

CRIME VICTIMIZATION IN IDAHO

AN OVERVIEW OF AVAILABLE DATA



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Crime Victimization in Idaho: An Overview of Available Data

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TABLE OF CONTENTS

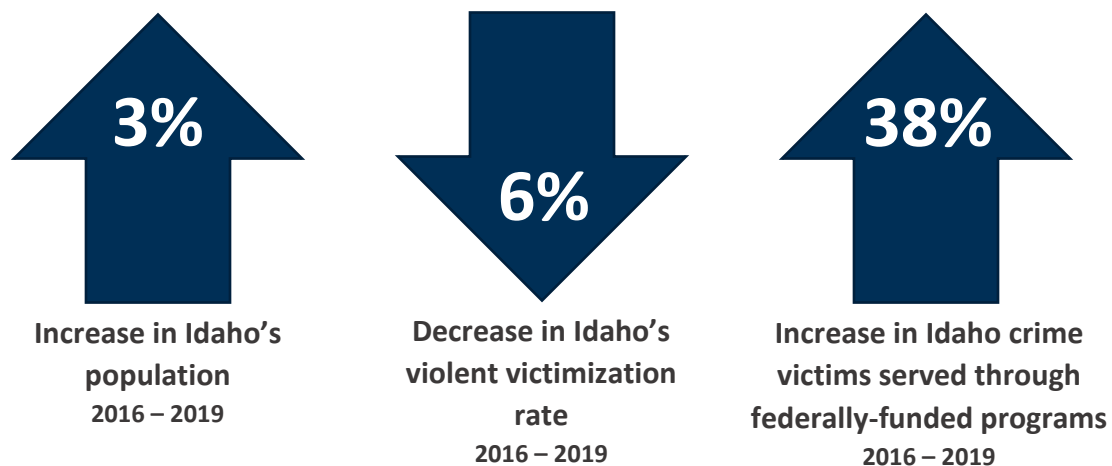
Executive Summary	4
Background	6
Overview of Available Data	8
Community Characteristics	8
Victims of Violent Crime	8
Child Victims	9
Campus Crime	11
Domestic Violence	11
Data Analysis and Dashboard Indicator Selection	12
Exploratory Analyses	12
IDVCH Dashboard Indicators	14
Conclusions and Policy Recommendations	18
Appendix A: References	20
Appendix B. Idaho Victimization Data Summary Tables	21

EXECUTIVE SUMMARY

The Idaho Statistical Analysis Center (ISAC) partnered with researchers from the Department of Criminal Justice at Boise State University (BSU) to investigate victimization data in the state of Idaho. BSU and ISAC sought to report on the status of victimization data in the state, as well as examine data regarding risk and protective factors that may impact victimization. ISAC developed a data dashboard, available to the public through the Idaho Victimization Clearinghouse at BSU, to display data concerning various types of victimization in Idaho as well as data regarding services that have been provided to victims in the state. This report provides an overview of Idaho's victimization data and discusses gaps in these data recommendations for improvement.

? What does Idaho's victimization data tell us?

Trends in two data sources that directly measure crime victimization are moving in opposite directions. Between 2016 and 2019, Idaho's population grew by 3%. According to law enforcement data, the violent victimization rate decreased 6% during that same time, and the raw number of victims decreased 1%. On the other hand, the number of crime victims served by federally funded programs at victim service agencies increased by 38% between 2016 and 2019.



? What does Idaho's victimization data *not* tell us?

There are three major holes in the data that is currently available:

- ① The data cannot tell us what is driving the opposing trends noted above.
- ② The data cannot tell us how many crime victims never report their victimization to law enforcement, meaning our knowledge of the true prevalence of violence is incomplete.
- ③ The data cannot tell us how many crime victims receive services other than from Idaho's federally funded victim service programs, or who never receive any services altogether.



What data improvements need to be made?

The following recommendations are measures the state can take to improve its understanding of crime victimization:



Develop new and expand existing data sources to include more regional and local data



Implement a statewide victimization survey and conduct the survey on a regular basis



Implement a statewide standardized data collection system for victim service data

- Most sources of data that could help explain trends in crime victimization, including factors that increase or decrease one’s risk of experiencing violence, are only collected through large national surveys. As such, there is minimal state-level data and even less regional or local data available that could be used to explain trends in crime victimization. Improving existing data collection systems and implementing new ones to collect more city-, county-, and regional-level data on factors that both increase and decrease the risk of victimization will help the state better understand current trends, as well as develop effective prevention and intervention strategies aimed at reducing crime.
- The most recent Idaho Crime Victimization Survey (ICVS) was conducted in 2012. A survey like the ICVS is the only way to measure the “dark figure of crime”, or crimes that go unreported. By asking Idahoans about their experiences with crime, including whether they reported the crime to law enforcement and/or sought services from a victim service agency, the state will get a better idea of the true prevalence of crime.
- A uniform data collection system for victim services would improve visibility into the experiences of crime victims who come in contact with the justice system. It would also standardize data collection efforts across agencies and programs to provide a better overview of victim services around the state. Such systems already exist and have been successfully deployed in other states (InfoNet, developed by the state of Illinois, is one example). Idaho should look to those states as a model for improving its knowledge in this area.

BACKGROUND

In 2015, a statewide needs assessment of crime victims and victim services in Idaho conducted by researchers at Boise State University (BSU; Growette Bostaph et al., 2015) identified the need to have an easily accessible location for victimization data. The authors suggested that these data be available in a format that is easy for policymakers and legislators to understand. In Idaho, victimization data concerning incidents, indicators, and risk factors are scattered throughout state and local agencies as well as national surveys. Having data spread throughout separate entities prevents victim service providers, policymakers, and elected officials from seeing the breadth, frequency, type, and consequences of victimization. In response to this concern, the Idaho Statistical Analysis Center (ISAC) partnered with BSU to compile data to be displayed in a publicly available dashboard to be housed at the Idaho Victimization Clearinghouse. The victimization data dashboard gathers the available data in one location and presents them in a way that is easier to access. This dashboard also allows for better understanding and informed decision making among grant administrators, victim service providers, policymakers and the public.

Additionally, the 2015 needs assessment of crime victims and victim services highlighted the need to evaluate the availability and quality of victimization data in, and about, Idaho (Growette Bostaph et al., 2015). Therefore, this report seeks to describe the state of victimization data in Idaho and identify gaps and needs in these data. To achieve these goals, this report will address the following questions:

- What Idaho victimization data is available?
 - What does the available data tell us?
 - What counties in Idaho may have higher risk and protective factors based on these data?
- What are the gaps and patterns in these data?
- What are the victimization data needs in Idaho?

The 2015 BSU needs assessment highlighted the main sources of victimization data in Idaho, including the National Incident-Based Reporting System (NIBRS), the National Crime Victimization Survey (NCVS), and Idaho Crime Victimization Survey (ICVS). The state level version of NIBRS, Idaho Incident Based Reporting System (IIBRS), collects incident information from law enforcement agencies concerning the offense, property, victim, offender, arrestee, and administrative information for crimes in Idaho. IIBRS data provides the most reliable measure of crime reported to police as it is collected on an annual basis, is collected directly from police agencies, and has been collected for many years. Even so, not all offenses committed in Idaho will be reflected in these data as only incidents reported to police, then recorded in IIBRS, are available. There are many potential barriers to reporting victimization to the police and some of these unreported crimes are captured through victimization surveys.

The NCVS provides annual victimization data from a nationally representative sample of households. While this can be a great resource for many states, the NCVS fails to provide adequate coverage of lower population areas for individual, state-level analysis. Idaho is largely made up of areas that are not populated enough to have consistent and reliable data from this survey. In order to fill this data gap, ISAC has conducted a series of state victimization surveys modeled after the NCVS. These surveys have been conducted for the years 1999-2001, 2003, 2005, 2008, and 2012. In 2012, the ICVS found rates of victimization at much higher rates than those reported to the police (112.0 per 1,000 residents and 11.4 per 1,000 residents, respectively). This clearly indicates that a large number of incidents are not being

reported to police and thus are not represented in the IIBRS data. Unfortunately, the ICVS has not been administered since 2012.

While the sources identified are some of the larger sources of victimization data in the state, there are other options that may provide relevant data points. To further assure that these relevant data were included, ISAC conducted a review to categorize potential data that could be gathered from other existing sources. National and local data sources were considered in this search. To further guide this inquiry, risk and protective factors for victimization were considered. The Centers for Disease Control and Prevention (CDC) released a report titled *Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence* in 2014. This report outlines several risk and protective factors that have been observed by peer-reviewed research to be linked to certain types of violence. This report serves as an excellent base of knowledge from which to begin to understand the complexity of data that could be relevant, as well as the evidence-based connections that exist between factors and multiple types of violence including, but not limited to, child maltreatment, intimate partner violence, and sexual violence (Wilkins et al., 2014).

Using prior research and the CDC report as a starting point for identifying risk and protective factors, we sought to understand which of these data are available for examination in relation to victimization in Idaho. There are several publicly available data sets that may be utilized as well as data gathered by grant administrators and victim service providers across the state. These data include more up-to-date data, as well as additional data points that are not collected in state administrative data sets such as IIBRS. This report will outline the available data with the goal of illuminating the current state of victimization data in Idaho. This report will also highlight the areas in which more, or more complete, data is needed.

OVERVIEW OF AVAILABLE DATA

This section contains brief descriptions of the data sources that were identified in ISAC's review of victimization data in Idaho¹. These data represent local, state, and national collection efforts. Not all sources of data described are included in the dashboard for various reasons which are discussed here. These sources are included in this report to indicate what data was considered and to suggest how this data could be improved or altered to be usable in the future. Limitations of data sources are noted but will receive further attention in the final portion of this report.

Community Characteristics

Community characteristics are vital pieces of information when examining crime and victimization. These data allow for examination of risk and protective factors and to help understanding of context. This context is particularly important and useful in a state like Idaho with very rural areas, dotted with pockets of urban areas. Fortunately, general characteristics of communities may be gleaned from the American Community Survey (ACS). The ACS is conducted by the U.S. Census Bureau throughout each year. The survey is sent to a random selection of households and collects detailed social, economic, housing, and demographic data, then uses this data to provide yearly estimates of a wide range of community characteristics. These yearly data are available for geographic areas with at least 65,000 people and combined five-year survey estimates are available yearly for areas that do not meet this threshold. In Idaho, about 86% of counties fall into the latter category of having populations below 65,000. Due to the rurality of Idaho, the five-year estimates provide more complete data for comparisons across the state and across years.

This context is an important aspect of understanding counties in Idaho, and therefore the dashboard includes five-year ACS estimates for the years 2009-2019 at the county level. These data include the following demographics for each county: age (over or under 18), ethnicity (Hispanic/Latino, not Hispanic/Latino), gender (Male/Female), and race (Asian, Black, Native American, Native Hawaiian/Pacific Islander, White, Two or more, and other). These data also include population estimates, education (high school graduates), median household income, poverty level, and unemployment level. These community demographics serve as important indicators of community context and risk for multiple types of violence. For example, there is empirical evidence that neighborhood poverty is a risk factor for child maltreatment, intimate partner violence, sexual violence, youth violence, and suicide (Wilkins et al., 2014). These community data are also necessary in the calculation of crime rates across demographic groups in different geographical areas; in this case, counties.

Victims of Violent Crime

Data from the Idaho Incident-Based Reporting System (IIBRS) provides the most standardized and consistently collected data regarding victimization across the state. Law enforcement agencies in Idaho collect data in accordance with guidelines established by the Federal Bureau of Investigation under the National Incident-Based Reporting System program and then report this data through IIBRS, which is housed at the Idaho State Police. These data are reported every year and available publicly through the yearly *Crime in Idaho* report. These data can also be accessed through a dashboard maintained by ISAC which allows for quick, user-friendly visualizations of the data. IIBRS data for the years 2005-2020 were included in the current dashboard and serve as the basis for many of the outcome indicators. The

¹ Summary tables for all of the data sources discussed in this section are available in the Appendix.

outcomes measured for this report using IIBRS data include total victimizations and rates of sexual assault, intimate partner violence, and child victimization.

The state administering agency for Idaho's Victims of Crime Act (VOCA) funds is the Idaho Council on Domestic Violence and Victim Assistance (ICDVVA). VOCA funds are federal funds that were created in 1984 to aid state and local programs in assistance of victims of crime. These funds are available through the ICDVVA to qualifying programs. VOCA funds make up 83.2% of federal funding available for victim service providers in the state and are the least restrictive. These funds may be used for a variety of activities surrounding serving victims of all types. Programs that receive funds are required to submit quarterly performance measurement data to ICDVVA. These data include information such as the number of individuals served, demographics of new individuals served, victimization types, service types, and services provided. The demographics included in these data are currently only available for new individuals and not those continuing with services across multiple quarters. These data, along with the amount of funds provided, are included in the dashboard by county to provide information on victim services funds being provided by county.

Child Victims

There are also other more specific data that could be used to inform understanding of victimization of certain segments of the population. Youth are a particular portion of the population about whom there are multiple data sources at the state and local level in Idaho. A few of these surveys can be useful at the state level, include the Youth Risk Behavior Survey (YRBS) and the National Survey on Child Health (NSCH).

YRBS is conducted by the Centers for Disease Control and Prevention (CDC) on a biennial basis. The YRBS was created to monitor priority health risk behaviors that contribute to death, disability, and social problems among youth and adults in the U.S. (CDC, 2020). The survey is given to a representative sample of students in grades 9 through 12. This self-administered survey is limited to students enrolled in one of Idaho's traditional public or charter schools. YRBS covers many different behaviors, but the CDC developed a specific portion of the survey to focus on injury and violence prevention through the measurement and surveillance of items relating to physical fighting among adolescents, bullying, and weapon carrying on school property (Brener et al., 2013). In Idaho, the YRBS is conducted by the State Department of Education every two years and these results are available for use at the state level. The items related to victimization specifically capture students' physical and sexual dating victimization, sexual violence victimization, property victimization, as well as many risk and protective factors such as bullying, weapon carrying, and substance abuse. Data is made available every other year with some limitations. Some variables may not be available due to the removal and addition of items from year to year. For example, the item regarding sexual dating violence is only available for the year 2015 in Idaho.

The NSCH is national annual survey that provides rich data on children's (ages 0-17) physical and mental health, access to quality health care, family, neighborhood, school, and social context (The Child & Adolescent Health Measurement Initiative, 2020). The NSCH is also conducted by the CDC, but this survey is not answered by the children themselves. The NSCH captures parent's perception of their child's experience and many of the measures are collected for certain age groups, usually ages 6-17. NSCH data is available at the state level for Idaho and captures protective and risk factors relating to child victims such as feelings of neighborhood and school safety, child's exposure to violence, and a child's engagement in school or extracurricular activities.

More locally, the Idaho Attorney General's Office releases an annual report on the prosecution of child sexual abuse in the state. This report includes counts of incidents of child sexual abuse reported to the Idaho Department of Health and Welfare, the adult and juvenile child sexual abuse cases reported by county prosecutors, charges filed by judicial district, the dispositions of the cases, and information concerning the discharge of inmates who were convicted of child sexual abuse crimes. The majority of this report is aggregated at the state level, but the number of case filings (adult, juvenile, and total) and the discharges by statues and type are listed by county as well. These data go back to 1990 and the reports are all publicly available on the Attorney General's webpage. It is important to note that these data are collected and reported according to the state fiscal year (July 1st – June 30th), making them slightly more difficult to compare to other data that may be reported according to the calendar year or at other intervals.

The Idaho Department of Health and Welfare (IDHW) annually publishes a document titled "Facts, Figures, and Trends" which serves as a report of their services provided, the number of people served, and IDHW's budget. There are a few important data points that can be collected from this report in relation to children in Idaho. These include information provided by Child and Family Services such as the number of child protection referrals by type for the state, the number of foster care placements, and the number of adoptions. These data are also collected based on the state fiscal year and reports are available for the years 2007-2021.

Specifically turning to child victims who have sought services, the Idaho Network of Children's Advocacy Centers (INCAC) works to support child advocacy centers across the state. Centers that are part of the network report information about the victims they serve including the age, gender, offender's relationship to child, race, and the services received. These data are collected yearly at the center level and were available for the years 2009-2019. Unfortunately, the centers reporting may vary from year-to-year as centers remain in or drop out of the network.

Special Youth Populations

There are a few surveys dedicated to even more specific segments of the youth population. One organization, the Gay, Lesbian, and Straight Education Network (GLSEN), focuses on the experiences of LGBTQ youth in schools and conducts a periodic National School Climate Survey. From this survey, GLSEN produces state snapshots that include information on LGBTQ middle- and high-school student's experiences each year. The experiences recorded in this survey include hearing anti-LGBTQ remarks, experiencing anti-LGBTQ harassment, assault, intimidation, and having access to in-school resources and supports. Results from the years 2017 and 2019 are available for Idaho. These data are only available at the state level and cannot generally be used for comparison as many of the other available data sources do not separate out this portion of the population. It is also not clear where the sample comes from, further complicating generalization or comparisons. These data are important in understanding the experiences of LGBTQ students in the state and should be supplemented with further investigation and recognition of this portion of Idaho's population.

The Bureau of Justice Statistics (BJS) is required by the Prison Rape Elimination Act of 2003 to complete a review and analysis of prison rape for each calendar year. As part of this review, BJS began conducting the National Survey of Youth in Custody (NSYC) in 2008. This survey is given to state and privately- owned and

operated facilities that house majority adjudicated youth. The NSYC collects data on sexual victimization in youth facilities, both youth-on-youth and staff misconduct. Results from this survey have been published for the years 2008-2009, 2012, and 2018. Data are available for eligible and participating facilities only. In Idaho, the facilities reporting has changed for each survey. In the 2008-2009 report, the three state-operated facilities reported. This includes the juvenile correction centers in Lewiston, Nampa, and St. Anthony. In 2012, those three facilities and Three Springs of Mountain Home reported. In 2018, the three state operated facilities reported along with Sequel Tsi of Idaho and Summit Youth Academy. Unfortunately, in 2018, the report structure changed, and youth-on-youth and staff misconduct were no longer separated to allow for comparison. In 2018, only the total number of sexual victimizations was reported at the facility level. These data are difficult to use for analysis or comparison due to the changes in data from year to year as well as the specificity of the population they represent.

Campus Crime

Capturing a slightly different population, victims on college campuses, the Office of Postsecondary Education (OPE) of the U.S. Department of Education collects Campus Safety and Security Statistics annually. These data are required to be submitted by all post-secondary institutions that receive Title IV funding due to the Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act, as well as the Higher Education Opportunity Act. These campus-level data capture criminal offenses, hate crimes, Violence Against Women Act (VAWA) offenses, arrests and disciplinary actions, unfounded crimes, and student housing fires on campus. These data may be important and useful when looking at place-based crime and comparing campuses but are difficult to use for comparison to the broader community or the state. Difficulty in comparisons exists with these data because in general, Idaho data is not tied to such small geographic areas.

Domestic Violence

Another resource of victim data captured by the CDC is the National Intimate Partner and Sexual Violence Survey (NISVS). In 2017, the CDC released a report that produced national and state victimization estimates for intimate partner violence, sexual violence, and stalking based on the NISVS 2010-2012 data. The survey collects these data based on the victim's lifetime experience with victimization, as well as their past 12-month experiences. These data provide interesting insight into areas not often captured such as the health impacts of victimization. Aggregated data is presented for the years 2010-2012, making linking to other data more difficult. These data have also not been updated since a 2015 data brief which was released in 2018 and only reports national-level data.

Grant-funded agencies or programs that serve victims in Idaho may also be a valuable data source. Available data was collected from the State Administering Agencies of the Violence Against Women Act Services, Training, Officers, and Prosecutors (STOP VAWA) formula grant, the Sexual Assault Services Program formula grant (SASP), Family Violence Prevention and Services Act formula grant (FVPSA), and State of Idaho Domestic Violence grant funds. These data pose some challenges in that each grant requires slightly different items to be reported or asks for data in a slightly different way. This is further complicated by the fact that some grants may only be used for specific activities and/or populations, creating difficulty in utilizing the data for any type of comparison. The most complete picture is available for the years 2019 and 2020, as these are the years that data from all of these funding sources is available. However, definitions of key items are different depending on the source, leading to differences in the data that is gathered depending on the grant.

DATA ANALYSIS AND DASHBOARD INDICATOR SELECTION

Exploratory Analyses

Similar to ISAC's report on sexual violence indicators (Strauss, 2020), ISAC began conducting statistical analyses with two goals: (1) to determine the extent of the relationships between risk/protective factors and prevalence of violence in Idaho, and (2) use the results of those analyses to determine which data sources should be included in the dashboard being constructed for the Idaho Victimization Clearinghouse. However, it quickly became clear that the data sources discussed above were not conducive to this type of analysis.

In *Connecting the Dots* (Wilkins et al., 2014), empirical risk and protective factors for multiple types of violence are outlined. Risk factors are things that increase the likelihood of victimization, and protective factors are things that decrease this likelihood. We examined factors connected to child maltreatment, IPV, and sexual violence in Idaho. These types of violence were measured using IIBRS data at the county level. While crimes certainly go unreported, this source contains the most reliable and consistently reported county-level data. Improvements to grant performance measurement data may be useful to help fill gaps in knowledge that result from victims choosing not to report their victimization to the police, but this data currently has many limitations related to differences in how each program collects its data. Rural parts of the state would also be difficult to capture with grant data as these regions remain largely unfunded. Finally, similar to the main problem with law enforcement data, grant performance measurement data cannot capture crime victims that do not seek services from those programs.

Analysis began with an examination of state-level Pearson correlation coefficients between risk/protective factors and measures of victimization (IIBRS, grant PMT, AG child sex abuse reports, among others). None of these analyses revealed any statistically significant correlations between factors for which Idaho-specific data is available and measures of victimization in Idaho.² Additionally, county-level correlations between measures of community economic status (poverty rate, unemployment rate) and IIBRS rates of total violent victimization as well as three types of violence (sexual violence, intimate partner violence, and violence against children). Similar to the state-level correlations, the vast majority of the results were not statistically significant, and there was no clear pattern (i.e., positive or negative relationships) found in any of the correlation matrices.

This inability to observe any meaningful patterns in the available data is likely due to inherent limitations in the data and inconsistencies between data sources. Table 1 contains an overview of metadata for each source and highlights the differences in the data that led to difficulties in statistical analysis. Differences in the time frames data were collected, the level the data was collected at, and the populations the data represented make comparisons almost impossible to interpret with any certainty.

² Due to limitations of the data described throughout this report, ISAC decided not to print any of these results in order to avoid misinterpretation of the data.

Table 1. Data levels, populations, and data collection periods

Agency/Institution Level

Data Source	Special Population (if applicable)	Definition of Population	Data Years Available	Data Collection Period
Bureau of Justice Statistics: Youth in Custody Survey	Children	Children in residential custody of juvenile justice agency	2008, 2012, 2018	Survey year, last 12 months (or since entered facility)
Idaho Network of Children's Advocacy Centers	Children	Clients of member agencies	2013 - 2019	Calendar year
Office of Postsecondary Education: Campus Safety and Security Data Tool	Campus	On campus (or off campus if associated with college)	2014 - 2019	Calendar year

County Level

Data Source	Special Population (if applicable)	Definition of Population	Data Years Available	Data Collection Period
Idaho Attorney General's Office: Child Sexual Abuse Annual Report	Children	Victims of offenders prosecuted for child sexual abuse	1990 - 2020	State fiscal year
Idaho Incident-Based Reporting System		Victims of crime known to law enforcement	2005 - 2020	Calendar year
SASP Grant Performance Measurement Data	Sexual assault victims	Victims who received services funded with SASP dollars	2012 - 2020	Calendar year
STOP VAWA Grant Performance Measurement Data	Sexual assault, domestic/dating violence, and stalking victims	Victims aged 11 and older who received services funded with STOP dollars	2012 - 2020	Calendar year
US Census Bureau: American Community Survey 5-year Estimates		Representative sample of US residents	2009 - 2019	Calendar year
VOCA Victim Assistance Grant Performance Measurement Data		Victims of crime who received services funded with VOCA dollars	2016 - 2020	Quarter

State Level

Data Source	Special Population (if applicable)	Definition of Population	Data Years Available	Data Collection Period
CDC: National Survey of Children's Health	Children (parents respond)	Children aged 6 - 17 years	2016 - 2019	Calendar year
CDC: National Intimate Partner and Sexual Violence Survey		Representative sample of US residents	2010 - 2012	One 3-year combined survey
CDC: Youth Risk Behavior Survey	Children	High school students	2001 - 2019	Calendar year (odd-numbered years)
Gay, Lesbian & Straight Education Network: School Climate Survey	Children	LGBTQIA+ high school students	2017 - 2019	Calendar year (odd-numbered years)
Idaho Department of Health & Welfare, Children and Family Services: Facts, Figures & Trends	Children	Children under the purview of IDHW CFS	2007 - 2020	State fiscal year
National Network to End Domestic Violence: DV Counts Survey	Intimate partner violence victims	Victims who sought services at a participating victim service agency on the survey date	2007 - 2020	Calendar year (cross-sectional data on one date each year)

IDVCH Dashboard Indicators

The inability to use statistical modeling to drive dashboard indicator selection prompted ISAC and BSU researchers to return to the drawing board on the topic. After lengthy conversations about data quality and relevance to both practitioners and the general public, the decision was made to only include data from three sources in the dashboard: (1) US Census Bureau ACS 5-year estimates for population demographic and economic indicators, (2) IIBRS data as one measure of victimization, and (3) grant funding and performance measurement data as a second measure of victimization. This section provides a state-level overview of those three data sources.^{3,4}

US Census Bureau American Community Survey

Data from the American Community Survey (ACS) indicates that Idaho's population is changing rapidly, which has implications for all aspects of public life, including public safety. Between 2009 and 2019,

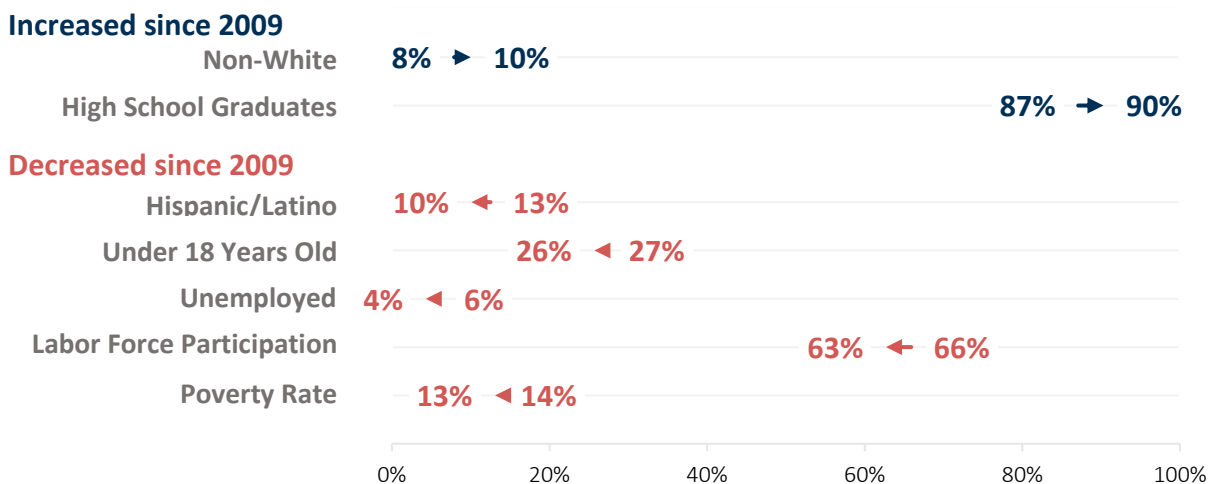
³ Both state- and county-level data can be viewed on the Idaho Victimization Clearinghouse's dashboard, available at <https://idvch.com/>

⁴ State-level summary tables for these three data sources, as well other data sources listed in Table 1, are included in Appendix B.

Idaho’s population grew by 15% from just under 1.5 million residents to over 1.7 million. In that same time frame, Idaho’s non-White population grew two percentage points (8% in 2009 to 10% in 2019), but the Hispanic/Latino population decreased by about the same amount (13% in 2009 to 10% in 2019). Idaho’s population also got slightly older on average. The percentage of Idaho’s population under 18 years old in 2009 was 27%; that number fell to 26% by 2019.

Economic indicators showed similar mixed patterns. In 2019, more Idaho adults had high school diplomas than in 2009 (90% in 2019, compared to 87% in 2009), and fewer Idahoans were unemployed (4% in 2019, compared to 6% in 2009). However, during that same time the rate of labor force participation declined (63% in 2019, compared to 66% in 2009), and the poverty rate barely ticked downward (13% in 2019, compared to 14% in 2009).

Figure 1. Idaho population and economic indicators, 2009 and 2019.



Measures of Victimization: IIBRS and Grant Performance Measurement Data

Two data sources that provide slightly different views of violent crime victimization are included in the IDVCH dashboard. One source is the Idaho Incident-Based Reporting System (IIBRS). IIBRS is Idaho’s repository of law enforcement data on reported crimes. Since this project focused on violent victimizations, ISAC pulled data regarding assault, sexual assault, murder/manslaughter, kidnapping, and other violent incidents. Utilizing demographic information on victims, ISAC was able to calculate victimization rates for total violent crime⁵, sexual assault⁶, intimate partner violence⁷, and violence against children⁸ between 2005 and 2020 (see Figure 2).

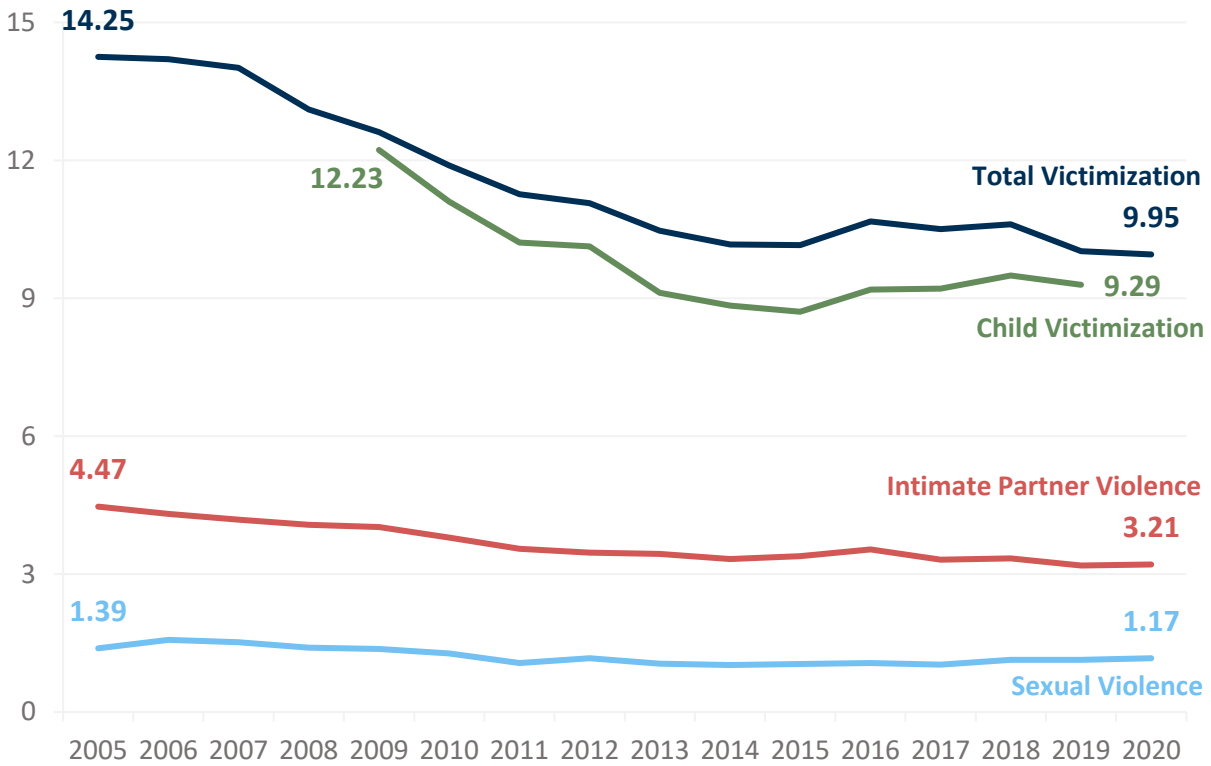
⁵ “Total violent crime” includes all incidents logged as crimes against persons (except justifiable homicide). Please reference the FBI NIBRS User Manual 2021.1 (<https://www.fbi.gov/file-repository/ucr/ucr-2019-1-nibrs-user-manual-093020.pdf/view>) for the definition of “crimes against persons” and all other terms in Footnotes 6 – 8.

⁶ “Sexual assault” includes six specific crimes: rape, sodomy, sexual assault with an object, fondling, incest, and statutory rape.

⁷ “Intimate partner violence” includes all violent crimes where the victim’s relationship to the offender was listed as boyfriend/girlfriend, common-law spouse, ex-boyfriend/girlfriend, ex-spouse, homosexual relationship, or spouse.

⁸ “Violence against children” includes all violent crimes where the victim’s age was listed as under 18 years old.

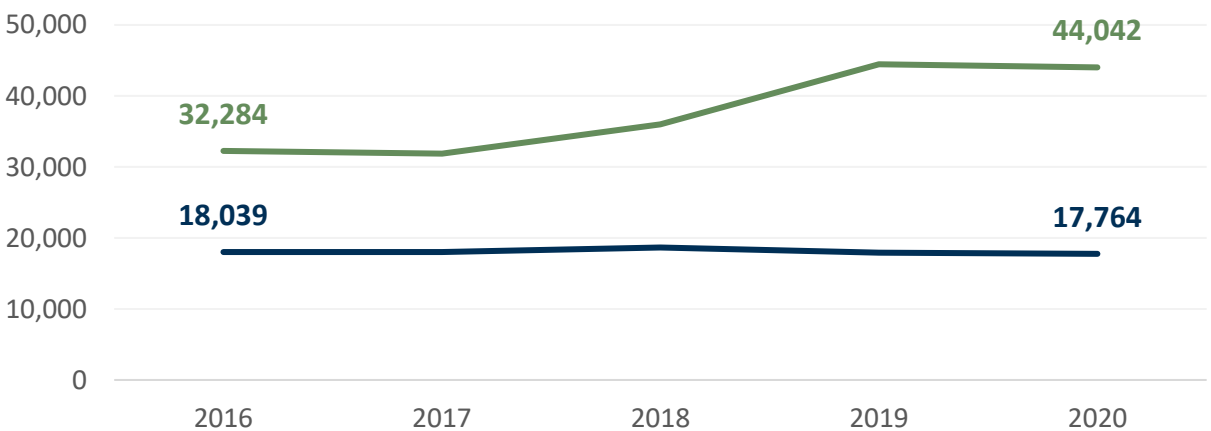
Figure 2. IIBRS violent victimization rates per 1,000 residents, 2005 – 2020.



NOTES: See Footnotes 6 – 9 for definitions. Due to Census Bureau ACS data being used to determine the number of children living in each jurisdiction, rates of child victimization could only be calculated for 2009 – 2019 (the years for which ACS data was available at the time of analysis).

Although IIBRS data shows decreases across all four crime types analyzed since 2005, victim service data from grant-funded agencies shows a different trend. Between 2016 and 2020, both the number and the rate of victims of violent crime known to law enforcement decreased, but the number of victims seeking services from programs funded with federal grant dollars has increased during that same time, with the gap beginning to widen substantially starting in 2017 (see Figure 3).

Figure 3. IIBRS violent crime victims and victims served with federal grant funds at victim service agencies, 2016 – 2020.



In addition to the number of victims served with grant funding, the dashboard also displays the amount of funding awarded each year and where in the state that money was being utilized. The total funds awarded to fund victim services in 2020 was \$16,381,132, which was more than five times higher than the amount awarded in 2012 (\$3,596,700). Table 2 presents a breakdown of grant funding awarded and number of clients served by grant program. In observing this data, it is important to recognize that some of these grants are more specific than others regarding who may be served under that program and what types of services the funds can be used for, as well as the fact that glaring historical data gaps exist for some grant programs.

Table 2. Grant funding and clients served by grant program and year.

	2012	2013	2014	2015	2016	2017	2018	2019	2020
TOTALS*									
Dollars Awarded	\$3,596,700	\$4,210,327	\$4,529,093	\$5,822,923	\$8,626,913	\$8,793,513	\$9,153,035	\$13,798,263	\$16,381,132
Clients Served	4,193	5,045	4,712	3,965	32,284	31,880	35,982	44,465	44,042
<i>*NOTE: Totals reflect available data (see below). A dash indicates data was unavailable.</i>									
Sexual Assault Services Program (SASP)									
Dollars Awarded	\$ 253,000	\$ 22,430	\$ 232,500	\$ 220,000	\$ 220,000	\$ 243,500	\$ 300,000	\$ 408,448	\$ 401,500
Clients Served	932	749	1,013	918	1,108	1,563	1,601	1,162	912
Victims of Crime Act: Victim Assistance (VOCA)									
Dollars Awarded	\$3,343,700	\$3,230,045	\$3,337,962	\$4,624,485	\$7,498,676	\$7,587,200	\$7,587,200	\$11,469,951	\$13,633,696
Clients Served	-	-	-	-	28,227	27,398	31,783	39,881	40,280
Violence Against Women Act: Services, Training, Officers & Prosecutors (STOP VAWA)									
Dollars Awarded	\$ -	\$ 957,852	\$ 958,631	\$ 978,438	\$ 908,237	\$ 962,813	\$1,265,835	\$ 818,074	\$ 1,127,993
Clients Served	3,261	4,296	3,699	3,047	2,949	2,919	2,598	3,422	2,850
Family Violence Prevention and Services Act (FVPSA)									
Dollars Awarded	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 929,995	\$ 1,046,143
Clients Served	-	-	-	-	-	-	-	-	-
State of Idaho: Domestic Violence Dedicated Fund (State DV)									
Dollars Awarded	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 171,795	\$ 171,800
Clients Served	-	-	-	-	-	-	-	-	-

CONCLUSIONS AND POLICY RECOMMENDATIONS

Compiling and examining victimization data in Idaho has illuminated multiple gaps and limitations in the data currently available. There is an overall lack of Idaho-specific data, and while nation-wide surveys provide interesting information, they are often unusable at the state level for Idaho due to sample sizes not being large enough to provide data that is generalizable to the entire population.

When Idaho-specific data is available, comparing across multiple data sets to see the big picture is problematic due to differences in how data is collected for each data set. For example, differences across Idaho's counties warrant more exploration, but that is made difficult by the lack of county-level data that is available. For this project, all data was gathered at the lowest level possible and then aggregated for analysis where necessary. However, while some data is available at the agency or county level, other data is only available at the state level. Another major difference between data sets relates to what point in time the data represents. The time range for which the data is gathered depended on the source, with some sources representing a single point in time, while others combine multiple points, often because of small sample sizes. Data can be gathered based on state fiscal year, calendar year, or the timeframe of a particular study or survey. All of these differences in data collection methods combine to make comparisons extremely difficult, even when the data being compared is state- or region-specific. While all of these data may have value on their own, these differences in collection methods can actually reduce the value of each source when combined with other sources.

Another major data issue is the lack of consistency in data collection or reporting. This is occurring at multiple levels and for multiple reasons. There are times when instruments are adjusted, and items may be removed or altered in such a way that they cannot be compared to prior years. For example, the STOP grant expanded to allow funds to be used for younger-aged victims in 2019 than in previous years, lowering the minimum age from 13 to 11. This altered the age group moving forward, creating problems when trying to compare this group to prior years. Beyond the instruments changing, self-report or service provider surveys are not completed or reported out every year. National surveys or other sources may not report every year depending on priorities of the administering entities, or they may choose to remove certain data points from reports. The overall lack of consistency creates obstacles in trend analysis and barriers to access of timely data. There are also instances in which populations change. For example, the INCAC data is only collected from centers that are members and grant data is only collected from programs or agencies that are funded by the specific grant. From year to year these centers and grantees may change, thus altering the population represented. There are also barriers to accessing certain data which leads to major gaps that could be filled if these data were readily available to researchers or the public. This report focuses on data that is readily available but there are other potential sources in the state that may have valuable data that could fill the gaps highlighted if accessible.

There is a large gap in rich, individual level data that could provide more insight into both risk and protective factors for victims in Idaho. There are many known individual factors that could not be examined due to the lack of any data at this level and to this depth. Beyond only individual- or person-level data, more detailed victim services data would also be beneficial. Having more data regarding the number of individuals served, the number that were turned away, the numbers of victims on waiting lists, and the number and types of referrals to service providers would help illuminate the extent of victimizations that are not captured through other data currently. More detailed data would also allow for basic descriptive analysis, and hopefully, causal analysis regarding risk and protective factors.

To address the lack of rich and reliable victimization data in the state, ISAC makes the following recommendations:

1. *Develop new and expand existing data sources to include more regional and local data.*

A major gap in Idaho's data is the inability to drill down below the state level in most of the available sources. This makes it impossible to evaluate risk and protective factors for violence at the regional and local level, where crime prevention programs are implemented, and crime victims engage (or choose not to engage) with the criminal justice system. Communities as a whole, and those working in both crime prevention and victim service programs, would greatly benefit from knowing what the trends in risk and protective factors are at those levels. The data would help those programs better address specific needs in their communities and further reduce violence around Idaho.

2. *Implement a statewide victimization survey and conduct the survey on a regular basis.*

One of the biggest gaps in Idaho-specific data is that of victimization of those who do not report to police and/or those who do not seek or cannot access services. According to the most recent data available from the National Crime Victimization Survey (Bureau of Justice Statistics, 2021), only about 40% of violent victimizations were reported to police in 2020 nationwide, with that number falling to 23% for sexual assault. Comparisons between victim service and law enforcement data indicate that the underreporting of violent crime to law enforcement is also a problem in Idaho. Self-reported victimization data would fill in the gaps left by these sources. To better understand the true scope of victimization in Idaho, a self-report survey is needed.

3. *Implement a statewide, standardized data collection system for victim service data.*

The inconsistency in reporting requirements between different federal grant programs presents a major obstacle to understanding the scope of and demand for victim services in Idaho. Other states have already implemented systems to address this problem. One such system was developed in the mid-1990s by the Illinois Criminal Justice Information Authority, in collaboration with the Illinois Coalition Against Sexual Assault and the Illinois Coalition Against Domestic Violence. The InfoNet⁹ system was specifically designed to collect victim service data from grantees and make that data easily accessible to state analysts and grant administrators for the purpose of planning better responses to violence. The InfoNet system is now freely available to other states wishing to implement their own versions. By implementing a standardized data collection system like InfoNet, high-quality data could be collected not only for research and state-level planning purposes but could also be used to help agencies with the mandatory reporting requirements of the grants they are working under.

⁹ For more information on InfoNet, visit <https://icjia.illinois.gov/information-systems/infonet/>

APPENDIX A: REFERENCES

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APPENDIX B. IDAHO VICTIMIZATION DATA SUMMARY TABLES

Data Available at the Agency/Institution Level

Idaho Network of Children's Advocacy Centers: Victims Served at Member Agencies

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Drug endangerment	27	61	72	86	53	38	38	42	67	51	51	47
Neglect	47	133	125	152	116	90	46	53	74	84	53	74
Physical Abuse	206	272	292	295	316	243	242	254	307	422	425	378
Sexual Abuse	1,214	1,313	1,375	1,469	1,664	1,643	1,438	1,512	1,456	1,496	1,615	1,559
Witness to Violence	108	188	117	125	125	170	151	166	186	210	128	140
Other	48	65	59	39	46	37	27	14	173	151	322	267
Total Victims Served	1,626	1,836	1,903	2,107	2,261	2,164	1,984	2,024	2,278	2,349	2,527	2,377

U.S. Department of Education, Office of Postsecondary Education: Campus Safety and Security Data

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	
Violent Crimes	46	42	12	20	23	35	24	29	13	40	31	23	30	38	60	74	63	77	58	
Violent crime rate per 1,000 students	0.11	0.12	0.03	0.05	0.06	0.09	0.06	0.07	0.03	0.08	0.05	0.03	0.04	0.04	0.06	0.08	0.06	0.08	0.06	
VAWA Crimes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	43	46	54	40	48	51
VAWA crime rate per 1,000 students	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0.16	0.16	0.19	0.13	0.16	0.16

Data Available at the County Level

Idaho Attorney General's Office: Child Sexual Abuse Annual Report

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Adult Cases	337	371	246	306	233	202	200	205	262	298	243	266	310	292	255	259	324	298	420	504	385	372	389	311	354	369	366	328	413	497	784
Juvenile Cases	135	116	126	119	123	94	91	127	139	135	123	121	124	167	116	163	145	132	119	165	129	130	106	108	135	133	93	146	166	199	189

Idaho Incident-Based Reporting System

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Violent Crime Victims																
Total Victims	20,329	20,803	20,993	19,955	19,482	18,476	17,832	17,653	16,965	17,193	17,407	18,039	18,031	18,657	17,918	17,764
Rate per 1,000 residents	14.25	14.20	14.02	13.11	12.62	11.89	11.26	11.07	10.47	10.17	10.16	10.67	10.50	10.61	10.02	9.95
Child Victims																
Total Child Victims	5,629	5,840	5,932	5,410	4,970	4,654	4,329	4,314	3,895	3,789	3,741	3,962	4,002	4,169	4,100	3,833
Child victim rate	-	-	-	-	12.23	11.10	10.21	10.13	9.12	8.84	8.71	9.19	9.21	9.49	9.29	-
Intimate Partner Violence																
Total IPV Victims	6,373	6,316	6,263	6,201	6,217	5,898	5,622	5,531	5,572	5,620	5,810	5,978	5,692	5,883	5,697	5,723
IPV rate	4.47	4.31	4.18	4.07	4.03	3.79	3.55	3.47	3.44	3.33	3.39	3.54	3.32	3.35	3.19	3.21
Sexual Violence																
Total SV victims	1,981	2,299	2,269	2,126	2,117	1,976	1,686	1,866	1,706	1,727	1,790	1,802	1,765	2,001	2,023	2,091
SV rate	1.39	1.57	1.51	1.40	1.37	1.27	1.07	1.17	1.05	1.02	1.04	1.07	1.03	1.14	1.13	1.17

U.S. Census Bureau: American Community Survey

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total Population	1,492,573	1,526,797	1,549,987	1,567,803	1,583,364	1,599,464	1,616,547	1,635,483	1,657,375	1,687,809	1,717,750
Female	743,456	762,368	773,018	781,849	789,656	797,786	806,083	815,638	826,748	842,245	856,725
% Female	49.8%	49.9%	49.9%	49.9%	49.9%	49.9%	49.9%	49.9%	49.9%	49.9%	49.9%
Non-White	118,108	119,443	118,615	122,514	127,672	130,732	133,633	142,328	149,495	160,547	172,341
% Non-White	7.9%	7.8%	7.7%	7.8%	8.1%	8.2%	8.3%	8.7%	9.0%	9.5%	10.0%
Hispanic/Latino	149,979	161,337	168,949	175,512	180,901	186,374	191,314	195,589	201,978	209,073	215,476
% Hispanic/Latino	12.54%	12.39%	12.19%	11.96%	11.83%	11.65%	11.43%	11.19%	10.90%	10.57%	10.05%
Under 18	406,502	419,212	423,834	425,819	427,018	428,548	429,646	431,320	434,611	439,176	441,147
% Under 18	27.2%	27.5%	27.3%	27.2%	27.0%	26.8%	26.6%	26.4%	26.2%	26.0%	25.7%
HS graduates	946,146	969,615	989,651	1,006,592	1,021,539	1,038,948	1,056,875	1,078,040	1,098,012	1,124,557	1,152,258
% HS Graduates	87.1%	87.5%	87.9%	88.1%	88.3%	88.7%	89.0%	89.5%	89.8%	90.1%	90.3%
Labor Force	745,000	755,926	763,598	767,626	766,649	768,276	774,526	783,014	794,662	810,430	832,286
% in Labor Force	65.9%	65.5%	65.1%	64.6%	63.8%	63.2%	62.8%	62.6%	62.5%	62.4%	62.7%
Unemployed	47,001	52,582	59,871	65,289	67,189	61,837	55,312	48,009	42,328	37,672	35,879
% Unemployed	6.3%	7.0%	7.8%	8.5%	8.8%	8.0%	7.1%	6.1%	5.3%	4.6%	4.3%
Poverty	196,121	203,177	216,734	231,604	240,298	244,618	245,177	244,585	236,000	228,882	221,256
% in Poverty	13.5%	13.6%	14.3%	15.1%	15.5%	15.6%	15.5%	15.2%	14.5%	13.8%	13.1%

Data Available at the State Level

CDC: National Survey on Children's Health

	2016	2017	2018	2019
% victim of or witness to violence	4.2%	-	3.2%	4.1%
% with 2 or more ACEs	23.4%	18.8%	18.9%	22.6%
% of parents that feel school is safe	77.7%	77.4%	66.7%	65.3%
% of parents that feel neighborhood is safe	71.5%	65.5%	69.1%	69.1%

CDC: National Intimate Partner and Sexual Violence Survey (2010 – 2012)

Lifetime Experiences				Adverse Health Effects			
	Females	Males		Females	Males	Females	Males
Sexual Violence			Intimate Partner Violence			History of Victimization	
Contact Sexual Violence	40.5%	18.9%	Lifetime Experience	33.0%	38.2%	Difficulty Sleeping	37.8%
<i>Type of Perpetrator</i>			<i>Type of Violence</i>			Activity Limitations	34.8%
Acquaintance	51.8%	44.6%	Any Psychological Aggression	43.5%	48.6%	High Blood Pressure	29.6%
Current/Former Intimate Partner	43.2%	55.2%	Any Coercive Control	37.6%	44.6%	Chronic Pain	27.4%
Family Member	17.1%	-	Any Expressive Aggression	37.4%	32.9%	Frequent Headaches	27.0%
Stranger	14.6%	-	Physical Violence	28.4%	34.1%	Asthma	24.8%
Non-Contact Unwanted Sexual Experience	30.5%	16.3%	Contact Sexual Violence	17.5%	10.4%	Diabetes	13.7%
			Stalking	11.4%	-		
			<i>Type of Impact</i>			No History of Victimization	
Stalking			Any Impact	77.5%	33.8%	Difficulty Sleeping	24.9%
Lifetime Experience	20.3%	4.9%	Fearful	70.4%	14.5%	Activity Limitations	21.0%
<i>Type of Stalking Tactic</i>			Concerned for Safety	67.6%	12.7%	High Blood Pressure	28.5%
Unwanted messages	73.6%	-	Any PTSD Symptoms	57.8%	12.8%	Chronic Pain	14.9%
Threats of physical harm	71.0%	-	Injury	40.0%	-	Frequent Headaches	15.9%
Approached/Showed up	64.8%	-	Missed at Least One Day of Work/School	30.4%	16.1%	Asthma	11.8%
Damaged personal property	50.2%	-	Needed Legal Services	27.2%	-	Diabetes	-
Watched/Followed	47.0%	-	Needed Medical Care	21.5%	-		9.3%
Sneaked into home or car	33.1%	-					

CDC: Youth Risk Behavior Survey

	2001	2003	2005	2007	2009	2011	2013	2015	2017	2019
% who did not attend school because felt unsafe	5.1%	4.1%	5.2%	5.7%	4.0%	3.5%	6.2%	5.4%	7.1%	8.1%
% who experienced pyhsical dating violence	-	-	-	-	-	-	9.1%	8.9%	7.8%	7.6%
% who were bullied at school	-	-	-	-	22.3%	22.8%	25.4%	26.0%	25.8%	21.2%
% who were ever forced to have sex	7.8%	9.6%	9.4%	10.5%	9.6%	8.8%	8.3%	6.7%	9.4%	8.5%
% threatened or injured with a weapon at school	8.0%	9.4%	8.3%	10.2%	7.9%	7.3%	5.8%	6.1%	6.2%	7.9%

Idaho Department of Health & Welfare: Facts, Figures & Trends Annual Report – Children and Family Services Child Protection Cases

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Physical Abuse	1,997	1,821	1,794	1,712	1,730	1,860	1,993	2,084	2,209	2,080	2,001	2,231	2,230	2,375
Sexual abuse	452	415	385	343	427	443	611	518	431	545	539	660	775	796
Neglect	5,428	5,171	5,476	5,134	4,827	4,676	5,031	5,393	6,335	6,256	6,452	7,265	7,925	7,479
Other	2,151	1,091	343	423	440	409	128	10	21	3	2	3	3	144
Information/Referral	10,242	10,455	10,651	10,872	11,433	11,716	11,561	12,750	13,066	13,462	13,131	13,440	12,175	11,281

National Network to End Domestic Violence: DV Counts Survey

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Agency Participation Rate	42.9%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	87.0%	90.5%	91.7%	87.5%	86.4%	100.0%	90.9%
Victims Served	352	577	546	517	638	688	519	514	593	559	514	561	570	670
Unmet Service Requests	10	178	165	67	280	72	124	160	206	296	341	166	114	77
Hotline Calls	144	196	171	152	192	255	286	184	141	148	138	122	158	184



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