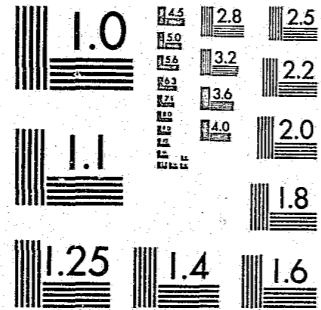


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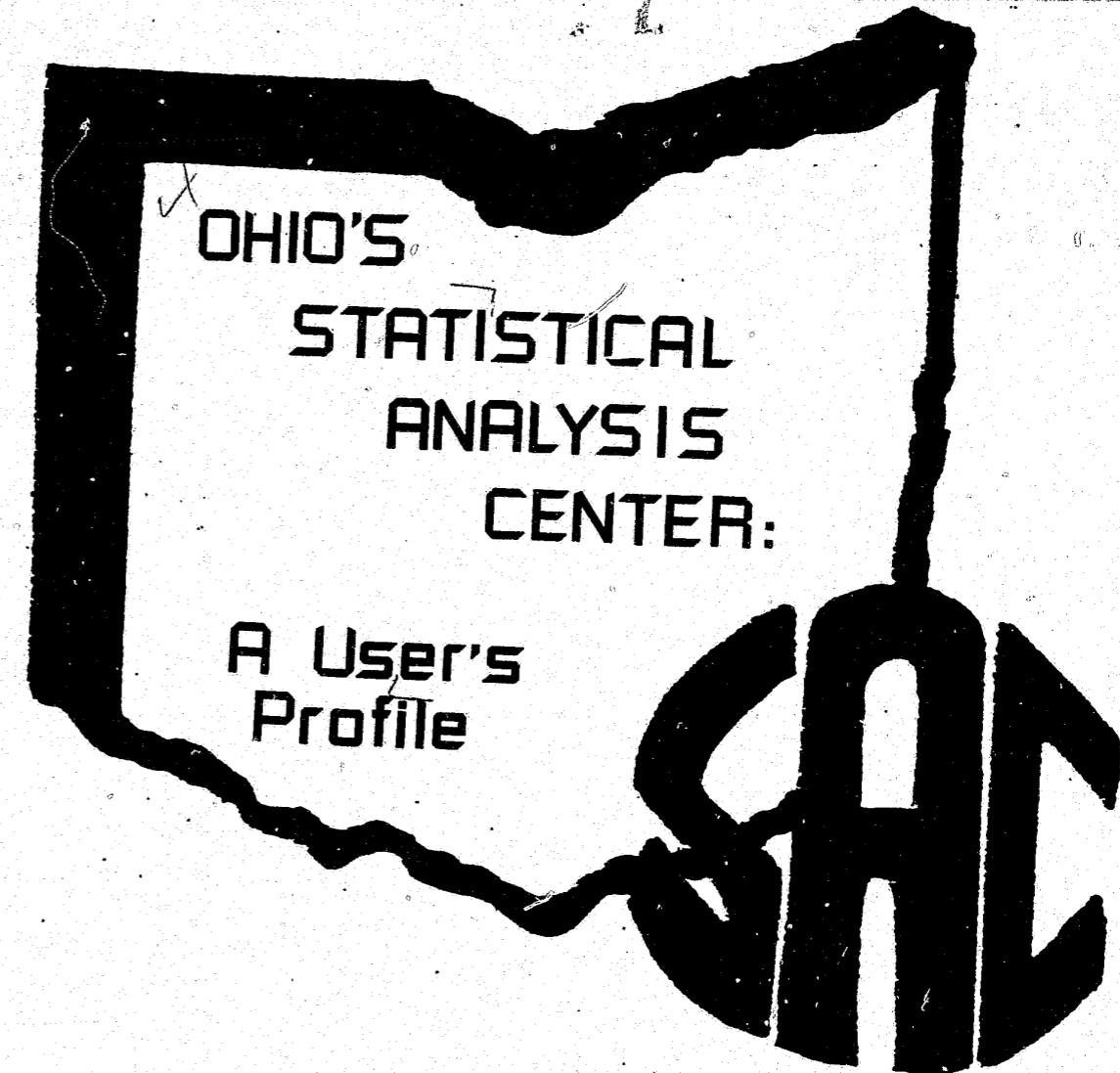
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OHIO DEPARTMENT OF DEVELOPMENT

97104

STATE OF OHIO
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DEPARTMENT OF DEVELOPMENT
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Statistical Analysis Center

U.S. Department of Justice
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March, 1983

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Introduction

Ohio's State and local units of government will spend upwards of one billion dollars in routine criminal justice expenditures in 1983. This does not include the more than half billion dollars which the Legislature has authorized for prison construction and renovation during the next three years. As a government service function, criminal justice ranks second only to education in terms of dollar expenditures and personnel. Furthermore, the size of the criminal justice system is matched by its complexity. It is a sprawl of activities and procedures encompassing everything from crime prevention and public awareness to a plethora of treatment programs for criminal offenders. Many of its components exist in deliberately planned adversarial relationships with one another. Its effectiveness is determined not by a few, centrally made philosophical decisions, but by dozens of smaller, operational decisions made at the individual component or agency level. Such a huge, diverse system demands a heavy volume of research in order to better understand itself.

While criminal justice has been a big and complicated business for many decades, the research necessary to understand and improve it has been limited and piecemeal until very recently. A half a century ago the Wickersham Commission decried this deficiency, as have several presidentially appointed study commissions since then, but only in the 1970's did the state of the art in criminal justice research begin to make significant strides beyond the collection of police crime reports. Only now has Ohio come to the point where it can begin to know something about the billion dollars' worth of criminal justice administered within the State each year. Only now can State officials, legislators, mayors, county commissioners, sheriffs, judges, prosecutors and other key criminal justice officials begin to have access to the kind of data that their decision making requires.

The Ohio Statistical Analysis Center (SAC) is a key ingredient in this research effort.

Background

Nationally, much of the role of system-wide criminal justice research has been vested in the Bureau of Justice Statistics (BJS) within the Department of Justice.* For the past fifteen years BJS (formerly the National Criminal Justice Information and Statistics Service) has produced significant national level research in the areas of crime victimization, prison populations, system employment and manpower, and offender-based transaction statistics. At the state level the contribution from BJS has been equally significant. In Ohio alone, BJS supplied nearly 3 million federal dollars for the development of a computerized criminal histories system, uniform crime reporting system and others. At the center of these various information systems, BJS envisioned that a statistical analysis center would operate to coordinate the various information system components, analyze the data contained therein, and provide a steady stream of useful information to key criminal justice decision makers.

The Ohio SAC is located within the State Department of Development (DOD, formerly the Department of Economic and Community Development), and has been there since its inception in 1977. Like BJS at the federal level, SAC is housed within the office (Criminal Justice Services**) which was formerly responsible for the administration of Law Enforcement Assistance Administration grant dollars in Ohio. After the first year of SAC operations, the unit was completely reorganized to resemble the structure it now maintains.

SAC is composed of a Research Administrator, three Researcher IIIs and a Secretary I. The 1978 reorganization referred to earlier saw the SAC change its basic orientation from data processing to research. The reorganized staff consisted of four researchers (two Researcher IIs and two Researcher IIIs) as well as the Administrator and Secretary, but one of the researcher positions was voluntarily dropped in 1981, when all three of the positions were put at the same classification level. The office is located on the 26th floor of the State Office Tower in Columbus.

SAC funding is a combination of state funds, as provided by its parent Office of Criminal Justice Services (OCJS), and federal dollars flowing through the Bureau of Justice Statistics. SAC has received over \$600,000 in BJS funds during the past six years, with current funding at an annual level of \$60,000 coming in the form of project-specific cooperative agreements. These cooperative agreements constitute the successor to an earlier program which funded all but

* BJS came into existence as a by-product of the now defunct Law Enforcement Assistance Administration. While block grant funding monies have dried up for the parent agency, BJS has remained a strong priority program in both the Carter and Reagan administrations. This same high priority seems assured for the immediate future.

** OCJS, also sometimes referred to herein as the Division of Criminal Justice Services.

10% of all SAC costs during the first three years of its existence. They almost always require the completion of a finished research product, a policy well in line with that of the Ohio SAC.

During the past five years SAC has had an opportunity for input into BJS (and, hence federal research policy) through the mechanism of the Criminal Justice Statistics Association. This is a national association of state SAC directors which maintains an administrative office in Washington, D.C. The Ohio SAC director has been active in the Association since 1978, and has spent three of those years as an elected member of the Executive Board, including one year as Chairperson (1981-82). The Association has a close relationship with BJS, and much to say about the direction of criminal justice research at the federal level.

Functionally, SAC is responsible for, and concentrates almost exclusively upon, two tasks, these being:

1. producing long-range research studies aimed at better describing crime issues and the workings of the criminal justice system, and
2. responding to all manner of research requests from a wide variety of criminal justice information users in Ohio and, occasionally, elsewhere.

These basic functions will be analyzed more fully in the next two sections of this report.

Areas of Major SAC Research

The research directions pursued by the Statistical Analysis Center have been determined by several factors, including:

1. areas of need as perceived by SAC staff;
2. research priorities established by the SAC Advisory Board; and
3. requests from outside agencies.

At the very first meeting of the SAC Advisory Board in December of 1978, thirty-one (31) criminal justice research areas were presented to the Board to be prioritized. From this corporate ranking, SAC staff had a beginning point for establishing a research program. However, the priorities could not be followed exactly because of data gaps which existed within the criminal justice system.

In addition to determining areas of research, SAC also had to define the scope of that research. Two questions, in particular, were of great importance in this regard:

1. Should SAC research be oriented toward sophisticated, cause-and-effect analysis (involving advanced parametric statistics), or should it concentrate on the more simplified system description research (descriptive statistics)?
and
2. Should SAC research proceed to suggest solutions to the issues identified in the analysis, or should it merely present the data and analysis, allowing decision makers to come to their own solutions?

Both of these questions were answered with the latter alternatives. In the first case, the wide gaps in Ohio's criminal justice data fields made consistent causal analysis both impossible and impractical--impossible because the data were inadequate to support sophisticated regression analyses, and impractical because data-hungry decision makers in Ohio have little patience with or use for ethereal cause-and-effect inquiries when they do not even have adequate information to understand the operation of their own system. (e.g., There is no point in pursuing the question of how to reduce the crime rate if no one knows what the crime rate is.) For these reasons, SAC has consistently pursued descriptive studies of crime and the criminal justice system in Ohio.*

* This is not to disparage causal analysis in general, or to suggest that SAC will never reach a point where that mode of research becomes useful.

Regarding the second question, SAC has avoided suggesting solutions to the problems uncovered by its research. It was felt that such an addition to the SAC research scope, while legitimate in many types of research, would dilute the impact of SAC's data gathering and analytical functions, as well as distract the Unit from the purer concerns of the research (i.e., SAC might develop a vested interest in promoting its own solutions within the system).

During these first five years of SAC's operations, research has been concentrated in the areas of citizen attitudes, law enforcement operations and victimization. The first survey of Ohioans' attitudes toward crime and criminal justice was conducted in the fall of 1979, and subsequently became the first published study produced by the SAC. Citizen attitude information is important for several reasons: the public is a component of the criminal justice system, citizen perceptions of crime and the system testify to the extent that they are being adequately educated, and citizens directly impact criminal justice policy through the large number of key decision makers who are directly elected by the public (e.g., sheriffs, judges, prosecutors, legislators, etc.). Meanwhile, the law enforcement studies have concentrated on both agency operations and the patrol function, and have involved hundreds of agencies and thousands of officers. In yet another direction, crime victimization data from the National Crime Survey has been maintained for several years, and has allowed SAC to provide a very detailed picture of who is hurt by crime in Ohio, how, where, and to what extent. All three of these areas of study have yielded data which appears to be much in demand in the criminal justice community.

In the three year period between June, 1980 and June, 1983, SAC will have produced a total of twenty-seven (27) publications. Five of these concern in-house, administrative studies, nine are part of the series emanating from the two and one-half year Law Enforcement Task Analysis study, and thirteen relate to other aspects of crime and criminal justice. Some ten thousand copies (10,000) of these reports have been sent to information users, with several hundred of these coming in the forms of requests from agencies and persons not originally included in SAC's mailings. The following is a profile of all SAC publications to date.

March 1983 Use of Force By Ohio Peace Officers. An analysis of the use of force by Ohio law enforcers during the performance of routine patrol work. Examined are personal defense tactics as well as non-lethal and lethal force.

March 1983 The Ohio Statistical Analysis Center: A User's Profile. This administrative report highlights SAC's setting and function in Ohio government, the federal SAC network, and the field of criminal justice. It profiles SAC's structure, research priorities, information users, and similarities to other state and territorial SACs.

March 1983 OCJS Research Requests and Responses: An Analysis.
An analysis of 346 research data requests received and responded to by SAC in 1982, as well as the nearly 1,000 requests received to date, by type and source of request.

Spring, 1983 The following series of eight reports are modular summaries, each about 40 pages in length, profiling the results from each of the jurisdiction levels (based on populations) represented in 1981-82 Ohio Law Enforcement Task Analysis Survey. These reports highlight the frequency of task performance, equipment usage, physical activities, as well as other facets of the peace officer's job. Also included are supervisors' assessments of importance and learning difficulty.

Law Enforcement In Ohio Cities Serving Over 100,000 People: A Task Analysis.

Law Enforcement In Ohio Cities Serving 25,000-100,000 People: A Task Analysis.

Law Enforcement In Ohio Cities Serving 10,000-25,000 People: A Task Analysis.

Law Enforcement In Ohio Municipalities Serving 2,500-10,000 People: A Task Analysis.

Law Enforcement In Ohio Municipalities Serving Under 2,500 People: A Task Analysis

Law Enforcement In Ohio Counties Serving Over 250,000 People: A Task Analysis.

Law Enforcement In Ohio Counties Serving 100,000-250,000 People: A Task Analysis.

Law Enforcement In Ohio Counties Serving Under 100,000 People: A Task Analysis.

November 1982 Survey of Ohio Citizen Attitudes Concerning Crime and Criminal Justice. the third annual report of this series, this study focusing on attitudes toward law enforcement officers, public crime-fear levels, handgun ownership, and the informational resources which mold public opinion in this area.

October 1982 Peace Officers Task Analysis Study: The Ohio Report. A two-and-one-half year study involving a survey of 3,155 Ohio peace officers in some 400 law enforcement agencies concerning the types of investigation, equipment, informational resources, tasks and physical activities associated with law enforcement in Ohio.

May 1982 OCJS Research Requests and Responses: An Analysis.
An analysis of 308 research data requests received and responded to by SAC in 1981, as well as the 625 total requests received to date, by type and source of request.

April 1982 Fact and Fiction Concerning Crime and Criminal Justice in Ohio (1979-1982 data). A look at twenty-five popularly-believed myths about crime and criminal justice in the State, accompanied by appropriate factual data.

July 1981 Ohio Citizen Attitudes: Concerning Crime and Criminal Justice (Report #2, 1980 data). The second in a series of reports concerning Ohioans' attitudes and opinions about contemporary issues affecting law enforcement, courts, corrections, juvenile justice, crime prevention, and criminal law.

June 1981 A Stability Profile of Ohio Law Enforcement Trainees: 1974-1979 (1981 records). A brief analysis of some 125 Ohio Law Enforcement Officers who completed mandated training between 1974 and 1979. The randomly selected group was analyzed in terms of turnover, advancement, and moves to other law enforcement agencies.

May 1981 A Directory of Ohio Criminal Justice Agencies (1981 data). An inventory of several thousand criminal justice (and related) agencies in Ohio, by type and county.

April 1981 Property Crime Victimization: The Ohio Experience (1978 data). A profile of property crime in Ohio highlighting the characteristics of victims, offenders, and the crimes themselves; based on results of the annual National Crime Survey victimization studies in Ohio.

March 1981 Profiles in Ohio Law Enforcement: Technical Assistance, Budgets, and Benefits (1979 data). The second report emanating from the 1979 SAC survey of 82 sheriffs' departments and 182 police departments in Ohio; discusses technical assistance needs and capabilities among these agencies, as well as budgets and fringe benefits.

December 1980 The Need for Criminal Justice Research: OCJS Requests and Responses (1978-1980). An analysis of some 300 research requests received and responded to by the OCJS SAC Unit between 1978 and 1980, by type, request source, and time of response.

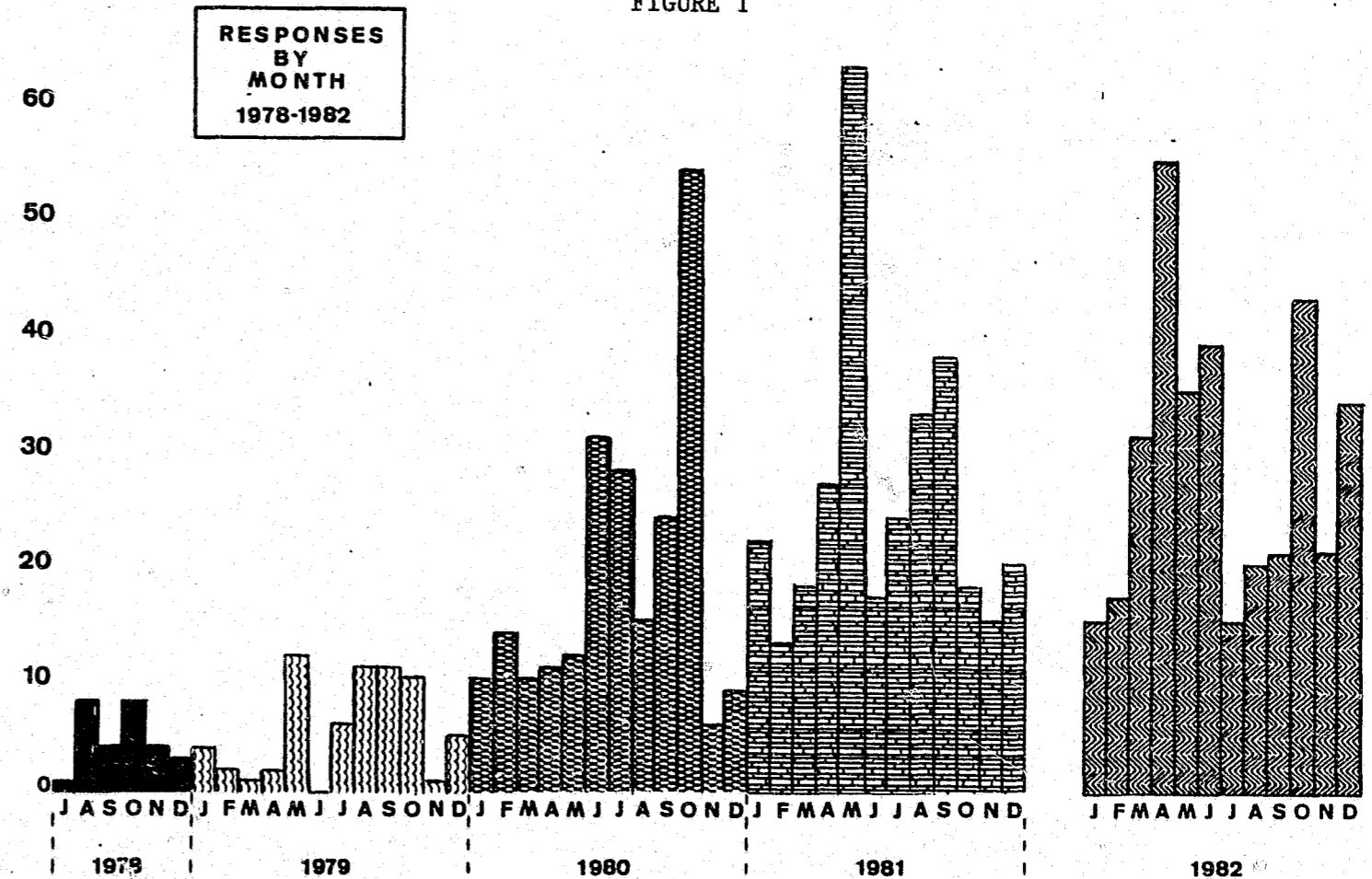
- September 1980 State of the States Report: Statistical Analysis Centers (Emphasis Ohio) (1980 data). An analysis of the criminal justice statistical analysis centers located in virtually every state and several territories.
- September 1980 Survey of Ohio Prosecuting Attorneys: Report (1979 data). An operational overview of 46 county prosecutors' offices.
- September 1980 In Support of Criminal Justice: Money and Manpower (1977 data). Analysis of employment and expenditures within Ohio's criminal justice system, by type of component (police, courts, corrections, etc.), and type of jurisdiction (county, city, township and state).
- June 1980 Concerning Crime and Criminal Justice: Attitudes Among Ohio's Sheriffs and Chiefs of Police (1979 data). Opinions and attitudes of 82 Ohio sheriffs and 182 chiefs of police, analyzed by jurisdictional size.
- May 1980 Ohio Citizen Attitudes: A Survey of Public Opinion on Crime and Criminal Justice (1979 data). An analysis of public opinion and attitudes on a wide range of issues concerning law enforcement, courts, corrections, juvenile justice, crime prevention, and other areas of crime and criminal justice.

SAC Research Requests and Responses

One of SAC's research functions is responding to criminal justice-related research requests. There is a wide variety of people and institutions in Ohio in need of both data and analysis relating to crime and criminal justice. These include regular government agencies, elected officials, private/non-profit organizations, businesses, colleges and universities, news media, and private citizens. Along with numerous out-of-state sources, Ohioans in these areas are coming to rely on SAC in the provision of research.

Since its inception in 1978 SAC has responded to more than one-thousand (1,000) research requests from these users. Currently, such requests are coming in at a rate of four hundred (400) per year. Nineteen-eighty-two (1982), the last year for which a full year's data was available, provides a good base for analyzing these requests. Continuing the trend of the previous four years, 1982 saw an increase in the number of research requests responded to by the Statistical Analysis Center.* A total of 346 requests received a substantive

FIGURE 1



* A request is logged only if it is initiated by the requestor and only if SAC is able to make a response. References to other agencies are not logged.

response from SAC staff, up from 308 in 1981, an increase of slightly better than 12%. The percentage increase was not as dramatic as those seen during the previous four years, largely because those years were being measured against a first year total of only 65 requests.

For purposes of analysis, SAC research requestors are separated into ten groups. Figure 2 displays the number of 1982 requests received and responded to in each of these categories. The most notable growth occurred within "Colleges and Universities" (in Ohio) and "Other Public Agencies." The former, accounting for nearly one of every five requests, reflect the strength of the relationship between OCJS and the Ohio Council of Higher Educators (from schools offering criminal justice majors) which has taken a strong interest in SAC research, especially the Task Analysis Study.

FIGURE 2.

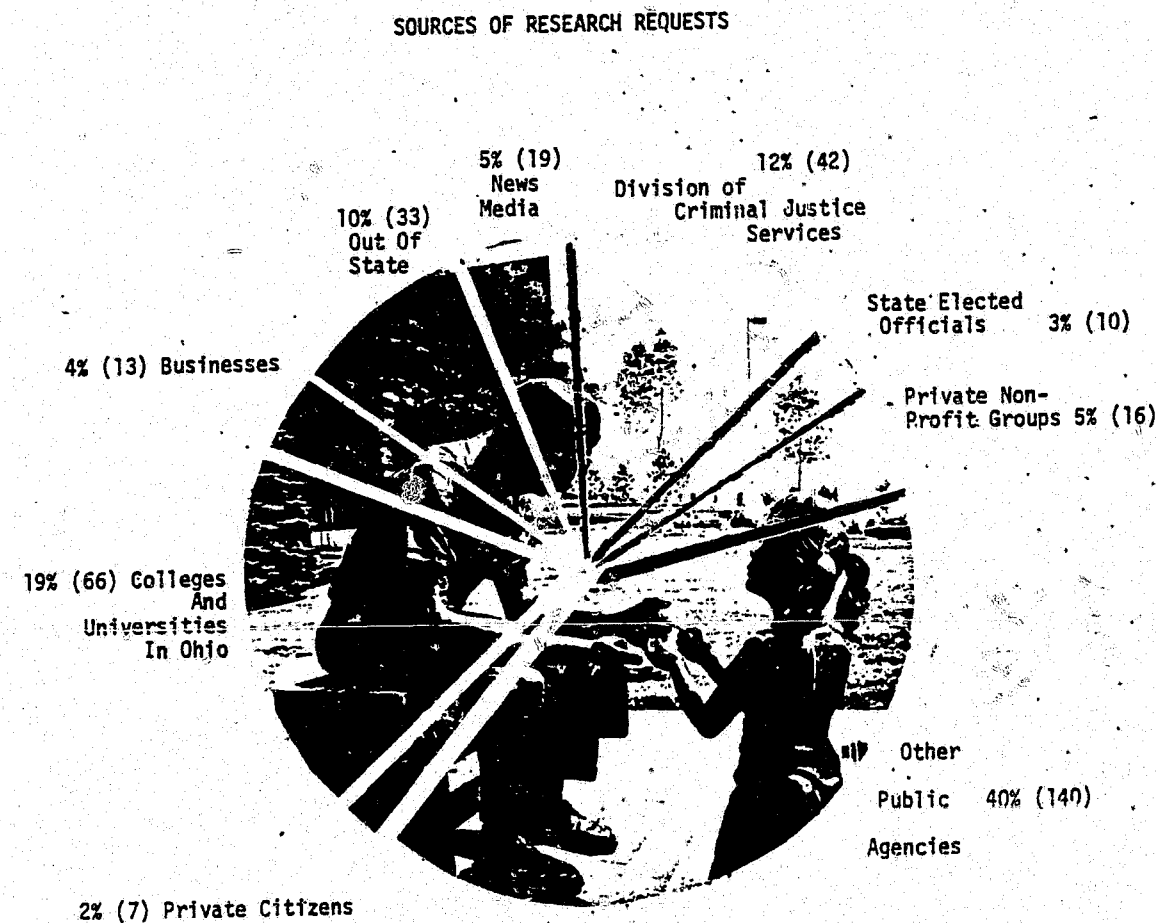
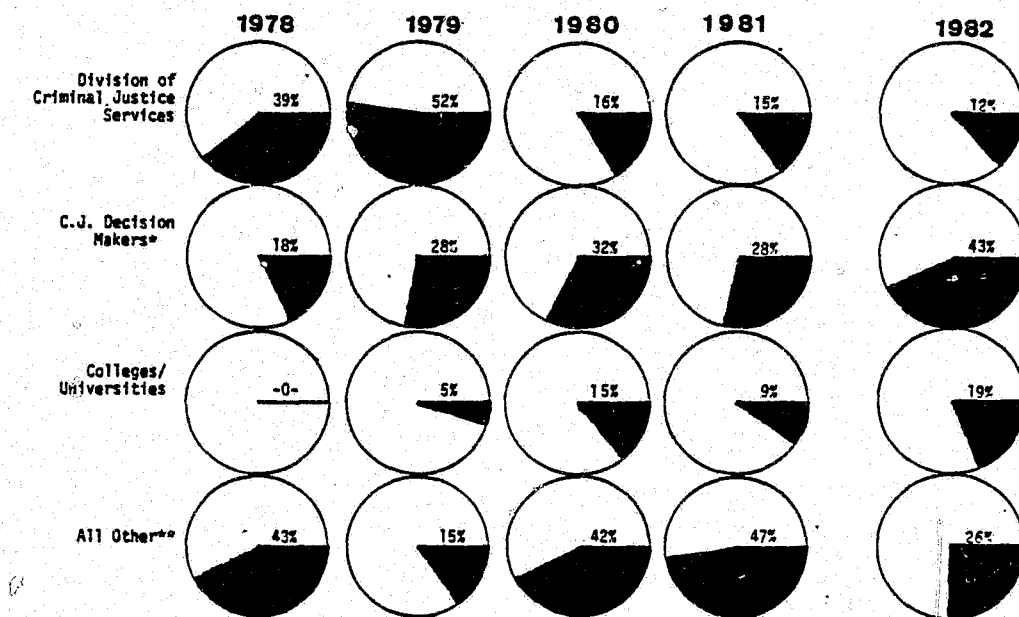


Figure 3 illustrates a more subtle, yet critically important point. SAC's research has always been aimed primarily at key decision makers within the criminal justice system, the idea being that those persons who have the greatest potential for changing the system will also be those with the greatest need for data describing it. As can be seen, these key decision makers accounted for 43% of all SAC research requests in 1982. Numerically, this represents an eightfold increase over the 1979 requests in this area, and a 72% increase over 1981. SAC research seems to be getting to the people who can make the best use of it.

FIGURE 3

PATTERNS OF CHANGE AMONG RESEARCH REQUESTORS 1978 - 1982



* Includes "State Elected Officials," "Local Elected Officials" and "Other Public Agencies"

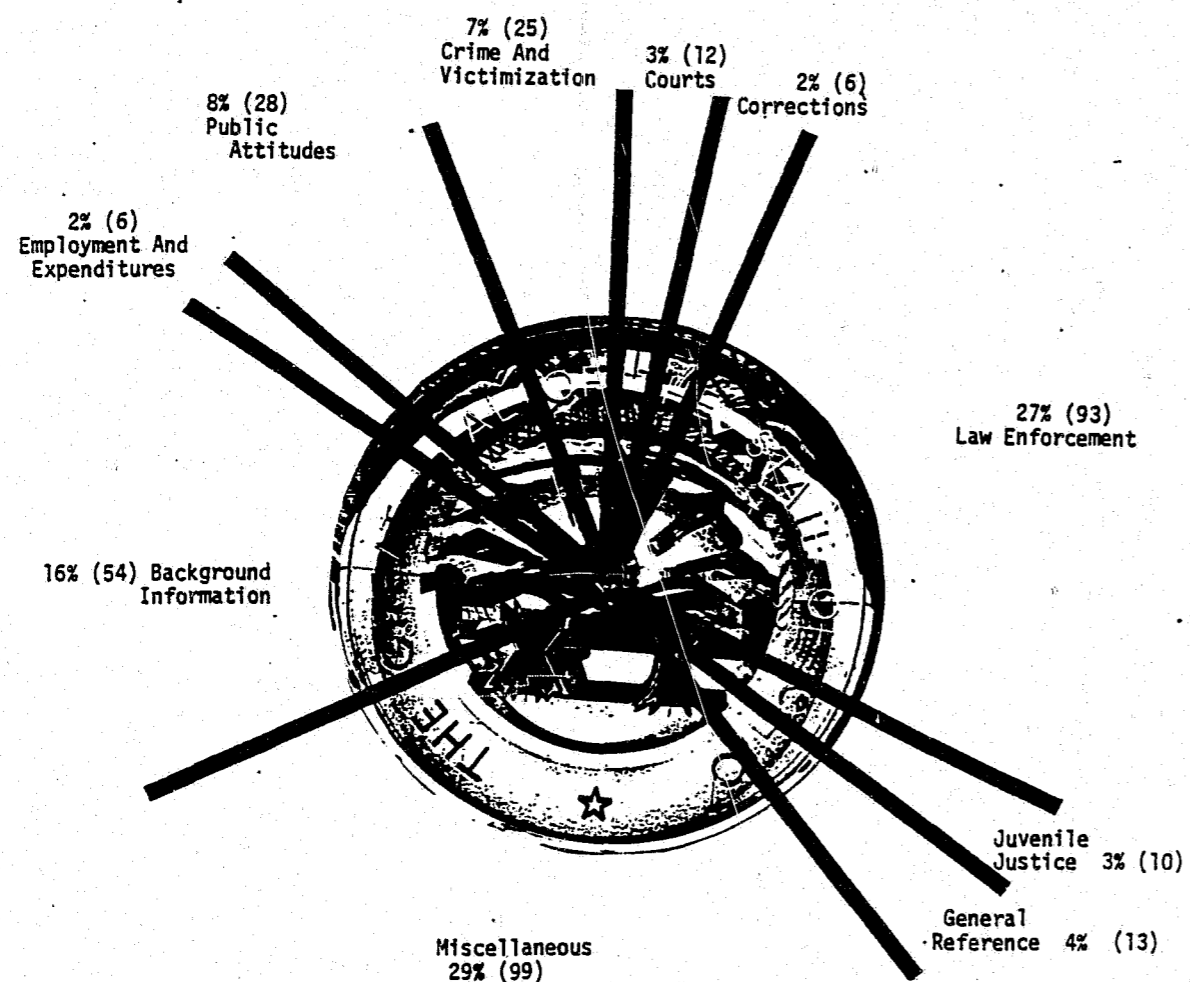
** Includes "Private Non-Profit Groups," "Private Citizens," "Businesses," "Out of State" and "News Media"

Without question the greatest single change in the 1982 types of requests came in the law enforcement category. Just as certainly this change can be attributed to the Task Analysis Study published in October. Law enforcement requests increased 575% over 1981.

Meanwhile, the generic categories of "Miscellaneous" and "Background" were responsible for a solid plurality of the total. This is largely due to the fact that SAC receives many complex requests which cannot be neatly categorized into the designated groups.

FIGURE 4

TYPES OF RESEARCH REQUESTS



To date SAC has been able to minimize the restrictions placed on access to its data and analyses. There has never been a charge imposed in responding to any of the more than 1,000 research requests, even though individual requests have, on occasion, cost more than one-hundred dollars (\$100.00). Nor have any requests been denied for any non-research related reasons.* The range of requestors has included elementary school students, lobbyists, the White House, and private citizens, all of whom are considered to have equal access and right to SAC research. They need only to make their request through the SAC, preferably in writing to preclude unnecessary confusion.

* SAC policy discourages the creation of separate data base magnetic tapes for users since computer program alterations could subsequently distort data presentations and interpretations. However, printouts are always available as is in-house access to the terminal and tapes.

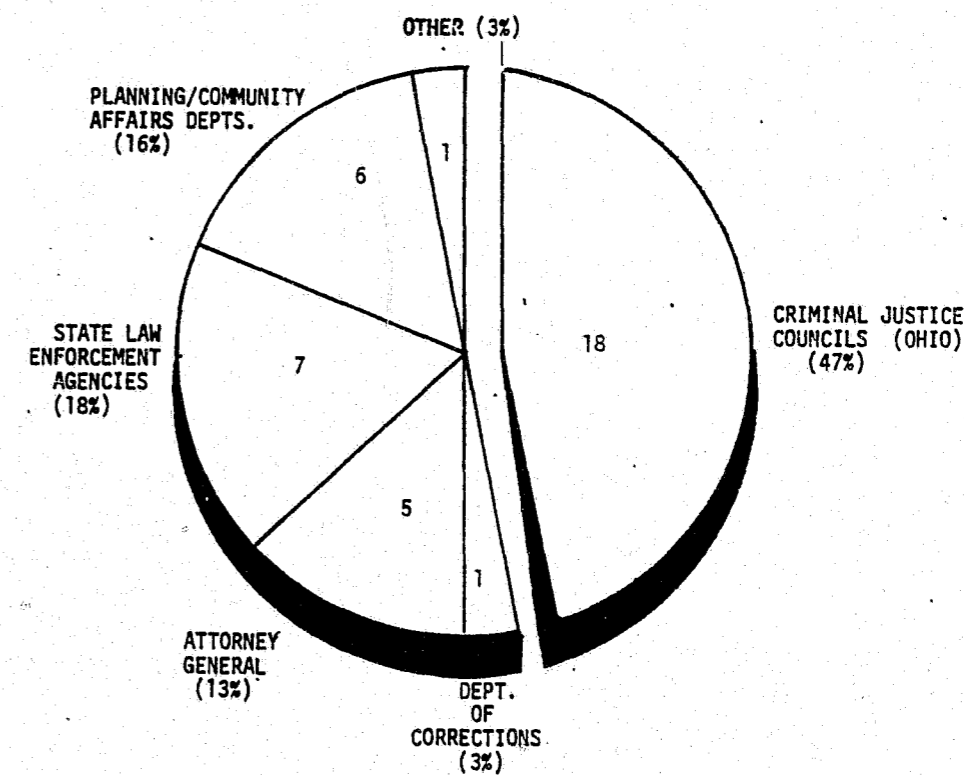
Ohio's SAC in a National Setting

Statistical analysis centers exist in forty-four states as well as the District of Columbia, Puerto Rico and the Virgin Islands. The federal Bureau of Justice Statistics is continuing to provide funds for either starting or rejuvenating additional SACs in the hopes of seeing a SAC in every state in the nation. Clearly, the SACs represent a very high priority within the Bureau as that agency strives to build a national understanding of crime and criminal justice through the glimpses provided by each individual state.

Is the Ohio SAC remarkably different from its forty-seven counterparts throughout the Nation and territories? The answer can be gleaned from a recent report by the staff of the Criminal Justice Statistics Association, a national, Washington-based association composed of the state SAC directors. That report, "State of the

FIGURE 5

LOCATIONS WITHIN STATE GOVERNMENTS (38 SACs)

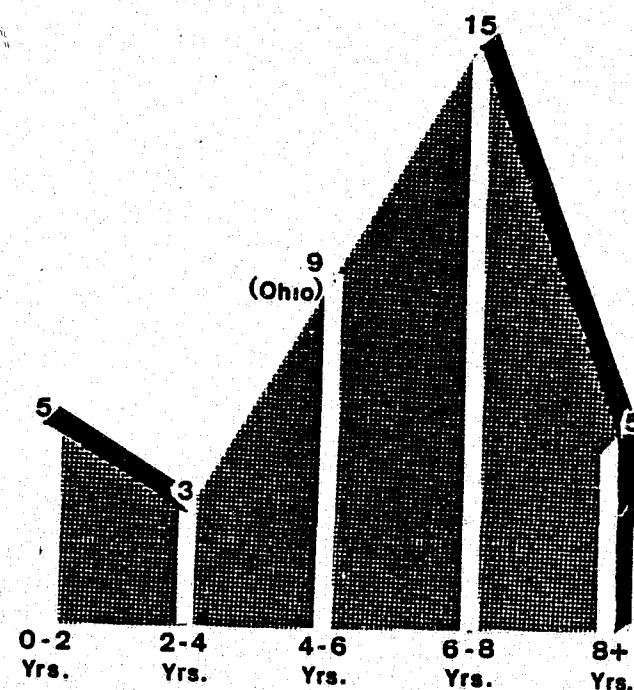


States: Statistical Analysis Center" (July, 1982),* analyzed many operational aspects of the SACs, and provides an excellent background against which Ohio's SAC can be viewed.

SACs can be found in all areas of state government, though usually within an agency ultimately accountable to the governor. A plurality (47%) of these exist within state criminal justice councils, not surprising since these councils represented the old Law Enforcement Assistance Administration (LEAA) network of which the Bureau of Justice Statistics was a part. However, a 1980 survey found that 75% of the SACs were at that time so situated, indicating that many are finding other host agencies in the wake of LEAA's demise during that same year (see Figure 5). In Ohio, the SAC continues to exist within the state criminal justice council (Office of Criminal Justice Services) which, in turn, is located within the Department of Development's Community Development Division.

FIGURE 6

SACs IN THE U.S.:
YEARS IN EXISTENCE



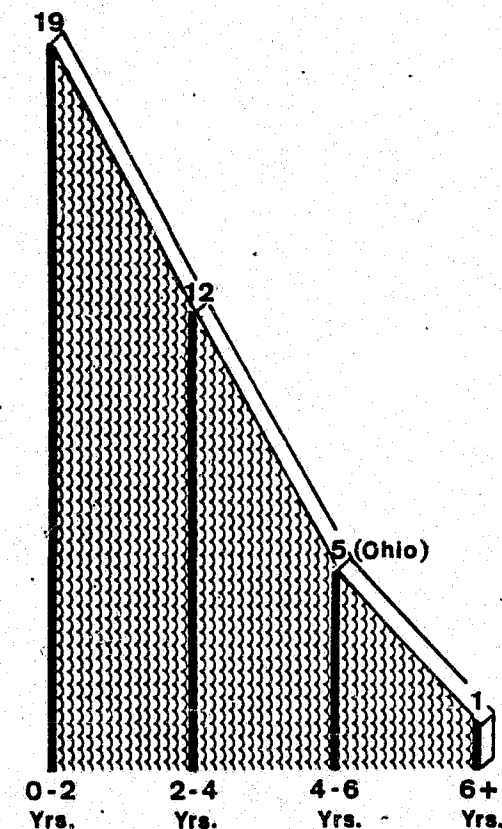
* The study was based on a survey of the SACs which achieved an 86% response rate.

Ohio is not especially notable for the longevity of its SAC. It is currently in its sixth year of operation, but at least half of the other SACs have been in existence that long (see Figure 6).

The same cannot be said, however, about the tenure of the SAC director.* The survey found only one SAC director in the Country (Arkansas) with appreciably longer service than that of the Ohio director who, in 1983, will begin his sixth year in that capacity.

FIGURE 7

TENURE OF 37
STATE SAC DIRECTORS



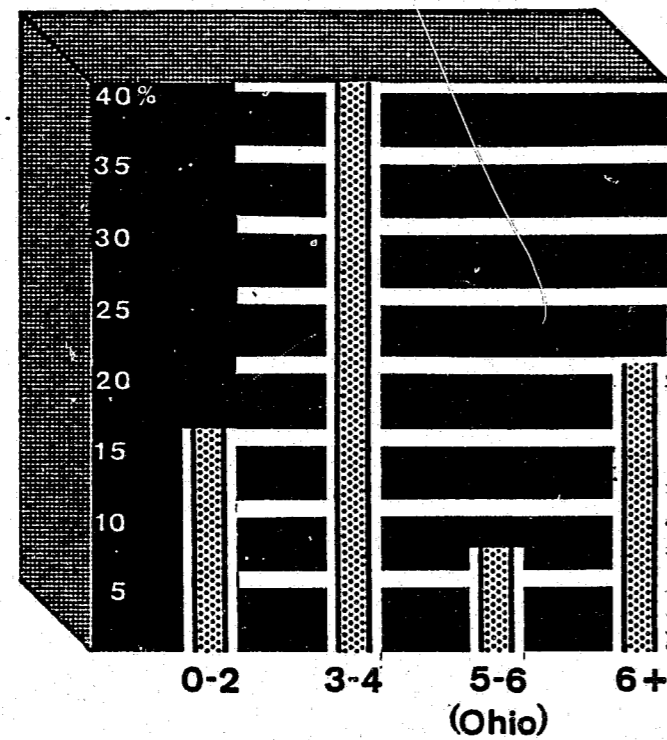
As might be expected, Ohio's SAC is larger than most, in terms of staff size, but not to the degree that would be dictated by a straight ranking based on state populations. Whereas Ohio is the Nation's sixth largest state, at least eleven states have larger SAC units (i.e., although only 10% of the states have larger populations than Ohio's, 30% maintain larger SAC staffs). Perhaps the main reason for

* The term, "SAC director," is a federal designation and does not match up well with the nomenclature of state government.

this difference is that several SACs are responsible for functions such as the Uniform Crime Reporting Program and Computerized Criminal Histories Program, both of which are administered by other agencies in Ohio. At any rate, Ohio's SAC staff size is sufficient for the task at hand.

FIGURE 8

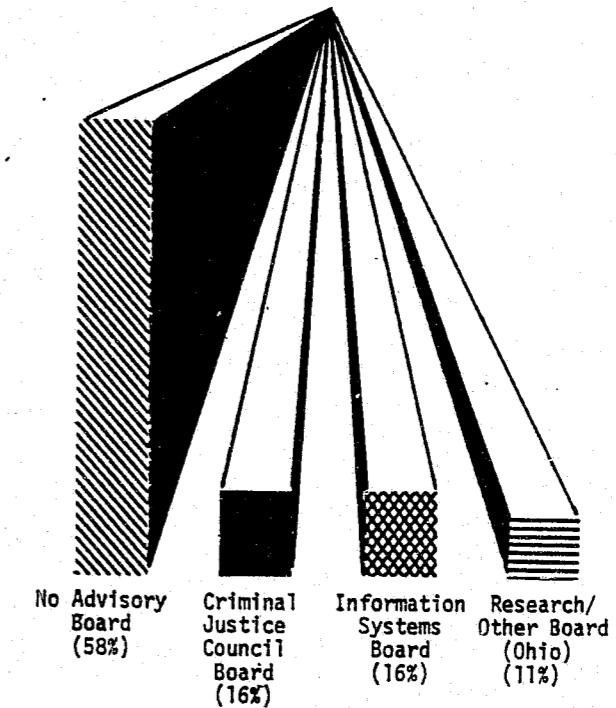
% OF SACS WITH STAFF SIZES OF:



The point at which SACs demonstrate the greatest administrative diversity seems to be their use or nonuse of advisory boards. Most SACs (58%, see Figure 9) have no such boards in existence, while some others (16%) simply utilize the broader coverage of their parent agency's board (i.e., the criminal justice council). A third group (16%) convene criminal justice information system advisory boards, with many of these probably responsible for the additional information system programs noted earlier. The Ohio SAC Advisory Board is one of the remaining few in the Nation specifically created to function as a support tool for the SAC in addressing purely research needs.

FIGURE 9

TYPES OF SAC ADVISORY BOARDS



A final area of comparison between Ohio and her sister SACs in the United States concerns areas of research. Because there tends to be considerable diversity in the research needs of each state (Ohio's unique needs have already been analyzed earlier in this report), there are no topics which must be or are being addressed by all of the SACs. However, eight issues were identified in the survey as possessing general SAC research potential, and these were ranked by the SACs in terms of participation. These rankings, as reflected in the following table, reflect that better than three-fourths of the SACs are involved in analyzing "Crime and Arrest Trends," while 55% are doing some kind of corrections-oriented research. However, none of the remaining six areas drew the research attention of even half of the surveyed SACs, with participation dropping as low as 11% for "Victimization; Crime Surveys; Citizen Attitudes."

MAJOR SUBJECT AREAS INVESTIGATED BY SACs
SINCE JULY 1, 1980

<u>SUBJECT AREA</u>	Percent of all SACs Involved	Ohio SAC's Involvement
Crime and Arrest Trends	79%	yes (in progress)
Local Jails, Prison; Parole and Probation; Alternatives to Incarceration; Recidivism	55%	yes (in progress)
Special Studies; Response to Requests	45%	yes
Offender Processing Statistics; Trends in System Processing	29%	yes (in progress)
Prosecution; Courts, Judiciary; Sentencing	29%	yes
Management and Administrative Statistics; Task Analysis; Budgeting	29%	yes
Juvenile Justice	24%	yes (in progress)
Victimization; Crime Surveys; Citizen Attitudes	11%	yes

It is worth noting that, as of this writing, the Ohio SAC is or has been involved in every one of the eight research areas identified in the survey, and that at least one written report (often more) is or will be available in each subject area within the next 12-18 months.

Future Direction

Because of the still young state of the art in state-level research relating to crime and criminal justice, the Ohio SAC anticipates that:

1. there will be an increasing number of SAC research users;
2. SAC research will move more heavily into offender tracking, prison population analysis, and other areas which, for reasons of data accessibility and other priorities, were not pursued during the past five years;
3. SAC will continue to receive special research grants from the Bureau of Justice Statistics;
4. policy makers will place even greater reliance upon criminal justice research, especially in light of times which demand greater effectiveness and cost accounting in the administration of criminal justice; and,
5. the SACs will corporately play an increasingly important role in determining federal policy with regard to criminal justice research.

All of these factors will give the Ohio SAC an opportunity to expand its role as an actor in Ohio's criminal justice community.

END