

# **Preliminary Research on Establishing Crime Victimization Database<sup>1</sup>**

**Sheu, Chuen-Jim, Huang, Lanying, Lu, Yifen, Yu, Yichun**

## **Abstract**

Studies of criminology and criminal justice in Taiwan tend to focus on the analysis of criminal behaviors. Even though government agencies such as the police, the prosecution, the judiciary, and the Ministry of Health and Welfare have victimization data based on their business scope, these data are scattered and incomplete, lacking a unit to assimilate. Using data collected by literature review, in-depth interview, and focus groups, this study intends to inspect the current quality of victimization data and provide suggestions and probable approaches for inter-agencies data link and consolidation. The purpose of this report is to explore the feasibility and specific practice for the Academy for the Judiciary in establishing the database of crime victimization, and to propose the essential variables for future database.

This report is divided into six chapters: research background, methodology, international crime victimization database and survey, current Taiwan victimization data quality inspection, preliminary suggestions for future crime victimization database establishment, and conclusion and suggestion. In Chapter 1, the background indicates that the current crime victimization data is designed and collected according to the use of the authorities, and the lack of detailed description of the data output may lead to misuse. Chapter 2 introduces the methodology. In

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<sup>1</sup> This report is based on 2019 research project supported by Academy for the Judiciary, Ministry of Justice. The research team includes Professor Sheu, Chuen-Jim, Associate Professor Huang, Lanying, Researchers Lu, Yifen, and Yu, Yichun, National Taipei University.

Chapter 3, we describe the crime victimization database in the United Nations, the European Union, the United States, the United Kingdom and Australia. It is found that despite the co-existence of official statistics and crime victimization survey, the former is merely served as a conservative display for victimization situation.

In Chapter 4, through interviewing practitioners and searching domestic data, we investigate the distribution of Taiwan current crime victimization data, the attitude of the authorities in providing and expanding victimization data, Taiwan crime victimization survey introduction, and the probable using methods of victimization data. Chapter 5 provides preliminary suggestions for future crime victimization database establishment. Based on the data collected from focus groups and foreign information, we deem that being familiarized with the data definition, collection process, management, and application is essential for inter-agencies data integration. Moreover, there must be mutual trust and reciprocity between agencies; otherwise, legal regulations must be formulated. The data should be expanded to include information on the needs of victims and the services provided by the government to assist the improvement of government polices.

Chapter six summarizes conclusion and suggestions for victimization data assimilation. Primarily, this report proposes five phases in victimization database establishment: establish a domestic basic victimization information portal network platform, expand the platform containing information, establish interactive data functions, execute victimization survey projects, and organize an integrative center for data analysis and research.

Keywords: Crime, Victimization, Database, Use of data

## **A. Research Background**

### **a. The Current State of Crime Victimization Database and Review**

#### a) The Current State of Crime Victimization Database

##### 1. Crime Statistics

Crime Statistics has the data related to crime victims, including their age, occupation, education, and the death and injury numbers of homicide and assault.

##### 2. Statistics of Justice

Of the statistics of justice, the most related to crime victims data are the judicial protection statistics of crime victims compensation statistics. In addition, statistics on national compensation lawsuits are classified as victims-based statistics.

##### 3. Victimization Survey

There have been four waves of crime victimization survey in Taiwan. The samples were the population aged more than 12. The purpose was, by telephone survey, to understand the interviewees' personal and household basic information, community order, the experiences of victimization and report to the police, and etc. in the past year. Moreover, sampling the victims of six crime types for face-to-face survey was conducted. The interviewees were asked for their personal and household basic information, community order, the experiences of victimization and report to the police, and etc. (許春金、黃蘭嫻，2010).

##### 4. The Database for Specific Crime Victims

Past crime statistics probably overlooked the female victims and victims of non-citizens, and victimization survey was also easy to overlook such incidents due to the sampling limitation. Those people are usually called the hidden victims. The Domestic Violence Prevention Act was

passed in 1997, Sexual Assault Prevention Act in 1998, Sexual Harassment Prevention Act in 2005, and Human Trafficking Prevention Act in 2009. The authorized agencies are the Ministry of Health and Welfare and the Immigration Department of the Ministry of the Interior, so they have their own record systems and statistical databases.

The statistical benchmark for domestic violence, sexual assault, and sexual harassment cases was different from the police record. The former is based on victims' notification and asks for help (also see 黃蘭嫻等, 2012). Victims from the Domestic Violence Notification System are more comprehensive than the police or legal system database because the number of notifications is counted regardless of victim's report to the police. The statistics of notification changes our perspectives toward domestic violence. It has become today's emphasis of policy from past hidden crime and hidden victims.

## b) Review

Based on the above discussion, the current crime victimization data are located in different agencies. It is difficult to see the whole picture. Moreover, official data cannot collect more complete victim information because of the statistical benchmark, and victimization survey is not conducted regularly and cannot include more types of crime.

### 1. Defects in the Combination of Police Statistics and Performance Systems

The police data are often seen as the most complete criminal records and more detailed for the victimization description, so it was used widely. Taking the Uniform Crime Report collected and published by the U.S. federal government for example, it clearly states that statistics are to describe the nature and quantity of crimes and not to serve as a criterion for evaluating the performance of each unit (許春金等, 2001). In Taiwan,

however, the number of occurrences and arrests in the police records has become the evaluation criterion for the performance of each county and city police stations. This makes the data vulnerable to changes in policy and performance requirements or changes in ways of case calculation.

## 2. The Data Collect of Each Agency is Based on Its Own Consideration

Most official data are for internal use and reference only, so it might not be appropriate for the society, researchers, or other government institutions to use as references for policies and cross-country comparisons. It is necessary to promote inter-agency dialogue if going to expand the application of crime statistics.

## 3. Lack of Data Integration among Agencies and Description of Data Output

When producing statistical data, each country also gradually stresses the importance of publishing the data resource, reliability and validity, and application limitations while data open. Currently, Taiwan victimization data are located in different agencies, and the methods of data production and application limitations are often so short of detailed explanation that leading to misuse.

## 4. Lack of a Standard System for Crime Victimization Survey

Since 2000, four waves of victimization survey have been conducted (every five years), but until now there is not a specific agency being responsible for regular budget to perform a basic consistent survey. As a result, the investigation items and types of victimization would vary depending on the lead agency, and it would cause the difficulties to compare the crime victimization situations and victims' feelings. Moreover, the victimization survey led by the Police Department of the Ministry of the Interior would inevitably weaken the credibility of the victimization survey. The outcomes of victimization survey are little known, and the degree of

publicity is extremely insufficient. Most of those are merely used as internal reference materials of the police. This is against the ultimate goal of having the victimization survey outcomes to redress the official data limitations, resulting in the ineffectiveness of Taiwan crime victimization survey outcomes (許春金、黃蘭嫻，2010).

## **b. Research Purposes and Questions**

The establishment of crime victimization database aims at the analysis of crime victimization trend and the observation of crime victimization. The data collection will be based on the process of the victim event<sup>2</sup>, supplemented by the attributes of the victim. **The purpose of this research is to explore the feasibility and specific approaches of setting up a crime victimization database in the Academy of the Judiciary, Ministry of Justice, and to provide suggestions for the essential variables included in the database so that future data collection can be done accordingly.** This research will use the literature review, in-depth interview, and focus groups to review the current data situation and needs for a database, provide suggestions and possibilities for inter-agencies official data merge and intergration, and gradually expand the content of data collection to reach the policy goal of establishing a crime victimization database.

Research questions are :

- a) What are the types of victimization data collected in the crime data in the international organizations and developed countries? What are the victimization data? How does it work? What are the benefits?
- b) What are the agencies in Taiwan having the crime victimization data? What is the content and how is the quality? What are the data

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<sup>2</sup> Victimization process indicates to collect and understand the progress of a victimization case in the criminal justice system, from the police, the judiciary, to the Association for Victims Support (crime victim protection services).

application and data limitations?

- c) What are the current policy implications based on the crime victimization data? What are the difficulties and needs?
- d) What are the types of victimization to include if a crime victimization database is established in the Academy of the Judiciary? What are the data resources and collection approaches? What is the priority of the database execution?
- e) How does Taiwan's crime victimization database structure respond to the trend of international victimization database construction and application? How will the maintenance and development of the future database be done sustainably? What are the possible benefits?

### **c. Research Scope and Terminology**

#### **a) Research Categories and Methods**

The scope of this research includes three main facets. First, using the literature review, this research introduces the foreign crime victimization databases and their specific practices and outcomes in the integration and release of crime victimization data. Based on the crime victimization, foreign countries have regular and irregular crime victim surveys or publish the victims-related official survey reports regularly and irregularly. The information of international organizations and countries is limited to the United Nations, the European Union, the United States, the United Kingdom, and Australia.

Second, interviewing the practitioners who work in the agencies where possibly have the crime victimization data, this research reviews the present crime victimization databases and intends to understand deeply how we manage and use the crime victimization data. The invited agencies are the Criminal Investigation Bureau of National Police Agency, Anti-Fraud Center of the Criminal Investigation Bureau, Ministry of Justice,

Association for Victims Support (AVS), and Department of Protective Services of the Ministry of Health and Welfare.

Third, conducting two sessions of focus-group forum participated by the experts and scholars who are familiar with the crime victimization issue, this research collects their opinions toward the future establishment of crime victimization database in the Academy of the Judiciary, and asks for their specific suggestions for the data content, measurement, presentation, application, and ultimate goals.

Finally, this research integrates the foreign experiences, present domestic practices, and recommendations from the experts and scholars to provide preliminary suggestions for the Academy of the Judiciary in setting up a crime victimization database in the future.

## b) Terminology

### 1. Crime Victimization Data

Crime victimization data can be distinguished by data resources and data subjects. Data resources include the police report statistics, procuratorial statistics of legal affairs, statistics from other governmental agencies (e. g., Ministry of Health and Welfare), or victim survey statistics. Therefore, the crime victimization data in this research are not limited to the convicted crime victimization (i.e., conservative definition of crime); instead, the statistics of any harmful crime are included. Data subjects include the victim incident data and personal data. The suggestions of this research for setting up a crime victimization database in the Academy of the Judiciary in the future involve the aforementioned statistics resources and data attributes.

### 2. Database Establishment

The purpose of this research for the Academy of the Judiciary to establish a crime victimization database focuses on summarizing the



variables of victimization data in the authorized agencies, such as the police, legal affairs, and the Ministry of Health and Welfare, or the quasi-governmental institutions, such as the Association for Victims Support. By collating the relevant domestic and foreign victimization data, this research is mainly for the summary of data variables, and to provide a reference for the Academy of the Judiciary. It is not to practically create a data platform. Strickly speaking, this research serves as a pilot study for the Academy of the Judiciary to build a crime victimization database in the future and gives an infrastructure for the future database content.

## **B. The Foreign Crime Victimization Database and Survey**

Since 1960, the United States has led a movement of a large-scale government-funded crime victimization survey, and that has gradually swept European countries and brought the development trend of transnational databases. The most well-known one is the International Crime Victimization Survey, followed by the European Crime and Safety Survey (EU ICS), which was conducted in 2005 after a modest modification of the situation in the European countries. Many countries also have crime victimization survey, such as the Crime Survey for England and Wales (CSEW), and the National Crime and Safety Survey in Australia (NCSS). Lastly, speaking of crime victimization survey, what you need to know is the National Crime Victimization Survey (NCVS), conducted annually by the U.S. government Bureau of Census and the Bureau of Justice Statistics.

In summary, the process of establishing crime victimization data and the involved content are similar fundamentally among the United Nations, the European Union, the United States, the United Kingdom, and Australia. The government statistics (that is, report statistics, notification, and the public power initiative survey statistics) are coexisting with the survey statistics. The following is a brief summary of the current situation

of the victimization data in the above regions and countries and the involved data variables.

#### **a. The Summary and Comparison of Databases**

Table 1 displays the current name of victimization database/platform, data content, established year, types of crime victimization, characteristics and values of data, application benefits, publications, and limitations among the United Nations, the European Union, the United States, the United Kingdom, and Australia.

The definition, measurement, record, and enforcement of crime (victim) varies from country to country. As a result, the cross-national governmental victimization data, such as the United Nations and the European Union, are available, but the volume is very limited and the accuracy must be cautious. The warning of using the information with caution is always noted. Information on victims is limited to cases of homicide, and information on other types of victimization is acquired from survey.

Although the accuracy of the crime victimization data by the official statistics in the United States, the United Kingdom, and Australia influenced by the victimization definition and data operationalization is relatively small, the dark figure of crime cannot be overlooked. Moreover, these three countries have implemented crime victimization surveys for many years. They have more complete and systematic collection of data, and present the victimization more genuinely. Therefore, most crime victimization research use survey data, and governmental victimization statistics are mostly for reference only.

Because the victimization survey data are relatively complete and accurate, research on crime victimization issues can derive from the perspective of victims, such as the issues of victims' repeated victimization and the probable causes, victims' opinion toward the

current criminal justice system or public order, and victims' self-defense and unreported reasons. Additionally, because of the consistency and systematic summary of the victimization survey for many years, the victimization trend and comparison can be effectively mastered. With the advancement of network engineering information, the index of victimization data has become simpler. Additional to publishing survey outcomes regularly, the interactive platform provides data for the public and researchers to search, download, and analysis, so that the relevant government agencies can learn about the current situation of crime victimization through scientific assessment methods, and regularly modify or formulate appropriate crime victimization prevention and restorative policies.

Although the regular victimization surveys are currently the best way for countries to learn about crime victimization, they still have some limitations. For instance, the types of crime victimization included are limited. Only the crime with victims is investigable, such as robbery, assault, sexual assault, theft, and burglary. Therefore, the victimization survey on special crime was mostly carried out on a case-by-case basis, and the respondents were acquired by sampling. As a result, survey results are inferred in probability. The validity and reliability are greatly influenced by the sampling quality. Rigorous survey design and execution are essential.

Table 1 Summary of the Victimization Data

	U. N.	E. U.	U. S.	U. K.	Australia
<b>Database/Platform</b>	ICVS	Eurostat: crime and criminal justice	NACJD	Office for National Statistics	Crime and Justice Statistics in ABS
<b>Data Content</b>	Survey results from the participated countries	Police records and criminal justice data from the E.U. nations	NCVS, UCR, NIBRS, PHDCN	Police records CSEW OCJS	Police records, CVS, NCSS, GSS, PSS, WSS, characteristics of prisoners, domestic violence, and drug
<b>Year</b>	1989~	2008	1978	CSEW since 1982	CVS since 1975
<b>Types of Crime (Victimization)</b>	Household and personal victims	Victims of Homicide	Crime and justice	Household and personal victims	Household and personal victims, female victims, and etc.
<b>Characteristics and Values of Data</b>	Observation of people, phenomena explanations, probability inference, comparison of trends	Understand the occurrence and treatment of crime in EU countries	Provide original data and relevant empirical research reports	Include household and personal crimes, corporate victimization, other crimes, and unreported crimes	AIC summarizes and publishes official statistics, regular victimization survey, and irregular survey data on special issues
<b>Applications</b>	Research publications, repeated victimization, trend observation, international comparison	Research publications, trend observation, assistance in monitoring EU decision-making	Provides data analysis tools thru interactive platform	Provide data download and friendly statistics presentation	Repeated victimization, estimated dark figures
<b>Regularly Published Statistics Reports</b>	Victimization survey reports	European Sourcebook (HEUNI) since 1993	Victimization survey reports and	Annual Crime Report included official	Victimization survey reports and reports

		International statistics on crime and justice (HEUNI)	reports for other specific issues	statistics and victimization survey	for other specific issues
<b>Limitations</b>	Many countries and offending behaviors are not included	Inappropriate to do comparison across counties	Focus on criminals and criminal justice data		

Note. ICVS: International Crime Victimization Survey; NACJD: National Archive of Criminal Justice Data; ABS: Australian Bureau of Statistics; NCVS: National Crime Victimization Survey; UCR: Uniform Crime Report; NIBRS: National Incident-Based Reporting System; PHDCN: Project on Human Development in Chicago Neighborhoods; CSEW: Crime Survey for England and Wales; OCJS: Offending, Crime and Justice Survey; CVS: Crime Victimization Survey; NCSS: National Crime and Safety Survey; GSS: General Social Survey; PSS: Personal Safety Survey; WSS: Women's Safety Survey; AIC: Australian Institute of Criminology; HEUNI: European Institute for Crime Prevention and Control.

## **b. The Summary of Data Variables**

Table 2 presents the compilation and summary of primary victimization data variables among the regions and countries. As shown, abundant victimization data are mainly collected from surveys, and the official data include very few victimization types. The United Nations and the European Union both only have homicide and Australia has additional burglary and sexual assault. The United States provides slightly more information on victimization types, including robbery, aggravated assault, arson, larceny-theft, motor vehicle theft, violent crime, and property crime.

Official statistics of victims and incidents information are also limited, including gender, age, ethnicity/race, and the relationship between victims and offenders. The characteristics of incidents are only available in the United States, including location of incident and presence of weapon.

As for the survey data, because the European Union replicates the questionnaire used in the International Crime Victimization Survey in the United Nations, the content of data variables is the same. Table 2 shows that additional to the basic victim's personal information, such as gender, age, the relationship between victims and offenders, the variables include ethnicity/ race, occupation, education level, marital status, presence of children, financial status, household size, area and length of residence, and information about the perpetrator. The most important is that the survey data has a wealth of past experience of victims and non-victims and their perceptions toward various criminal justice and safety issues. For example, whether or not they have experiences of being victimized, reported the case to the police and reasons, reported to others, had victim support, were satisfied with the police, have experiences of the criminal justice system contact, and had self-defense, whether or not the offender's

behavior was likely to be in a state of alcohol/drug affected, whether or not the home security equipment is installed, whether or not they have the fear of victimization, as well as what they think about the causes of juvenile crime, overall security, neighborhood order, frequency of going out, victimized causes, security enhanced on house/individual/car/network, police visibility, drug use experiences, and etc. It is very helpful for profoundly understanding the victims and the impact caused by the victimization.

In addition, the types of victimization included in the survey were also relatively abundant. Primarily, the types included burglary, motor vehicle theft, sexual assault, robbery, aggravated assault, and larceny-theft. The more special is that there were consumer fraud and corruption in the United Nations, and sexual harassment, domestic abuse, stalking, identity and smartphone theft, fraud, and computer misuse in the United Kingdom. The characteristics of incidents were also relatively detailed. Primarily, the variables included the time and location of incidents, number of occurrence, seriousness, presence of weapon, injury status, and impacts on finance. The details of other incidents were adjusted according to the type of victimization, such as whether the stolen property was recovered, whether the incident was solved, and whether the incident involved network operations.

Finally, of note, the variables compiled in Table 2 are solely the data collected regularly in the regions and countries. For the special issues, there are irregular data collections and the variables are relatively different. The summarized content shown in Table 2 helps to understand the basic elements of crime victimization data across the United Nations, the European Union, the United States, the United Kingdom, and Australia.

Table 2 Summary of the Victimization Variables

	Area/Nation	Victim		Incidents	
		Individual Information	Experience/Opinion	Type	Characteristics
Governmental Data	U.N.	Gender		Homicide	
	E.U.	Gender, Age, Victim-offender relationship		Homicide	
	U.S.	Gender, Age, Race/Ethnicity, Victim-offender relationship		Homicide, Robbery, Sexual assault, Aggravated assault, arson, Burglary, Larceny-theft, Motor vehicle theft, Violent crime, Property crime	Location of incident, Presence of weapon
	U.K.				
	Australia	Gender, Age		Burglary, Sexual Assault, Homicide	Location of incident
Survey	U.N.	Gender, Age, Occupation, Education level, Income, Marital status, Household size, Type of house, Town size, Vehicle ownership, Satisfaction with income, Social behavior	Victimized, Reported to the police and reasons, Reported to others, Victim support, Police satisfaction, Recommended sentence for burglar, Security measures against burglary, Fear of victimization, Causes of juvenile crime	Burglary, Car theft, Theft from car, Car vandalism, Motorcycle theft, Bicycle theft, Robbery, Theft of personal property, Sexual incidents, Assaults/threats, Consumer fraud, Corruption	Time and location of incidents, Frequency of occurrence, Seriousness, Incident details
	E.U.	Same above	Same above	Same above	Same above



U.S.	Gender, Sex orientation, Age, Ethnicity/race, Marital status, Education level, Occupation, Income, Location of residence, Personal information of the offender (e.g., age, gender, ethnicity/race, number, victim-offender relationship, and gang member)	Victimized, Reported to the police and reasons, Seek for professional assistance, Experiences with the criminal justice system, Self-defense, The offender influenced by alcohol/drug, Fear of victimization	Burglary, Motor vehicle theft, Other theft, Sexual assault, Robbery, Aggravated and simple assault, Personal theft	Time and place of occurrence, Number of occurrence, Use of weapon, Nature of injury, Economic consequences, Other details
U.K.	Gender, Sex orientation, Age, Ethnicity/race, Marital status, Children, Education level, Occupation, Income, Religion, Time length of residence, Vehicle ownership, Personal information of the offender (e.g., age, gender, ethnicity/race, number, victim-offender relationship, and gang member)	Victimized, Reported to the police and reasons, Perceptions of overall safety and neighborhood order, Frequency of going out, Fear of victimization, Causes of victimization, The offender influenced by alcohol/drug, Satisfaction with the police, Experiences with the criminal justice system, Needs for support, Satisfaction with the criminal justice performance, Police visibility, Home/personal/car/network security enhancement, Drug use experiences	Violence, Robbery, Sexual assault, Sexual harassment, Domestic abuse, Stalking, Theft (larceny, break-in, car theft, bicycle theft, burglary, identity theft, smartphone theft), Vandalism, Fraud, Computer misuse	Time and place of occurrence, Number of occurrence, Seriousness, Damage, Use of weapon, Nature of injury, Other details
Australia	Gender, Age, Marital status, Born country,	Victimized, Reported to the police and reasons, Reported to	Assault, Robbery, Sexual assault, Burglary, Car theft,	Location of incident,

Year since living in Australia, Household size, Family type, Family member relationship, Children under age 15, Ethnicity/race, Area of residence, Education level, Employment status of individual and household members (unemployment, part-time job, full-time job), Occupation category, Income, Gender of offenders, Victim-offender relationship	others, The offender influenced by alcohol/drug, Home security enhancement	Theft from car, Property vandalism	Number of occurrence, Presence of weapon, Injury or damage, Other details
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## **C. Review of the Current State of Crime Victimization Data**

Currently, the crime victimization data are stored in many agencies, lacking a unified entry for information. Most often used observations are based on the statistics from the government. However, based on the source of most foreign crime victimization data, we know that using government statistics is very easy to underestimate the situation of crime victimization because the number of incidents reported to the police might be just a tip of an iceberg. The real number of incidents is difficult to know. In practice, many countries adopted surveys and employed the probability calculation to present as close to the real situation of crime victimization as possible. There are four waves of crime victimization survey in Taiwan. As a result, this section not only introduces the official data for various types of victimization, but also sorts out the content included in the national crime victimization survey in Taiwan.

### **a. The Summary of the Extant Variables in the Government**

It is learned from the observation of the existing victimization-related data that the government agencies possessed the most data are the police agencies, the Ministry of Health and Welfare, and the Association for Victims Support. The included types of victimization are sequentially reduced. The police agencies have general criminal cases, the Ministry of Health and Welfare records the cases of domestic violence, sexual abuse, and child protection, and the Association for Victims Support only records the types of victimization (death, serious injury, and sexual assault) regulated in the Crime Victims Protection Act. The police agencies have the most data, but the majority stays in the transcript. Fortunately, it has now started for recording the transcript electronically. In the future, it may be possible to use text-crawling technology to have the rich victim-related data columnization and to attain sufficient victim data analysis. At present, the victimization-related variables in the

Criminal Investigation Bureau, as shown in Table 3, are mainly the personal basic information. The consistent personal variables in three units are ID, date of birth, gender, education level, occupation, location of residence, nationality, and seriousness of injury, and the consistent incident variables are the victim-offender relationship, and place and time of occurrence. Using these consistent variables may be able to track the characteristics of victims who entered the criminal justice system, the status of the victimization incident, and the obtained treatment.

In addition, the four waves of national crime victimization survey authorized by the National Police Agency can be used as the supplementary data. For specific types of victimization, the problem of dark figures of crime can be examined by the comparison between reported cases and unreported cases.

Table 3 Summary of the variables in official agencies: Criminal Investigation Bureau, the Ministry of Health and Welfare, and the Association for Victims Support

		Personal Information	Incidents	Services
Same		ID, Date of birth, Gender, Education level, Occupation, Location of residence, Nationality, Seriousness	Victim-offender relationships, Place and time of occurrence	
Different	Criminal Investigation Bureau	Foreign labors, Characteristics, Height, Reasons for coming to Taiwan, Indigeous people		
	Ministry of Health and Welfare	Marital status, Foreign labors, Cohabited children or youngsters, Domestic violence witness children or youngsters, Physical and mental disorders, Household address, Suicidal attempts, Acceptance of social worker's assistance, Acceptance of being tracked down by the other party	Offending methods (tools), Involved in a public danger case, Relevant assistance provided, Needs for immediate assistance	
	Association for Victims Support	Occupational category, Household address, Heritage status	Progress of criminal and civil procedures	Receive, accept, and open cases, Administration data, Resources provided or planned to provide

## **b. Findings from the Agency Interview**

### **a) The Traditional Thinking Remains in the Criminal Justice Units:**

#### **Criminal Punishment is the Best Protection for Victims**

Visiting the police and legal affair offices can clearly perceive that arrest, investigation, prosecution, and punishment are the focus of their jobs. They believe that arrest and punishment are the best protection for victims. The police think that statistics cannot solve the case. The prosecution think that victim database does not seem to have a direct help for handling the case. Therefore, their attitudes for the assistance to establish the database of victimization appear negative. After the police transfer the case, the victim's information will stop update, and the police will not care much about the subsequent judicial procedures, such as whether prosecution. The prosecutor's concern for victims is whether they are involved with the abuse of suing. These show that to improve the emphasis of the criminal justice system on the status of victims needs more efforts.

### **b) Administration by Law**

Because the criminal justice agencies have a negative attitude towards the establishment and use of the victimization database, and the health and social administration units spent many efforts in collecting the victimization data, they are reluctant to provide the data directly to external units. However, because they all are public service units, as long as they are regulated by law or ordered by a superior unit, they have to obey it. As for addition jobs and victimization data recording, they tend to request legal regulations or superior orders. If simply asking them whether they are willing to increase data collection, what parts of data are insufficient, or what data added are helpful for policy making or implementation, their attitudes tend to be unhappy with the incases in additional works.

### c) Data Collection Must be Rigorous and Systematic

Data collection and recording depend on manpower. In addition to perfecting the system, training is indispensable. The quality and accuracy of data mostly depend on the front-line personnel, such as the police officer receiving the case and social workers. The official data, however, have a common problem: missing data. This can be attributed to many facets: vague variable definition, lack of a consistent rule, lack of motive for data recording (e.g., performance scores), and cooperation loopholes. For example, the source of the victim individual data in the Association for Victims Support relies on the data from each district branch, and each district branch relies on the bailiff to provide the autopsy information on deaths in suspected crimes. The provided data are likely incomplete. Moreover, the data of serious injuries are not available in the first place because the hospital is unwilling to refer the information. Although the victim data are included in the indictment, those are not columnated and informatization. Overall, there is not a statistical baseline of victims in the investigation and prosecution stage, leading to lack of a fundamental database of the victims in the Crime Victims Protection Act.

### **D. The Preliminary Proposals for future Crime Victimization**

#### **Database formation : The Suggestions from Experts and Scholars**

This section mainly extracts the content of two sessions of focus groups discussion, asking the experts and scholars in the victimization-related research for their opinions towards the current use and quality of crime victimization data in Taiwan, the establishment of crime victimization database in the Academy of the Judiciary in the future, and the response to the establishment and use of international victimization database. Two key suggestions for setting up a similar database in Taiwan are the matters worth of attention in integrating data across organizations

and suggestions for expanding the content of victimization data collection.

**a. Understanding of the Dilemma over Victimization Data Share and the Long-term Input of Funds and Manpower**

The official data were mostly collected because of the practical work requirements or needs of statistics presentation. Therefore, the foundations for each agency in collecting data were different. Before establishing a database or linking the data across the agencies, it is essential to understand the characteristics/attributes, meanings/definitions, collection and recording methods, application purposes, and limitations of crime victimization data in various agencies. However, the sharing of the victimization data, technically, has the following difficulties: 1) whether each agency has the same variables for match (e.g., ID card number); 2) even though the variable names are the same, their attributes, contents, classifications, or levels are different; 3) The missing value in the official data is too much.

In addition, building a database not only requires a huge resource, but also requires long-term funding for maintenance. The construction of data, from the initial definition, confirmation of each data meaning, collection methods and limitations, establishment of an online database or data platform, to the maintenance of the final database/platform, needs the input of money and manpower, and the amount is tremendous. Moreover, when the Academy of the Judiciary seeks information exchange and cooperation from other government agencies, the additional expenses of money and manpower would increase.

The reference of domestic successful cases is like the social safety net led by the Ministry of Health and Welfare, in which the police, social administration, health care, and the justice are linked. It might be too early to replicate the foreign experiences. Due to different cultures and



societal situations, the analysis focus and emphasized index crime are different in each nation. Those would easily cause the problems of cross-national comparison. Even if using the same variables as those used abroad, the differences of data attributes and classification categories would also cause the errors of comparison and interpretation.

Since all units of government agencies are the public service units, the foundation of trust between agencies is relatively easy to establish. If other cooperative units can have feedback (e.g., policy formulation) in the establishment of crime victimization database and the follow-up use and maintenance, a mutually beneficial relationship is more likely to improve the successful rate of data exchange. Moreover, the operations of government agencies are mostly administered by law. The Academy of the Judiciary may refer to the spirit of the Data Protection Guidance Program of the Judicial Statistics Bureau of the United States Department of Justice (U.S. Department of Justice, 2016) to promote the legislation and law amendments related to the crime victimization database in authorizing the government agencies with a collaboration basis and protection for crime victim data.

**b. Add on the Content of Data Collection, but the More Important is to Have Professional Statistical Personnel Training and to Accumulate the Existing Data**

In addition to collecting the information of victimization facts for the victimization database, the scholars suggested the variables of victims' basic information (ethnicity, born nationality, physical and mental disorder, records of substance and alcohol addiction, and the record of suicide), incidents' information (types, methods, time of occurrence, and place of occurrence), past victimized experiences, past criminal records, degrees of injury and damage, protection service resources and manpower allocation, number of court appearances, times

of examining the case file, and the number of lawyers' services. The major purpose is to increase the information on the needs of crime victims and the state of government services. Moreover, professional training for statisticians is also critical to the accuracy of data collection and registration.

The police are often the first unit in the criminal justice system where a crime victim is contacted when victimized. The police system has multiple sources of receiving cases, such as the 110 report system, e-report system, transcripts, investigation reports, and criminal record forms. Therefore, strengthening the role of police units in the collection of crime victimization data, data record skills, and professionalism will help increase the crime victimization data richness and breadth in the criminal justice system. Moreover, in order to increase the possibility of successful data integration between the police and the prosecution, the two units have to coordinate, revise the logic for case assignment, and use consistent or identical variables for data matching.

Expansion and improvement of the victimization data is the future goal. Now, the primary work should be to consolidate the existing data. This might be done in a step-by-step approach from summarizing the domestic and foreign literature and from communicating the units within the Ministry of Justice in collecting the data, to gradually increase the data on the police, social administration, public health, and education.

## **E. Conclusions and Suggestions**

According to the literature review, in-depth interview, and the discussion of focus groups, this section summarized the major findings, conclusions, research limitations, and suggestions for victimization data integration.

### **a. Results of Research**

a) The Data of Crime Victimization and Its Application in the

## International Organization and Developed Countries

In the types of victimization, the comparison statistics of victimization on the United Nations Office on Drugs and Crime (UNODC) are only available for the homicide because the statistics of other crime types are affected by too many factors. The International Crime Victimization Survey includes the data of individual and household. The types of household victimization include burglary, attempted burglary, theft of car, theft from car, car vandalism, motorcycle theft, and bicycle theft. The types of personal victimization include robbery, theft of personal property, sexual incidents, and assaults/threats. The specific types of victimization include consumer fraud and corruption. The victimization types in the European Crime and Safety Survey are similar with those in the International Crime Victimization Survey.

The specific victim data in the United States Criminal Justice Information Services include the Law Enforcement Officers Killed and Assaulted (LEOKA) and Hate Crime Statistics Program. The information related to the victim includes gender, race/ethnicity, age, the offender-victim relationship, and offenses with reported weapons.

The Bureau of Justice Statistics' National Crime Victimization Survey is conducted by the U.S. Census Bureau. The collection data include reported and unreported non-fatal personal crimes (e.g., rape or sexual assault, robbery, aggravated and simple assault, and personal larceny) and household property crimes (e.g., burglary, motor-vehicle theft, and other theft). Survey respondents provide information about themselves (e.g., age, sex, race, marital status, education level, and income) and whether they experienced a victimization. In addition to the federal-level survey, there are the city-level survey on crime victimization and public attitude, and the publication of victimization-related reports.

In the victimization data, it may include the characteristics of the incident, basic information of the individual and household, and the actions/services done after the victimization.

Table 4 Summary of the Victimization Variables Collected In the National Organizations and the Developed Countries

	Incidents	Individual and Household	Actions after Victimized
The United Nations and the European Union Victimization Survey	Time and location of incidents, Frequency of occurrence, Seriousness, Incident details	Gender, Age, Occupation, Education level, Income, Marital status, Household size, Type of house, Town size, Vehicle ownership, Satisfaction with income, Social behavior	Reported to the police and reasons, Reported to others, Victim support, Police satisfaction, Recommended sentence for burglar, Security measures against burglary, Fear of victimization, Causes of juvenile crime
The United States Victimization Survey	Time and place of occurrence, Use of weapons, Nature of injury, Economic consequences	Age, Gender, Ethnicity/race, Marital status, Education level, Income	Victimized, Reported or unreported the police and reasons, Experiences with the criminal justice system, Self-defense
The United Kingdom Victimization Survey	Time and place of occurrence, Number of occurrence, Seriousness, Damage, Use of weapon, Nature of injury, Other details	Gender, Sex orientation, Age, Ethnicity/race, Marital status, Children, Education level, Occupation, Income, Religion, Time length of residence, Vehicle ownership, Personal information of the offender	Victimized, Reported to the police and reasons, Perceptions of overall safety and neighborhood order, Frequency of going out, Fear of victimization, Causes of victimization, The offender influenced by alcohol/drug, Satisfaction with the police, Experiences with the criminal justice system, Needs for support, Satisfaction with the criminal justice performance, Police visibility, Home/personal/car/network security enhancement, Drug use experiences

Australia	Place of occurrence, Number of occurrence, Presence of weapon, Injury or damage, Other details	Age, Gender, Marital status, Born country, Year since living in Australia, Household size, Family type, Family member relationship, Children under age 15, Ethnicity/race, Area of residence, Education level, Employment status of individual and household members (unemployment, part-time job, full-time job), Occupation category, Income, Gender of offenders, Victim-offender relationship	Victimized, Reported to the police and reasons, Reported to others, The offender influenced by alcohol/drug, Home security enhancement
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In the applications and benefits, the victimization survey can be used as a reference for international victimization indicators and victimization policies in various countries. For example, research on the significant differences of female violence victimization across the countries, and put forward an important agenda for ending the female violence victimization from the perspective of international organizations. The international and domestic victimization data can provide scholars for the criminology related research. The publication of research reports can reach the purposes of data open and knowledge dissemination. The victim's experiences and satisfaction with the criminal justice treatment after the victimization are only available through the victimization survey, and the general official statistics do not contain such information. Therefore, the

resultd of victimization survey can provide a reference for the improvement of the criminal justice practice.

b) The Data Distribution of the Current Crime Victims (Incidents) and Its Application in Taiwan

The results of this research found that the authorities currently having the data of victims and incidents are the criminal investigation bureau (general criminal case data), the Ministry of Health and Welfare (domestic violence, child abuse, sexual assault), the Association for Victims Support (compensation applications of the survivors of the death, serious injured victims, and victims of sexual assault), the National Immigration Agency (victims of human trafficking). In Table 5, the school security and disaster incident analysis reports published regularly by the School Security Center of the Ministry of Education are temporarily not included in the comparison.

Table 5 Summary of the Current Crime Victimization data in Taiwan

Unit	The Criminal Investigation Bureau	The Ministry of Health and Welfare	The National Immigration Agency	The Association for Victims Support
Data	Criminal statistics	Notification case statistics on the domestic violence and sexual assault	Statistics on immigration prevention of human trafficking	The work system of the Association for Victims Support
Legal Basis		The Sexual Assault Crime Prevention Act The Domestic Violence Prevention Act	The Human Trafficking Prevention Act	The Crime Victim Protection Act
Source	Reported criminal record form Road traffic accident investigation form	Sexual assault case notification Child protection case notification	Provision and settlement of human trafficking cases detected by the judicial police agencies	Established by each branch according to the open case

Adult protection case notification				
Collection Method	Police agencies at all levels collect and complete reports	Establish information aggregation platform and division of labor input	Provided by the National Police Agency, the National Immigration Agency, the Coast Guard Administration, and the Investigation Bureau	Take the victimization incident as the unit. The case was established and will not be updated when the case is closed (un-opened cases have been included since 108)
Data Content	Basic information of victims and incidents	Basic information of victims, whether the intervention by a social worker is required, case information, types of violence	Number of seizures, Number of resettlement	Victim cases, Victim situations, Civil and criminal procedure laws, Victims and their families, Contact information for key contacts, Information to assist in compensation calculation
Quality	Police report may have many missing values	Data quality is usually less reliable if subsequent services are not received	The National Immigration Agency still needs to compile statistics from other judicial police agencies, and doesn't have the original data	Relying on the establishment of local branches
Application	Regularly release data based on months or years	Data visualization can provide a long-term trend	Regularly release data based on months or years	Only for the internal case management and data statistics use

		observation and academic application		
Limitation	Victim's variables are limited	There may be repeated notifications by various units and multiple notifications in the same case	1.The major statistical basis remains the case or the suspect, and lacking victim's personal information 2.Not included in the notification data or help data	1.Victims are limited to those who can receive compensation or receive services in accordance with the law. Use the victim as the recording unit and the protected persons are covered in the same case 2.There are not many descriptions of the victims in the death case

As seen in Table 5, the current victimization data are scattered in different agencies, and each agency's data has its own advantages and disadvantages, which can help to establish an overall victimization image. Data collection is rooted in the legal regulation, job duty of each agency, and the degree of societal concern on the issue. In addition to the establishment of domestic violence and sexual assault data for the purpose of providing services to victims, most of data are problematic because the collection purpose is for business use rather than as an indicator of the victimization. Therefore, the data involved more data for investigation and offender's information, lacking victim's information. Victims of homicide, serious injuries, and human trafficking are also the victims who are legally required to provide services, but the society pay less attention, and there is not a strong advocacy group. Therefore, the real victimization is unknown and potential cases cannot emerge.



Moreover, the definition of victimization varies among agencies. In the notification case collected by the Ministry of Health and Welfare, the victims may mean those in need of services. In the criminal statistics in the Criminal Investigation Bureau, the victims mean those who reported crime to the police. The data collected by the Associate for Victims Support are limited to the victims regulated in the Crime Victim Protection Act, including those who can receive compensation and services, and the protected subjects. Because the data depends on other units (such as the bailiff office in the prosecutor's office), there will be discrepancies in whether to establish case files.

As mentioned above, it is found that using the criminal case records for the baseline is necessary if a large number of cases and crime types are needed. Its advantage is having a relatively complete and more types of victimization, but the information of victims is limited. Although the report data may be withdrawn or incomplete or acquitted due to various factors, it still deserves attention as like the cases of domestic violence and sexual assault in which notification means seeking for helps and service.

### c) The Current Policy Implication for Crime Victims Based on the Victimization Data and the Facing Challenges

#### 1. Data Application

There is often a motive behind the establishment of relevant data. For example, the statistics of domestic violence and sexual assault notifications are based on the Domestic Violence Prevention Act and the Sexual Assault Crime Prevention Act. Awareness of the notification cases is closely related to resource allocation and case work. The law and budget can have the establishment of the information platform gradually become mature. On the other hand, the police institution currently have neither the contact unit for victims nor the related business, so lacking the

interests in setting up the related database. The representatives of the police and the prosecution bluntly stated that the database did not substantially help their criminal investigation. On the contrary, when fraud cases are rampant and anti-fraud becomes an important task for investigation agencies, it is more likely to collect the data actively (e.g., the National Anti-Scam Network of 165) for statistical analysis, serving a reference for victimization prevention. Other types of crime victimization have not received adequate attention. Overall, the current data have many problems in quality control and reliability. However, the data has been collected in such way for a long time, so if changing the method, it will affect the whole body.

The development in the use of data found that most of them stay on the establishment and publication of static statistical reports. In March 2017, Taipei City took the lead in using the domestic violence reporting database to draw a map of domestic violence, in the hope to consider the regional prevention from an epidemiological perspective (陳淑娟、游蕙瑜，2019), but the front-line social workers still prefer the casework model. This shows that how the use of database reward the creators and users may need more communication.

## 2. Challenges

- 1) The definition of a crime victim is not yet clear. The criminal justice practitioner thinks that a confirmed crime fact (at least prosecution) is required to have a victim, which is far from the definition of victims through the self-report of by the international organizations and the developed countries.
- 2) The data are scattered in different agencies. The units for data collection and data integration are developed independently. Data collection and compilation are from the perspective of job needs, instead of the epidemiological or research perspective.

- 3) The nature of victimization is dynamic. There is a time gap in collecting the data by the authorities, so currently the data were hard to merge.
- 4) The results varied by the unit of analysis with the incident or with the people.
- 5) Those who collected data did not feel the data analysis was beneficial to their work, so that they were unwilling to increase the workload. That is, a huge gap between the data collection and the application was existed.
- 6) The authorities have no relevant duties, so refuse to collect the relevant data.
- 7) When data is merged, different statistics may occur as a result of different definitions. This would cause the trouble for the institution and further influence the willingness for data exchange or release.
- 8) When collecting and surveying the victim's information, it may encounter the victim's request and the dilemma of failure to provide the corresponding services.
- 9) The data of juvenile victims may not be able for analysis or sharing because their information must be kept confidential according to the law.

### 3. Demands of the Associated Agencies

- 1) The prosecutor needs to know if there are victims of abusing suits, and is able to focus on real crimes.
- 2) The Department of Prevention, Rehabilitation and Protection needs to know if there are repeated applications for compensation in the sexual assault cases. If there are repeated sexual victimizations, it may need to find out the solution rather than just providing compensation.
- 3) The Association for Victims Support hopes to establish a data link (victim registration notification system) from the police or the prosecution so that there will be no omissions. It is expected that the

victim database will assist the Association in increasing the protection coverage.

## **b. Conclusions of Research**

### **a) Limited Official Formatted Variables**

Most types of victimization are limited to basic personal information: ID, birth date, gender, education level, occupation, place of residence, nationality, and degree of injury, and a few incident information: the victim-offender relationship, place of occurrence, and time of occurrence. It is found that the official statistics related to the victimization in Taiwan are similar to that abroad, and the coverage is even more. Therefore, the official statistics on the victimization variables can be collected first and then supplement it with the data of the national crime victimization survey.

Most of the researches abroad on the subject of victimization use the survey data and rarely only rely on the official statistics because the dark figure of crime is likely to cause the error of the victimization examination. There have been four waves of national crime victimization survey, in which the questionnaire design and survey execution were based on the international methods. The data are very valuable and useful for understanding the domestic victimization and conducting victimization research. However, the data of the victimization survey have been put on the shelf. Only the final research report was available and few research re-used these data. It should be to acquire the consent of the National Police Agency to publish the data for promoting the domestic victimization research.

### **b) Attention to Crime Victims is Various among Agencies**

Whether the police, the prosecution, or the judiciary pays little attention to the victims, the police focus on solving the crime and performance, the prosecutors focus on processing the litigation cases,

seeing the victims as witnesses, and calling them only when necessary, and the judges focus on judgment while the victim's statement may have some influences on sentencing. Overall, once a victim enters the criminal justice system, the importance of his/her role is decreasing, and less information is recorded.

The health administration, social administration, and the Association for Victims Support provide services, assistance, and compensation for specific victimization cases (domestic violence, sexual assault, child protection, death and serious injuries) as required by law, and for these types of victimization, more detailed data on the victims, incidents, and provided services are available.

#### c) The Victimization Data and Basic Variables in Taiwan

In summarizing the data distribution and basic variables of the domestic victimization, once an incident occurred, if it was unreported, the data must be obtained through survey. The survey data generally are richer than the official data, but the results produced from the survey were probability inference outcomes. Therefore, the sampling quality would influence the inference accuracy.

If a victim reported a crime to the police, his/her victimization information would be recorded in the transcript and the criminal record form, including ID, gender, birth date, education level, occupation, place of residence, nationality, and nature of injury, as well as the victim-offender relationship, place of occurrence, and date of occurrence. There were additional information recorded such as the channels and methods of fraud for the cases of fraud.

If the victims of domestic violence, sexual assault, and child/youth protection, regardless of reporting to the police, notify the case, their information would be recorded in the Ministry of Health and Welfare. The basic information included the personal information, the relationship

between the two parties, time of occurrence, place of occurrence, perpetration methods, and types of victimization.

Finally, the victims of death, serious injury, and sexual assault referred to the Association for Victims Support or the victims who sought help themselves would have their information recorded in the Association for Victims Support. As for other specific cases, such as the human trafficking and bully, the data were held and collected by the authority.

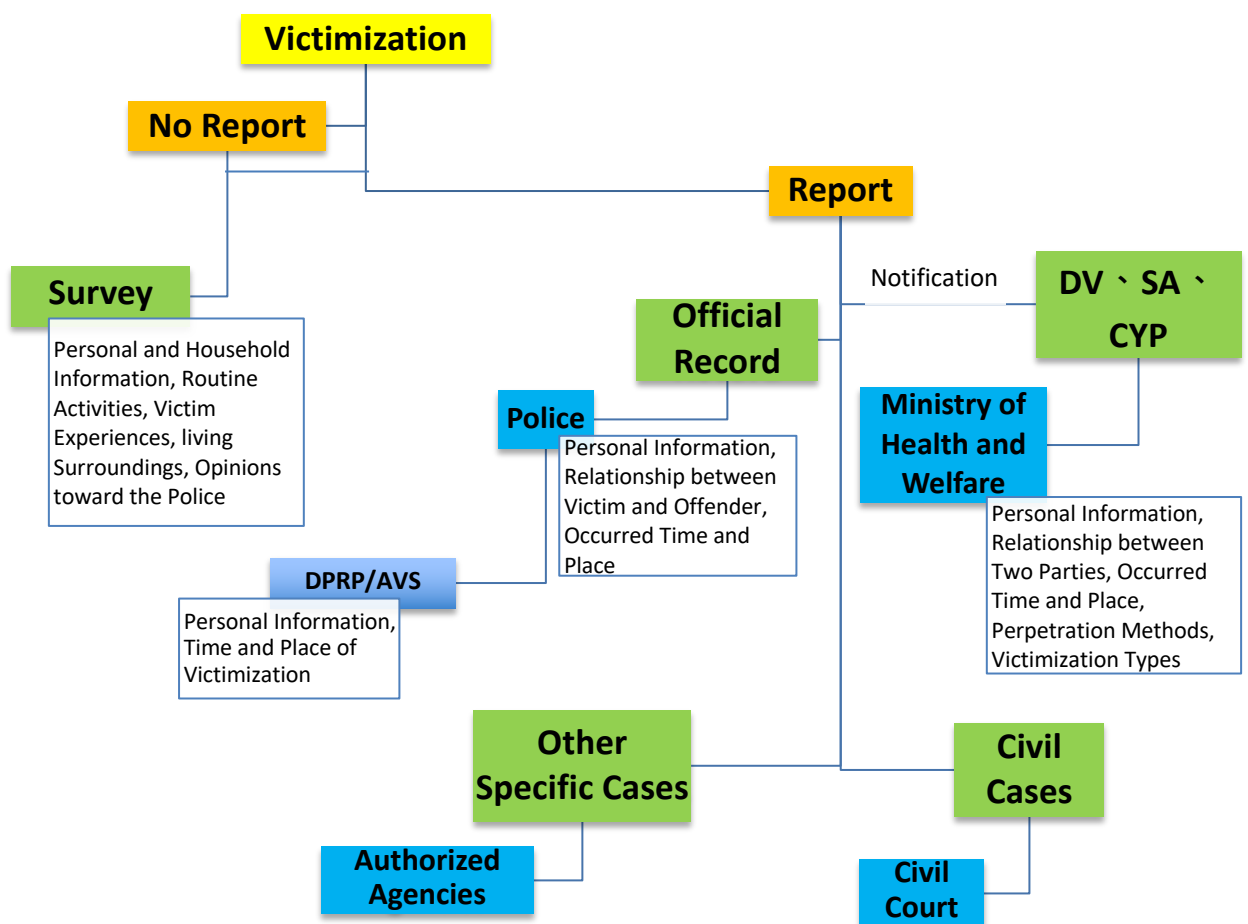


Figure 1 Distribution of Victim Data and Basic Variables

Note. DPRP means Department of Prevention, Rehabilitation and Protection. AVS means Associate for Victim Support. DV means Domestic Violence. SA means Sexual Assault. CYP means Child and Youth Protection.

With reference to the current available data, the basic important variables included in the data platform are suggested in Table 6. The first is to define the source of data, including the year and the type of

victimization. The types of victimization are suggested to select some important types, such as homicide, robbery, aggravated assault, sexual assault, and fraud. The source of data can include the four waves of victimization survey authorized by the National Police Agency, the case notification of domestic violence, sexual assault, and child and youth protection authorized by the Ministry of Health and Welfare, and the data of the protected people and the case data of the death, serious injury, and sexual assault collected by the Association for Victims Support.

As for the characteristics of victims, the available data for collection are gender, age, education level, occupation, living residence, nationality, level of injury, and physical and mental disorder. The characteristics of incidents can include the offender-victim relationship, offending methods, time of victimization, and place of victimization. Finally, the measures of victim support services can include the application number of crime victimization compensation, the closed case number of crime victimization compensation, the number of people, the amount of compensation, and the satisfaction of victims<sup>3</sup>.

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<sup>3</sup> The satisfaction of victims is based on the questions of the perceptions toward the police in the victimization survey, or on the irregular victim survey conducted by the Association for Victims Support.

Table 6 The Suggestions for the Existing Important Variables

Year		Types of Victimization	
Data Source	Victimization survey Notification data (domestic violence, sexual assault, children and youth protection) Report to the police The data of the protected (families of the death, serious injuries, sexual assault cases)	Characteristics of Victims	Gender Age Education Level Occupation Living address Nationality Level of injury Physical and mental disorder
Characteristics of Incidents	Relationship between the victim and offender Crime methods Time of victimization Place of victimization	Treatment	Application for compensation Recipient of compensation Amount of compensation Satisfaction

d) The Conceptualization and Operationalization of Data Must be Clear

The definition of data must be clear, the meaning of the representation must be consistent, and the basis of statistics must be the same. If the meaning of the data collected between agencies is different, the interpretation has to be clear and make the data users understand. Sometimes, the same name of variables may represent different meaning. If using the data carelessly, the analysis result will be wrong. In addition, the measurement items should be consistent. However, most of the public agencies collected data according to their own job required. Therefore, most of the items are different and such situation will cause difficulties in data integration. In addition, the personnel in different agencies might have different interpretation for the variable definition. Therefore, those who are responsible for data coding must have basic training, and the institutions must have manuals for data coding and a standardized procedure for regular data coding training.



e) The Probable Benefits and Difficulties in Establishing Crime  
Victimization Data

Based on the above, the probable benefits for future establishing crime victimization database in the Academy of the Judiciary are:

1. Through the integration of criminal case records and crime victimization survey data to establish a crime baseline and from the perspective of being harmed to understand the impact of crime on society and the social cost. To reframe the crime problem and to reverse the organizational culture of neglecting victims long existed in the criminal justice system.
2. From the victim's database, it can analyze the victims in various types of crime. Using the cross-discipline data can analyze the victim's daily life, victim path, and repeated victimization. Through data analysis can reduce the occurrence of criminal cases and achieve the problem-oriented crime prevention policies.
3. The discussion of the overlap of victim and offender data and the discussion of the victim's victimization process can assist in the formulation of corrective policies, the job combination of offender treatment and victim support, and the promotion of the trauma informed criminal justice policies.
4. The victimization database is used to estimate the prevalence of victimization, to promote each criminal justice agency to construct the corresponding service units and manpower, and to improve the service for crime victims.

There are three facets for the possible obstacles: 1) Problems of data-self, 2) Problems of data release and interpretation, and 3) Problems of data application and benefit (see Table 7).

Table 7 Possible Obstacles in Establishing the Crime Victimization Database

Problems of Data-Self	Problems of Data Release and Interpretation	Problems of Data Application and Benefit
<ul style="list-style-type: none"> <li>• Different institutions have different definitions of victimization</li> <li>• Institutions failed to systematically establish the longitudinal victimization data for analysis and comparison (lack of motivation, legal system)</li> <li>• Scarce information on victims collected by various agencies</li> <li>• The front-line personnel think to collect victimization data is a labor-intensive and non-profitable job</li> <li>• Data collection tools have not been reviewed or revised for a long time or designed for the needs of a single agency</li> <li>• The reliability of data needs to be improved</li> <li>• Some materials are open questions (texts) and failed to quantify</li> <li>• Most of the data lack cross-departmental and follow-up verification, only showing the current situation of collection</li> </ul>	<ul style="list-style-type: none"> <li>• Different agencies have different administrative affiliations</li> <li>• Lack of communication, trust, reciprocity, and tacit understanding required for the long-term cooperation</li> <li>• Lack of infrastructure and legal or internal regulations for information exchange across agencies</li> <li>• Lack of a professional unit (e.g., value-added centers) in most government departments for data exchange and sharing, or for statistics personnel to do a cross-discipline communication. Data sharing increases the current business burden</li> <li>• Must have the same variable for data merge</li> <li>• Must have adequate data security levels and personal data protection capabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Sensitivity of data application and interpretation</li> <li>• The training at present for data authorization institution personnel tends to focus on the law, but data application needs a cross-discipline team</li> <li>• Government agencies currently tend to responding passively, executing by law, and having an organizational culture and attitude for single case processing. Lack of interests in risk assessment and problem solving</li> <li>• Agencies lack incentives to establish a longitudinal database unless laws and regulations are in place to protect crime victimization</li> <li>• The benefits of setting up a database are not immediate, making it a non-priority goal</li> <li>• Lack of communication and dialogue across agencies for the needs of data application</li> </ul>

**c. Limitations of Research**

a) Insufficient Research on the Domestic Victimology and Data Management

Along with the development of Victimology in Taiwan, the

protection of victims' rights has gradually drawn attention. However, the accumulated researches remain insufficient. The scholars and practitioners engaged in the Victimology-related research are relatively few. There is a serious lack of victimization data accumulation, archiving, and systematic management, let alone having the data effectively used for promoting the study of Victimology in Taiwan.

b) The Time Period for this Research is too Short

There were only 8 months for substantial research implementation. It was time-consuming from the establishment of the research direction, the digestion of the literature, the formulation of the discussion, the scheduling of the interviewees, the collation of the research findings, to the written completion of final research report. Insufficient research period can directly lead to inadequate data collection, so only the agencies that may have the more victimization-related information were included for the interviewees in this research. As for other specific victimization data, such as industrial accidents, environmental pollution, and refugee issues, future research may like to take each of these issues as a specific research objective for data collection and discussion.

**d. The Suggestions for Victimization Data Integration**

a) The Purpose Must be Clear, and the Policy Must be Specific

The Academy of the Judiciary must establish the goal of database construction. Currently, the tentative goal is to serve as a basic database for internal institution policy development. The collection of data variables might be able to start from the victim's personal variables and incident variables in the existing official data. However, this involves the original data. How to get the relevant victimization data management agencies to assist in providing the original data will be a difficult problem. It must have a legal foundation and authorization. According to the Personal Information Protection Act, the Academy of the Judiciary

has to be granted with the lawful data usage rights. Prior to the authorization, it is also in need to ensure the Academy of the Judiciary's information management and network security levels; meanwhile, the needs of policy, research, and social service are required.

Moreover, the additional expenses and manpower expenditures of the data provider due to the provision of data, and what kind of reciprocity programs the Academy of the Judiciary can offer to increase the willingness of other government agencies to assist are the issues that must be thoroughly considered before proceeding to the establishment of crime victimization database.

#### b) Multi-Stage Planning and Execution

This research provides the following five-phase goals and specific practices for the Academy of the Judiciary.

Phase One: Establish a portal network platform for the domestic victimization basic information: Collate the information on domestic victimization related policies, regulations, resources, research reports, educational training, and advocacy activities for setting up a user-friendly environment and making the victimization related data query become easier. At the same time, the website provides a link to the statistics on victimization in various domestic institutions, and a portal for the general public, practitioners, research communities, and victims service planners and executors to understand, search, and consult the victimization issues.

Phase Two: Expansion of data platform: Regularly update the website information. At this stage, the website not only provides the domestic victimization related information, but also increase the foreign victimization information. At the same time, the victim information with important indicators is added. After downloading the victim statistics from the external units, the victim information will be presented in a

more systematic way through the translation and calculation by the researchers at the Academy of the Judiciary.

Phase Three: Establish interactive data function: The domestic and foreign victimization related literature and audio-visual materials must be continuously added and updated on a regular basis. According to their needs, users can select the type of victimization, time interval, variables, and etc. to inquire and download the data reports on an interactive data query platform. At this stage, the Academy of the Judiciary must overcome various problems such as data integration, processing, application, management, and filing. The professional statistical talents and researchers who are familiar with the domestic victimization data are required to deal with the raw data obtained from various agencies and systematically do the data linkage as well as create the files on the website.

Phase Four: Carry out a victimization survey plan: Start the crime victimization survey and collect the raw data of the crime victimization survey. This can be done independently or in cooperation with the Ministry of the Interior by adding to the questionnaires in the survey conducted regularly or irregularly by the Ministry of the Interior.

Phase Five: An integrated data analysis and research center: In addition to being a center for data integration, construction, and data search, the Academy of the Judiciary can open the courses for data application training to strengthen the effectiveness of data application and encourage scholars, experts, and students to use the data in the Center. At the same time, the Academy of the Judiciary can reward evidence-based Victimology research, regularly offer research funding, encourage the academia to use the Center's data for Victimology related research and provide the feedback for revising the data variables and formats, and

publish the research reports or empirical articles in the international and domestic conference or government publications.

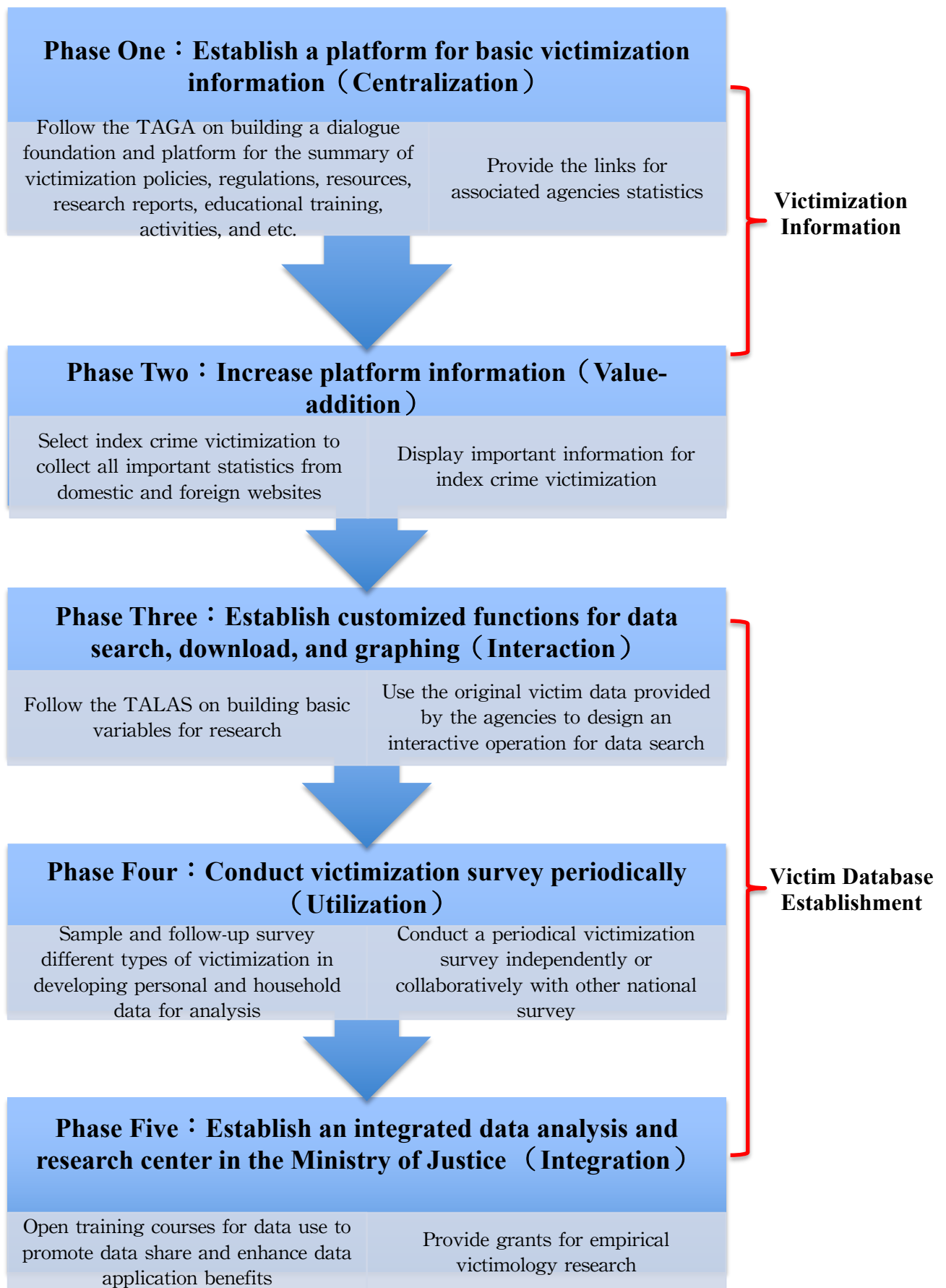


Figure 2 Five Phases of Planning and Practice

c) Enhance the Cooperation between the Ministries and Share a “Value-Added Data Utilization Center”

The Ministry of Justice may be able to use the “Health and Welfare Data Science Center” for a regular publication of victimization statistics produced from the data from the Ministry of Justice and the Ministry of Health and Welfare on the current website of the Academy of the Judiciary. Effective use of the shared value-added data utilization center can avoid the obstacles that may be encountered when applying for original data from other agencies and also avoid a big cost for independent database maintenance. At the same time, the data presentation is not limited to the statistical data platform link of the external unit. This may be the most economical and practical approach in the short term.

d) Educational Training of Victimology

The most fundamental improvement of the victim-friendly criminal justice environment should be to enhance the criminal justice practitioner’s attention for victims and be aware of the victims’ needs. The central principle of law execution should be based on the protection, support, and service of victims. Because the current criminal justice practitioners’ expertise in crime victimization remains insufficient and they don’t have motivation for data management, in order to increase their awareness of the importance of victimization information, the practitioners of law enforcement and the judiciary should take the victimology course.



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