Plan. Eval.
Pres. Commission	Crime Reporting	CCD	1967a	-	-	3	-
Ennis	Victimizations	CCD	1967	2	3	2	-
Biderman, et al.	Victimizations	CCD	1967	2	M	1	-
U.S. HEW	Social Indicator	CCD	1970	2	-	-	-
Furstenberg	Fear of Crime	CCD	1971	4	3	1	-
Richardson, R	State Victims	CCD	1972	2	-	-	-
Hawkins	Crime Reporting	CCD	1973	-	3	1	-
Smith & Hawkins	Victim Attitudes	CCD	1973	-	1	-	-
Skogan	Crime Reporting	CCD	1974	-	3	2	1
Feyerheim & Hindelang	Crime Reporting	CCD	1974	1	3	2	-
Seidman & Cozens	Crime Reporting	CCD	1974	-	3	2	-
Block	Crime Reporting	CCD	1974	2	3	1	-
Hindelang	Crime Reporting	CCD	1974	2	3	1	-
LEAA	Victimizations	NCS:Tabs.	1974a	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1974b	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1974c	2	3	-	-
Drapkin & Viano	Victimology	CCD	1974	1	-	2	-
Goldsmith & Tomas	Aging	NCS:Pubs.	1974	-	-	1	-
Gubrium	Aging	CCD	1974	-	2	-	-
Weis & Milakovich	Crime/Politics	NCS:Pubs.	1974	-	-	1	-
Skogan	Crime Reporting	NCS:Tapes	1975a	1	2	2	1
Reynolds & Blyth	Crime Reporting	CCD	1975	-	M	1	-
Howard	Crime Reporting	NCS:Tapes	1975	-	-	2	1
Cordrey	Crime Reporting	NCS:Pubs.	1975	-	-	2	1
LEAA	Victimizations	NCS:Tabs.	1975	2	3	-	-
Biderman	Victimology	CCD	1975	1	-	-	-
U.S. Congress	Aging	NCS:Pubs.	1975a	-	-	2	-
U.S. Congress	Aging	NCS:Pubs.	1975b	1	-	1	-
Puls	Aging	NCS:Pubs.	1975	-	-	1	-
Argana	Methodology	NCS:Pubs.	1975	1	M	-	-
Schneider	Methodology	NCS:Pubs.	1975a	-	3	M	-
Schneider	Methodology	NCS:Pubs.	1975b	-	-	M	-
Hindelang, et al.	Sourcebook	NCS:Tabs.	1975	3	-	-	-
Short	Statistics Use	NCS:Pubs.	1975	-	-	1	-
U.S. Comm. Dept.	Commercial Crime	NCS:Pubs.	1975a	1	-	2	-
Berg	Crime Analysis	NCS:Tabs.	1975	1	-	-	-

(Continued)

Table 4.31. (continued)

Author	Subject	Data	Year Published	Level of Use by Type of Study			
				Soc. Ind.	Sci. Res.	Pol. Res.	Plan. Eval.
Pepinsky	Crime Reporting	CCD	1976a	-	1	-	-
Pepinsky	Crime Reporting	NCS:Pubs.	1976b	-	1	-	-
Levine	Crime Reporting	NCS:Pubs.	1976b	1	2	4	1
Skogan	Crime Reporting	NCS:Tapes	1976a	2	3	4	1
Skogan	Crime Reporting	NCS:Taps.	1976b	-	3	-	-
Schneider, et al.	Crime Reporting	CCD	1976	-	3	2	-
Hindelang & Gott.	Crime Reporting	NCS:Pubs.	1976	-	3	-	-
LEAA	Victimizations	NCS:Taps.	1976a	2	3	-	-
LEAA	Victimizations	NCS:Taps.	1976b	2	3	-	-
LEAA	Victimizations	NCS:Taps.	1976c	2	3	-	-
LEAA	Victimizations	NCS:Taps.	1976d	2	3	-	-
Gibbs & Erickson	Victimizations	NCS:Pubs.	1976	-	3	-	-
Dodge, et al.	Victimizations	NCS:Tapes	1976	2	2	-	-
Cook & Cook	Aging	NCS:Pubs.	1976	-	-	2	-
U.S. Congress	Aging	NCS:Pubs.	1976b	1	-	-	-
U.S. Congress	Aging	NCS:Pubs.	1976c	-	-	2	-
Tuchfarber & Klecka	Methodology	NCS:Pubs.	1976	-	3	-	-
Tuchfarber, et al.	Methodology	NCS:Pubs.	1976	-	1	-	-
Cowmeadow & Reiss	Methodology	NCS:Tapes	1976	1	3	1	-
Reiss	Methodology	NCS:Tapes	1976	-	3	2	-
Penick & Owens	Methodology	NCS:Pubs.	1976	4	3	2	-
Sparks	Methodology	NCS:Pubs.	1976	-	1	-	-
Knudten, et al.	Compensation	NCS:Pubs.	1976b	-	3	2	-
Jones	Compensation	NCS:Tapes	1976	-	3	2	-
Meade, et al.	Compensation	NCS:Pubs.	1976	-	3	2	-
Knudten, et al.	Victim Attitudes	NCS:Pubs.	1976	-	3	2	-
St. Louis	State Victims	NCS:Pubs.	1976	1	-	-	1
St. Louis	State Victims	NCS:Pubs.	1976	2	-	-	1
Schneider	Burglary	NCS:Pubs.	1976	-	-	-	M
Waller	Burglary	NCS:Pubs.	1976	-	-	2	-
Cook, P.	Robbery and Guns	NCS:Tapes	1976	-	3	2	-
Hindelang	Assault & Theft	NCS:Tapes	1976	2	3	-	-
Parks	Police Response	NCS:Pubs.	1976	-	1	1	-
Yeager	Deterrence	NCS:Pubs.	1976	-	-	2	-
U.S. Comm. Dept.	Commercial Crime	NCS:Pubs.	1976	1	-	2	-
Clarren & Schwartz	Program Eval.	NCS:Pubs.	1976	-	-	-	3
Du Bow & Reed	Program Eval.	NCS:Pubs.	1976	-	-	-	1
Berg	Crime Analysis	NCS:Pubs.	1976	1	-	-	1
Gott. & Hindelang	Victim Injury	NCS:Tapes	1976	-	4	-	-
Boland	Urban Crime	NCS:Tapes	1976	-	3	2	-
Stewart	Social Textbook	NCS:Pubs.	1976	2	-	-	-

(Continued)

Table 4.31. (continued)

Author	Subject	Data	Year Published	Level of Use by Type of Study			
				Soc. Ind.	Sci. Res.	Pol. Res.	Plan. Eval.
Garafalo	Public Opinion	NCS:Tapes	1977a	3	-	-	-
Garafalo	Public Opinion	NCS:Tapes	1977c	3	-	-	-
Garafalo	Fear of Crime	NCS:Tapes	1977e	2	3	4	-
Skogan & Klecka	Fear of Crime	NCS:Tapes	1977c	-	3	-	-
St. Louis	State Victims	NCS:Pubs.	1977	-	2	-	-
Menke	Local Victims	NCS:Pubs.	1977	-	1	-	-
Pope	Burglary	NCS:Pubs.	1977	-	3	1	-
Blumberg & Ranton	Burglary	NCS:Tapes	1977	-	3	-	-
McDermott	Robbery	NCS:Tapes	1977a	-	3	-	-
McDermott	Rape	NCS:Tapes	1977b	-	3	-	-
Skogan	Policing	NCS:Tapes	1977b	-	-	3	-
Schwartz & Clarren	Team Policing	NCS:Pubs.	1977	-	-	-	2
Hall	Statistics Use	NCS:Pubs.	1977	-	-	M	-
Garafalo	Statistics Use	NCS:Pubs.	1977d	-	-	2	-
INSLAW	Statistics Use	NCS:Pubs.	1977	-	-	2	-
Chelmsky	Statistics Use	NCS:Pubs.	1977	-	-	2	-
U.S. Congress	NCS Policy	NCS:Pubs.	1977a	1	2	2	-
Owens	NCS Policy	NCS:Pubs.	1977	1	M	2	-
Garafalo & Hind.	NCS Description	NCS:Tapes	1977	-	M	-	-
U.S. Comm. Dept.	Commercial Crime	NCS:Pubs.	1977a	-	-	1	-
Rhodes	Policy Model	NCS:Pubs.	1977	1	2	4	-
Scarr, et al.	Policy Model	NCS:Pubs.	1977	-	-	2	-
Berg	Crime Analysis	NCS:Pubs.	1977	2	-	-	2
Sparks, et al.	Risk Analysis	NCS:Pubs.	1977	2	3	-	-
U.S. Comm. Dept.	Social Indicator	NCS:Pubs.	1977	2	-	-	-
Reiss	Victim Mobility	NCS:Tapes	1977	-	3	-	-
Eck & Riccio	Crime Reporting	NCS:Pubs.	1977	-	-	3	-
Collins	Crime Reporting	NCS:Pubs.	1977	-	3	2	-
Decker	Crime Reporting	NCS:Pubs.	1977	-	3	-	-
Elliott	Crime Reporting	NCS:Pubs.	1977	-	3	-	-
Gibbs	Victimizations	NCS:Tapes	1977	-	3	-	-
LEAA	Victimizations	NCS:Tabs.	1977b	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1977c	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1977d	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1977e	2	3	-	-
LEAA	Victimizations	NCS:Tabs.	1977f	2	3	-	-
Richardson, E.	Aging	NCS:Tapes	1977	-	3	-	-
Antunes, et al.	Aging	NCS:Pubs.	1977	-	2	-	-
Clarke	Aging	NCS:Tabs.	1977	-	-	3	-
U.S. Congress	Aging	NCS:Tabs.	1977b	-	-	1	-
U.S. Congress	Aging	NCS:Tabs.	1977d	-	-	3	-
U.S. Congress	Aging	NCS:Tabs.	1977e	-	-	2	-
Midwest Res. Inst.	Aging	Secondary	1977	-	-	2	-
Perrin	Methodology	NCS:Pubs.	1977	-	-	-	1
Reiss	Methodology	NCS:Tapes	1977a	-	3	-	-
Lehman & Reiss	Methodology	NCS:Tapes	1977	-	3	2	-
Garafalo	Methodology	NCS:Tapes	1977b	-	M	2	-
Uppal	Methodology	NCS:Pubs.	1977	-	3	-	2
Fienberg	Methodology	NCS:Pubs.	1977	-	4	-	-
Gott. & Hindelang	Methodology	NCS:Pubs.	1977	-	3	-	-
Harland	Compensation	NCS:Pubs.	1977a	-	3	-	-
Harland	Compensation	NCS:Tapes	1977b	-	3	2	-
Jones	Compensation	NCS:Tapes	1977a	-	-	3	-
Jones	Compensation	NCS:Tapes	1977b	-	-	3	-
U.S. Congress	Compensation	NCS:Pubs.	1977c	-	-	1	-
Reiss	Repeat Victims	NCS:Tapes	1977b	-	3	-	-
Thomas & Hyman	Public Opinion	CCD	1977	-	2	-	-

Table 4.31. (continued)

Author	Subject	Data	Year Published	Level of Use by Type of Study			
				Soc. Ind.	Sci. Res.	Pol. Res.	Plan. Eval.
Susmilch	Crime Reporting	NCS: Pubs.	1978	-	2	-	-
Hindelang	Crime Reporting	NCS: Tapes	1978	2	3	2	-
Hindelang, et al. ^{1/}	Victimizations	NCS: Tapes	1978	2	-	-	-
Blose	Victimizations	NCS: Tabs.	1978	2	-	-	-
Dussich	Victimology	NCS: Pubs.	1978	-	1	-	-
Foltz	Aging	NCS: Pubs.	1978	1	-	-	-
Cook, T.	Aging	NCS: Pubs.	1978	-	1	-	-
Klecka	Aging	NCS: Pubs.	1978	-	-	3	-
PIO, LEAA	Aging	NCS: Pubs.	1978	-	-	2	-
U.S. Congress	Juvenile Crime	NCS: Pubs.	1978	-	-	1	-
Shettle	Methodology	NCS: Tapes	1978	-	-	M	-
Sparks	Methodology	NCS: Pubs.	1978	-	M	-	-
Singer	Methodology	NCS: Pubs.	1978	-	M	-	-
Levine	Methodology	NCS: Pubs.	1978	-	M	-	-
Blumstein, et al.	Methodology	NCS: Pubs.	1978	-	-	1	-
Cohen	Methodology	NCS: Pubs.	1978	-	-	1	-
Monahan	Methodology	NCS: Pubs.	1978	-	1	1	-
Hindelang, et al.	Methodology	NCS: Tapes	1978	-	2	-	-
Reiss	Repeat Victims	NCS: Tapes	1978b	-	3	-	-
Hindelang, et al.	Repeat Victims	NCS: Tapes	1978	2	3	-	-
Hindelang, et al.	Victim Attitudes	NCS: Tapes	1978	2	3	-	-
Hindelang, et al.	Fear of Crime	NCS: Tapes	1978	2	3	-	-
St. Louis	State Victims	NCS: Pubs.	1978	2	-	-	2
Stillwell, et al.	Local Victims	NCS: Pubs.	1978	-	-	2	-
Goldberg & Noid	Burglary	NCS: Pubs.	1978	-	-	3	-
Russell	Rape	NCS: Pubs.	1978	-	1	1	-
Gaquin	Spouse Abuse	NCS: Pubs.	1978	-	3	-	-
Nagin	Deterrence	Secondary	1978	-	1	1	-
Zimring	Deterrence	Secondary	1978	-	-	1	-
Reiss	Risk Analysis	NCS: Tapes	1978a	-	4	-	-
Hindelang, et al.	Risk Analysis	NCS: Tapes	1978	-	4	-	-
Hindelang, et al.	Analytical Model	NCS: Tapes	1978	-	4	-	-
Hindelang, et al.	Victim Injury	NCS: Tapes	1978	2	3	-	-
Hindelang, et al.	Victim Losses	NCS: Tapes	1978	2	3	-	-
Hindelang, et al.	Victim Risk	NCS: Tapes	1978	2	3	-	-
Hindelang, et al.	Victim Behavior	NCS: Tapes	1978 ^{2/}	2	3	-	-
Census	Crime Myths	NCS: Pubs.	1978 ^{2/}	3	-	-	-
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KEY: CCD - National Crime Commission data
NCS: Pubs. - publications of NCJISS
NCS: Tapes - Census data tapes from NCJISS
NCS: Tabs. - unprocessed data tabulations

^{1/} The 11 entries for Hindelang, et al. are chapters from a single book, listed separately because each is a separate subject and is rated individually.

^{2/} Entries are for documents available only through May 1978.

or underreporting by citizens or police. The policy research interpretive rating were given because the studies led to development of local victimization studies and to the NCS program.

In 1975 there was a beginning of use of NCS publication by scientific and policy researchers, but the level was generally routine or interpretive. Work had begun with Census tapes at OIAJ and CJRC, but very few results had surfaced in published documents.

In 1976 the number of NCS uses observed was up to 41, a substantial increase over the 16 listed for 1975. Old CCD studies on crime reporting were updated with the newly available NCS publications or Census tapes. The debate on crime and the elderly was revised after the NCS findings on the age distribution of victims. Victim compensation deliberations were aided by three analytical studies that used NCS publications or Census tapes. LEAA released four more NCS publications and significant reviews of NCS methodology were reported. Finally, the state of Texas released its first reports on its statewide survey of victimizations and attitudes. A variety of crime specific subjects appear and use was made in plans.

The year 1977 saw another increase to 57 uses. The uses are similar to those in 1976 with emphasis on scientific research at the analysis level, but more uses in policy research are noted. Use in planning or evaluation remains limited.

The last year shown is 1978 with 37 uses observed through mid-1978 when the literature review was completed. The Phase II interviews have disclosed a large number of other papers, articles, and reports that were not available for review but are being documented in 1978. Also, the ICPR training sessions were not completed until the summer of 1978 and these may result in additional documented uses in 1978.

The graph in figure 4.7 includes all of the uses of data from NCS program included in table 4.31, with the exception of the CCD uses. Scientific research, policy research, social indicators, and planning and evaluation uses are shown separately for each year. The overall frequency is seen to increase each year but with the rate of increase lower in 1977 than in previous years. If the uses in 1978 are a doubling of those recorded for the first half year, growth would appear steady



NOTE: The highest ranking category is given priority when two or more categories exit. When two categories of equal rank are highest, the category is randomly assigned from one of these.

Figure 4.7. Documented Use of NCS for All Categories of Use.

for three years after accelerated growth in 1973 through 1976. Scientific research comprises more than half of the uses in 1976, 1977, and 1978; but policy research uses have also played a major role in the growth in use over the period. Social indicator uses appear constant by comparison with scientific and policy research, and planning and evaluation use is evident only in 1976 and 1977. With so few uses to date, the future importance of the four types of use cannot be projected with any confidence from the figure.

C. Interpretation and Projection

The NCS uses in table 4.31 include 106 uses that are primarily scientific research, 81 that are primarily policy research, and 62 that are primarily presentation of descriptive social indicators. If the potential uses estimated in section IV of this chapter prove correct, the NCS data use will continue to emphasize scientific research. Policy research should follow in frequency of use as it has in the past, and social indicator uses should increase as NCS knowledge gains wider acceptance outside the academic community.

One final graphical presentation of the data in table 4.31 is in figure 4.8. This figure concentrates upon the uses of all victimization data and shows the frequency of use by each level of use from routine (1) through creative (4). Uses of data from the President's Commission are included to show interest in using victimization data prior to the first NCS publications. This figure excludes LEAA publications of the results of the surveys and uses of only the methodology (use level M) of the NCS program. The resulting graph shows a pattern of use that has clearly accelerated in growth through the first few years of NCS program output. The pattern of growth after 1977 is unclear from the figure, as it was from the examination of the evidence for each separate user groups. However, announced LEAA plans for the future development of the NCS program have been used in making the following forecasts of patterns of NCS use after 1978:

1. There will be an accelerated growth for several more years in uses by the academic research community because of the LEAA/DOJ decision to continue the full NCS program, the planned initiation of a methodological research program by LEAA, and the

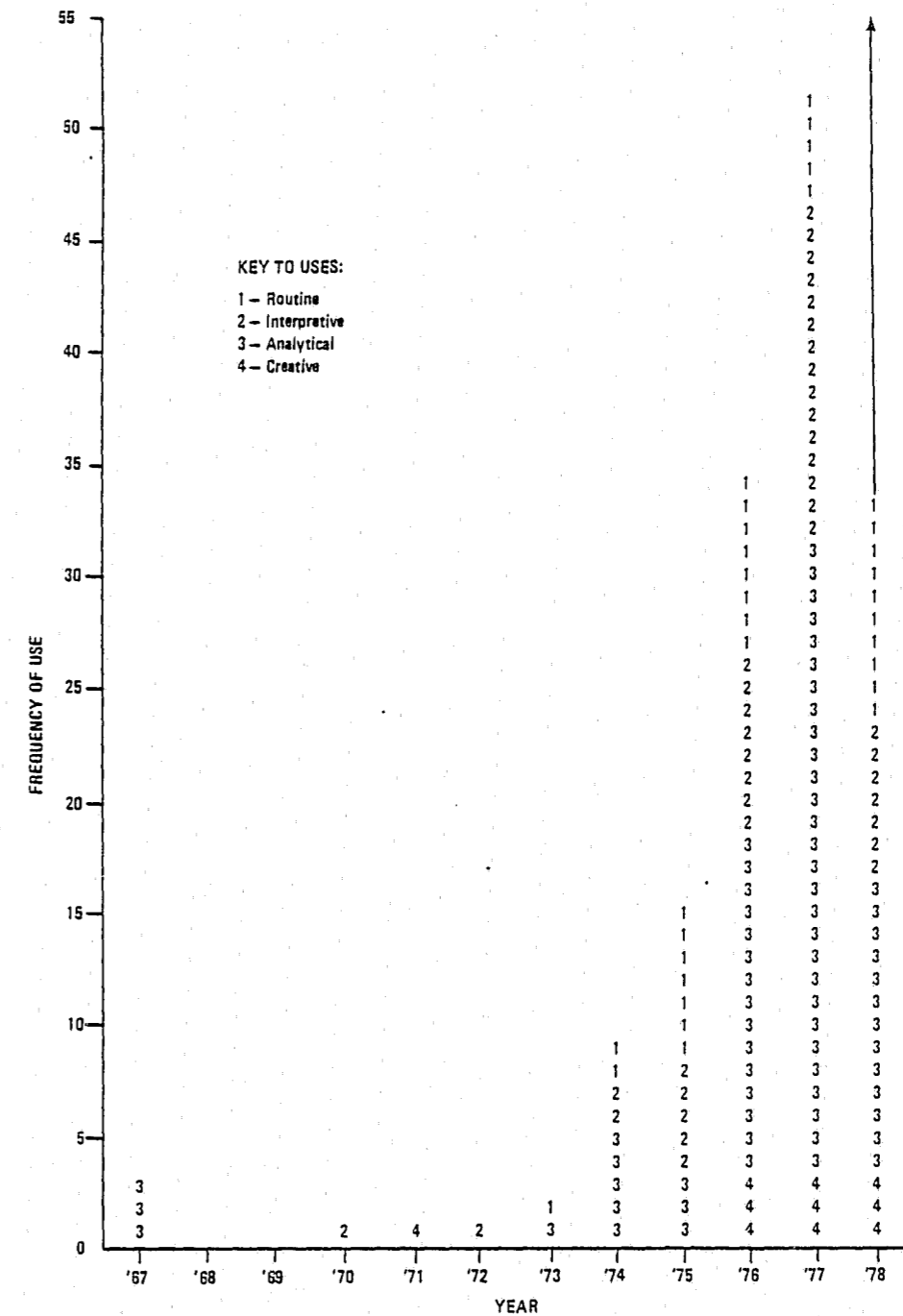


Figure 4.8. Uses of NCS Cited in Documents

increased accessibility of academic researchers and educators to detailed NCS data. Such uses will not appear in the literature for several more years, but drafts will become available throughout 1979. Initially, interpretive uses and descriptive analyses will appear, followed by more frequent creative uses as experience grows.

2. Without a methodological research program with a significant statistical analysis component, the scientific uses of NCS data would soon level off as the limitations of the available data were fully understood. However, a successful research program will result in continued growth in frequency and significance of uses.
3. Social indicator use will have a more gradual growth as NCS knowledge spreads outside the research community. Methodological improvements in data collection and in statistical analysis will produce better indicators of the risk of victimization over time and increase public interest in the NCS data series.
4. Increased public interest will be reflected in increased governmental interest and in the need for policy research using NCS knowledge. Use of NCS data will then accelerate in non-academic institutions and in legislative and executive agencies.
5. Planning and administrative uses will not become significant unless the NCS program becomes much larger and better oriented geographically to political and administrative jurisdictions.
6. Evaluation use of victimization data will grow in the cities that can carry out local victimization surveys. Evaluation use at state and national levels will not be feasible.

Chapter 5

Recommendations and Conclusions

I. INTRODUCTION

Chapter 4 and the related appendix tables have introduced and categorized NCS users. During interviews with these users, each user was asked to comment on the utility of NCS in its present form and to recommend changes that might improve NCS utility. These comments and recommendations are presented in this chapter in a format developed after classifying the recommendations of the National Academy, as presented in Surveying Crime (Penick, 1976). The conclusions and recommendations of this study are also contained in this chapter.

II. RECOMMENDATIONS FOR NCS IMPROVEMENT

A. National Academy Recommendations

This study is one of the several steps that the NCJISS Statistics Division has taken to understand and improve the reliability, validity, and utility of the NCS program. The National Academy study emphasized improved reliability and validity while this study emphasized improved utility. At several places in this study, classification schemes were selected to be consistent with Surveying Crime. Table 5.1 lists the National Academy recommendations by categories suggested by chapter titles in their report. These recommendations are then divided into two major classes: Improve Methods or Improve Practical Utility. These classes were subdivided into three and four sub-categories, respectively. Sub-category entries were then totaled to obtain an impression of the distribution of Academy recommendations. The results show that the recommendations are about equally divided between Improve Methods (30) and Improve Practical Utility (29). The Academy recommendations are most concerned with validity and reliability of methods and least concerned with greater product simplicity. Comparison of these Academy recommendations with interviewed user recommendations will be made after presentation of the user recommendations in a similar format.

Table 5.1. Classification of National Academy Recommendations for NCS

National Academy Recommendations	Improve Methods			Improve Practical Utility			
	Better Use of Resources	More Valid & Reliable Measures	More Precise Estimates	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
MANAGERIAL AND TECH- NICAL COORDINATION							
Expand NCS Staff	X						
Delineate Product Objectives						X	
Coordinate Census/LEAA	X						
Tie Grants to Objectives						X	
Consolidate City/Panel						X	
Combine Several Years			X				
Publish Local Manual						X	
Provide Local Tabulations						X	
Add Neighborhood Variables						X	
Answer Generic Questions						X	
Suspend Commercial Survey	X						
Published Performance Data	X						
Assign Management Role to Analyst					X		
METHODOLOGICAL RESEARCH IN GENERAL							
Relate Products to Uses				X			
Test Questionnaire Content		X					
Test Manner of Questioning		X					
Redesign Technical Sample			X				
Improve Process and Editing	X						
Improve Statistical Analyses			X				
Improve Hypothesis Analyses					X		
Improve Delivery System							X
Improve Management	X						

(Continued)

Table 5.1. (continued)

National Academy Recommendations	Improve Methods			Improve Practical Utility			
	Better Use of Resources	More Valid & Reliable Measures	More Precise Estimates	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
METHODOLOGICAL RESEARCH ON QUALITY							
Test Reference Period		X					
Test Interview Frequency		X					
Test Time in Sample		X					
Test Bounding Rates		X					
Test Telephone Uses	X						
Test Migration Measures		X					
Use Randomized Response		X					
ANALYTICAL RESEARCH ON EXISTING DATA							
Crime Perception and Culture		X					
Choice of Household Respondent		X					
Incident vs. Interview Month		X					
Multiple and Series Victims		X					
Miscellaneous Victimitizations		X					
Attitudes of Victims		X					
ASSESS INSTRUMENTS AND PROCEDURES							
Set Aside 5% Sample	X						
Test Better Questions		X					
Test Screening Method		X					
Test Series Procedures		X					
Test New Questions					X		

(Continued)

Table 5.1. (continued)

National Academy Recommendation	Improve Methods			Improve Practical Utility			
	Better Use of Resources	More Valid & Reliable Measures	More Precise Estimates	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
ANALYSIS, PUBLICATION AND DISSEMINATION							
Focus Analysis on Objectives	X						
Focus Dissemination Grants							
Improve Report Schedules						X	
Focus Report Topics							X
Provide Needed Tabulations					X		
Improve Hypothesis Tests					X		
Provide True Victim Rates					X		
Provide Formal Feedback Mechanism					X		
ASSESS OBJECTIVES							
Review Old Objectives							
Minimize UCR Calibration						X	
Balance Explain vs. Describe						X	
Assess Annual vs. Quarterly	X				X		
Emphasize Risk Assessment					X		
Monitor Social Cost					X		
Illuminate Society's Concepts						X	
Provide Basis for Expenditures						X	
Clarify Issues						X	
Rationalize Public Debate						X	
Test Crime Theories					X		
TOTAL	<u>10</u>	<u>17</u>	<u>3</u>	<u>1</u>	<u>X</u> <u>12</u>	<u>14</u>	<u>2</u>

B. User Recommendations

Table 5.3 lists user recommendations and criticisms by user group and by category of recommendation. In table 5.3, the Improve Methods sub-categories of table 5.1 are combined into a single category of efficiency, reliability, and validity. Additional details about these recommendations are recorded in the separately bound appendix tables under the name listed as primary source. The recommendations and criticisms of table 5.3 are summarized below in table 5.2.

Table 5.2 Summary of Recommendations/Criticisms
by User Classes

User Class	Recommendations for NCS Improvement									
	Efficiency		Greater Product Simplicity		More Relevant Variables		Politically Relevant Products		More Timely Products	
	No.	% ^{1/}	No.	%	No.	%	No.	%	No.	%
Legislative Branch	0	0	2	66	1	33	0	0	0	0
Executive Branch	3	25	1	8	6	50	2	17	0	0
Associations	3	25	1	8	4	33	4	33	0	0
State Legislature/ Executive	8	21	8	21	4	10	15	38	4	10
Local Analysts	0	0	1	10	1	10	7	70	1	10
Researchers, Academic	13	38	7	21	11	32	3	9	0	0
Researchers, Non-Academic	<u>1</u>	<u>11</u>	<u>4</u>	<u>44</u>	<u>3</u>	<u>33</u>	<u>1</u>	<u>11</u>	<u>0</u>	<u>0</u>
Total	28	24	24	20	30	25	32	27	5	4

^{1/}Row percentages.

It can be seen in the summary that there are 28 comments about efficiency, reliability, and validity. Half of these are from academic or non-academic researchers and are similar to Academy recommendations. The other 14 are generally criticisms of the uncertain validity or recommendations for more efficient NCS resource use.

Table 5.3. Recommendations and Criticisms from Those Interviewed in Phases I and II

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
LEGISLATIVE						
Less Qualification of Stats.	Haltman		X			
Better Questions on Elderly	Garza			X		
Clearer Tables in Reports	Garza		X			
EXECUTIVE						
Need Current Indicators	Cronin					X
Data Base for Quantitative Goals	Cronin			X		
More Applicable to Local Programs	Ewing				X	
Questions Methodology	Hoobler	X				
More Juvenile Offender Data	Howell			X		
More Input from Policymakers	Jones				X	
Data Difficult to Use before DUALabs	Jones		X			
Better Questions on Victim Resistance, Weapons, Insurance, etc.	Jones			X		
Need to Make Data More Comparable to UCR	Jones			X		
More Business Crime Data	Murphy			X		
Questions Methodology	Mullinex	X				
More Local Data on Firearms and Weapons Use	Keathley			X		
More Emphasis on Informing Public of Crime Data	Hall	X				
ASSOCIATIONS						
More Variables on Weapon Use	Loving			X		
Data More Relevant to City Policy	McKay				X	
Questions Validity	King	X				

(Continued)

Table 5.3. (Continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
Emphasis on Crimes Which Need Most Attention	Geltman			X		
Data More Relevant to States and/or Congress	Parker				X	
Occasional National Survey to Verify Stability	Skoler	X				
More Applicable to Local Police Operations	Skoler			X		
More Attitude and Elderly Variables	Sunderland			X		
More Emphasis on Cities	Eck				X	
Less Aggregation of Data	Eck		X			
Date More Relevant to City	Hamilton				X	
Improve NCS Methods, but Continue Survey	Biderman	X				
LOCAL						
Data More Relevant to City Policy	Berg				X	
Data Too Difficult to Analyze	Brummer		X			
More Applicable to Neighborhoods	Brummer				X	
Better Contact between Academics and City Analysts	Giacinti				X	
Demonstrate Use in City Policy Decisions	Simmons				X	
Data More Relevant to Neighborhoods	Simmons				X	
Better Attitude Data	Stillwell			X		
Disaggregate National Data to Regions	Stillwell				X	
Survey of Tucson-size SMSA	Stillwell				X	
Data Released to Press Before Cities	Spisak					X

(Continued)

Table 5.3. (continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
STATE						
Inapplicable for Rural States	Isbell				X	
Printout Too Big, Not Indexed, Too Complex	Wendell		X			
Data More Relevant to State	Wendell				X	
Printout Format Complex	Perrin		X			
Better Choice of Cross-Tabulations	Perrin			X		
Special Tabulations Too Late to Use	Perrin					X
Printout Too Big, Has Empty Tables	Shettle		X			
Better Aggregations Suited to Analysis	Shettle		X			
State Sample Size Too Small	Shettle				X	
Calculation Error in Printout	Shettle	X				
Printout Format Complex	Bachelder		X			
Data More Relevant to States	Bachelder				X	
Printout Too Late to Use	Bachelder					X
More Attitude and Behavior Data	Fishbein			X		
Better Questions	Fishbein	X				
Data More Relevant to State	Fishbein				X	
Data More Relevant to State	Turnure				X	
Tapes Difficult to Use	Turnure		X			
Repeat Surveys for Program Evaluation	Turnure	X				
Demonstrate Use in City Policy Decisions	Apai				X	
Different Age Breakdowns	Apai			X		
Data More Relevant to State	Apai				X	
State Sample Size Too Small	Apai				X	

(Continued)

Table 5.3. (continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
STATE (continued)						
Surveys Not Annual, to Save Cost	Apai	X				
Attitude Data Used on Sub-sample	Cuniff			X		
Format Too Difficult for State and Local	Cuniff		X			
Better Contact Between Data Preparers and Users	Cuniff		X			
Better State and Local Data	Cuniff				X	
National Panel Size Could Decrease	Cuniff	X				
Printout Too Bulky, Blank Pages	Peters		X			
More Data on Rural Areas in State	Peters				X	
State Sample Size Too Small	Peters				X	
Questions Validity	Montgomery	X				
Data Too Complex to Use	Renninger		X			
Better Geographic Information	Renninger				X	
Tell Sampling Error	Renninger	X				
Data More Relevant to Cities	Mease				X	
More Current Data is More Useful	Mease					X
Format More Applicable to States	Susmilch				X	
Data Rapidly Go Out of Date	Susmilch					X
Sample Every 2 Years is Sufficient	Susmilch	X				

(Continued)

Table 5.3. (Continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Product	More Timely Products
ACADEMIC RESEARCH						
Different Variables of Interest	Bowers			X		
Where Do Victimizations Occur?	Guyot			X		
Make Crime Classes Same as UCR	Guyot			X		
Cheaper to Do Mail Survey	Butler	X				
More Data on Weapon Use	Cook, P.			X		
Tapes Difficult to Use	Dugworth		X			
Turnover in Sample Folds						
Longitudinal Design	Fienberg	X				
CPS Sampling Design Not for Victimization	Fienberg	X				
Better Data for Analysis Rather than Descriptions	Fienberg	X				
Disaggregate Data for Rate Changes	Fienberg		X			
More Relevant Publication Statistics	Fienberg			X		
Include Series Victimizations in Publications	Fienberg	X				
Better Attitude Data	Green			X		
More Rape Cases Included	Griffin			X		
DUALabs Difficult to Use	Griffin		X			
Data More Relevant to Local Use	Harries				X	
Data More Relevant to Small Cities	Hewitt				X	
DUALabs Difficult and Expensive	Klass		X			

(Continued)

Table 5.3. (continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
ACADEMIC RESEARCH (cont.)						
Decrease Number of Annual City Surveys	Knudten	X				
Tapes Are Too Expensive	Meyer		X			
Tighten Methodology, e.g., Verify Results	Nold	X				
Turnover in Sample Foils						
Longitudinal Design	Reiss	X				
Problems with CPS	Reiss	X				
Data Difficult to Change from Cross-Sectional to Longitudinal	Reiss		X			
Need a Research and Development Center at LEAA	Reiss	X				
Decreasing Sample Size Will Hurt Longitudinal Design	Reiss	X				
Cut Sample Size, but Over-sample High Crime Areas	Skogan	X				
Programs and Inferences Too Complex	Sparks		X			
More Attitude Data	Sparks			X		
More Data on Offenders	Steffensmeier			X		
Questions Validity	Steffensmeier	X				
Data Aggregated in Political Units	Tittle				X	
More Attitude Data	Weinstein			X		
More Attitude Data, Especially Rural	Wright			X		

(continued)

Table 5.3. (continued)

Recommendations/Criticisms	Primary Source	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
NON-ACADEMIC RESEARCH						
Hard to Duplicate Publication Statistics from Tapes	Boesel		X			
Tapes were Difficult to Use	Boland		X			
Better Aggravated Assault Data	Boland			X		
More Data Available to User	Carlson, K.			X		
More Attention to Longitudinal Data	Derman	X				
Better Software Needed	Derman		X			
More Suitable Breakdowns for Juvenile Delinquency	Elliott			X		
Different Weighting	Yarnell				X	
Mechanics of NCS System Unclear	Yarnell		X			

Greater product simplicity was fairly important to the users, particularly the legislative branch and non-academic researchers. Academic researchers and state users also registered concern. The state users were particularly critical of the NCS tabulations and the difficulty of using them. Academic and non-academic researchers had difficulty with DUALabs tapes. Legislative users wanted better NCS publications with fewer qualifications of the results. Most of the comments were criticisms of present products rather than recommendations for specific improvements.

There were 30 recommendations that more relevant variables be printed or collected. The recommendations covered the following areas in which new or changed variables were desired:

- | | |
|------------------|---------------------------|
| . Aging | . UCR Compatability |
| . Juveniles | . Attitudes |
| . Weapons | . Behavior |
| . Counteractions | . Different Age Breakdown |
| . Business Crime | . Victimization Site |
| . Insurance | . Rape |
| . Offenders | . Assault |

A few of these recommendations were from inexperienced users that had not exhausted the potential of the present products. However, most were from the more experienced analysts that had specific scientific or policy research needs for different variables.

The largest number of recommendations/criticisms was in the category Politically Relevant Products where 32 counts were listed. Over half of these comments were received from states and local agencies that wanted the sample design changed to produce valid local data. However, there were some practical recommendations for repackaging of data from the present sample to make them more useful to political jurisdictions. These included publication of multi-state regional data and of descriptive analyses of victimizations by socio-economic characteristics more easily related to neighborhood, city, SMSA, state, and regional differences.

The final category of More Timely Products was mentioned by only five respondents, all in state and local agencies.

C. Comparison of User and National Academy Recommendations

The recommendations of the Academy and of the users are compared in summary in table 5.4.

Table 5.4. Comparison of Improvements Recommended by Users and National Academy of Science

	Recommendations for NCS Improvement				
	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
NAS					
Number	30	1	12	14	2
Row %					
Academic Users					
Number	13	7	11	3	0
Row %					
All Other Users					
Number	15	17	19	29	5
Row %					

Table 5.4 gives a rough estimate of the relative emphasis that the Academy, academic users, and all other users place on different categories of recommendations. The Academy placed greatest emphasis on efficiency, reliability, and validity and some emphasis on politically relevant products and more relevant variables. Greater product simplicity and timely products were scarcely mentioned.

Academic users also emphasize improved efficiency, reliability, and validity; but they had nearly as great concern with more relevant variables. Product simplicity was also important, but political relevance and timely products were not.

All other users spread their emphasis across all of the categories except timely products. However, politically relevant products received greatest emphasis because of the large number of state and local agencies concerned with this category.

III. CONCLUSIONS

A. Conclusions Concerning Priorities for Improvements

All of the information in the tables of this chapter was obtained by relatively unstructured interviews in which respondents were given the opportunity to give criticisms or recommendations to the NCS program sponsor. The subjective judgments of the respondents, the interviewers, and the authors are thus intermingled in the tables. The tables are an attempt to assist LEAA with a rough quantification of relative priorities for improving the NCS program.

In table 5.5 the RTI interviewers give their opinion about the relative importance which each user group places on each improvement category. The ratings are influenced by the specific recommendations and criticisms reported in the previous tables, but the ratings are also influenced by more general impressions received from reviewing all of the available evidence.

Table 5.5 lists three major groups of users: Federal, national, and state and local. Federal users are the legislative and executive classes interviewed in Phase I. National users are private firms, non-governmental associations, and research organizations, both academic and non-academic. State and local users are governmental agency users such as those interviewed in Phase II. Under each class are the types of potential uses for the class in the assumed order of importance to the class. The table contains a rating for each category of improvement by each user class and type. A rating of one signifies highest priority and five signifies lowest priority. Equal ratings were not allowed in the individual use type and user class judgments, but they were allowed in the rankings at the bottom of the table where sums of individual judgements determine overall ratings.

The table illustrates the conclusions of this RTI study that priorities for NCS program improvements vary with both user class and type of use. However, the summary ranking show that the only major difference of emphasis is over the importance of politically relevant samples. If service to state and local criminal justice agencies is to be the prime objective of the NCS program, a major redirection of resources will be

Table 5.5. Subjective Ranking by RTI of Relative Importance of Different Types of NCS Improvements to User Classes by Type of Potential Use
(Ranked from 1, high, to 5, low, in Relative Importance)

Classes of Users and Uses	Improvement Priorities for NCS				
	Efficiency Reliability Validity	Greater Product Simplicity	More Relevant Variables	Politically Relevant Products	More Timely Products
FEDERAL USERS					
Legislative					
1. Policy Studies	3	1	2	5	4
2. Social Indicator	3	1	4	5	2
Executive					
1. Policy Studies	2	4	1	3	5
2. Social Indicator	1	3	4	5	2
NATIONAL USERS					
Association					
1. Social Indicator	1	3	4	5	2
2. Policy Studies	3	4	2	1	5
Research					
1. Scientific Research	1	3	2	4	5
2. Policy Research	3	1	2	4	5
STATE AND LOCAL					
State					
1. Social Indicator	5	2	3	1	4
2. Political Studies	3	1	4	2	5
Local					
1. Evaluate Project	2	4	5	1	3
2. Social Indicator	5	2	4	1	3
Summary Rankings^{1/}					
FEDERAL	1	1	3	5	4
NATIONAL	1	3	2	4	5
STATE AND LOCAL	3	2	5	1	3
All Uses & Users	1	2	3	3	5

^{1/}Based on the unweighted sum of ratings within user classes.

required. If federal and national needs take precedence, there is much less disagreement on the ranking of priorities for improvement. Whether the summary ranking is based on all uses or on only the first-listed use in a user class, the priorities for improvement are essentially as follows:

1. Improved efficiency, reliability, and validity.
2. Greater product simplicity.
3. More relevant variables.
4. Politically relevant products.
5. More timely products.

B. Conclusions Concerning Utility and Benefit

The utility of the NCS program has been demonstrated through the roughly 200 applications recorded and analyzed in this report. Graphical presentations of uses have shown that growth in frequency of use has accelerated over the last few years and the level of use has improved. Projections of future growth in use are subject to some uncertainties about the pace and direction of NCS program modifications, but continued growth is expected for several years because of utility enhancement steps already taken by LEAA.

The benefits of the NCS program are not addressed specifically in this study. As stated in chapter 2, the benefits will be obtained gradually as the scientific and policy researchers learn how to use the data for explanatory analyses. Census will then produce more meaningful social indicators that should define issues that need public response. The deliberations that follow should be more rational because of the contributions of these social indicators and the scientific and policy research that is brought into the deliberations. Legislative and executive decisionmaking should then be more enlightened, leading to better resource allocations or laws that have a higher probability of impacting on the risk of victimization.

This study has uncovered evidence from which it is concluded that the NCS benefit scenario described above is feasible, given the extent of NCS support found in each of the participating user groups. This conclusion is subject to the condition that needed changes can and will be made in both methodology and practical utility.

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