

The author(s) shown below used Federal funds provided by the U.S. Department of Justice and prepared the following final report:

Document Title: Domestic Violence and Sexual Assault Data Resource Center

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Document No.: 221533

Date Received: February 2008

Award Number: 2004-WG-BX-0012

This report has not been published by the U.S. Department of Justice. To provide better customer service, NCJRS has made this Federally-funded grant final report available electronically in addition to traditional paper copies.

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Domestic Violence and Sexual Assault Data Resource Center

Final Report

September 2007



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Acknowledgments

The Justice Research and Statistics Association would like to thank the Statistical Analysis Center Directors, Uniform Crime Reporting Program Managers, and Coalition staff for taking the time to provide the information found in the Resource Center.

JRSA would also like to thank Nicole D. Gaskin-Laniyan, National Institute of Justice, for her patience, guidance, and support of this effort.

This report was prepared by Lisa Walbolt Wagner, Project Manager, under the direction of JRSA Research Director Stan Orchowsky.

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This document was prepared by the Justice Research and Statistics Association (JRSA) under NIJ grant 2004-WG-BX-0012. The opinions, findings, and recommendations expressed in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

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Abstract

The Justice Research and Statistics Association received a grant from the National Institute of Justice to document the status of domestic violence and sexual assault data collection in the states. The information was collected by interviewing individuals in agencies most likely to collect, use, or report domestic or sexual violence or stalking data in all 50 states and the District of Columbia. Questionnaires were developed for state Uniform Crime Reporting (UCR) Unit program managers (with separate questions for incident-based states), Statistical Analysis Center (SAC) directors, and domestic and sexual violence coalitions and state government agencies. These individuals were also asked to identify other agencies or individuals in the state involved in the collection or use of domestic violence, sexual assault, or stalking data. A total of 304 telephone questionnaires were conducted.

In order to provide the information to the widest audience possible, a Web site was created. Named the Domestic Violence and Sexual Assault Data Resource Center (DVSA-DRC), the site is accessible from the JRSA home page (<http://www.jrsa.org/dvsa-drc>). The information displayed on the DVSA-DRC includes state profiles, a national summary, projects, bibliographies, a form library, links and contacts, and available data. As information was collected for each state, summaries were created and posted on the DVSA-DRC.

Regarding incident-based law enforcement data in the states, information from the Federal Bureau of Investigation (FBI) shows that 30 states are certified to report National Incident-Based Reporting System (NIBRS) data, while 10 are in the testing phase. Six states are currently developing incident-based systems. Nine states collect information on domestic violence beyond what is required by the FBI; 4 of these states also collect additional information on sexual assault incidents. In these states, agencies complete separate forms for each domestic or sexual assault incident. These forms are then submitted to the state Uniform Crime Reporting program. In some states, completion of these forms is voluntary.

Due to the increased funding made available to service providers, data systems have been implemented in most states. Although these service provider systems may include only those agencies that are receiving grant funding, 48 states have domestic violence data collection systems, while 47 states have sexual violence systems. The majority of these systems collect summary statistics.

In addition to the phone interviews, a case study of the Illinois InfoNet system was conducted by the Illinois Criminal Justice Authority. The final report of this study is also available on the DVSA-DRC Web site.

The amount of information provided for researchers and practitioners on the Center Web site is abundant. Users can easily access the information in a variety of ways, and links are available to provide direct access to the reporting agencies. Nowhere else on the Internet is the information as readily available.

Introduction

The Violence Against Women Act of 1994 specified that a study be conducted on how states collect sexual and domestic violence information. In response to this legislation, the National Institute of Justice (NIJ) asked the Justice Research and Statistics Association (JRSA) to undertake a study of domestic and sexual violence incident data collection by the states. JRSA produced two reports: [*Domestic and Sexual Violence Data Collection*](#) (July 1996) and [*Domestic Violence and Sexual Assault Data Collection Systems in the States*](#) (October 1999). For the first effort, JRSA convened a panel of over 30 experts in domestic violence, sexual assault, and data system development to discuss the development of statewide databases. In addition, JRSA surveyed state Statistical Analysis Center (SAC) directors to obtain information on how domestic violence and sexual assault data were collected in their states.

Based on the results of JRSA's first study, several major types of state data collection systems were identified for more detailed analysis. These types included law enforcement incident-based data, specialized law enforcement data collection systems, and service provider client-based systems. The purpose of the current project is to update and enhance the findings of the first project, which is now over six years old.

Since JRSA's 1999 report, there have been some changes that have the potential to affect the development of state domestic violence and sexual assault databases. These changes include the widespread availability of Services, Training, Officers, Prosecutors (STOP) grants, the ongoing attempt to implement

the National Incident-Based Reporting System (NIBRS), the potential for greater use of victimization surveys to estimate the incidence of domestic violence and sexual assault, and the increased interest in stalking.

The goal of updating the original report is to provide information to researchers, practitioners and members of the public interested in finding, using, or understanding domestic and sexual violence and stalking data. This report, and the Domestic Violence Data Resource Center, the online tool created for this project, does not provide raw data on domestic violence and sexual assault. As explained on the Web site, data is not generally available from states or the federal government, other than in the form of written reports. Similarly, no attempt is made here to evaluate the quality of the data being produced by the states, or to synthesize these data in any way. The report and the Web site do point out strengths and weaknesses of various approaches, but a detailed assessment of individual states' systems is beyond the scope of this effort.

Overview of State Data Collection Systems

The data systems reviewed in this study are divided into two basic types from two basic sources. The systems collect either summary-based or incident- or client-based data. Summary-based are simple counts of different categories of offense or people characteristics. These characteristics cannot be linked back to any specific offense or person, or to each other. So, for instance, you may know the number of victims over 45 and the number of victims who are white, but you do not know the number of victims over 45 who are white. Incident-based

(or client-based) data, on the other hand, provide characteristics of individual offenses or clients so that these details can be linked to each other for analysis.

In this study, two basic sources of data were analyzed – law enforcement and service providers. Due to the nature of domestic and sexual offenses, not all victims file reports with law enforcement agencies, but these victims may seek services. The sources, when combined, may therefore give a more accurate estimate of the prevalence of these offenses.

Law enforcement agencies in all but three states report data to the state Uniform Crime Reporting (UCR) Unit, which then sends the information to the Federal Bureau of Investigation (FBI). In New Mexico, Mississippi, and Indiana, no state-level agency exists and local law enforcement agencies send data directly to the FBI. The FBI requires that information be collected in a uniform manner across states for comparability. In addition to these requirements, data must pass rigorous error checks for inclusion in the national data file. State UCR programs can add data requirements for law enforcement agencies in their states but cannot require less than what is mandated by the FBI.

Service providers typically collect data on clients served by local domestic violence and sexual assault programs. There are currently no national standards defining or outlining the information that is collected, and there is no specified data collection agency across the states. As a result, the information, and the agencies collecting the data, varies from state to state. In most cases, the state domestic violence or sexual assault coalitions gather information from local agencies, as do state government agencies that provide funding.

In neither case are all agencies required to submit data. The UCR program is strictly voluntary, although some funding may be linked to reporting. Service providers normally only submit data when required by the agencies providing funds.

Law Enforcement Systems

The states examined in this study fall into four categories:

- those that collect only summary offense information (21);
- those that collect only incident-based offense information (10);
- those that collect incident and summary information, allowing agencies the option of which to report (20); and
- those that have instituted specialized data collection systems specifically for domestic or sexual violence, in addition to either summary or incident data systems (11).

Most states that accept incident-based data have been certified for the National Incident-Based Reporting System (NIBRS) by the FBI; states that are not certified must convert the incident-based data to summary when reporting to the FBI. Although a standard data set is required, many states have gone beyond this list and require local law enforcement agencies to report additional data elements; these data are removed before data are submitted to NIBRS.

In JRSA's 1999 report, it was noted that incident-based law enforcement data has the potential to provide a great deal of valuable information about the characteristics of domestic violence and sexual assault incidents that are reported to the police. NIBRS requires participants to report a wide variety of detail about each incident being reported; these include, among other things, victim, offender, offense, weapon, and injury characteristics.

At the time data were collected for the 1999 report, only seven states reported the vast majority of crime in the state through NIBRS. A total of 11 states were certified to submit NIBRS data to the FBI, and 44 states reported that they had implemented, or were working toward implementing, NIBRS. Seven years later (as of December 2006), 30 states are NIBRS-certified and 15 others are testing or developing NIBRS. Only 12 states, however, are reporting the vast majority of their crimes through NIBRS, and nationwide approximately 18% of the population is covered by NIBRS agencies. As a result, most NIBRS-certified states allow agencies to submit either incident or summary data.

Service Provider Systems

Since federal and state agencies that fund domestic violence and sexual assault programs require statistical reporting, many states have moved toward the development of systems to capture client and service information. Similar to law enforcement systems, these systems capture either summary-based or client-based information (comparable to incident-based law enforcement systems). Many of these systems were developed using grant funds.

The Violence Against Women Act provides for law enforcement and prosecution grants to states. These grants, which have come to be known as STOP (Services, Training, Officers, Prosecutors) grants, are administered by the Department of Justice's Office on Violence Against Women (formerly the Violence Against Women Office). One of the seven legislatively mandated purpose areas for which STOP funds may be used is developing data systems.

Funding under this purpose area has the potential to improve state and local collection and reporting of domestic violence and sexual assault data.

Victimization Surveys

While victimization surveys as a source of data on domestic violence and sexual assault were discussed in the initial study, their use was not common enough to warrant a detailed review. Several recent developments suggest that the use of victimization surveys be reassessed as a source of data. First, the National Institute of Justice (NIJ) and the Centers for Disease Control and Prevention's (CDC) National Center for Injury Prevention and Control funded the National Violence Against Women Survey (NVAWS), the first national survey that specifically addressed violence against women in a national probability sample (Tjaden & Thoennes, 1998a, 1998b). In addition, the Bureau of Justice Statistics (BJS), which publishes findings from the National Crime Victimization Survey (NCVS), developed a software package that allows individual agencies to replicate the questions and methodology of the NCVS survey at a state or local level.

Stalking

Stalking poses a serious threat to women, and all 50 states have passed some form of antistalking legislation. As Bachman (2000) notes, however, states generally do not have the capacity to monitor stalking incidents. This is also true at the national level, with the NVAWS being the only data collection effort that attempted to assess the magnitude of stalking (Carlson, Worden, van Ryn &

Bachman, 2000). States must rely on victimization surveys or specific offense codes added to incident-based systems to identify instances of stalking.

Methods

Approval for this project was granted by the Office of Justice Programs Institutional Review Board. For the approval letter, see Appendix A.

The information gathered in the initial study was updated by interviewing individuals in the agencies most likely to collect, use, or report domestic or sexual violence or stalking data in all 50 states and the District of Columbia.

Questionnaires were developed for state Uniform Crime Reporting (UCR) Unit program managers (with separate questions for incident-based states), Statistical Analysis Center (SAC) directors, and domestic and sexual violence coalitions and state government agencies. These questionnaires included questions on:

- the status of incident-based data collection for both law enforcement and service providers;
- the status of specialized data collection systems for both law enforcement and service providers;
- the data elements collected;
- the availability of data and reports; and
- the use of victimization surveys.

These questionnaires are available in Appendix B.

Three researchers conducted the interviews over the phone. Where schedules of the respondents did not allow for a telephone interview, the questionnaire was sent via email.

Sample

Phone lists were compiled for the identified contacts. SAC directors, as members of JRSA, were emailed the questionnaire directly. Individuals who did not respond were later interviewed over the phone. A list of state Uniform Crime Reporting Unit program managers was obtained from the Association of State Uniform Crime Reporting Programs (ASUCRP) and a list of coalitions was obtained from the Office on Violence Against Women Web site. In some cases, SAC directors and UCR program managers are the same individual, and one agency may serve as the state coalition for both sexual assault and domestic violence service providers.

As part of the telephone interview, individuals were asked to identify other agencies or individuals in the state involved in the collection or use of domestic violence, sexual assault, or stalking data. Attempts were then made to contact these agencies. Web searches for state information also provided information on pertinent agencies; these were also contacted, when possible.

Response

A total of 304 telephone interviews and email surveys were reviewed; attempts were made to contact an additional 92 agencies with no success. In the SACs, the center directors were interviewed; in the UCR Programs, the UCR program administrator was interviewed. In the service provider agencies, the directors were contacted first, but interviewers were often referred to staff members more familiar with the technical aspects of reporting systems.

The response to the email and telephone questionnaires was slower than anticipated, and several respondents were called multiple times to clarify or verify information. Respondents were called on average of two times before the questionnaire was completed; some were left as many as five messages.

The speed with which respondents returned calls ranged from hours to months. As seen in Table 1, however, most agencies did respond to requests for information. See Appendix C for agency responses by state.

Occasionally, information between respondents differed. For the purposes of this project, agency information that has been confirmed through interviews or is available on agency Web sites is presented. Where interviews were not conducted, information obtained through other agency interviews is presented.

Table 1. Response Rates by Agency Type

Agency Type	Percent Responding
Statistical Analysis Centers	96%
Uniform Crime Reporting Units	92%
Sexual Assault Coalitions	86%
Domestic Violence Coalitions	82%

Note: Many states have combined coalitions; if the coalition was reached, then it was recorded as completed for both coalition types.

Development of the DVSA-DRC

To provide the information collected to the widest audience possible, a Web site was created. Named the Domestic Violence and Sexual Assault Data Resource Center (DVSA-DRC), the site is accessible from the JRSA home page

(<http://www.jrsa.org/dvsa-drc>). The information displayed on the DVSA-DRC includes state profiles, a national summary, projects, bibliographies, a form library, links and contacts, and available data.

User Survey

To gauge the utility of the Center, a pop-up survey was added to the Web site. As users navigated away from the first page, they were asked to complete a short survey asking whether the site is useful, what field they are currently in, and whether they have any information to contribute to the site. If users responded that the site was not useful, a follow-up question asked what would make the site more useful. If the user indicated that he or she has additional information to be included in the Center, the user was prompted to enter an email address.

Illinois Case Study

To illustrate the use of data systems by service providers in the state, the Illinois Criminal Justice Information Authority was awarded a subgrant to document the development and use of the InfoNet system. InfoNet, a victim-based online reporting system used by domestic violence, sexual assault and child advocacy service providers throughout Illinois, has become a model for data collection systems. Using a person identifier, the system collects basic information about clients receiving services and includes a number of other components of use to individual programs' managers.

Developed in 1996 by the Illinois Criminal Justice Information Authority (ICJIA), the Illinois Coalition Against Sexual Assault (ICASA) and the Illinois

Coalition Against Domestic Violence (ICADV), InfoNet standardizes the information collected by service providers and acts as a central repository for statewide victim service data. Currently, 70 domestic violence centers, 38 sexual assault centers and 16 child advocacy centers provide information to the InfoNet system. The report is available from the Domestic Violence and Sexual Assault Data Resource Center. For the technical report on InfoNet, see Appendix E.

Results

Information was received from all 50 states and the District of Columbia. Once the state interviews were completed, the information was summarized for the DVSA-DRC Web site. In some cases, follow-up calls were made to respondents to clarify or collect additional information.

Study Findings

Individuals varied in the amount of information they were able to provide to interviewers. Despite time constraints, most respondents were eager to share information and were responsive to questions. In most cases, the person interviewed was able to provide all of the information outlined in the protocol.

STOP Grants

All states are receiving STOP grants, and several use the money to maintain electronic reporting systems. Arguably one of the biggest advantages of STOP grants for researchers is the requirement that grantees report data to

the granting state agency. Although these data are rarely incident-based, in many cases, the information was not previously collected on a statewide basis. In many states, however, the information collected from service providers is used for internal purposes only and is not made available to the public.

NIBRS

For most agencies, incident-based systems established by law enforcement have taken the place of specialized domestic and sexual assault data reporting requirements. In most cases the incident-based systems capture more data than the previous systems. Four states – Connecticut, Rhode Island, Texas and West Virginia – maintain both an incident-based system and a specialized reporting system for domestic and sexual assault offenses for agencies that continue to report only summary statistics. Since most states do not have 100% of law enforcement agencies reporting via incident-based systems, a number of states continue to collect summary statistics from many agencies in the state, which often do not include a count of stalking offenses or incidents that are domestic in nature. Four states – Kansas, Maine, Missouri, and Oregon – are exceptions; in these states, summary domestic violence information is also collected from summary-reporting agencies. See Table 2 in Appendix D for a list of states reporting summary and incident data.

Victimization Surveys

Despite the availability of victimization survey software packages, no states conduct regular victimization surveys. According to most respondents, this kind of project requires more resources than are generally available.

Stalking

Currently, the FBI does not have a separate offense code for stalking, so these statistics are not reported at a national level. All states, however, have some form of anti-stalking legislation. In the states that are currently certified to report NIBRS or are testing incident-based systems, however, only nine can identify stalking incidents in their law enforcement data at the state level. Two of these can only identify incidents in which there is an arrest and two states only if a Domestic Violence Form is submitted with the incident. See Table 9 in Appendix D for a list of states able to identify stalking incidents.

Use of Data for Reporting

No states reported combining both data sources in published reports; documents are based on only law enforcement or service provider data. Most states produce an annual crime report based on law enforcement data; only seven of these, however, provide incident-based data tables. The bulk of these reports provide summary-based analyses. Eight states include a separate domestic violence section within the annual crime report; all but one of these provide incident-based analyses.

Table 2. State Reports Using Law Enforcement Data

State	DV Section in Crime Report	Stand-Alone DV Report	Stand-Alone SA Report
Colorado	Incident-based	Incident-based	
Georgia		Summary	Summary
Idaho		Incident-based	
Iowa	Incident-based		
Kansas		Both	
Kentucky	Incident-based		
Michigan	Incident-based		
Missouri	Summary		
Nevada		Summary	Summary
New York		Summary	Summary
Rhode Island	Both	Both	Both
Tennessee	Incident-based	Incident-based	
Utah	Incident-based		
West Virginia		Incident-based	Incident-based
Wisconsin			Both

Twenty-one states produce annual reports using service provider data on domestic violence and sexual assault victims; the bulk of these (15) provide summary analyses. Nine states provide quarterly or periodic domestic violence reports and seven produce quarterly or periodic sexual assault reports.

Table 3. State Reports Using Service Provider Data

State	Annual Report	Quarterly/ Periodic Reports	Internal Reports
Alabama			Incident-based
Alaska	Incident-based		
California		Both	
Colorado	Summary		
Connecticut		Summary	Incident-based
DC			Incident-based
Delaware	Summary		
Florida			Incident-based
Illinois			Incident-based
Kansas	Summary		
Maine	Summary		
Maryland	Summary		
Massachusetts	Summary		
Michigan		Incident-based	Incident-based
Minnesota		Summary	
Mississippi	Summary		
Missouri	Summary	Summary	
Montana		Incident-based	
Nebraska	Incident-based		
Nevada		Summary	
New Hampshire	Incident-based		
New Jersey	Incident-based		
New Mexico	Summary		
New York	Summary		
North Carolina	Summary		
North Dakota		Summary	
Ohio	Summary		
Oklahoma		Summary	
Rhode Island	Incident-based		
Texas			Incident-based
Utah	Summary		
Vermont	Summary		
Virginia	Incident-based		
Washington	Summary		

Web Site

The purpose of the DVSA-DRC Web site is twofold: 1) to provide researchers and practitioners a resource that describes agencies are collecting data, what they're collecting, and how they're collecting it and 2) to provide an update to the 1997 project conducted by JRSA.

The amount of information on the Center Web site is abundant. Users can easily access the information in a variety of ways, and links are available to provide a direct connection to the reporting agencies. Nowhere else on the Internet is such information as readily available.

The choice of a Web-based format was made to allow for easy access to the materials, as well as an effortless way to update the material as needed. The disadvantage to this format, however, is that the information will need to be updated regularly as agency Web sites change and links expire.

JRSA has received permission from the Bureau of Justice Statistics (BJS) to support maintenance of the Web site via BJS' State Justice Statistics grant to JRSA, which provides resources to JRSA in support of the state SACs. JRSA has also met with the Office on Violence Against Women (OVW) about supporting the continuation and expansion of the Web site, and JRSA will be applying for funds to do so under OVW's FY 2008 Technical Assistance Program.

State Profiles

After the three main agency types (SAC, UCR, and coalitions) and any other referred agencies in a state were contacted, the information was

summarized and posted on the DVSA-DRC. The state profiles include an overview; summary; a list of projects, including relevant links; links to available reports by offense type; links to the forms used to collect data by collecting agency; links to available data; and finally, links to agencies. Once the profiles were available online, interview participants were asked to review the information and provide any corrections.

Information for agencies that did not respond to requests for interviews was gathered from Web sites or through other agency interviews and posted on the state pages; this information included agency contact information, available reports, and any statistics available on agency Web sites. Emails were again sent to respondents asking for corrections and updates. For agencies that did not respond to the interview requests, emails were sent to generic agency addresses found on Web sites, also asking for corrections and updates. Emails continue to be sent to respondents on a regular basis asking for updates; staff also conduct Web searches of agency Web sites for new projects, reports, and data.

National Summary

After the state profiles were completed and made available on the DVSA-DRC, a national summary was created, including tables comparing states on a variety of topics. Comparisons include domestic violence legislation, NIBRS status, and data collection system specifics. These tables are shown in Appendix D.

State Legislation

All states have some kind of legislation that defines domestic or intimate partner violence. The definition, however, ranges widely across states. In most states, the definition of “domestic or intimate partners” includes those who have ever had some kind of romantic relationship, regardless of gender and cohabitation status. Several, however, limit the definition to couples who have lived together or share a child. See Table 1 in Appendix D for a description of state domestic violence legislation.

Projects

Agency projects, as described during interviews and from Web searches, are presented with links to project Web sites, where available. Listings can include research and descriptive analyses related to domestic violence and sexual assault, state initiatives related to domestic violence and sexual assault, or service-related projects such as community action programs designed to address domestic violence and sexual assault.

Bibliography

Reports were found during Web searches and from visiting Web pages of agencies known to have an interest in domestic or sexual violence and stalking. Respondents were also asked about available reports during the telephone interviews. Those reports are provided in the Bibliography section, listed by subject matter, and available by author, state, and publication date. Users are

also given the opportunity to download the reports, where available, in electronic format.

Form Library

Forms used for data collection by law enforcement and service providers at both the state and national level are available for users to download. Many are posted on agency Web sites; some were scanned and posted on the DVSA-DRC.

Links and Contacts

All of the agencies that participated in the interviews are listed in the Links and Contacts section, with links to the agency Web sites. Other agencies, identified either via Web searches or through interviews, are also included to give users the full range of agencies that are gathering, using, or reporting general crime, domestic violence, sexual assault, and stalking data.

Data

Many agencies provide statistics on their Web sites; some provide data tables or downloadable files. Although these data are seldom current, users are directed to what is available, with a disclaimer that JRSA is not responsible for the accuracy or timeliness of the data.

User Survey

As of April 2007, 156 pop-up Web surveys have been completed. A summary of responses is provided in Table 4. Roughly 78% of respondents find the site useful; respondents who work in law enforcement and state government are most likely to report that the site is useful.

Only 12 of the “not useful” respondents included a suggestion for making the site more useful. Six of these suggestions referred specifically to the availability of current data linked to by the DVSA-DRC.

Table 4. User Web Survey Results

Agency Type	Site Was Useful	Site Was Not Useful	Total
Research	21 (72%)	8 (28%)	29
Victim Services	19 (61%)	12 (39%)	31
State Agency	10 (83%)	2 (17%)	12
Law Enforcement	7 (100%)	0 (0%)	7
Other	58 (84%)	11 (16%)	69

Note: Respondents that did not answer the agency type question are excluded.

Discussion

While not every agency in the states was interviewed for this project, information is available for every state. When agencies did not respond to requests for interviews, information was gathered from agency Web sites and from other agencies for the state profiles. In these cases, however, it can be

assumed that the state profiles are not complete. The tables and summary found here represent those agencies that agreed to participate.

The tables created in the 1999 report were replicated for this project, with notable changes. As can be seen in Table 5, there are considerably more data collection systems in place than in 1999; the biggest increases are in the number of law enforcement agencies now submitting incident-based data to the state and the number of service provider systems that have been implemented. According to the FBI, 13 additional states (AZ, AR, DE, KS, KY, LA, ME, MO, MT, NH, OR, RI, SD) are now certified to report NIBRS data, while eight (IN, NJ, NM, NY, NC, OK, PA, WA) have moved to the testing phase. Two states (NV, WY) are no longer planning incident-based reporting systems.

Table 5. Changes in Data Collection Systems

		1999	2007
NIBRS	Certified	17	30
	Testing	-	10
	Planned or Developing	39	6
Domestic Violence	Law Enforcement Specialized Incident-Based	14	11
	Law Enforcement Specialized Summary	9	9
	Service Provider Client-Based	6	14
	Service Provider Summary	10	34
Sexual Violence	Law Enforcement Specialized Incident-Based	2	2
	Law Enforcement Specialized Summary	1	4
	Service Provider Client-Based	8	18
	Service Provider Summary	9	29

While it was anticipated that incident-based reporting would replace the specialized incident-based law enforcement systems, most of these are still in place due to partial reporting in the states. Since most states (24 of 30) have under 90% of their law enforcement agencies reporting incident-based data, these specialized systems have been retained to allow the law enforcement agencies still reporting summary statistics to provide incident-based data for domestic, and in three states, sexual violence offenses.

Due to increased funding, data systems have been implemented in most states. Although these systems may be available only to those agencies that are receiving the grant funds, 48 states now have domestic violence data collection systems, while 47 states have sexual violence systems. The bulk of these systems collect only summary statistics, but the amount of information available has sharply increased since JRSA's last report in 1999.

Law Enforcement Summary-Based Reporting Systems

Law enforcement data are widely available, either from the FBI or the state UCR program. Since summary data do not provide offense or victim characteristics, however, these data offer little information on domestic and sexual violence incidents other than the number reported to law enforcement. The focus of this project, therefore, was on the availability of incident-based data.

Law Enforcement Incident-Based Crime Reporting Systems

At the date of publication, 30 states have been certified by the FBI to report incident-based data. Ten states are currently testing incident-based systems and 5 states and the District of Columbia are in the planning or development stage. Six of these states have systems that cover at least 90% of the population; 7 cover 10% or less. Five states have no plans to develop

Table 6. NIBRS Status

Certified States		Testing	Planning or Developing	No Planned Involvement
Arizona	Nebraska*	California*	Alabama*	Alaska
Arkansas	New Hampshire	Indiana	District of Columbia*	Florida
Colorado*	North Dakota*	Mississippi	Hawaii	Georgia
Connecticut*	Ohio*	New Jersey	Illinois	Nevada
Delaware*	Oregon*	New Mexico	Maryland	Wyoming
Idaho*	Rhode Island	New York*	Minnesota	
Iowa*	South Carolina*	North Carolina*		
Kansas*	South Dakota*	Oklahoma*		
Kentucky	Tennessee*	Pennsylvania		
Louisiana	Texas*	Washington*		
Maine*	Utah			
Massachusetts*	Vermont			
Michigan*	Virginia			
Missouri*	West Virginia*			
Montana	Wisconsin*			

* Require data elements in addition to those defined by the NIBRS program.

incident-based systems; however, one agency in Georgia has been independently certified and reports NIBRS data directly to the FBI. The 24 states with under 90% of the population covered by local law enforcement agencies reporting incident-based data accept both summary and incident-based data. Twenty-seven states require data elements in addition to what is required by NIBRS.

Although NIBRS does not have a field to indicate when an offense is domestic in nature, these can be identified using the victim's relationship to the offender, as shown in Table 7. Sexual assault offenses can be identified by the offense code.

Table 7. NIBRS Relationship Codes

Within the Family:	Outside Family but Known to Victim:
Victim was:	Victim was:
Spouse	Acquaintance
Common-law spouse	Friend
Parent	Neighbor
Sibling	Babysittee
Child	Boy/girlfriend
Grandparent	Ex-spouse
Grandchild	Employer
In-law	Employee
Step-parent	Homosexual relationship
Step-child	Victim was otherwise known
Step-sibling	
Other family member	

Specialized Domestic and Sexual Violence Law Enforcement Data Collection Systems: Summary-Based

As can be seen in the left column of Table 8, nine states collect information on domestic violence beyond what is required by the UCR programs for other offenses; four of these states also collect additional information on sexual assault incidents. In these states, agencies complete separate forms for each domestic or sexual assault incident; these forms are then submitted to the UCR program. In some states, completion of these forms is voluntary.

Most of these systems collect information about the offense, victim, and offender; the types of data are shown in Table 9. All of the states except for one produce annual reports; Kansas releases periodic special reports.

Table 8. Law Enforcement Domestic Violence and Sexual Assault Data Collection Systems

Domestic Violence		Sexual Assault	
Summary	Incident	Summary	Incident
California	Connecticut	California	DC
Kansas	DC	Kansas	Rhode Island
Maine	Georgia	Missouri	
Missouri	Illinois	New Mexico	
New Mexico	Maryland		
Oklahoma	Nevada		
Oregon	New Jersey		
Texas	New York		
Washington	Rhode Island		
	Texas		
	West Virginia		

Specialized Domestic and Sexual Violence Data Collection Systems: Incident-Based

As shown in Table 8, 11 states collect statewide incident-based information on domestic violence in addition to what is required by the UCR program; 2 of these also collect incident-based sexual assault data. The information collected in each system is summarized in Table 10. As anticipated, these systems collect more information than the specialized summary data collection initiatives. Ten of these states produce annual reports on domestic violence, while four produce periodic topical reports.

Table 9. Information Captured in Specialized Law Enforcement Summary Reporting Systems

State	Domestic Violence				Both DV/SA		Sexual Assault	
	Maine	Oregon	Texas	Washington	Kansas	Missouri	California	New Mexico
Defining Domestic Violence								
statutory definition	X	X	X	X	X	X	X	X
other								
Information Available								
Victim:								
age/dob	X		X					X
race	X	X	X					X
ethnicity	X	X	X					X
gender	X	X	X					X
relationship	X		X		X	X		X
Offender:								
age/dob	X	X	X					X
race	X	X	X					X
ethnicity	X	X	X					X
gender	X	X	X					X
Other:								
offense type	X	X	X	X	X			X
weapon	X	X	X	X	X		X	X
injury	X		X		X			X
arrest	X	X		X				X
Documents Produced								
Annual Crime Report	X	X	X	X		X	X	X
Special DV/SV Report					X			

Table 10. Information Captured in Specialized Law Enforcement Incident-Based (Non-NIBRS) Reporting Systems

State	Domestic Violence										Both DV/SA	
	Connecticut	Georgia	Illinois	Maryland	Nevada	New Jersey	New Mexico	New York	Texas	West Virginia	D.C.	Rhode Island
Defining Domestic Violence												
statutory definition	X	X	X	X	X	X	X	X	X	X	X	X
other												
Information Available												
Victim:												
age/dob	X		X	X	X	X	X	X	X	X		X
race	X		X	X	X	X	X	X	X	X		X
ethnicity	X		X	X	X	X	X	X	X	X		X
gender	X		X	X	X	X	X	X	X	X		X
relationship	X	X	X	X	X	X	X	X	X	X		X
Offender:												
age/dob	X		X	X	X	X	X	X	X			X
race	X		X	X	X	X	X	X	X		X	X
ethnicity	X		X	X	X	X	X	X	X		X	X
gender	X	X	X	X	X	X	X	X	X		X	X
Other:												
offense type	X	X	X	X	X	X	X	X	X	X	X	X
weapon	X	X	X	X	X	X	X	X	X		X	X
injury	X	X	X	X	X	X	X	X	X	X		X
arrest	X	X	X	X	X	X	X	X		X		X
Documents Produced												
Annual Crime Report	X	X	X	X	X	X	X	X	X	X		
Special DV/SV Report		X			X			X				X

Service Provider Systems

Most of the service provider data collection strategies involve collecting summary counts of incidents and victim types; summary-based domestic violence data collection systems are used in 34 states, while 30 states collect summary sexual assault statistics. As Table 6 in Appendix D shows, however,

most systems collect a wide range of information on the victim, offender, and offense.

Table 11. Service Provider Domestic Violence and Sexual Assault Data Collection Systems

Domestic Violence System		Sexual Assault System	
Summary	Client	Summary	Client
Arkansas	Alabama	Arkansas	Alabama
California*	Alaska	California*	Alaska
Colorado	California*	Colorado	California*
Connecticut	DC	Delaware	Connecticut
Delaware	Illinois	Georgia	DC
Florida	Michigan	Idaho	Florida
Georgia	Montana	Indiana	Illinois
Hawaii	Nebraska	Iowa	Michigan
Idaho	New Hampshire	Kansas	Montana
Indiana	Oklahoma	Kentucky	Nebraska
Kansas	Rhode Island	Maine	New Hampshire
Kentucky	Texas	Maryland	New Jersey
Maine	Virginia	Massachusetts	New Mexico*
Maryland	Wyoming	Minnesota	Oklahoma
Massachusetts		Mississippi	Rhode Island
Minnesota		Missouri	Texas
Mississippi		New Mexico*	Virginia*
Missouri		New York	Wyoming
Nevada		North Carolina	
New Jersey		North Dakota	
New Mexico		Ohio	
New York		Oregon	
North Carolina		Pennsylvania	
North Dakota		South Carolina	
Ohio		South Dakota	
Oregon		Utah	
Pennsylvania		Vermont	
South Carolina		Virginia*	
South Dakota		Washington	
Utah		West Virginia	
Vermont			
Washington			
West Virginia			
Wisconsin			

* Multiple systems in place

Fourteen states collect client-based domestic violence data from service providers, while 18 states collect client-based sexual assault data. The information collected by most of these systems often mirrors the data collected by law enforcement incident-based systems: victim, offender, and offense characteristics. Many also indicate whether the police were notified of the offense, allowing for unduplicated counts of offenses when using these data in conjunction with law enforcement data. The table outlining the information collected by state is available in Appendix D.

Only two states, Arizona and Iowa, do not collect any domestic violence data from service providers; no information is available for Louisiana and Tennessee. Three states – Arizona, Nevada and Wisconsin – do not collect any sexual assault information; again, no information is available for Hawaii, Louisiana, or Tennessee. California has two domestic violence systems in place; the state collects both summary and incident-based data. California, New Mexico and Virginia have both incident and summary systems in place to collect sexual assault service provider data.

Many of the collecting agencies do not provide documentation to the public; just under half (26) of the 54 collecting agencies produce either annual or quarterly reports. Rarely are the data available to the public, but requests for data without identifiers can be made directly to the collecting agencies.

Summary

Both summary and incident data have advantages and disadvantages. While incident-based data provide the most complete information, they are much more complex than summary data and in most cases must be collected in an automated system to be useful. Incident-based (or client-based) data require more time to collect, and automated incident-based systems are more expensive than basic summary systems. The need for data, however, has continued to push agencies toward incident-based data.

NIBRS continues to provide the most promise for comparing both incident rates and victim, offense, and offender characteristics across states. Since the FBI uses standard definitions for offenses and the relationship between the victim and offender, these data are comparable across jurisdictions. Most states have improved upon NIBRS, collecting information beyond what is required and through the use of specialized data collection strategies. More effort is needed to determine where these data can be matched based on comparable definitions across states.

Because of the resources required by local agencies to switch from summary to incident-based systems, most states have a mix of data being submitted. As a result, states must continue to maintain specialized systems to ensure that domestic violence and sexual assault data continue to be collected. It is anticipated that as more agencies switch to NIBRS, the need for these specialized systems will fade; this may be especially true if states modify the

state systems to include additional variables and codes specifically related to domestic violence.

As discussed previously, law enforcement data systems are based on reports filed with police agencies and are therefore limited in their scope. To the extent that domestic and sexual violence are not reported to the police, service provider data, coupled with law enforcement data, provide a much more complete picture of the extent of victimization. In order to facilitate the use of both sets of data, however, these systems must allow for the identification of a primary victim in order to avoid duplication.

While service provider systems have certainly advanced, there remains little standardization among states or agencies on what information is collected. While national grant programs may require standardized information from grantees, these programs themselves differ in what is collected. Agencies that do not receive grant funds often do not report statistics. Until a standardized system can be implemented for all service providers, it will remain difficult to use these data in conjunction with law enforcement data for all but general descriptions of offenses and victims.

Next Steps

While the purpose of this project was to provide a starting point for researchers, the information gathered suggests future steps to enhance and broaden the utility of the Center for researchers, practitioners, and the public. The first step would be to update the information provided on the Center Web site, along with follow up for the agencies that did not respond to the initial questionnaire.

The sources for information focused on the criminal justice and service provider agencies in the states. Additional agencies, however, collect information relative to domestic and sexual violence and stalking. Future endeavors should include other criminal justice agencies, such as those dealing with protective orders prosecution, as well as non-criminal justice sources of data, such as health agencies. Several states have health-related surveillance systems that include domestic and/or sexual violence. These, however, were not included in the focus of this study but may prove to be a valuable source of data.

Questions about funding were not initially included in the interview questionnaire; it would be helpful to identify which agencies in the states are receiving federal grants and, presumably, reporting information based on the requirements of these grants. With this information, researchers could identify the agencies that are required to report, compared with those reporting voluntarily.

The role of the Center is to provide information; analytical review of the information was beyond the scope of the original project. As a result, no analysis or review of the data or reports is provided. It may be helpful to include some analysis that would provide further assistance to Center users. Such analyses could include ratings on the utility of the reports and data based on the sources of information, or study the correlation between state statutes and the information collected by states.

Another key addition would be the accumulation of data in a consistent format. With the development of the National Information Exchange Model (NIEM), it is now possible to create a standardized data set. Acquiring the data from the sources in the Center, without personal victim identifiers, would provide researchers with information not currently available. With such a dataset, true estimates of prevalence may be possible, in addition to a wealth of data for future research questions.

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Appendix A: Institutional Review Board Approval



U.S. Department of Justice

Office of Justice Programs

Washington, D.C. 20531

Stan Orchowsky, Ph.D.
Justice Research and Statistics Association
777 N. Capitol Street NE, Suite 801
Washington DC 20002

January 26, 2005.

Dear Dr. Orchowsky:

The Office of Justice Programs Institutional Review Board (IRB) met on January 25, 2005, to review your request for IRB approval of your project, "Developing an Online Domestic Violence and Sexual Assault Data Resource Center."

In evaluating a project such as yours the IRB first looks to the definitions of research and human subjects as defined in the Common Rule (28 CFR Part 46) to determine if the project under review is included within the definitions. Research is defined in the Common Rule to be "a systematic investigation...designed to develop or contribute to generalizable knowledge." A human subject is defined as "a living individual about whom an investigator ... obtains (1) Data through intervention or interaction with the individual, or (2) Identifiable private information."

The IRB voted unanimously that your project did not constitute research involving human subjects. Persons who will be contacted for this project are being asked about datasets concerned with domestic violence and sexual abuse. It is our understanding that these persons are not asked any personal private information. Nor are they subject to an experiment in which there is interaction or intervention. Hence they are not human research subjects. As such, the project does not meet the definitions of the Common Rule which would require that it be reviewed by an IRB.

If we can be of further assistance on this project or another one, please contact us.

Sincerely,

A handwritten signature in cursive script, reading "Caroline Wolf Harlow".

Caroline Wolf Harlow, Chair
Office of Justice Programs Institutional Review Board

cc: Cheryl Crawford Watson, NIJ Human Subjects Protection Officer

Appendix B: Questionnaires

IBR DV/SA State Agency Questionnaire

1. Does your state collect data elements in addition to what is required by NIBRS? What are they?
2. Does your state have a separate system to collect domestic violence or sexual assault data? What information is collected in the system?
3. How many agencies are reporting NIBRS? Are the agencies not reporting NIBRS reporting any domestic violence or sexual assault statistics?
4. Does your state have statewide legislation defining domestic violence? If so, does this definition include same-sex romantic relationships? Could you please send us (fax or email) the state statutes that define domestic violence, sexual assault and stalking?
5. What are the UCR definitions of domestic violence, sexual assault and stalking?
6. On local law enforcement incident reports, is there a separate check box to indicate domestic violence incidents?
7. Is there a flag in the system data that you get from agencies indicating an incident is domestic? If so, who in the agency makes the determination?
8. Are you aware of any other domestic violence or sexual assault data collection systems in your state?
9. Is there a database of protection orders in your state? If so, who maintains it? Who has access to it?
10. Does your agency share Domestic Violence or Sexual Assault data with other agencies? If so, what agencies?
11. Does your agency share data with researchers or the public upon request? If so, under what requirements?
12. Do you or any other agency publish any specific Domestic Violence or Sexual Assault reports? If so, are they available online?
13. Does your state conduct a victimization survey? If not currently, when was the last one conducted?
14. Does your state collect information on stalking? If so, are these data collected statewide? Are any publications available related to stalking?

Summary DV/SA State Agency Questionnaire

1. Does your state have a separate system to collect domestic violence, stalking, or sexual assault data?

IF YES:

2. Is your agency responsible for the collection? How many agencies are reporting?
3. Is your system automated? What data are captured in the system? Can we get a copy of any forms and instructions used, and a record layout listing the information collected in your system?
4. Is specific information on the person/incident collected, or just counts?
5. Does your agency share Domestic Violence or Sexual Assault data with other agencies? If so, what agencies?
6. Does your agency share data with researchers or the public upon request? If so, under what requirements?

ASK ALL:

7. Does your state have statewide legislation defining domestic violence? If so, does this definition include same-sex romantic relationships? Could you please send us (fax or email) the state statutes that define domestic violence, sexual assault and stalking?
8. On local law enforcement incident reports, is there a separate check box to indicate domestic violence incidents?
9. Are you aware of any (other) domestic violence, stalking, or sexual assault data collection systems in your state?
10. Do you or any other agency publish any specific Domestic Violence or Sexual Assault reports? If so, are they available online?
11. Does your state conduct a victimization survey?
12. Does your state collect information on stalking? If so, are these data collected statewide? Are any publications available related to stalking?

SAC DV/SA Questionnaire

1. If your state is certified, testing, or developing NIBRS, does your state collect additional data elements or codes, beyond those required, that relate specifically to domestic violence or sexual assault? If so, what additional information is collected?
2. For each of the systems and contacts listed below, please indicate if the system still exists and if the contact is still the same:

Specialized law enforcement (DV)

Specialized victim (SA)
3. Are there any other domestic violence or sexual assault data collection systems in your state that are not listed above? If so, please provide name of system, brief description, and contact information.
4. Does anyone in your state conduct victimization surveys on a regular basis? If so, please provide contact information.
5. Are you aware of any localities or regions that have domestic violence or sexual assault data collection systems? If so, please provide name of system and contact information.
6. Are there any specific domestic violence or sexual assault reports published with statewide data? If so, please provide information on the publishing agency (and copies, if available).
7. Do you have the state domestic violence, sexual assault, and stalking statutes? Could you please fax (or email) the relevant sections?
8. Is there a database of protection orders in your state? If so, who maintains it? Who has access to it?
9. Does your state collect information on stalking? If so, are these data collected statewide?
10. Are domestic violence and/or sexual assault prosecution statistics available? From whom?

DV/SA Service Provider Questionnaire

1. Does your state collect statewide statistics on domestic violence/sexual assault?
2. Is your agency responsible for the data collection? How many agencies provide data? Can we get a copy of any forms that are completed (preferably electronic)?
3. How does your agency define (domestic violence / sexual assault)?
4. Is specific information on the person/incident collected, or just counts of domestic violence / sexual assault incidents? If specific information is gathered, what information is collected?
5. Is your system automated? Would it be possible to get a record layout listing the information collected in your system?
6. Do the agencies in the state administer any victim assessments? If so, what is the name of the assessment, and who developed it?
7. Are you aware of any other state or local domestic violence or sexual assault data collection systems in your state? By whom?
8. Do you or any other agency publish any specific Domestic Violence or Sexual Assault reports? If so, can we get copies (preferably electronic) and are they available online?
9. Does your agency share Domestic Violence or Sexual Assault data with other agencies? If so, what agencies?
10. Does your agency share data with researchers or the public upon request? If so, under what requirements?
11. Does your state maintain a database of protection orders that have been issued? If so, who maintains it? Do you know who has access to it?
12. Does your state collect information on stalking? If so, are these data collected statewide? Are there any reports related specifically to stalking?

Appendix C: Agency Responses by State

State	SAC	UCR	DV Coalition	SA Coalition
Alabama	x	x	x	x
Alaska	x	x	x	x
Arizona	x	x	x	
Arkansas	x	x	x	x
California	x	x	x	x
Colorado		x		x
Connecticut	x	x	x	x
Delaware	x		x	x
DC	x	x	x	x
Florida	x	x	x	x
Georgia	x	x	x	x
Hawaii	x	x	x	x
Idaho	x		x	x
Illinois	x	x		
Indiana	x	NA		
Iowa	x	x	x	x
Kansas	x	x	x	x
Kentucky	x	x	x	x
Louisiana	x	x		
Maine	x	x	x	x
Maryland		x	x	x
Massachusetts	x	x	x	x
Michigan	x	x	x	x
Minnesota	x	x		x
Mississippi	x	NA	x	x
Missouri	x	x	x	x
Montana	x	x	x	x
Nebraska	x	x	x	x
Nevada	x	x	x	x
New Hampshire	x	x	x	x
New Jersey	x	x	x	x
New Mexico	x	NA	x	x
New York	x	x		x
North Carolina	x	x	x	x
North Dakota	x	x	x	x
Ohio	x	x	x	x
Oklahoma	x	x	x	x
Oregon	x	x	x	x
Pennsylvania	x	x	x	x
Rhode Island	x	x	x	x
South Carolina	x		x	x
South Dakota	x	x	x	x
Tennessee	x	x		
Texas	NA	x	x	x
Utah	x	x		x
Vermont	x			
Virginia	x	x	x	x
Washington	x	x	x	x
West Virginia	x	x	x	
Wisconsin	x	x	x	x
Wyoming	x		x	x

Appendix D: Data Tables

Table 1. Domestic Violence Legislation

State	Statute	Excludes Same-Sex Rel	Excludes Dating Rel*	Requires Sexual Rel
Alabama	13A-6-130			
Alaska	18.66.990			
Arizona	13-3601		x	
Arkansas	9-15-103			
California	FC 6209-6211			
Colorado	13-14-101			
Connecticut	815a, 46b-15			
Delaware	Title 10:9:III, § 1041	x	x	
DC	16-1051			
Florida	741-28		x	
Georgia	§19-13-1		x	
Hawaii	§586-1			
Idaho	39-6303			
Illinois	725 ILCS5/112A-3			
Indiana	IC 31-9-2-44.5			
Iowa	236.2			
Kansas	21-3412a		x	
Kentucky	403.72		x	
Louisiana	RS14:35.3	x	x	
Maine	19-A:§4002			x
Maryland	§4-513		x	
Massachusetts	209A,1			
Michigan	400 Act 389			
Minnesota	518B.01			
Mississippi	§97-3-7			
Missouri	455.01			
Montana	45-5-206	x		
Nebraska	28-323			
Nevada	NRS 33.017			
New Hampshire	XII:173-B:1			
New Jersey	2C:25-19			
New Mexico	40-13-2			
New York	SOS 6-A,459-a			
North Carolina	§50B-1	x		
North Dakota	14-07.1			
Ohio	§3113.31		x	
Oklahoma	22,60-1			
Oregon	107.7			x
Pennsylvania	23, §6101			
Rhode Island	§12-29-2			
South Carolina	20-4-20	x	x	
South Dakota	25-10-1		x	
Tennessee	39-13-111		x	
Texas	4.71.001			
Utah	30-6-1		x	
Vermont	15 VSA § 1101			
Virginia	§18.2-57.2		x	

*Except for current/former cohabitation or shared child

Table 1. Domestic Violence Legislation (con't)

State	Statute	Excludes Same-Sex Rel	Excludes Dating Rel*	Requires Sexual Rel
Washington	RCW 26.50.010			
West Virginia	§61-2-28			
Wisconsin	968.075		x	
Wyoming	35-21-101			

**Except for current/former cohabitation or shared child*

Table 2. State Data Collection Systems

State	NIBRS				Domestic Violence				Sexual Violence			
	Certified	Testing	Planned or Developing	Percent of Population Covered	Law Enforcement - Specialized Incident-Based	Law Enforcement - Specialized Summary	Service Provider - Client-Based	Service Provider - Summary	Law Enforcement - Specialized Incident-Based	Law Enforcement - Specialized Summary	Service Provider - Client-Based	Service Provider - Summary
Alabama			x	1%			x				x	
Alaska							x				x	
Arizona	x			3%								
Arkansas	x			70%				x				x
California		x				x	x	x		x	x	x
Colorado	x			48%				x				x
Connecticut	x			46%	x			x			x	
Delaware	x			42%				x				
DC			x		x		x		x		x	
Florida								x			x	
Georgia					x			x				x
Hawaii			x					x				
Idaho	x			96%				x				x
Illinois			x		x		x				x	
Indiana		x						x				x
Iowa	x			94%								x
Kansas	x			72%		x		x		x		x
Kentucky	x			6%				x				x
Louisiana	x			9%								
Maine	x			12%		x		x				x
Maryland			x		x			x				x
Massachusetts	x			72%				x				x
Michigan	x			77%			x				x	
Minnesota			x					x				x
Mississippi		x						x				x
Missouri	x			0%		x		x		x		x
Montana	x			97%				x			x	
Nebraska	x			36%				x			x	
Nevada					x			x				
New Hampshire	x			84%				x			x	
New Jersey		x			x			x			x	
New Mexico		x				x		x		x	x	x
New York		x			x			x				x
North Carolina		x						x				x
North Dakota	x			98%				x				x
Ohio	x			48%				x				x
Oklahoma		x				x		x			x	
Oregon	x			24%		x		x				x

Table 2. Data Collection Systems (con't)

State	NIBRS				Domestic Violence				Sexual Violence			
	Certified	Testing	Planned or Developing	Percent of Population Covered	Law Enforcement - Specialized Incident-Based	Law Enforcement - Specialized Summary	Service Provider - Client	Service Provider - Summary	Law Enforcement - Specialized Incident-Based	Law Enforcement - Specialized Summary	Service Provider - Client	Service Provider - Summary
Pennsylvania		x						x				x
Rhode Island	x			83%	x		x		x		x	
South Carolina	x			73%				x				x
South Dakota	x			64%				x				x
Tennessee	x			73%								
Texas	x			10%	x	x	x				x	
Utah	x			60%				x				x
Vermont	x			98%				x				x
Virginia	x			56%			x				x	x
Washington		x				x		x				x
West Virginia	x			100%	x			x				
Wisconsin	x			4%				x				x
Wyoming							x				x	
TOTAL	30	10	6		11	9	14	34	2	4	18	29

Table 3. Documents Produced Using Law Enforcement Data

State	Annual Crime Report*	DV Section in Annual Crime Report*	Special DV Report*	Special SA Report*
Arizona	B			
Arkansas	B			
Colorado	B	I	I	
Connecticut	B			
Delaware				
Idaho	B		I	
Iowa	I	I		
Kansas	B		B	
Kentucky	B	I		
Louisiana	S			
Maine	S			
Massachusetts	I			
Michigan	I	I		
Missouri	S	S		
Montana	B			
Nebraska	B			
New Hampshire	B			
North Dakota	S			
Ohio	B			
Oregon	B			
Rhode Island	B	B		
South Carolina	I			
South Dakota	B			
Tennessee	I	I	I	
Texas	B			
Utah	B	I		
Vermont	B			
Virginia	I			
West Virginia	I			
Wisconsin	B			B

* I = Incident-based; S = Summary; B = Both

Table 4. Information Captured in Specialized Law Enforcement Incident-Based (Non-NIBRS) Reporting Systems

State	Domestic Violence										Both DV/SA	
	Connecticut	Georgia	Illinois	Maryland	Nevada	New Jersey	New Mexico	New York	Texas	West Virginia	D.C.	Rhode Island
Defining Domestic Violence												
statutory definition	X	X	X	X	X	X	X	X	X	X	X	X
other												
Information Available												
Victim:												
age/dob	X		X	X	X	X	X	X	X	X		X
race	X		X	X	X	X	X	X	X	X		X
ethnicity	X		X	X	X	X	X	X	X	X		X
gender	X		X	X	X	X	X	X	X	X		X
relationship	X	X	X	X	X	X	X	X	X	X		X
Offender:												
age/dob	X		X	X	X	X	X	X	X			X
race	X		X	X	X	X	X	X	X		X	X
ethnicity	X		X	X	X	X	X	X	X		X	X
gender	X	X	X	X	X	X	X	X	X		X	X
Other:												
offense type	X	X	X	X	X	X	X	X	X	X	X	X
weapon	X	X	X	X	X	X	X	X	X		X	X
injury	X	X	X	X	X	X	X	X	X	X		X
arrest	X	X	X	X	X	X	X	X		X		X
Documents Produced												
Annual Crime Report	X	X	X	X	X	X	X	X	X			
Special DV/SV Report		X			X			X				X

Table 5. Information Captured in Specialized Law Enforcement Summary Reporting Systems

State	Domestic Violence				Both DV/SA		Sexual Assault	
	Maine	Oregon	Texas	Washington	Kansas	Missouri	California	New Mexico
Defining Domestic Violence								
statutory definition	X	X	X	X	X	X	X	X
other								
Information Available								
Victim:								
age/dob	X		X					X
race	X	X	X					X
ethnicity	X	X	X					X
gender	X	X	X					X
relationship	X		X		X	X		X
Offender:								
age/dob	X	X	X					X
race	X	X	X					X
ethnicity	X	X	X					X
gender	X	X	X					X
Other:								
offense type	X	X	X	X	X			X
weapon	X	X	X	X	X		X	X
injury	X		X		X			X
arrest	X	X		X				X
Documents Produced								
Annual Crime Report	X	X	X	X		X	X	X
Special DV/SV Report					X			

Table 6. Characteristics of Service Provider Client-Based Systems

Note: *This table is too large to fit in this document. Please click on the icon below to open the file.*



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Table 7. Characteristics of Service Provider Domestic Violence-Only and Sexual Assault-Only Summary Systems

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Table 8. Characteristics of Service Provider Summary Systems that Collect Both Domestic Violence and Sexual Assault Information

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Table 9. Ability of Incident-Based States to Identify Stalking in Law Enforcement Data

State	NIBRS Status [†]	Can Identify Stalking	State	NIBRS Status [†]	Can Identify Stalking
Arizona	C		New Jersey	T	x***
Arkansas	C		New Mexico	T	
California	T		New York	T	
Colorado	C		North Carolina	T	
Connecticut	C		North Dakota	C	x
Delaware	C	x	Ohio	C	
Idaho	C		Oklahoma	T	
Indiana	T		Oregon	C	
Iowa	C	x*	Pennsylvania	T	
Kansas	C		Rhode Island	C	x***
Kentucky	C		South Carolina	C	
Louisiana	C		South Dakota	C	
Maine	C		Tennessee	C	x
Massachusetts	C		Texas	C	
Michigan	C		Utah	C	
Mississippi	T		Vermont	C	x**
Missouri	C		Virginia	C	
Montana	C	x	Washington	T	
Nebraska	C	x**	West Virginia	C	
New Hampshire	C		Wisconsin	C	

† C = Certified; T = Testing

* Difficulty with completeness of data

** For arrests only

*** Only if Domestic Violence Form is submitted

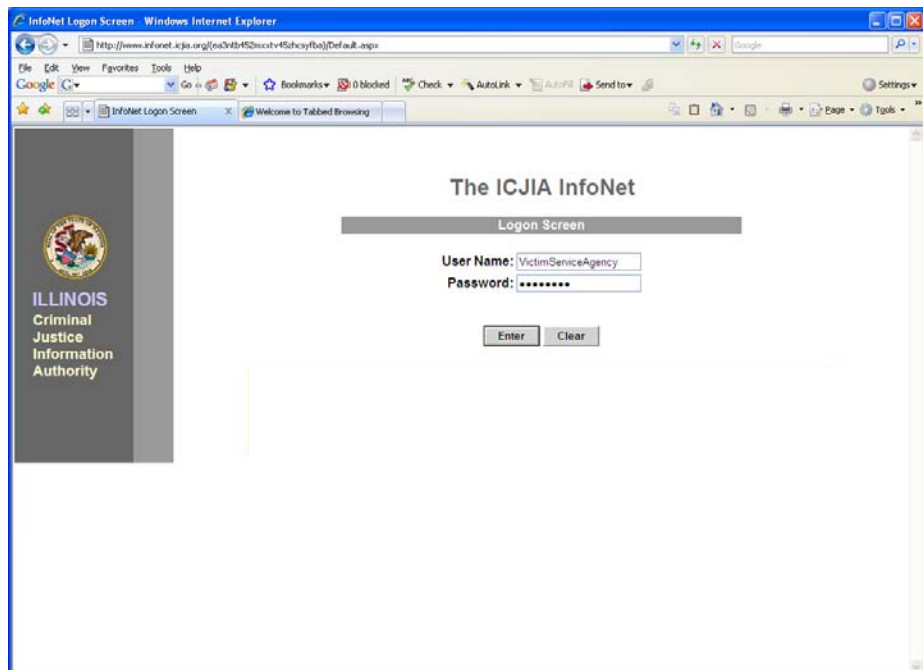
Appendix E: Illinois Project Final Report

ICJIA

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INFONET: The development, implementation, and operation of a web-based information system for victim service providers in Illinois



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This project was supported with funds from subaward # IL16-2005-001 awarded to the Illinois Criminal Justice Information Authority by the National Institute of Justice, U.S. Department of Justice, through the Justice Research & Statistics Association. Points of view or opinions contained within this document do not necessarily represent the official position or policies of the U.S. Department of Justice or the Justice Research & Statistics Association.

**INFONET:
The development, implementation,
and operation of a web-based
information system for victim service
providers in Illinois**

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I. An overview of InfoNet

What is InfoNet?

InfoNet (information network) is a web-based data collection and reporting system used by victim service providers in Illinois. It is a state-of-the-art system that has been recognized nationally for using the latest technologies for facilitating data collection and reporting. The initial development and implementation of the system was a collaborative effort between the Illinois Criminal Justice Information Authority (ICJIA), the Illinois Coalition Against Sexual Assault (ICASA) and the Illinois Coalition Against Domestic Violence (ICADV). Since 2004, InfoNet has grown to include partnerships with the Illinois Department of Human Services (IDHS) and the Children's Advocacy Centers of Illinois.

The purpose of InfoNet is to maintain a statewide system that:

- Standardizes data collection and reporting, thereby improving the ability to analyze information statewide, regionally, and locally;
- Provides a central repository for statewide victim service data;
- Facilitates mandatory reporting for victim service agencies that receive grants from multiple funding agencies – which often require different types of information across funding agencies; and
- Facilitates program planning for improving services and system response to victims.

What data are collected in InfoNet?

Basic information about all clients – victims and significant others – who receive service from an agency is entered into InfoNet, including demographic, health insurance, employment, education, marital status, income source, referral source, and special needs. The type of victimization, or presenting issue, and severity of abuse is also captured, as well as victim interactions with court and health care systems. User agency staff also enter information about the offender's involvement with the criminal justice system, including arrest, charge, case disposition, and sentencing information. Information is added to a client's record over time, creating a history of services and events. Information that could be used to identify a client, such as name or birth date, is not entered into InfoNet. Rather, a unique number is used to track each client.

Agencies also enter services provided by staff and volunteers, including direct client services, hotline contacts and outreach efforts such as training, education and system advocacy. Administrative information entered into InfoNet includes details about staff funding sources, which is used to generate reports that reflect grant specific information.

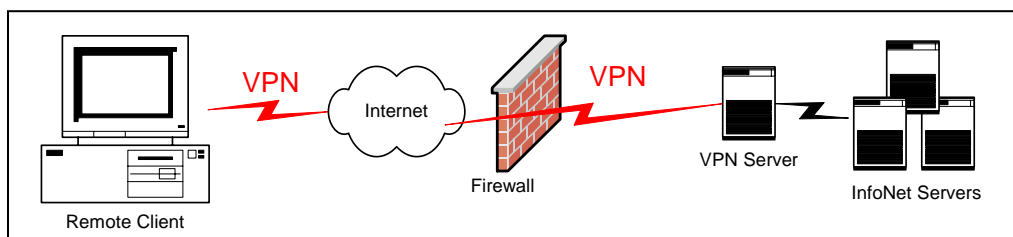
How is the system structured?

Remote users access a centralized database at ICJIA using a web-browser. Data are transmitted between users and the ICJIA database via a high-speed Internet connection. Several levels of security have been built into the system, including

password-protected logons and a virtual private network (VPN) that utilizes data encryption to securely transfer data over the Internet.

This centralized system shifts technical responsibility from victim service agencies, which often have little or no resources for information technology, to technical professionals at the ICJIA. Victim service agencies can use InfoNet at no cost; they are responsible only for obtaining a computer, a high-speed Internet connection, and a web-browser.

Diagram of InfoNet System Structure



Who uses InfoNet?

Three types of agencies utilize InfoNet – domestic violence centers, sexual assault centers, and child advocacy centers. All the data are maintained in the same database, but data elements and user interfaces are tailored to the unique needs of each agency type. As of this report’s printing, 70 domestic violence centers, 38 sexual assault centers and 16 child advocacy centers access InfoNet from 194 sites throughout Illinois. InfoNet is available to ICASA and ICADV member agencies, as well as domestic violence programs that receive grant funds from the Illinois Department of Human Services. In addition, ICJIA has partnered with the Children's Advocacy Centers of Illinois to make InfoNet available for child advocacy centers in Illinois.

How do agencies use the data?

InfoNet includes a comprehensive set of reporting tools that facilitate data mining and analysis. These tools include standard reports that meet state and federal reporting requirements, as well as management reports and data filters that assist case tracking and staff management. InfoNet reports are also utilized on a local, regional and state level to identify emerging trends and to target limited resources for victim services where they are most needed.

How much data have been entered in InfoNet to date?

At the date of this printing, InfoNet contains nearly ten years of client level data, totaling more than one half million client records and seven million service contacts.

II. History

The primary impetus for InfoNet was a desire by ICJIA to obtain a better, more complete picture of emerging trends and needs such as service gaps or under or unserved populations in the area of crime victim services. Being able to better identify such patterns improves the capacity of statewide agencies like ICJIA that are responsible for coordination of victim services to more efficiently target limited resources.

Increase in public resources available for victim services

Over the past three decades, there has been substantial increases of government funding available for victim services. One example is the Victims of Crime Act (VOCA), which was enacted in 1984, and specifies that fines collected from convicted federal offenders be deposited into the national Crime Victims Fund. These monies must be used to improve justice systems' response to crime victims. ICJIA is the state agency responsible for administering the victim assistance portion of VOCA to programs across Illinois. Another example is the Violence Against Women Act or VAWA, enacted in 1994. This legislation also allocates substantial funding for crime victim services, specifically for victims of domestic violence and sexual assault. ICJIA is also the state agency responsible for administering VAWA funds in Illinois.

During the mid-nineties, ICJIA was new to administering Illinois' VAWA funds, which was about four million dollars each year during that time. Although ICJIA had administered VOCA funds for several years by this time, the amount received each year could not be predicted due to how the funds are supported – fines from federal offenders – which made statewide planning more difficult. In 1996, Illinois' VOCA award for victim assistance projects was just over five million dollars. In 1997, the award increased to nearly 17 million. Although this was great news in that more resources became available for victim services, ICJIA (as well as other state administrators of these grant funds throughout the nation) was faced with the important responsibility of ensuring that these additional resources were allocated where they were most needed.

Paucity of meaningful data

Upon recognizing the increased amount of resources ICJIA would need to administer, a planning process was initiated that undertook two primary information gathering steps. The first step was to collect anecdotal information from experts in the field, including staff who have been providing victim services for several years. These folks have a good sense of what the greatest needs are and where service gaps exist. It is important to obtain feedback from experts from different geographical areas of the state, different types of programs, and those who work with different populations.

The second step is to pair this anecdotal information with meaningful data that are collected consistently statewide. As this second step was undertaken, ICJIA recognized that data that could inform decision making with regard to victim services was scarce at best.

Official crime statistics are one source of information used to help identify needs. However, this information sheds light only about those crimes that come to the attention of law enforcement. The National Crime Victimization Survey, which is conducted annually by the U.S Department of Justice, tells us that less than half of all crimes are reported to police.¹ When only domestic or sex crimes are considered, this percentage decreases substantially. Further, Illinois' crime statistics are mostly limited to aggregate numbers of incidents. Thus, nothing is known about the nature of these crimes—who committed them, how and why they were committed, who was victimized, or how these crimes impacted the victims.

Although criminal court data in Illinois are publicly available for the most part, the information yields little to inform decision making about needs or service gaps regarding system response to crime victims. The Administrative Office of the Illinois Courts (AOIC) publishes an Annual Statistical Summary Report, which provides aggregate data on the number of criminal cases filed, disposed of, dispositions, and sentences rendered in Illinois' circuit courts. However, these statistics are only distinguished by felonies and misdemeanors, not by crime type. This is not enough information to examine how system response may differ between domestic, sex, or other violent crimes involving victims compared to other types such as property or drug crimes.

Another way of attempting to shed light about victims who may be in need of services is to seek data from those agencies that provide services to victims. However, victim service agencies had different methods for collecting and reporting data, primarily driven by requirements of individual funders. This made any information received inconsistent and inefficient. Further, several victim service agencies did not have resources to collect automated information. Rather, data were reported by using tally marks and counting files.

Together, the victim service community and ICJIA staff recommended that efforts be undertaken to enhance and improve the quality of victim service information in Illinois. ICJIA board members and the federal Office for Victims of Crime, the federal agency that dispurses VOCA funds to the states, approved that a percentage of Illinois' VOCA victim assistance award be used for the development and implementation of a data collection system for victim service providers.

The original InfoNet

InfoNet was developed between 1996 and 1997 originally as a Microsoft Access database. Copies of the empty database files were provided to ICADV member agencies for staff to begin entering data in October 1997. ICASA member agencies followed closely, beginning data entry in March 1998. Thus, to date of this printing, nearly ten years of case-level victim service data from domestic violence and sexual assault centers have been entered into the InfoNet system. Each agency's database was maintained locally by the agency, but ICJIA staff was responsible for backing up

¹ Catalano, Shannan. *Criminal Victimization, 2005*, National Crime Victimization Survey, Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, September 2006, NCJ 2146444.

database files for each user agency, training, and providing technical assistance. User agencies would send updated databases to ICJIA weekly to back up and maintain statewide data. Since ICJIA was responsible for coordination and administration of more than 100 agency-specific databases, it was challenging to maintain statewide data and provide the necessary assistance to each user agency.

Migration to a web-based system

In 2001, ICJIA hired an information technology consultant to help migrate InfoNet into a centralized, web-based system maintained at ICJIA. This migration allowed the system to be more efficiently coordinated and administered by ICJIA staff, more user friendly for user agency staff, and lessened the technological burdens for user agency staff as they no longer needed to maintain local databases. User agency staff only needed to be responsible for knowing how to enter and retrieve data from the database. They no longer had to be concerned with accidental deletions of records or even their entire database. After release of the web version of InfoNet, information was transmitted between remote users of the system and the central database via a private network that utilizes data encryption to securely transfer information over the Internet.

III. Partnerships

InfoNet could never have been implemented without active partnerships from other agencies responsible for providing and/or coordinating victim services. The success of implementing a statewide data collection and reporting system is so dependent on these partnerships, that an entire section of this report is devoted solely to this discussion.

One of the most positive impacts of InfoNet was that it has fostered collaborations among both statewide and local, as well as government and nonprofit agencies to work together. This collaboration helped avoid duplication in data collection activities and redundancy in analysis and planning efforts, resulting in more efficient coordination of victim service efforts statewide.

It is critical that two types of agencies are actively involved in the development of a statewide system. First and foremost, victim service agency staff – those who provide services to victims and directors of victim service agencies must be co-developers of the system. Second, agencies responsible for statewide or regional coordination of victim service agencies, and particularly those that provide funding for victim service agencies, must also be directly involved.

Victim service agency staff must be included in a partnership to develop a statewide system, because their input is needed to ensure the system is useful to them. One of the most important keys to successfully implementing a statewide system is that the user agencies find the system useful for purposes in addition to fulfilling grant requirements. Their input is also critical for ensuring that the system requirements make business sense.

Statewide or regional agencies responsible for the coordination of victim services also should be active partners in developing user requirements, particularly funding agencies. Different funding agencies will likely have varying reporting requirements and definitions for terms. Multiple funding agencies need to come to consensus on these issues so the system can be used to satisfy requirements for multiple funders. Victim service agencies typically have at least five or more different funding agencies for which they must comply with grant reporting requirements. If the users are only able to use the system to comply with one or two of these agencies, the overall utility of the system is threatened. Even if an agency is simply responsible for coordination and guidance for local victim service agencies and do not provide grant funds, they should also be partners as they contribute to ensuring that the user requirements will apply and make business sense to user agencies statewide.

Partnerships to develop InfoNet

To develop system requirements and ensure buy-in from the users, ICJIA first initiated partnerships with the two statewide coalitions, the Illinois Coalition Against Domestic Violence (ICADV) and the Illinois Coalition Against Sexual Assault (ICASA). These are non-profit, statewide agencies responsible for coordinating victim services and

community efforts to improve the criminal justice system's response to victims of domestic violence and sexual assault. Additionally, their governing bodies are comprised of directors of local victim service agencies, all who have several years of experience in serving crime victims. Thus, these two coalitions were ideal agencies to begin partnerships with to develop InfoNet.

Advisory committees were formed and regular meetings were held specifically to identify and define the data elements that would later make up the InfoNet system. Prior to InfoNet, there were many inconsistencies in how victim service agencies were defining terms, especially for different types of services. Advisory committee members had to spend considerable time creating definitions for data elements and categories that would apply to agencies across the state.

In January 2004, ICJIA entered into a formal agreement with the Illinois Department of Human Services (IDHS). IDHS provides state grant funds to several domestic violence and sexual assault agencies. As part of this formal agreement, DHS has mandated that all their grantees adopt InfoNet as their primary data collection and reporting tool. Although most of these agencies were already using InfoNet because they were also member agencies of at least one of the two statewide coalitions, this agreement resulted in an additional 20 domestic violence programs that began using InfoNet in July 2004. Additionally, DHS agreed to share financial support of InfoNet by providing \$100,000 annually to ICJIA.

ICJIA also partnered with the Child Advocacy Centers of Illinois to develop user requirements for Illinois' 36 child advocacy centers. Sixteen of these agencies decided to adopt InfoNet as their primary data collection and reporting tool. More centers may decide to begin using InfoNet as the system is better able to meet their needs. As stated previously, the system is available at no cost for victim service providers.

Advisory committees not only had the tasks of identifying and defining a standard set of data elements and agreeing on uniform reporting requirements for users, they also had to discuss critical concerns of client confidentiality, system security, and determine who would have rights and access to the data. These issues are discussed in more detail in the next section.

Future partnerships

It is crucial to remain open to future partnerships with other agencies that become involved in providing or coordinating victim services. If user agencies start receiving a new grant from a funding agency that was not previously administering grant funds for victim services, ICJIA must reach out to these agencies to familiarize them with InfoNet. InfoNet may already provide all the information necessary to comply with their grant requirements. If this is not the case, revised requirements must be negotiated among ICJIA, user agencies, and the new funding agency.

For example, the federal department of Housing and Urban Development (HUD) recently began mandating that all recipients of their grant funds comply with new

reporting requirements. Some domestic violence agencies, that are also InfoNet user agencies, receive grants from HUD to provide emergency shelter services for domestic violence victims.

ICJIA met with domestic violence user agencies that receive HUD funding to compare the information InfoNet collects with the new HUD reporting requirements. After this examination, it was learned that InfoNet already collects some of the information, but some data fields would need to be added and/or modified to fully comply with the new requirements. It was also decided which data elements that staff might try to negotiate with HUD to exclude from their proposed reporting requirements. The next step was to meet with HUD staff and negotiate final grantee reporting requirements. After several meetings and discussions among HUD staff, ICADV, domestic violence user agencies, and ICJIA, a final list of modifications was completed. Together, partners came to a consensus about how InfoNet would be modified to meet HUD's collection and reporting requirements. These modifications are scheduled to begin in May 2007.

IV. Critical issues

Client confidentiality

Client confidentiality was the probably the utmost concern among advisory committee members and continues to be closely monitored as InfoNet modifications are made to meet changing user needs. Advisory committee members decided that absolutely no identifying information about clients could be entered into InfoNet. Thus, InfoNet does not include individual names, full or partial social security numbers, addresses, and not even date of birth. Rather, a client's age at intake is entered.

To ensure identities are confidential, a unique identifier is assigned to each client. These identifiers are typically alphanumeric and must not contain any information potentially yielding the person's identity. It is recommended that user agencies assign unique identifiers to each individual sequentially, but each center may come up with a system that best suits their needs. The only numbering system user agencies are strictly prohibited from using any identifying information as part of this identifier (e.g. social security numbers or birthdates). This unique identifier is entered into the system just once at intake, and users update the client's record with subsequent contacts and events over time.

The association between client unique identifiers and identifying information are maintained locally at each agency and are never entered into InfoNet. This makes certain that only staff from the user agency are able to match unique identifiers entered into InfoNet with identifying information on clients.

System security

When the decision was made to migrate InfoNet to a web-based system, security of the information as it transported over the Internet was of paramount concern among the users. In spite of the fact that no information is entered into InfoNet that could identify a client, ICJIA and its partners needed to ensure that the data could be safely transported between remote users and the centralized database at ICJIA.

Through a competitive bid process, ICJIA and its partners identified the same software company used by the U.S. Pentagon and the Federal Bureau of Investigation to create a secure network – or a virtual private network (VPN) – to encrypt the data as it transports between remote users and the centralized database. This software also allows for individual authentication, meaning that each staff person who uses InfoNet has their own password to utilize the software. This keeps individuals who may work at a user agency but do not enter or retrieve data from InfoNet from having access to the system.

Another concern of users was that no agency could access data from another agency. To satisfy this, each user agency has a user name and randomly generated password so that no one agency can access another agency's data. This also ensures that when a user agency logs on to the system, access is restricted to their own agency's data.

The agency user and password information is provided only to the agency director, who is then responsible for providing the information to staff who need to use InfoNet.

Data ownership and access

Data ownership and conditions of use

Another important key for encouraging buy-in from user agencies is establishing formal agreements that each user agency has exclusive rights to their own data entered into InfoNet. ICJIA owns and is responsible for operating the InfoNet system, but ICJIA (as well as any other funding agency) can only use Infonet data without prior authorization of the agency under the two conditions listed below. Any other use of the data may not occur without written authorization of the user agency's executive director.

- Aggregate or summary data that is agency specific can be accessed and used by funding agencies to monitor compliance with grant requirements. *Example: IDHS (a funding agency) can access quarterly summary data from Agency X (their grantee) to determine whether or not the agency is meeting program objectives.*
- Aggregate or summary data that is NOT agency specific can be provided to funding agencies for research and planning purposes, policymakers and practitioners, or anyone from the general public as long as the data are not identifiable to an individual agency. *Example: If the Chicago Tribune contacts the InfoNet manager requesting the number of domestic violence victims who were served by victim service providers in Chicago last year, the InfoNet manager can provide this information because it would be a figure reflecting combined data for several agencies.*

There is one additional purpose for using InfoNet data that may not necessarily need prior authorization of the user agency, but one of the state coalitions instead. When a user agency directors signs a user agreement with ICJIA, a section allows directors to grant a statewide agency (ICADV or ICASA or IDHS) power to act on their behalf when authorizing ICJIA to examine client level data for research purposes. Directors may elect not to exercise this option, but most of them do. These ownership rights and conditions of use can be viewed in the sample user agreement shown in Attachment A.

Access

The only agency that has access to record level data entered into InfoNet are those agencies that enter the data. Although funding agencies have access to aggregate or summary data, they are not able to retrieve client level data from local user agencies. Additionally, no local user agency has access to data from any other user agency. Access to InfoNet is restricted to the agency's own data.

The one exception to this rule applies to ICJIA staff who are part of the InfoNet team. These staff provide assistance to the users, maintain and operate the system, and work to improve the system's utility. It is necessary for InfoNet staff to have full access to

records to maintain the integrity of the data and to provide technical assistance to users. Because these staff persons have such access, their work duties never include any monitoring responsibilities involving grant contracts between ICJIA and InfoNet users. Any record level data seen by InfoNet staff at ICJIA should remain confidential between InfoNet staff and the InfoNet users, and should never be shared or discussed with grant monitoring staff at ICJIA. Like other funding agencies such as ICADV, ICASA, and IDHS, grant monitoring staff at ICJIA only have access to summary data from agencies submitting InfoNet reports in compliance with ICJIA grant requirements.

System maintenance

To effectively operate InfoNet and continuously improve the system's utility as well as the capacity of victim service providers to use the system, three primary services must be provided to users on an ongoing basis: trainings for using InfoNet, technical assistance for users, and convening quarterly user group meetings to gain feedback regarding the system's utility from users.

Trainings

ICJIA staff currently provide three types of trainings for InfoNet users: New User, Funding for Staff, and Generating Reports. All trainings are conducted in computer labs alternating between Chicago and Springfield, and are provided at no cost to attendees. The first part of each of these trainings focuses on the history, purpose and the "big picture" of InfoNet to provide users with knowledge not only about *how* to enter and utilize InfoNet data, but also *why* it is so important to do so.

New user trainings are held about every three months, and last four hours between 10:00 a.m. and 3:00 p.m., which includes a one hour lunch. New User Trainings are designed for staff who enter and/or retrieve data from InfoNet. This training provides hands on experience with entering client intake information, different types of services and activities conducted by staff, client interactions with court and medical systems, and generating reports. This training is designed for staff with little or no experience with InfoNet, but can also serve as a "refresher" for those more experienced with the system.

Funding-for-Staff (FFS) Trainings are two hours in length and are provided about every six months or as necessary. This training teaches attendees a) the concept of FFS, b) how to create a FFS statement, c) how to enter and validate a FFS statement in InfoNet, and d) how to generate a grant-specific report that is based on FFS statements. This training is appropriate for fiscal officers or directors who are familiar with grant budgets and staff funding sources, and staff who are responsible for entering and maintaining FFS information in InfoNet.

Report Trainings are also two hours and conducted about every three to six months. These sessions provide an overview of the types of reports available in InfoNet followed by a demonstration of how programs can use reported information by itself as well as in conjunction with other sources of data (e.g. census data, crime data) for program development and to assist with identifying underserved populations and potential service gaps. This training is appropriate for staff who are responsible for

entering data into InfoNet and staff who generate and/or review reported data, including data entry specialists, counselors, advocates, supervisors and/or directors.

Beginning in state fiscal year 2007, ICJIA staff will offer a more advanced report training targeted for directors and managers of victim service agencies. This training will provide more advanced data analysis techniques using InfoNet data and Microsoft Excel. This will involve hands on experience developing charts in Excel using InfoNet data, how to analyze trends in client populations and service contacts, and other suggestions for creating charts to facilitate program planning and enhancement of service delivery.

Technical assistance

ICJIA staff provide technical assistance to InfoNet users during regular business hours. With the current number of users, ICJIA handles an average of 7-10 calls per day. The most common types of technical assistance calls entail questions about how to install the security or virtual private network software on their computers, how to enter or retrieve data from InfoNet, and questions about the data generated from reports. Technical assistance calls typically increase in volume during times when quarterly or end of year reports are being compiled – January, April, July, and October.

Quarterly user group meetings

Another important factor for encouraging continued use and improved utility of InfoNet is the quarterly user group meetings that are held with each of the three types of user agencies. The purpose of these meetings is to discuss ways to make InfoNet could be more useful to both local and statewide agencies. The InfoNet manager obtains feedback from users about what is working well and not working well, obtains consensus about how to modify InfoNet to improve system utility, and implements these recommendations with technical developers at ICJIA. Thus, InfoNet is always being modified to meet changing or newly identified user needs.

Any modification requiring additional data fields or changes to existing data fields are implemented only at the beginning of each calendar and fiscal year (January 1st and July 1st). This helps ensure that such changes do not cause inconsistencies in reporting and misinterpretations of data throughout the year. Other modifications that do not impact the data elements such as new reporting tools or changes to ease data entry and improve user friendliness of the system can be made at any time throughout the year.

V. Reports

Again, one of the most important keys to a successfully implementing a statewide data collection system is that the users must have a system that enhances their capacity to manage their programs and improve services to victims and the community. Utility of the system for the local user agencies is just as if not more important than it is for statewide and regional agencies. Users will not find such a system useful unless they can retrieve the data and use it to improve their programs. To ensure InfoNet could be useful to local user agencies, a comprehensive set of reporting tools were developed to extract data in ways that would be helpful to user agencies. There are three types of reporting tools developed for local user agencies: exception reports, management reports, and standard reports.

Exception reports

Exception reports help maintain the integrity of the data by identifying potential data entry errors or records that need to be updated. For example, one exception report for the domestic violence programs highlight client identifiers that have open or lengthy shelter entries. This helps highlight those client records that may have a date for entering shelter but no end date was ever entered. Another exception report identifies client identifiers with unknown or missing intake information. This report will provide the client unique identifiers along with whatever information is missing or unknown for that client, i.e. marital status, referral source, etc.

Management reports

Management reports reflect record level detail for clients served. This set of reports allows user agencies to build their own reports. They can select whatever data elements necessary to be included in the report, select sorting orders, and apply filters to provide subsets of data reflecting the specific criteria they are interested in retrieving. For example, user agencies can generate a report that provides demographic data (including age, race, and gender) for each individual client who received criminal justice advocacy services during the month of January 2007. Management reports are often used by supervisors to examine staff caseloads and resources committed for certain services. They are also used by victim service staff to help manage their client caseloads and assist in providing case management services for their clients.

Standard reports

Standard reports reflect aggregate or summary data, and are commonly submitted to funders by user agencies to comply with grant reporting requirements. For example, standard reports will provide the total numbers of clients served, clients between ages 13 and 17 served, service hours and number of staff contacts devoted to each service type, or offenders who were convicted of felony crimes within a given time period. Standard reports also provide important data that can give user agencies influential leverage in advocating for improved system response to victims. They also facilitate program development and management by providing user agencies a picture of their client caseload over time. Standard reports include several filters so that user agencies

can reflect more specific data according to their needs. For example, user agencies can generate a report reflecting only data for clients served age 60 or older. This can prompt user agencies to develop new service approaches tailored to the needs of this age group.

VI. Grant specific information (Funding for Staff utility)

Several if not most funding agencies require grantees to report only those activities supported with grant funds, not activities conducted by the entire agency. Thus, advisory committee members wanted to include a means for InfoNet to reflect grant specific information. Victim service providers often have staff whose salaries are supported by two or more different funding sources. Moreover, each of these grants will typically have guidelines as to what types of services these funds can and cannot be used for. Prior to InfoNet, this made the tracking of grant specific information tedious, time consuming, and burdensome for victim service providers.

The utility that facilitates reporting of grant-specific information in InfoNet is called the Funding For Staff (FFS) utility. User agency staff enter grant funded staff persons into the utility, along with the fundable services each staff person provides and the percentages for which these services supported by specific funding sources. For example, if advocate Jane Doe's salary was 100% funded with a VOCA grant, the user agency staff would enter three key pieces of information into the FFS utility: 1) the name of the grant-supported staff person (Jane Doe); 2) the services she provides (civil, criminal justice, and personal advocacy); and 3) each of the three services is linked to the correct funding source and percentage – VOCA 100%. InfoNet uses this information to recognize that 100% of Jane Doe's hours spent providing these three advocacy services should be reflected on a VOCA report. Using the same example, let's now say that only 50% of Jane Doe's salary was supported by a VOCA grant, while the other half of her salary was supported by a grant from the Attorney General's Office. The third piece of information mentioned above would change from VOCA 100% to *VOCA 50%; Attorney General's Office 50%*. This information would then allow InfoNet to generate a VOCA report correctly in that it would count only half of Jane Doe's service hours. Similarly, an Attorney General's Office report would also count half of Jane Doe's service hours.

Another critical piece of information entered into the FFS utility are effective dates. User agencies have staff turnover in grant funded positions, and even when staff persons remain consistent, directors may decide to change how staff salaries are funded over time. The FFS utility collects and retains date sensitive funding information so that grant-specific reports are accurate even when the report reflects data for a period including dates before and after these kind of changes. Each time there is a change in grant funded positions or how grants support staff, user agency staff add a new FFS statement date. When the new statement date is created, all the information from the previous statement is brought forward to the new date, while still remaining effective for dates prior to the new statement. This allows user agencies to make necessary changes for the new effective date, while retaining all the historical funding information to be used to produce accurate grant specific data.

To illustrate, let's use the same example cited above using Jane Doe's salary, an advocate who provides civil, criminal justice, and personal advocacy. Jane Doe was originally hired by the agency director on July 1, 2006, and 100% of her salary was

supported by a VOCA grant. Shortly thereafter, the director decided to change how the agency paid for Jane's salary. Instead of 100% of her salary coming from the VOCA grant, the director decided to support only half (50%) of Jane's salary with this grant and fund the other half with a new grant received from the Attorney General's Office. She decided to use the remaining funds from the VOCA grant to support a new part-time counselor. The director made this change effective January 1st, 2007. On or after this date, the director would view her FFS utility to see the most recent statement date of July 1st, 2006. She adds a new statement date of January 1st, 2007, and changes Jane Doe's funding sources for the three services she provides from VOCA – 100% to VOCA 50% and Attorney General's Office – 50%. Thus, the correct information is retained since July 1st, 2006 even though there was a change in how certain services were funded. Between July 1st and December 31st, InfoNet would count 100% of Jane Doe's service hours toward the VOCA grant; but after January 1st, InfoNet would only count 50% of Jane's service hours. At the end of the state fiscal year, which ends June 30th, the director can generate a VOCA report for the entire fiscal year that will follow these rules and produce an accurate, grant specific report by applying a VOCA funding filter.

Once all the necessary information is entered into the Funding for Staff utility, user agency staff can generate a grant specific report by simply applying a funding filter before generating the report. With no filters applied, InfoNet standard reports will generate agency-wide information. Funding filters allow user agency staff to select one or more funding sources so that the report will only reflect services supported by that particular funding source(s).

VII. Administrative report utility

InfoNet has an administrative report utility that is accessible to funding agencies, and allows funding agencies to generate standard reports reflecting aggregate data for their grantees. Funding agencies that currently utilize the administrative report utility include ICJIA, ICADV, ICASA, and IDHS.

Every quarter and at the end of each state fiscal year, statewide agencies submit standard reports to be generated for each of their grantees. They also submit reports that generate combined data for multiple agencies. Thus, statewide funding agencies have the capacity to not only generate agency-specific data reports, but also reports that reflect statewide, regional, or project specific data. These statewide agencies only have access to aggregate data, not record level, for local agencies they provide grant funds to. Reports reflecting agency-level data are used for grant monitoring purposes, while reports reflecting combined data for multiple agencies – typically yielding regional or statewide data – are used to facilitate informed decision making and responsible, efficient resource allocation for victim services.

The administrative utility has a built in system of checks and balances to ensure that data entered into InfoNet and subsequently used to comply with grant reporting requirements are complete and accurate. When a statewide funding agency submits reports, they are not generated immediately. Rather, each of their grantees are notified upon logging into InfoNet that reports have been submitted by the funding agency to be generated on a certain date and time, usually three to seven days before the reports are actually generated. This provides local user agencies ample time to ensure that all data are entered for the time period the report will show data for. Once the reports have been generated, local user agencies receive another notification upon logging into InfoNet – that the reports are ready for review and approval. The final step is for user agencies (and grantees of the funding agency) to review and approve the report.

When user agencies review the report, they may either approve or reject their report. If the data look accurate and seem to reflect the agency's actual activities, reports are approved by simply clicking an "Approve" button. If data in the report do not seem accurate, user agency staff may also click a "Reject" button. If a report is rejected, user agency staff are then prompted to cite the reason for rejection in a text box, which will later be read by the funding agency. For example, if the director of a local user agency is reviewing a quarterly data report generated by IDHS, they may examine the data and recognize that clients served by one advocate have not been entered. In this instance, the director would reject the report, and then type in the explanation for the rejection – that one staff member (who perhaps has been out the past week) was unable to finishing entering his or her client data. After the funding agency receives responses from each agency that reviewed the reports, the funding agency will submit a final round of reports only for those agencies that rejected the first set of reports.

Not only does this process improve the quality and completeness of data maintained in InfoNet, but it also serves as a paperless exchange of information between funding

agencies and grantees to comply with grant reporting requirements. Prior to InfoNet, each grantee of the funding agencies would complete and send in paper data reports to the funding agencies. Funding agencies would maintain years of data in paper reports that may not have been entered into an automated system to facilitate data analysis and using the data to target resources effectively. InfoNet's administrative reporting utility produces more efficient reporting about grantee activity, provides funding agencies with timely, easy access to grantees' aggregate data, and also eases burdens on both funding agencies and grantees in submitting and maintaining data reports.

VIII. How InfoNet data are used

InfoNet is changing perceptions and revolutionizing the way victim service information is utilized and services are provided in Illinois. When InfoNet was first implemented, service providers did not have access to the latest technologies, and they were more familiar with counseling clients than using computers or analyzing data. Service providers traditionally perceived data collection and reporting as a necessary burden undertaken to receive grant funds. Gathering and analyzing data were not considered activities that could enhance the delivery of victim services. While some mechanisms for collecting data existed before InfoNet, analysis was cumbersome and not conducted on a regular basis. Service providers and funding agencies now utilize InfoNet data to analyze client populations, measure program effectiveness, manage caseloads, and help improve service plans and coordination of crime victim services across Illinois.

Use by statewide agencies

State agencies that support services to victims of crime have confirmed InfoNet's utility. These agencies use InfoNet to access accurate and timely information, which is used to assess program performance and support statewide policy and planning initiatives. Further, InfoNet has fostered collaboration between state entities, which now work together to avoid duplication in data collection activities and redundancy in analysis and planning efforts.

Grant monitoring

Statewide agencies use InfoNet standard reports reviewed and approved by local agencies to assess program performance. Reports help them determine the extent to which an agency is meeting specified goals and objectives for the grant, as well as to see if the targeted jurisdiction or population is being served.

Planning and coordination of resources

The most important function of funding agencies is to ensure that resources are allocated efficiently by targeting the greatest areas of need. InfoNet data are used to help identify these areas by analyzing data in different ways. Emerging trends may appear statewide, in a specific region, or among a certain subpopulation. When needs are identified, a funding agency should coordinate efforts to address them. After these efforts have been implemented, InfoNet data can help show whether or not these initiatives have resulted in these needs being addressed.

Research projects

Because statewide funding agencies only have access to aggregate and not record-level data, they can reach out to professional researchers to conduct more in-depth analyses using record-level data with the permission of local agency executive directors. Such studies can produce findings with instrumental implications for policy and practice for both local and statewide agencies. When research projects are conducted, there are very strict rules for ensuring the record-level data are kept confidential and used only for the purposes intended. No agency-specific findings are

published (unless requested for and approved by the agency's executive director). Rather, findings reveal trends and patterns among clients served statewide and regionally, and among different subpopulations (e.g. teen victims, victims in rural areas) to help better identify areas of need and foster changes in policy and practice aimed at improving services and system response to crime victims.

Use by local user agencies

Reporting to funders

User agencies most frequently use InfoNet to comply with reporting requirements mandated by different funding agencies. Standard reports were developed that generate aggregate data about clients served and services provided, which satisfy reporting requirements for several state and federal funding agencies.

Justify need for new or continued funding

InfoNet has enhanced the capacity of local agencies to show the good work they are doing in their communities, thereby justifying to funders that grant money is being well spent. Additionally, InfoNet data has helped agencies leverage for new funding in response to patterns suggesting growing needs that the agency isn't able to meet with current resources. For example, if a local user agency noticed that the number of victims served who did not speak English was increasing, they could use this information to leverage funds for hiring a new counselor or advocate who speaks the language fluently.

Case management and staff supervision

Management reports combined with use of data filtering tools enhance local user agencies' capacity to provide case management services to clients and help manage client caseloads among staff. Advocates and counselors can generate reports reflecting basic intake and service contact information for their clients over a specified time period, thereby providing staff an "at a glance" record of client characteristics and services received. This information helps service staff develop, monitor and modify client service plans according to changing or newly identified client needs. Directors and supervisors can use these same tools to analyze staff caseloads and services provided by staff, as well as to gain a clear sense about resources committed for specific services and client populations.

Program development

Although the initial motivation for local user agencies to use InfoNet data was to comply with grant reporting requirements, staff are becoming more comfortable with the system and aware of how powerful the information can be for improving programs and services. One primary use of InfoNet data for statewide agencies is to help identify needs, service gaps, and under or unserved populations. Not only can local agency staff use InfoNet data for these same purposes at the community level, they can do it better than statewide agencies because they are embedded in the community. They have more knowledge about the local populations and cultures, community resources available outside their agency, and how justice and health systems typically respond to victims in

their community. Statewide agencies may be able to identify needs in specific region of Illinois or among certain subpopulation, but local agencies can target neighborhoods and more specific resident populations in need.

Standard and management reports can be used to develop client profiles and analyze client populations over time. Now that years of data are available to them within minutes, they can use these tools to learn if there have been substantial changes in their client population over time. For example one local agency noticed an increase in the number of clients age 60 or older in recent years, which prompted staff to develop age appropriate service plans for this population – as a 65 year old victim will likely have a completely different set of issues than a more typical victim in their 20's or 30's.

Reporting tools can also be used in conjunction with other data sources such as crime or census data to help improve prevention and outreach services to the community. Local user agencies can compare client population data generated from InfoNet and compare this information with census data for the jurisdiction served. For example, one user agency learned that five percent of their client caseload over the past year were Hispanic. When staff from the agency examined census data, they learned that 10 percent of the general population in the area served was Hispanic. This prompted agency staff to develop more outreach materials and provide outreach services to the Hispanic community.

Another example is from a sexual assault user agency that examined the percentage of victims served by their relationship to offenders. Because so many relationships comprised close friends, acquaintances, and intimate partners, these statistics are now presented as part of community prevention efforts to dispel myths about sex offenders being more likely to be strangers to the victim.

Affect system change

Because InfoNet allows user agencies to enter information about other systems – the offender's contact with police and state's attorney's offices and victim interactions with court and medical systems, staff are able to efficiently collect and examine this information. They do not have to rely on other agencies as the sole source of information about offenders or other systems' responses to victims they are serving.

Collection of such data has given user agencies a powerful tool for identifying areas where system response could be improved, advocating on behalf of the victims they serve and most importantly – affect systems change. For example, user agencies can use their InfoNet data to show their local chief judge how offenders may be convicted of violent crimes, but receive light sentences or no jail time. This information can also be used by statewide and regional agencies to advocate for certain funding priorities or policy changes that would improve services and/or system response to crime victims.

Assess impact of institutional advocacy and outreach efforts

Local agencies can use InfoNet data to help measure the impact of institutional advocacy and outreach efforts. Since InfoNet collects staff service contacts for these

important services as well as other information that might change over time in response to these efforts, InfoNet data can shed light about whether these efforts are making a difference in the communities they serve. For example, let's say a director of a user agency decides to increase resources to conduct institutional advocacy at three community hospitals. Advocates from the agency begin spending more time providing trainings to emergency medical staff at these hospitals about how to better identify victims of abuse. After some months of these enhanced efforts, this agency might notice an increase in the number of clients referred to their agency from these hospitals. This would support that stepped up efforts devoted to improving skills of medical staff are making a difference in the community – providing more victims with access to free services that they may need.

Local agencies can also use other data elements as baseline measures for determining impacts of institutional advocacy services. If a domestic violence agency devotes more staff and service hours talking to local police departments about the dynamics of domestic violence, that agency might hope to see an increase in the number of victims whose offenders were arrested or who were interviewed by a patrol officer and/or detective.

IX. Total operating budget

InfoNet has been supported with federal and state funding. ICJIA secured funds for system development and maintenance from the U.S. Department of Justice, Office for Victims of Crime. State general revenue funds have been used to provide the required 20 percent match for use of VOCA funds. ICJIA also secured funds from the Illinois Department of Human Services to share maintenance costs for InfoNet. IDHS provides \$100,000 per year to operate and maintain InfoNet for their victim service grantees. The current annual operating budget for InfoNet, which includes costs for ongoing maintenance as well as system development and expansion is \$450,000.

To some this may seem expensive, but for Illinois, it has been an investment resulting in much more valuable benefits to communities and particularly crime victims. When the millions of dollars and other resources expended on crime victim services are considered, the operating costs for InfoNet do not even amount to one percent of this total. Also remember that victim service provider agencies do not pay fees to utilize InfoNet. The only additional resources that are expended for InfoNet are the time spent by victim service providers entering and analyzing data, which is something they have always done but it was more time consuming, burdensome, and inefficient.

X. Keys to successful implementation of a statewide data collection system

1. Collaboration/Partnerships

The number one reason why InfoNet has reaped benefits for Illinois is because of the active partnerships from other agencies responsible for providing and/or coordinating victim services. The success of implementing a statewide data collection and reporting system literally hinges and the quality and input gathered from these relationships.

One of the most positive impacts of InfoNet was that it has fostered collaborations among both statewide and local, as well as government and nonprofit agencies, to work together. This collaboration has helped avoid duplication in data collection activities and redundancy in analysis and planning efforts, resulting in more efficient coordination of and enhancement of victim service efforts statewide.

It is critical that two types of agencies are actively involved in initial and continued development of a statewide system. First and foremost, victim service agency staff – those who provide services to victims and directors of victim service agencies must be co-developers of the system. Second, agencies responsible for statewide or regional coordination of victim service agencies, and particularly those that provide funding for victim service agencies, must also be directly involved. It is important to initiate plans to develop a statewide system in cooperation with both types of agencies, and it is equally important to remain open to future agencies who may begin working with any individual funding agency or local user agency over time.

2. System utility for both statewide agencies and local user agencies

The second most important key for ensuring a successful statewide data collection system is dependent upon the utility of the system for both statewide and local user agencies. Several factors play into this. Drawing from Illinois' experience, the greatest motivating factor of local and statewide user agencies initially was to have a system that facilitated less burdensome, more efficient, timely, and accurate data reporting functions to satisfy grant reporting and monitoring requirements. As both types of agency staff became more comfortable with InfoNet and aware of how powerful the information can be for improving their programs and services, staff from both types of agencies are utilizing InfoNet data increasingly to analyze client populations, measure program effectiveness, manage caseloads, and enhance service plans and coordination of crime victim services across Illinois communities.

Although grant reporting requirements are important, the InfoNet team's mission should be focused on the ideal of improving the utility of the system so much that

local user agencies would continue to use and benefit from the InfoNet system even if they had no funders to report to.

3. Application of system data for informed decision making and planning

For any statewide system to expect continued user buy-in and use – the integrity of information entered and benefit of these data for user agencies are critical factors. Nothing will demonstrate this more than when statewide agencies as well as local user agencies use the data to directly influence changes in policy and practice. Such examples teach how these data are revolutionizing the way victim service information is utilized and services are provided in Illinois. Service providers traditionally perceived data collection and reporting as a necessary burden undertaken to receive grant funds. Gathering and analyzing data were not considered activities that could enhance the delivery of victim services. When data are used as leverage to change policy or practice, particularly by statewide funding agencies, an instrumental example is provided for victim service providers across the state. Service providers and funding agencies learn how to utilize InfoNet data to analyze client populations, measure program effectiveness, manage caseloads, and help improve service plans and coordination of crime victim services in their communities.

4. Providing local user agencies with exclusive rights to own data and restricting access to client level data

Another critical factor for any statewide system to expect continued user buy-in and use of system data is to grant exclusive ownership rights to the agency that enters the data, and to clearly explicate under what conditions and by whom their data may be used. This should be completed with the use of formal interagency user agreements between the system's administrative agency and each user agency (see Appendix A for sample of agreement). The system contains sensitive information about crime victims and the services and activities provided by agency staff that only they should have exclusive control over. No one knows how to do their jobs in their communities better than them, and funding agencies should only exercise control over data that yield information regarding compliance with grant requirements and that facilitate more efficient and responsible resource allocation.

5. Quality service by the system's administrating agency

To effectively operate InfoNet and continuously improve the system's utility as well as the capacity of victim service providers to use the system, three primary services must be provided to users on an ongoing basis: Trainings for using InfoNet and the information it generates: Technical assistance for users, and convening quarterly user group meetings to gain feedback regarding the system's utility from users. See Section IV of this report for more details about what these services have entailed for Illinois.

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APPENDIX A

Sample InfoNet User Agreement

INFONET USER AGREEMENT (DV)

1. Parties to the Agreement. This agreement is entered into by the Illinois Criminal Justice Information Authority (hereinafter referred to as "AUTHORITY") and the XX (hereinafter referred to as "InfoNet USER").

2. Background and Purpose. The AUTHORITY and victims service providers recognize the need to enhance data collection efforts and strengthen reporting capabilities in Illinois. The AUTHORITY and service providers rely on accurate and available client, service and program information for developing and implementing strategies for victim services statewide. Victim service providers that receive Federal funds from the AUTHORITY are also required to submit program data to the AUTHORITY as a measure of program performance.

The AUTHORITY is the lead agency for the design and implementation of a statewide information network (InfoNet) for victim service providers in Illinois. A server database is at the core of the network. USER's access the database with a web-browser and then transmit information to the AUTHORITY's server database through secured channels. The database system includes standard reports that can be automatically generated and electronically transmitted to funders. Information that may be used to identify individuals served by participating agencies is not collected in the InfoNet system.

3. Consideration. In exchange for the AUTHORITY providing the InfoNet System to InfoNet USER, the InfoNet USER will provide data to the AUTHORITY for planning and other purposes, as outlined in Section 9 of this agreement.

4. Services to be Furnished. The AUTHORITY InfoNet system will provide a central data repository that can be accessed over the Internet through a secure virtual private network. The Authority will provide training on the InfoNet to the designated Infonet Manager.

5. Term and Termination. The term of this agreement shall commence on XX and shall remain in effect through June 30, 2001. The term of this agreement shall be extended for one-year periods unless written notice of intent by either party not to renew this agreement is received at least 30 days before the end of any contract period.

The AUTHORITY or the InfoNet USER may suspend or terminate performance of this agreement for nonconformance with, or violation of, any applicable

law or regulation, or with the terms or conditions of this agreement.

Upon termination or expiration of this agreement, the AUTHORITY shall immediately deliver to the InfoNet USER copies of InfoNet USER'S data contained in the InfoNet database in an appropriate electronic format. Upon termination, the AUTHORITY will continue to retain InfoNet USER data, subject to the limitations set forth in Section 9.

6. InfoNet User's Group. There shall be InfoNet User's groups, whose members shall be selected from the subscribing InfoNet USERS. These user's groups shall assist the AUTHORITY in the design and upgrade of the InfoNet to assure that the InfoNet is compatible with existing InfoNet USER operations.

7. Standards and Guidelines. The InfoNet User's group may recommend to the AUTHORITY standards and guidelines necessary for the effective operation of the InfoNet and to ensure the quality of the information entered, and the AUTHORITY may promulgate standards and guidelines based on such recommendations or on its own initiative. InfoNet USER shall follow all such standards and guidelines. InfoNet USER shall follow and be bound by all applicable state and federal laws and regulations. InfoNet USER shall take appropriate action by instruction, agreement, or otherwise to inform its employees of such standards and guidelines.

8. InfoNet Manager. InfoNet USER shall designate an InfoNet Manager, who shall be InfoNet USER's primary contact with the AUTHORITY regarding InfoNet operations and will be responsible for training its new users on InfoNet operations.

9. Ownership of Data/Disclosure. For the purposes of this agreement, all data that are entered into the InfoNet by InfoNet USER shall be deemed the property of InfoNet USER. The AUTHORITY may review all information entered by InfoNet USER for the purpose of ensuring the integrity of the data in the InfoNet and ensuring the proper operation of the InfoNet system. In addition:

- a) Any and all data related to the performance of InfoNet USER pursuant to an interagency agreement for grant funds from the Authority may be reviewed, analyzed, and/or disseminated by the AUTHORITY.
- b) Other data entered by InfoNet USER, combined with data entered by other InfoNet USERS, may be used by the AUTHORITY

for research and planning purposes, but such data may not be identifiable to any individual InfoNet USER.

- c) Unless required by law or court order, any other data entered by InfoNet USER and identifiable to InfoNet USER, may only be reviewed, analyzed, disseminated and/or published by the AUTHORITY with written permission from InfoNet USER. To request permission to use data as described in this subparagraph (c) the Authority must submit a written request that clearly states which data will be used, the purpose of the use of the data, how the results will be used and, if applicable, where the work will be published. It shall remain within the power and authority of the InfoNet USER to reject a request without cause.

InfoNet USER may delegate to the Illinois Coalition Against Domestic Violence its authority to provide such written permission required in section 9(c) above by initialing in the space provided below. InfoNet USER may revoke such delegation by sending notice in writing to the AUTHORITY and to the Illinois Coalition Against Domestic Violence.

By initialing below, InfoNet USER agrees to allow the Illinois Coalition Against Domestic Violence to determine whether to allow the Illinois Criminal Justice Information Authority to review, analyze, disseminate, and/or publish data or information identifiable to InfoNet USER and contained in the InfoNet as described in subsection 9(c) above.

Initials _____

10. Ownership of Software/Programs. All software and computer programs developed by the AUTHORITY are copyrighted and shall remain the property of the AUTHORITY. InfoNet USER shall have a nonexclusive license to use InfoNet software and computer programs, without cost, so long as InfoNet standards and guidelines and the terms of this agreement are followed.

11. Publication and Reporting of Research and Analysis. Subject to the provisions of Section 9, the AUTHORITY reserves the right to publish or report findings of research and analysis done on information included in the InfoNet system. The AUTHORITY will provide InfoNet USER with prior notice of any publication or report using InfoNet information identifiable to InfoNet USER as described in subsection 9(c) above, and will provide a copy of the publication or report to the InfoNet User.

12. Confidentiality/Privacy. The AUTHORITY shall design, develop, configure, and maintain the InfoNet system so that no database elements representing

fields that will include information identifying clients will be maintained or accessible at AUTHORITY or InfoNet USER premises. The InfoNet USER shall not enter any such personally identifiable information into the InfoNet system. The AUTHORITY shall not enter any such personally identifiable information into the InfoNet system.

13. Security. The AUTHORITY shall protect the security, confidentiality and integrity of the InfoNet system and any information transmitted through or stored on the InfoNet system, through firewall protection, maintenance of independent archival and backup copies of the InfoNet system and data, and protection from any network attack and other malicious, harmful or disabling data, work, code or program. The AUTHORITY computer facility shall be under the direct control of AUTHORITY personnel.

InfoNet USER shall at all times maintain procedures, provisions, conditions and equipment for the security of its site. Such procedures and provisions shall assure that: effective hardware and software designs are instituted to prevent unauthorized access to, disclosure of, and dissemination of InfoNet data and files; access to the InfoNet program is restricted to authorized personnel; and confidentiality agreements, delineating the importance of a need for security and confidentiality of data and files maintained in or available through the InfoNet are executed. Any InfoNet related software that is installed on a computer used to access the InfoNet private network must be removed prior to the disposal of the computer or transfer of the computer for another use. The Authority should be notified so that the account registered to that computer may be disabled.

14. Maintenance of Data. InfoNet USER is solely responsible for entering, updating and maintaining data in the InfoNet. InfoNet USER is responsible for correcting data problems with InfoNet USER data upon discovering any data problems or when notified of such by the AUTHORITY.

15. Indemnification/Limitation of Liability. The accuracy of data that are transmitted through or entered into the InfoNet is the sole responsibility of the InfoNet USER. The AUTHORITY shall have no liability of any kind for any damages caused by or arising out of the loss of data stored by the AUTHORITY, or any incidental, special, or consequential damages. InfoNet USER shall indemnify and hold harmless the AUTHORITY for InfoNet USER's errors, omissions, and liabilities that arise from InfoNet USER's use of the InfoNet or data contained therein or while the AUTHORITY is acting in the capacity of agent serving as custodian for and processing and storing data which the InfoNet USER has input into and/or has removed from the InfoNet. InfoNet USER shall not be liable or responsible for nor indemnify the AUTHORITY for errors, omissions,

or liabilities of any other InfoNet USER or any person or entity acting at the direction of the AUTHORITY.

16. Compatibility of Equipment. The InfoNet USER shall obtain and use equipment for access to the InfoNet that adheres to specifications developed by the AUTHORITY. The AUTHORITY is not responsible for developing, configuring, or maintaining the InfoNet system to accommodate the use of any equipment that does not adhere to AUTHORITY equipment specifications.

17. Independent Contractor. The parties and their respective personnel, are and shall be independent contractors and neither party by virtue of this agreement shall have any right, power or authority to act or create any obligation, express or implied, on behalf of the other party.

18. Assignment. InfoNet USER may not assign, subcontract, or transfer any interests in the work subject of this agreement without AUTHORITY'S prior written consent. In the event the AUTHORITY gives such consent, the terms and conditions of this agreement shall apply to and bind the party or parties to whom such work is subcontracted, assigned, or transferred as fully and completely as InfoNet USER is hereby bound and obligated.

The AUTHORITY may transfer the subject matter of this agreement to another State agency after giving written notice to InfoNet USER. In case of assignment, the InfoNet User has the right to terminate the contract before the expiration of the contract period as stated in Section 5.

19. Waiver. No waiver of any provision hereof or of any right or remedy hereunder shall be effective unless in writing and signed by the party against whom such waiver is sought to be enforced. No delay in exercising, no course of dealing with respect to, or no partial exercise of any right or remedy hereunder shall constitute a waiver of any other right or remedy, or future exercise thereof.

20. Severability. If any term or condition of this agreement is declared illegal, void, unenforceable, or against public policy, that term or condition shall be ignored and shall not affect the remaining terms and conditions of this agreement. The remaining terms and conditions shall remain in full force and effect, and the agreement shall be interpreted as far as possible to give effect to the parties' intent.

21. Applicable Law. This agreement shall be governed and construed in accordance with the laws of the State of Illinois.

22. Amendments and Modifications. No amendment, change, waiver, or discharge hereof shall be valid unless in writing and signed by both parties.

23. Survival. The definitions herein and the respective rights and obligations of the parties under Sections 9, 10, 11, 12, 13, and 15 shall survive any termination or expiration hereof.

24. Force Majeure. In the event that either party is unable to perform any of its obligation under this agreement or to enjoy any of its benefits because of (or if loss of the services is caused by) natural disaster, action or decrees of governmental bodies or communication line failure not the fault of the affected party (hereinafter referred to as a "Force Majeure Event") the party who has been so affected immediately shall give notice to the other party and shall do everything possible to resume performance. Upon receipt of such notice, all obligations under this agreement shall be immediately suspended. If the period of nonperformance exceeds 30 days from the receipt of notice of the Force Majeure Event, the party whose performance has not been so affected may, by giving written notice, terminate this agreement.

25. Availability of Appropriations. The AUTHORITY will use its best efforts to secure sufficient appropriations to fund the InfoNet. However, the AUTHORITY'S obligations hereunder shall cease immediately, without penalty or further performance being required, if the Illinois General Assembly or federal funding source fails to make an appropriation sufficient to continue support of the InfoNet. The AUTHORITY shall determine whether amounts appropriated are sufficient. The AUTHORITY shall give InfoNet USER notice of insufficient funding as soon as practicable after the AUTHORITY becomes aware of the insufficiency.

26. Integration. This agreement, including any attachments, constitutes the complete and exclusive statement of agreement between the parties, which supersedes all proposals or prior agreements, oral or written, and all other communications between the parties relating to the subject matter of this agreement.

27. Acceptance. The terms of this agreement are hereby accepted and executed by the proper authorized officers and officials of the parties hereto.

APPENDIX B

BACKGROUND ON THE ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

The Illinois Criminal Justice Information Authority was created in 1983 to coordinate the use of information in the criminal justice system; to promulgate effective criminal justice information policy; to encourage the improvement of criminal justice agency procedures and practices with respect to information; to provide new information technologies; to permit the evaluation of information practices and programs; to stimulate research and development of new methods and uses of criminal justice information for the improvement of the criminal justice system and the reduction of crime; and to protect the integrity of criminal history record information, while protecting the citizen's right to privacy (see 20 ILCS 3930 *et seq.*). The specific powers and duties of the Authority are delineated in the Illinois Criminal Justice Information Act (Illinois Compiled Statutes, Ch. 20, Sec. 393/7).

Composition & Membership

The Authority is governed by a 21-member board of state and local leaders in the criminal justice community, plus experts from the private sector. The Authority is supported by a full-time professional staff working out of the agency's office in Chicago. The Authority is led by a chairman, who is appointed by the governor from among the board's members. By law, the Authority meets at least four times a year in public meetings. Authority members are responsible for setting agency priorities, tracking the progress of ongoing programs, and monitoring the agency's budget.

By law, the Authority includes:

- Two police chiefs (Chicago and another municipality)
- Two sheriffs (Cook and another county)
- Two state's attorneys (Cook and another county)
- Two circuit court clerks (Cook and another county)
- Illinois attorney general (or designee)
- Director, Illinois State Police
- Director, Illinois Department of Corrections
- Director, Office of the State's Attorney's Appellate Prosecutor
- Director, Office of the State's Attorney's Appellate Defender
- Executive Director, Illinois Law Enforcement Training and Standards Board
- Cook County Board President
- Six members of the public

The Authority accomplishes its goals through efforts in four areas: 1) information systems, technology and data quality; 2) research and analysis; 3) policy and planning; and 4) grants administration.

1. Information systems, technology, and data quality

The Authority: (1) Develops, operates, and maintains computerized information systems for criminal justice and victim service agencies; (2) Serves as the sole administrative appeal body for determining citizen challenges to the accuracy of their criminal history records; and (3) Monitors the operation of existing criminal justice information systems to protect the constitutional rights and privacy of citizens.

2. Research and analysis

The Authority: (1) Publishes research studies that analyze a variety of crime trends and criminal justice issues; (2) Acts as a clearinghouse for information and research on crime and the criminal justice system; (3) Audits the state central repositories of criminal history record information for data accuracy and completeness; and (4) Develops and tests statistical methodologies and provides statistical advice and interpretation to support criminal justice decision making.

3. Policy and planning

The Authority: (1) Develops and implements comprehensive strategies for drug and violent crime law enforcement, crime control, and assistance to crime victims, using federal funds awarded to Illinois; (2) Advises the governor and the General Assembly on criminal justice policies and legislation; and (3) Develops and evaluates state and local programs for improving law enforcement and the administration of criminal justice.

4. Grants administration

The Authority: (1) Implements and funds victim assistance and violent crime and drug law enforcement programs under the federal Anti-Drug Abuse Act, Victims of Crime Act, Violence Against Women Act, and other grant programs as they become available; (2) Monitors program activity and provides technical assistance to grantees; (3) Coordinates policy-making groups to learn about ongoing concerns of criminal justice officials; and (4) Provides staff support to the Illinois Motor Vehicle Theft Prevention Council, an 11-member board working to curb motor vehicle theft.

ICJIA

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