

# *REPORT TO THE GOVERNOR*

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## **Governor Ryan's Summit**

September 19, 2000

Chicago, Illinois



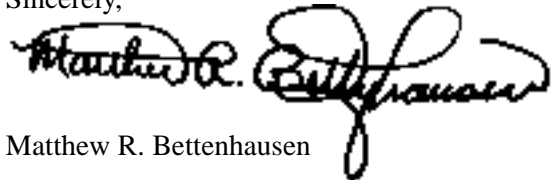
## *To THE GOVERNOR:*

**A**s you know, street gangs, guns and drugs pose serious threats to Illinois communities and fighting these threats is a priority of your administration. While important progress has been made recently with the re-enactment of the Safe Neighborhoods Act, the passage of the 15-20-Life law and the start of new parole programs to transition offenders back to useful citizenship, you felt that more could be done, and pledged to hold a statewide summit for this purpose.

Our Summit on Gangs, Guns and Drugs was called to order on September 19, 2000, at McCormick Place in Chicago. The event was meant to give all concerned an opportunity to address these concerns, and to find ways to work together to rid our neighborhoods of the senseless violent crime caused by the problems of gangs, guns and drugs. More than 400 state and local officials, neighborhood and community leaders, and others joined us in plenary sessions, panel presentations and intensive workgroup discussions. You charged us to answer some fundamental yet critical questions: What is the state doing right? What could be done better? What else should be undertaken in the areas of policy, programs and legislation?

I am pleased to present you with a report on the Summit, which responds to those questions, and which presents a series of meaningful recommendations for improvements in our continuing struggle with these public safety concerns.

Sincerely,



Matthew R. Bettenhausen

Deputy Governor for Criminal Justice and Public Safety

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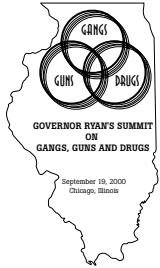
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Gov. Ryan addresses summit participants during a panel discussion.



# OVERVIEW OF TRENDS

By Gerard F. Ramker, Ph.D.  
Illinois Criminal Justice Information Authority

## A system facing increasing demands

When we look at key indicators of crime in Illinois in recent years, the simple good news is that reported crime is down. The better news is that drug use, firearm injuries and deaths, and even street gang activity—have seen recent declines. The bad news is that our battles with these problems have led to significant growth in terms of criminal justice system business—probation, jail and prison caseloads and populations are all up. Moreover, we've learned that offenders and victims need more services from the criminal justice system and its allied partners. This means greater demand is placed on all of the subsystems and networks set up to help offenders succeed in the transition to the free world.

*We can't lose sight of the fact that these pictures represent people—parents, children, spouses, friends and others—they aren't simply numbers.*

The good news also is tempered by what we are learning about offenders in terms of their mental and physical health needs, which create a tremendous demand for effective drug and mental health assessment and treatment. The news also is mixed in that reported crime is not down everywhere in the state. Some communities have seen increases or changes in the nature of their crime problems. And finally, while at the state level we must try to make sense out of the various trend lines, pie charts, and tables of statistics, we can't lose sight of the fact that these pictures represent people—parents, children, spouses, friends and others—they aren't simply numbers.

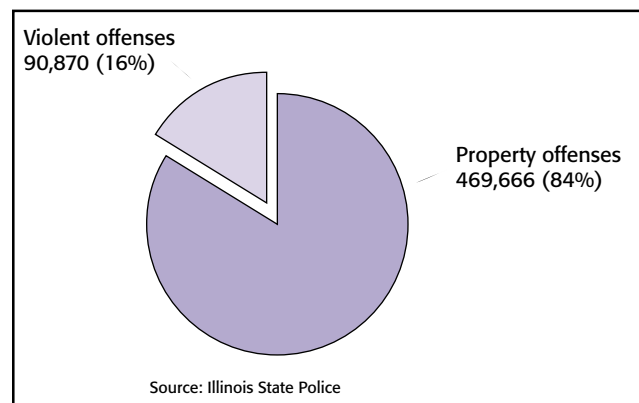
The favorable trend lines don't offer much comfort to the victims and witnesses of domestic violence, they don't rebuild the shattered lives and dreams of abused children, and they offer little courage for persons

imprisoned in their homes by their fear of street crime. While most trends indicate we are headed in the right direction, the simple truth is that there is still far more crime—violent and property—occurring now than a decade ago. We cannot let the latest good news make us complacent about the continuing need to combat crime.

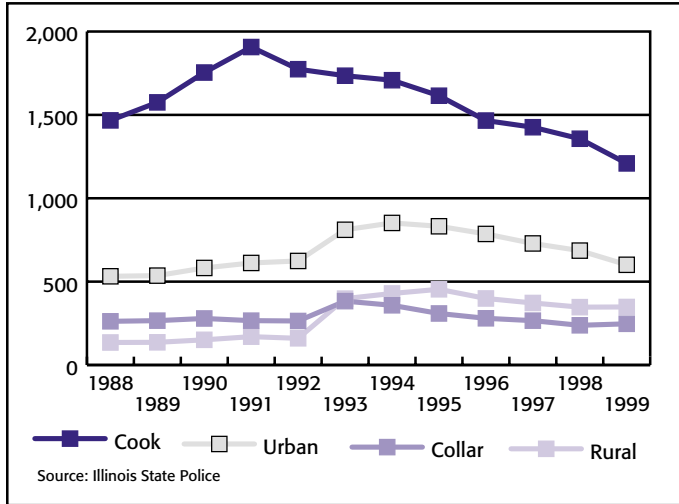
## Understanding the numbers

Deciphering the nature and extent of crime in Illinois is not an easy thing to do. The reasons for this are many, but there are two primary ones. First, we have no single, unified or integrated criminal justice information system from which to extract a comprehensive statistical portrait—and the data we do have is of limited utility. Second, we in the criminal justice field have realized that crime and justice are complex social issues that we alone cannot affect much, especially in terms of prevention and intervention. Therefore, no criminal justice system's single set of statistics is going to tell us all that we need to know

**CRIME IN ILLINOIS**  
Offenses reported to police, 1999



**VIOLENT CRIME**  
Offense rates by region



to understand crime and do something meaningful about it. Rather than look only at crime rates or other statistics, we've come to realize that we must look at a variety of information sources to make a meaningful, fuller assessment.

Statewide, offense rates for property and violent crimes reported to police have gone down in the last few years. Victim surveys at the national level—which measure all crimes regardless of whether they are reported to police—indicate a similar pattern. The latest victim survey showed violent crime down 10 percent for the 1993-1999 period. Contrary to that trend, however, is the survey's finding that criminal sexual assault victimizations actually increased between 1998 and 1999. Generally speaking, the reported crime and victimization data appear to reinforce our confidence that crime—at least that measured using these two data collection methods—is down at the national and state level.

Violent crime rates are down for each of the four regional classifications, but there is also some other important information here—reported violent crime rates remain higher in Cook County than for other areas; urban county rates are higher than collar and rural counties; and, beginning early in the 1990s, violent crime rates in rural counties have exceeded the rates in collar counties. Although we see declining trends in all regions, the rates themselves vary widely. In the simplest of terms, crime problems vary at the local level. Crime rates vary widely by county and

even though as a group rates are down in urban, collar and rural counties, individual county trends may be different. In fact, we know that some cities have seen their trends go in the other direction.

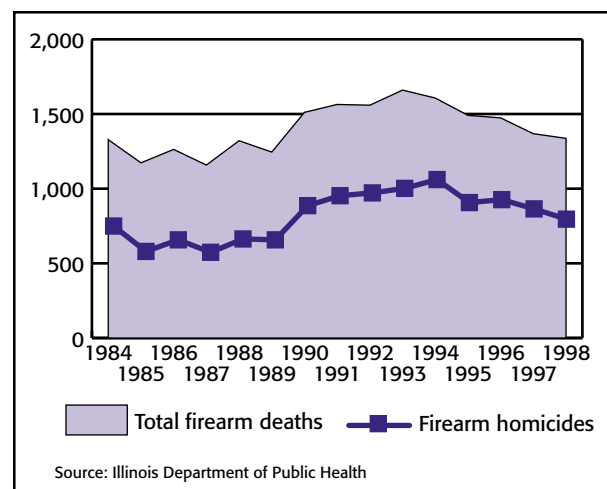
The obvious lesson for us at the state level is that while aggregate crime statistics reflect a positive trend, crime is very much a local problem, and the picture at that level is not always the same as for the state. One of the reasons for Governor Ryan's crime summit was to solicit help for us to understand this local perspective by bridging the information gap between the statewide trends and local experiences.

When reported violent crimes are compared with the number of persons arrested for these crimes, it is immediately apparent that while there have been discernible changes in offense trends, the number of arrests made by law enforcement agencies in the state for these crimes has remained fairly stable over the years. Roughly speaking, we have not seen remarkable changes in the numbers of persons arrested for serious crimes. So while violent crime rates have declined, we continue to see tens of thousands of persons coming in the "front door" of the criminal justice system across the state. This may also be evidence of improvements in investigation and identification methods, as well as other enforcement efforts.

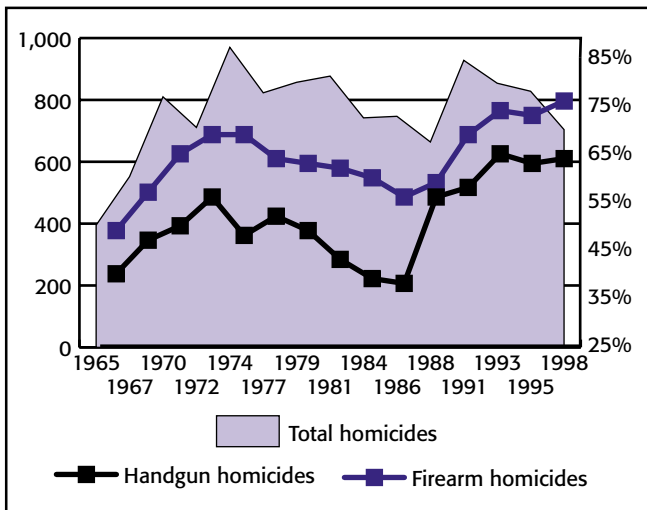
**Firearms**

Another important trend revolves around firearms and the role they play in Illinois homicides and violent

**FIREARM DEATHS VS. HOMICIDES**  
Number of deaths



**HOMICIDES IN CHICAGO**  
Percent handgun & firearm vs. total



crime. Illinois Department of Public Health data show a declining trend in the number of firearm deaths in the state over the past few years, consistent with the decline we see in the number of gun homicides. Again, though, the levels we're seeing recently are still higher than the numbers in the 1980s, and are still, frankly, unacceptably high.

While the number of homicides in Chicago has decreased steadily since 1994, the percentage involving firearms is at its highest level ever. Firearms are used in more than three-fourths of homicides in the city, and about 20 percent are committed by youths under the age of 18. Again, we see the role firearms play in homicides increasing, even as the number of homicides has decreased in recent years.

*According to Chicago Police Department data, about 25 percent of all homicides in the city continue to be gang-related.*

**Gangs**

According to the most recent National Youth Gang Center survey, youth street gang activity may be starting a favorable trend as well. The percent of jurisdictions in the U.S. reporting active gangs dropped from 53 percent in 1996 to 48 percent in 1998. Declines were observed in jurisdictions of all sizes and geographic areas. Still, the sheer numbers of gangs and gang members are staggering. The estimates from the national survey are that there are still 28,700 gangs and 780,000 gang members active in the U.S. According to Chicago Police Department data, about

25 percent of all homicides in the city continue to be gang-related. The national survey indicates that while the number of gangs may have declined, gang problems have only slightly improved. All the jurisdictions reported a direct connection between street gangs and drug markets and violence associated with drug trafficking.

**Drug Use**

State estimates suggest that about 7 percent of Illinois population aged 12 and older used an illicit drug in the past month. For the vast majority of these folks the preferred drug was marijuana. The national data indicates a similar finding.

In terms of drugs used on a regular basis, marijuana is still the drug of choice, although it is clear that—on the national level—methamphetamines and the club drugs are making an appearance. Emergency room mentions of synthetic club drugs more than quadrupled between 1994 and 1998, according to the Substance Abuse and Mental Health Services Administration (SAMHSA).

The Illinois State Police has reported a significant increase in methamphetamine labs and users. The number of lab seizures rose over the last three years from 24 labs in 1997, to 207 labs in 1999.

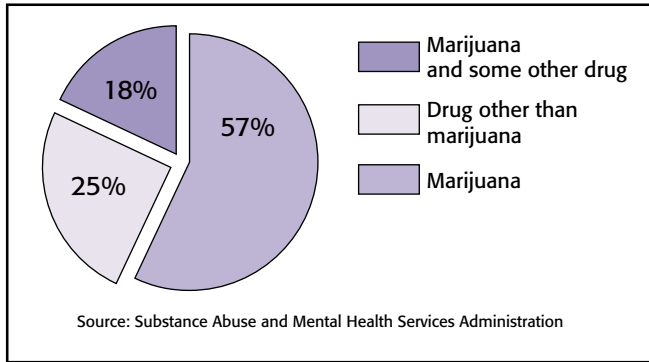
Drug use in the general public clearly affects the work of the criminal justice system. Contrary to the trend we saw for reported violent and property crimes, the state trends for drug arrests have shown significant increases in the last decade. In fact, the number of drug arrests is

about three times the number of violent crime arrests. More people are arrested for drug offenses than the total for theft, burglary and motor vehicle theft combined. Interestingly, the number of arrests for controlled substances (typically cocaine) surpassed the number of Cannabis Control Act arrests in the late 1980s and has remained higher since.

All regions of the state have seen increases in arrests for these drug violations, particularly in the last decade.

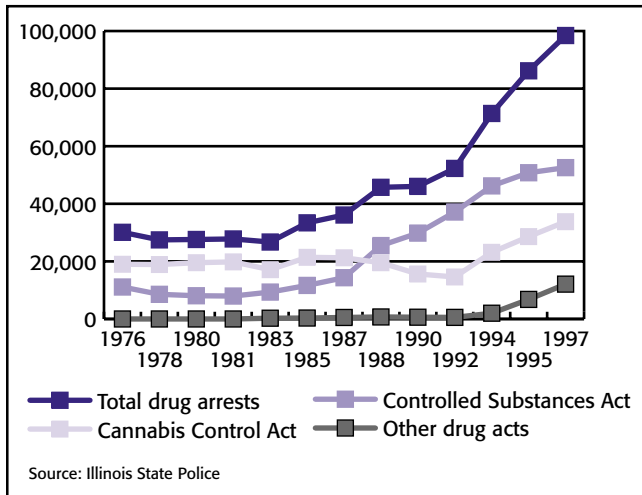
**ILLICIT DRUGS USED**

Percent reporting regular use in past month, 1999



**DRUG ARRESTS**

Number of arrests by drug violation



Although drug use (at least as reported through surveys) is relatively low among the general population, a much higher level of use has been documented among arrestees through a special monitoring study known as ADAM or Arrestee Drug Abuse Monitoring. The study reveals some noteworthy trends:

- 1) The overall prevalence of illegal drug use among arrestees in Chicago has remained stable and high. During the past 10 years, an average of between 70 percent to 80 percent of all arrestees tested positive for an illegal drug at the time of arrest; and,
- 2) The drug detected most frequently among Chicago arrestees over the last decade has been cocaine, with an average of 50 percent to 60 percent of arrestees testing positive for this drug.

The latest ADAM data also tells us that:

- 1) Females test positive for cocaine at a higher rate than males;
- 2) Males test positive for marijuana at a higher rate than females; and
- 3) Chicago arrestees test positive more often than suburban arrestees for any illicit substance.

**System growth**

The court system has seen steady growth in terms of juvenile delinquency petition filings and adult felony case filings. The growth pattern in delinquency filings is steady over the last 15 years, while the pattern for felony cases is a steeper, rapidly rising trend. The increase in felonies is primarily fueled by the increase in arrests for controlled substance act violations—which most often involve felony charges.

**Probation caseloads**

The total adult probation caseload has steadily increased over the years. The felony caseload has surpassed the misdemeanor caseload for some time. Between 1995 and 1998, statewide felony probation caseloads increased 9 percent. The increase in felony caseloads also reflects changes in statutes which moved some misdemeanors into the felony category and raised felony classes for some violations. The misdemeanor caseload trend reflects an increasing use of other sanctions such as fines, penalties, and court supervision.

Adult felony probation caseloads are consistent between urban, collar and rural counties. The Cook County caseload is—as we would expect—much higher than those in other areas. All reflect an increasing trend over the years. Rural jurisdictions in the state experienced the largest percentage increase in felony probation caseloads between 1995 and 1998, jumping almost 25 percent during that period, compared to Cook County caseloads which stayed fairly stable during this period. It's important to note that Cook County accounts for almost half of felony probation cases statewide. Collar county probation caseloads increased 13 percent during the period while urban county caseloads increased 21 percent.

Caseload growth also is apparent in the juvenile court system. Since 1994 statewide delinquency petition



filings have decreased 9 percent—driven almost entirely by a decline in Cook County, while Illinois’ rural and urban counties experienced a 9 percent increase during this period.

### Jail population

Over the long term, the average jail population reflects steady growth. To a large extent, the statewide trend is driven by the Cook County figures, which is no real surprise. The average daily population of Illinois’ jails actually decreased between 1997 and 1998—but it is still roughly 50 percent higher than 1991. Considerable effort has been devoted in this state to develop and implement programs to alleviate jail overcrowding, which may be affecting this trend, including day reporting centers, work alternative programs, specialized courts and others. Jail population growth is apparent across all regions of the state but more dramatic in Cook County. While the 1997-1998 decreases were seen for Cook County and for rural and urban counties—a 7 percent increase was noted for jail populations in the collar counties.

### Felony sentencing

The proportion of felons sentenced to prison over the past three decades increased slowly but steadily while the proportion sentenced to probation has decreased. At the regional level, the trend for prison sentences is the same. The percentage of felons sentenced to prison has not changed much over the years. Given the fact that case filings and sentences have increased, it follows that prison populations have increased over

time. According to the Administrative Office of the Illinois Courts, in 1998, nearly 64,000 felons were sentenced in Illinois—that’s roughly twice the number in 1988 and four times the number in 1974. In 1998, Illinois courts handed down 32,716 prison sentences (51 percent of all felony sentences), and 28,429 probation sentences (44 percent of felony sentences).

The increase in the number of defendants processed through felony courts and sentenced to probation or prison can be partly attributed to the increases in arrests for drug crimes, particularly arrests for controlled substances act violations. Since 1987, the number of statewide arrests for these offenses has increased 200 percent. In fact, there seems to be a direct correlation between the significant increases in drug arrests and the significant growth in prison sentences.

### Drug treatment

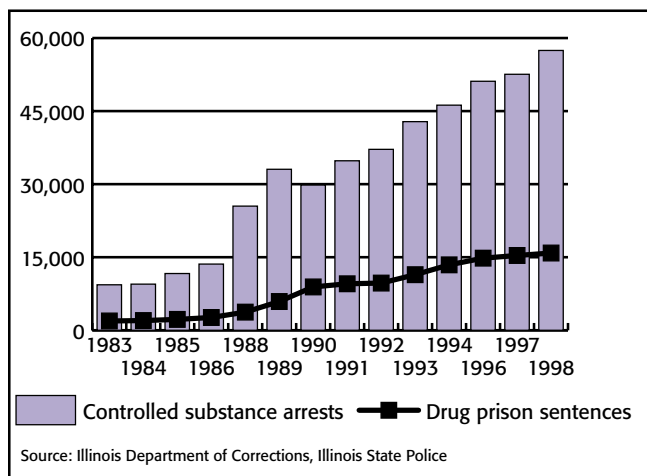
Admissions to drug treatment—for heroin, cocaine and for marijuana—have increased dramatically in recent years according to data from the state Office of Alcoholism and Substance Abuse. Of the more than 64,000 admissions to these treatment programs in 1999, about 47 percent were for cocaine, 27 percent for marijuana and 26 percent for heroin. We have increased our drug treatment capacity, but the drug use data and recent research on the need for these services indicate that there is a significant unmet need.

### Prison population

Between 1990 and 1999 in Illinois the prison population increased by more than 17,000 inmates, or 62 percent. The growth in the number of inmates in Illinois prisons is largely a consequence of the number and length of sentences for Murder, Class X and Class 1—the most serious of crimes—since determinate sentencing began in 1978. The sheer volume of admissions for these mostly violent offenders—who were typically held on longer sentences—caused an accumulation of prisoners.

The prison population growth is largely affected by the increases seen for violent offenders and drug offenders. There has been a gradual rise in violent offenders sentenced to prison since 1990—and, importantly, the

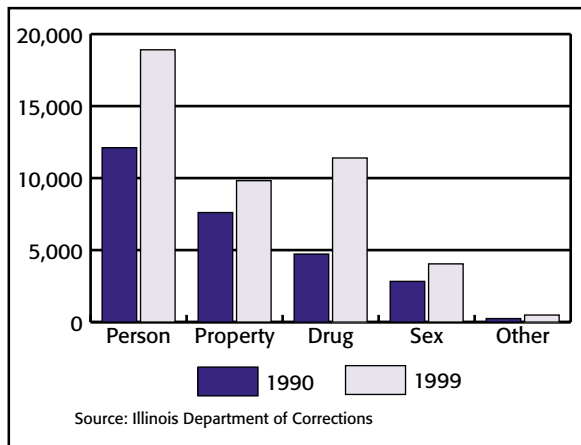
**DRUG ARRESTS VS. PRISON SENTENCES**  
Controlled substance arrests





### ILLINOIS PRISON POPULATION

By offense type



time they stay in prison has increased as well. The growth in the number of drug offenders who serve a prison sentence has also contributed to the prison population growth.

About half of the adult prisoners in Illinois are incarcerated for person or sex-related offenses, while one-quarter are incarcerated for drug offenses.

Large percentages of offenders with drug problems also have mental health issues and needs. Significant percentages of offenders in state and federal prisons, jails and on probation—report being victims of physical and/or sexual abuse. About 40 percent of releaseses from IDOC will return in three years.

#### Women

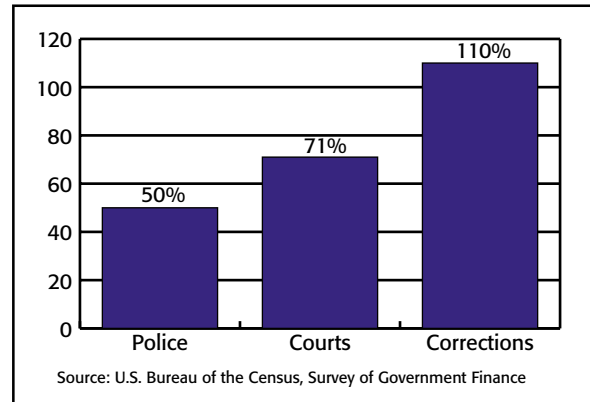
A relatively small but quickly increasing factor in the state’s prison population are the numbers of females incarcerated. According to the Illinois Department of Corrections, about 80 percent of female inmates are mothers with a history of substance abuse. The female IDOC population is accelerating at nearly double the rate of the male population.

#### Juveniles

The number of juveniles committed to IDOC also increased substantially during the 1990s. In 1990, 1,461 were committed to the Juvenile Division; in 1998, this number was 2,191, or more than 50 percent higher. In 1998 IDOC was about one and one-half times over its rated juvenile capacity of about 1,300.

### JUSTICE SYSTEM EXPENDITURES

Increase in expenditures for Illinois state and local agencies, 1982-1996



#### Criminal Justice System Costs

According to the Census Bureau’s Survey of Government Finance, during state fiscal year 1996, more than \$4.2 billion was spent by state and local units of government in Illinois for the operation of the justice system—that’s about \$360 per Illinois resident. After taking into account inflation, these expenditures were 66 percent higher than the amount spent in 1982.

Corrections expenditures, which accounted for about 22 percent of total justice system expenditures in 1982, rose to more than 28 percent of expenditures in 1996. It should also be noted that, unlike expenditures for police and courts, which are primarily paid by local units unit of government, 65 percent of corrections expenditures are paid by the state.

#### Conclusion

It is against this statistical backdrop that we’ve been called together by Governor Ryan to share information and discuss ways we can improve our efforts against crime. While this overview of trends reflects encouraging news, it is tempered by the fact that some problems persist, and the state’s vast criminal justice enterprise remains overburdened. Guns, gangs and drugs still plague communities, and so our strategic planning for dealing with these problems must also continue. ■



# GANGS

## PANEL DISCUSSION

*Moderator: Candice M. Kane, Illinois Criminal Justice Information Authority*

The gang panel was well attended by a diverse group of participants. Panelists included James C. “Buddy” Howell of the National Youth Gang Center, Sgt. Steve Caluris of the Chicago Police Department, Master Sgt. William Haley of the Illinois State Police, and Tom Roth of the Illinois Department of Corrections. Highlights of the presentation follow.

- Though the actual number of young people involved in gangs is relatively small, gang members are responsible for a disproportionate amount of serious crime.
- The traditional stereotype of youth gangs is no longer valid: the proportion of whites and females in gangs has increased; gangs are less territory-based, less formally organized, make less use of symbols, gang names and clothing; and gang members are more mixed with respect to race/ethnicity, age, gender, and social characteristics.
- Recent research on youth gangs has found: the proportion of adolescents joining gangs has increased in the past decade; the number of gangs in suburban areas, small towns and rural communities has increased; gang activity in

schools has grown; and the age of gang members is increasing.

- Children with learning disabilities, those who demonstrate low academic achievement in elementary school, and those who are initiated to marijuana between 10 and 12 years are significantly more at risk of gang involvement than other youth.
- Comprehensive approaches—which include law enforcement, the schools, service providers and community groups—have been effective in impacting gang activity at the community level. ■



Elmhurst Police Chief John Millner presents the workgroup report on gang prevention.

## WORKGROUP DISCUSSIONS AND RECOMMENDATIONS

### GANG PREVENTION

*Facilitator: Chief John Millner, Elmhurst Police Department*

#### What is the state doing right in the area of gang prevention?

The participants in the gang prevention workgroup discussed programs throughout the state that focus on youth services. Providing services and activities for young people was seen as the most effective way to prevent them from joining a gang. These successful programs had many common elements such as:

- Mentoring and the establishment of relationships between youth and successful members of the community.
- Focusing on academic achievement and skill building to emphasize to the youths that they have the skills needed to succeed.
- Fostering a sense of responsibility and accountability.
- Dedicated program staff that care about the success of the program and each participant.
- Providing a sense of belonging to the program.

#### What can the state do better in the area of gang prevention?

Although there are many successful programs throughout the state, the workgroup acknowledged that improvements could be made to help prevent youth from becoming involved in gangs. The group focused on the following improvements or changes needed:

- Enhance coordination between existing programs and service providers. This will help to prevent overlap of services and duplication of infrastructures already in place. This also allows partnership between programs that have different strengths.
- Fund and provide technical assistance for the evaluation of programs to determine which programs are successful. This ensures that quality services are being provided. The state should be a clearinghouse for what programs are successful.

- Provide technical assistance with assessment of needs and for program development on a local level so that communities can be involved in the creation of programs. Assessment of needs and evaluation of programs would work together to determine the program needed for a community because each will have separate needs and not all programs will work in every community.

- Simplify the application process to provide grants and resources to agencies that are providing services within the community. Agencies need technical assistance in articulating community needs and writing program proposals to obtain grant funds.

- Reach out to youths where they are located within the community. These locations would include schools, domestic violence and homeless shelters, detention centers, and youth centers. These places need to be provided with more resources so that programs can offer more services.

- Incorporate traditional and non-traditional partnerships into programs so that positive environments, role models, and relationships can be established. These should be positive programs as opposed to punitive ones. These kinds of partnerships would include businesses, intergenerational families, schools, and youths who do not exhibit any of the common risk factors associated with gang participation.

#### What else should be undertaken in the areas of policy, programs and legislation?

To achieve all these improvements and changes, the state's first step should be to create a policy on youth and youth services. This policy should be disseminated so that every community is aware of the policy. This uniform policy will be applied to each community within the state to determine what resources each community needs to achieve this common goal. The state and each community should acknowledge that program solutions would be different for each community. In addition, when the state considers legislation or policies throughout the criminal code revision process, the impact on children should be considered one evaluation measure. ■

## GOVERNOR RYAN'S INITIATIVES

### OPERATION WINDY CITY

Operation Windy City is a joint law enforcement initiative between the Illinois Department of Corrections & the Chicago Police Department that was announced by Governor Ryan and Mayor Daley on July 21, 2000. One of the major goals of the program is to ensure that parolees are complying with the terms and conditions of their release from prison. The other major goal of Operation Windy City is to help return parolees to society and assist them in becoming productive members of the community.

Operation Windy City specifically deals with enforcement and parole compliance. As a part of this initiative, Governor Ryan assigned a tactical force of 100 state parole agents who will ride along with Chicago police officers in targeted areas of known gang activity in the Chicago area. The parole agents work with the officers to identify parolees who may be associating with known gang members or committing other violations of the conditions of their release. "The goal is to get these guys off the streets if they are back to their old ways," Ryan said. "We want to send a clear message to parolees: If you are hanging out with gangbangers, you are going back to prison."

Additionally, in an effort to find and lock up perpetrators of violent gang crimes, Ryan has ordered the Illinois State Police to form a forensics tactical response team that will work with the Chicago Police Department to help gather

evidence in high-profile cases and ensure that justice is served quickly and accurately.

At the Gangs, Guns & Drugs Summit, Governor Ryan announced in a news conference that more than 100 parolees had been returned to prison as a result of Operation Windy City in less than two months. The governor reported seven separate operations have been conducted since Operation Windy City began in late July. As a result of these efforts, The Illinois Department of Corrections and the Chicago Police Department identified 851 parolee files for investigation. Out of the 330 parolees who have already been questioned by authorities, 181 have tested positive for drugs, and 103 have been returned to IDOC custody. Seventy-three of the 103 returned to prison were returned because of gang affiliations.

"From day one, we have worked to combat the proliferation of guns and drugs and the presence of organized violent gangs in our communities," Ryan said. "Within the first 100 days of my administration we secured passage of both the 15-20-LIFE law to keep violent criminals behind bars, and the Child Gun Access Prevention Law to require trigger locks that will help prevent tragic accidents and senseless acts of violence. Now we must focus on how to prevent our children from choosing the wrong path in life." ■

## GANG INTERVENTION

*Facilitator: Tracy Hahn, Illinois Criminal Justice Information Authority*

The Gang Intervention Workgroup included representation from community-based organizations, faith-based ministries, public health agencies, corrections, probation, prosecution, and law enforcement. The workgroup first identified successful gang intervention strategies, and then discussed ways to build on those strategies.

The participants emphasized the importance of working with youth at the front end of the system, committing resources to educational and school programming, and supporting collaborative initiatives that foster community empowerment. Participants also discussed the need to give youth a voice in planning and policy, and to promote programs that foster the development of personal relationships with gang-involved youth.

### What is the state doing right in the area of gang intervention?

- Workgroup participants strongly agreed that the state should continue to convene meetings similar to the Summit. Statewide multi-disciplinary gatherings facilitate the exchange of knowledge and provide an opportunity for partnership building.
- Collaboration is a key element to successful intervention efforts and should continue to be encouraged. Partnerships targeting youth should continue to include members from the juvenile and criminal justice systems, schools, and neighborhoods.
- The state should continue to support social interventions that build trusting relationships with gang-involved youth. Programs that encourage face-to-face interaction between youth and officers foster the development of strong relationships and give youths an opportunity to make personal connections.
- The state should continue to provide resources for educational efforts that help gang youth stay in school. Collaborative prevention and intervention initiatives such as Futures for Kids and Teen Reach are examples of important programs that are de-

signed to help at-risk kids combat the lure of gang involvement and drug abuse.

- The state should continue to focus resources on parolee aftercare that emphasizes a no-tolerance policy for gang involvement.
- The state should continue parental involvement initiatives that increase the role of parents as partners in improving student performance in the classroom and promoting positive lifestyles.

### What can the state do better in the area of gang intervention?

- The state should provide more resources for parolee follow-up and treatment. This is critical because so many delinquent youths have substance abuse problems or mental health issues.
- Communities need to be an equal partner in identifying problems and developing solutions to public safety issues. Mobilizing a community after a crisis is always easy; the challenge is keeping the community involved when things are working well. It is necessary to find incentives to keep the partnership alive once the community becomes active.
- Stakeholders need to continue to promote information sharing to ensure that services provided to youth are appropriate. It is necessary to maintain confidentiality while promoting the exchange of information between schools, social service agencies, and the juvenile and criminal justice systems. The workgroup agreed that while information sharing can be helpful in decision making, it is important not to “label” kids. The group discussed the benefits of sharing aggregate data to identify persistent problems in schools and communities.
- Youths need to be provided with incentives to draw them away from gangs.

### What else should be undertaken in the areas of policy, programs and legislation?

- Workgroup participants agreed that the state should support more evaluation and research-based efforts to document proven programs. Also, improving the quality of evaluation will build stronger support for programs that work.



- The workgroup continually emphasized the need to provide quality education to young people because low academic achievement is identified as a risk factor for delinquency.
- The group also stated that regional disparity in educational resources should be addressed. School districts should have equal access to funds. Also, the state needs to encourage school districts to be creative, and emphasize that parental support is instrumental to successful programming.
- School personnel should receive specialized training. Teachers are in a unique position, and they should know how to deal with delinquent youths and how to diffuse escalating behavior.
- Several workgroup participants noted a need to provide assistance to caregivers who are responsible for juveniles. Caregivers often become frustrated with delinquent youths. Juveniles who get “locked-out” often turn to gangs for family.
- The workgroup emphasized the importance of getting input from juveniles. They should be involved in planning and decision-making efforts to ensure their buy in. If we want youths out of gangs, we have to give them something they want to do; not something we want them to do.
- Workgroup participants called for coordination between funders. A community receiving support from multiple funding sources may be required to convene several committees with specific membership. The development of multiple committees with various appointments creates duplication and disorganization at the local level.
- Stakeholders can empower communities by allowing them to identify their local needs and priorities.
- Juvenile justice partners should provide a coordinated response to youths in the juvenile justice system.
- Finally, workgroup participants agreed that for every dollar spent on incarceration, the state should spend an equal amount on prevention and intervention. ■

## GANG SUPPRESSION

*Facilitator: Capt. Mike Snyders, Illinois State Police*

The first focus of the gang suppression group was to discuss the serious problems that plagued many communities. One of the most serious problems brought forward was the rising level of gang intimidation. The group believed that gangs were successfully intimidating community residents, witnesses in criminal trials, government social workers, and even had impact on elections through intimidation of voters and election judges.

A primary reason for this was the lack of officers dedicated to gang suppression especially in high crime areas. Secondly, the group cited the lack of a joint effort between communities and law enforcement in combating gangs. The group believed several problems are related to the fact that there is still little coordination between law enforcement and community on gang suppression. This creates a “Catch 22” situation where the poor coordination causes public apathy and keeps the members of the community from becoming involved in solving the problems.

### What is the state doing right in the area of gang suppression?

- The Illinois Department of Corrections is doing a good job of entering gang members into the Law Enforcement Agencies Data System (LEADS) gang file and returning gang members who continue to be involved in gang-related offenses to prison.
- The Illinois State Police Resource Support Centers are doing a good job in support of local agencies’ initiatives to combat gangs.
- The governor is addressing the issues of gangs, guns and drugs, as demonstrated by the summit, which was designed to exchange ideas on these topics.

### What could the state be doing better in the area of gang suppression?

- Encourage working partnerships to combat street gangs such as the IDOC/CPD “Operation Windy City.”



➤ The ISP should develop (or join) multijurisdictional task forces on gang activity and as a police agency get back into an active tactical role in combating gangs.

➤ The state should act as the conduit on statewide programs and as a support system for local and federal agencies, as well the communities, concerning gang prevention, and suppression.

➤ The state should better coordinate the intelligence systems concerning gangs by expanding and strengthening the LEADS Gang Database. Additionally, there is a need for a database that will share court orders prohibiting contact with gang members.

➤ Illinois should become a member of the National Street Gang computer system.

➤ The state should develop more drug prevention/ intervention programs to aid the communities in getting gang members out of the gangs.

➤ The state should create a simpler funding mechanism to pass on federal money for gang-related programs and also support new programs with state “seed” money.

**What else should be undertaken in the areas of policy, programs and legislation?**

➤ Maintain a list of effective anti-gang ordinances that would aid local agencies in their fight to control the street gang activity in their areas.

➤ Improve the Statewide Gang Database and create an intelligence system to aid in sharing local gang information.

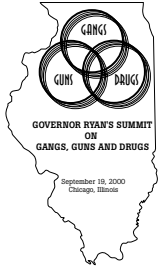


Illinois State Police Capt. Mike Snyders leads a discussion in the workgroup session on gang suppression.

➤ Create a single statewide 800 number that would be staffed by individuals who could provide information on gang issues as well as take information from the citizens and disseminate it to the responsible jurisdiction.

➤ Expand the GREAT (Gang Resistance Education and Training) program and include some incentives that would enhance youth participation.

➤ Enhance mandatory sentences for gang offenses. ■



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# GUNS

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## PANEL DISCUSSION

*Moderator: Barbara Shaw, Illinois Violence Prevention Authority*

Panelists for the discussion on guns included Assistant Deputy Director Ken Bouche, of the Illinois State Police; Bill Brooks, of the Illinois Council Against Handgun Violence; and Dr. Katherine Christoffel, of the Northwestern University Medical School, and Children's Memorial Medical Center.

The following major points were made by the panelists in their presentations:

- Gun violence is a both a public safety and a public health issue. Despite recent declines, gun injuries and deaths remain at near historic high and epidemic levels. Gun injuries are the second leading cause of injury death in the United States. In 1997, Illinois had the 5<sup>th</sup> highest number of total gun related deaths in the U.S. Every day in Illinois since 1990, one youth and three adults have died from gun injuries. There have been a total of 24,829 gun deaths in Illinois from 1981-1998.
- Gun injuries and deaths do not occur mainly among teen, male, gang members. People of all ethnicities, both sexes, and all ages are injured by firearms. Having a gun in the home has been proven to raise the risk of death and injury due to interpersonal conflict or suicide.
- The risk of gun injury is high, but it can be prevented if we take individual, family, community and societal responsibility for storing guns properly, improving gun laws and their enforcement, treating guns as any other consumer product, and collecting

more comprehensive data on gun violence and injury to permit prevention planning and evaluation.

- Illinois has fairly strong gun laws at present, though more could be done. Illinois has tough penalties for gun related crimes such as 15-20-Life, regulates gun purchases and sales through the Firearm Owners Identification (FOID) system and has enacted child protection laws that govern safe storage. Illinois law does not permit carrying a concealed weapon or pre-emption of local ordinances that have greater restrictions than the state on firearm acquisition, transfer or purchase. Other states have enacted other gun laws that Illinois could consider, including limiting the number of guns that can be purchased; requiring a state license to sell firearms; requiring that private sales go through a licensed dealer; regulating gun shows; registration of firearms; banning "junk guns," assault weapons and high-capacity ammunition clips; requiring firearm training to obtain the Firearm Owners Identification (FOID) card. Other trends include treating guns more as a consumer product, and improving gun tracing, data collection and education on the public health risks of firearms.
- The "15-20-Life" law initiated by Governor Ryan, is intended to keep violent criminals in prison longer and serve as a deterrent to criminals. In addition, education about the law will raise awareness about the consequences of criminal gun use. Governor Ryan also led the charge to retain the felony provision for illegal possession of a firearm.
- Illinois conducts a number of collaborative programs involving the Illinois State Police and federal and local enforcement agencies that gather crime gun information, conduct analysis and mapping, and work to reduce "straw" purchases, illegal firearm trafficking, and fraudulent FOID offenses. ■

## WORKGROUP DISCUSSIONS AND RECOMMENDATIONS

### GUN PREVENTION AND INTERVENTION (COMBINED)

*Facilitator: Barbara Shaw, Illinois Violence Prevention Authority*

#### What is the state doing right in the areas of gun prevention and intervention?

- Illinois does not have a preemption law, which therefore permits local units of government to have control of their firearm-related laws.
- Illinois does not permit the carrying of concealed firearms, which contributes to greater public safety.
- Illinois has a number of state agencies that are working together through the Illinois Violence Prevention Authority to promote both public safety and public health approaches to violence prevention, with a focus on primary prevention.
- 15-20-Life, child protection and FOID laws have been enacted which serve to decrease the likelihood of gun injury and violence.

#### What could the state do better?

- Better monitoring and assistance for people coming out of corrections, especially providing assistance in finding jobs and local networks of support to reduce the likelihood of re-offending.
- More money should be dedicated to educating people about gun safety and the risks of owning a gun.
- All gun owners should be required to receive training in gun safety and should have to pass a safety test before they are issued a FOID card.
- Illinois should develop a stronger system for tracking firearm injuries and the data should be analyzed and published.
- Protocols for identifying children at risk of violence should be implemented in schools to identify and respond to these children as early as possible.

- Illinois should increase primary prevention activities that steer young people away from violence.
- Ongoing community education on gun violence should be conducted.; one-time events are not enough.
- Illinois should develop a plan to coordinate public health, public safety, violence prevention and social service approaches to the gun violence issue

#### What else should be undertaken in the areas of policy, programs and legislation?

- The FOID card fee should be raised to help cover costs of violence prevention, intervention and suppression activities. The current fee (\$5 for 5 years), which was established over 30 years ago, has never been raised, resulting in a large disparity between the FOID card fee and other similar state fees, such as hunting and fishing fees.
- A one gun per month purchasing limit should be established.
- All gun transactions (retail, private, gun shows) should be registered so as to reduce improper sales and permit better tracing of firearms involved in crimes.
- Ammunition and firearm sales should be taxed to help cover the costs of violence prevention and treatment of injuries resulting from violence.
- Firearm owners should be required to have insurance to cover the costs of accidental or intention gun injuries or deaths from their firearms.
- State employees and citizens should be educated on the health and safety risks of guns.
- More comprehensive, coordinated and creative diversion programs should be developed for youth involved with the criminal justice system.
- More resources and focus should be placed on violence prevention to elevate prevention to the same level as criminal justice approaches.
- More tobacco settlement funds should be allocated to creative prevention programs.
- Illinois should develop a suicide prevention initiative that focuses on the role of firearms. ■

## GOVERNOR RYAN'S INITIATIVES

### The Reenactment of the Safe Neighborhoods Act

After the Illinois Supreme Court overturned the multifaceted Safe Neighborhoods Act based on a technicality, Governor Ryan began lobbying for the reenactment of its numerous important provisions against gangs, guns, drugs, and other crimes. With just days remaining before the scheduled adjournment of the 2000 legislative session, the General Assembly overwhelmingly passed and the governor signed into law legislation reinstating the Illinois' Safe Neighborhoods Act. The compromise legislation included making the illegal possession of a firearm a felony crime and substantially increasing penalties for other gun offenses, including the possession of a gun by a convicted felon.

The Safe Neighborhoods Act originally passed the General Assembly in 1994, and along with the provisions dealing with penalties for the unlawful use of weapons, it contained elements dealing with numerous crimes. During the five years that the illegal possession of a firearm was a felony the number of arrests for illegal weapons declined, as did the rate of violent crime in Illinois.

“The passage of this legislation was a test—not of power, but of commitment to the people of this state to find a way to protect people and their rights,” Ryan said. “With the Safe Neighborhoods laws in force, our states attorneys and law enforcement can do their job, which is to put criminals behind bars,” he said.

House Bill 739, which encompassed the felony provisions for unlawful use of a weapon, creates

the “aggravated” unlawful use of a weapon provision, which gives prosecutors more flexibility in securing charges.

House Bill 739 seeks felony penalties for the illegal possession of a firearm if:

- The firearm is uncased, loaded and immediately accessible.
- The firearm is uncased, unloaded and ammunition for the weapon is immediately available.
- The person with the firearm has no valid Firearms Owner Identification Card.
- The person with the firearm was previously convicted of a felony as a juvenile.
- The person with the firearm is committing a misdemeanor violation of the Cannabis Control Act or the Controlled Substances Act.
- The person with the firearm is engaged in street-gang related activity.
- The person with the firearm had an order of protection issued against him or her within the last two years.
- The person with the firearm was engaged in the commission of a misdemeanor involving the use or threatened use of violence against another person or property.
- The person with the firearm was under 21 years of age and in possession of a handgun unless the person is engaged in lawful activities under the Wildlife Code.

As a direct result of this legislation “Illinois will be a safer place to live and work,” Ryan said. “Police officers in Chicago and across Illinois once again will have this law to charge gang members and gunmen with a felony for carrying a loaded weapon.”■

## GUN SUPPRESSION

*Facilitator: Lt. Col. Chuck Brueggemann,  
Illinois State Police*

### What is the state doing right in the area of gun suppression?

- Proactively making the issue of criminal and inappropriate use of firearms a priority, as demonstrated in this summit, recognizes the collective concerns voiced by a coalition of individuals and agencies with a common commitment for addressing the issue of gun violence.
- The availability of Safe-to-Learn grants has emphasized the issue of firearms in our schools and is viewed as a proactive response to a decade of escalating gun-related violence in schools throughout the nation.
- The recently enacted 15-20-Life law is viewed as a significant tool, both to take serious gun criminals off the street and to serve notice of the serious consequences of firearms-associated criminal acts.
- The re-enactment of the Safe Neighborhoods Act served not only as a good law, but also as a rallying point for legislators and community groups to show their dissatisfaction with violence. Additionally, other strong laws, such as the possession of stolen firearms law, help curb violence by keeping violent criminals in prison longer.
- Dialogue between different elements and agencies in the criminal justice system, tasked with addressing gun violence. The inclusion of probation and parole, corrections, medical and social service agencies in this exchange has been evolving. This dialogue has resulted in many definable, proactive measures currently in effect.
- The Firearm Owners Identification (FOID) program is viewed as a positive, but weak program, requiring definable strengthening and updating.
- The F-TIP program is viewed as a significant asset, both in record keeping regarding potential firearm sales, and waiting periods before delivery of firearms.



Lt. Col. Chuck Brueggemann, of the Illinois State Police, delivers the report for the workgroup on gun suppression.

- The Child Protection Law places the responsibility of access to firearms by children on the parents or adults who are controlling or possessing weapons.
- Restoration of obliterated serial numbers from recovered firearms by the Illinois State Police Crime Laboratories is considered a valuable asset in firearms trafficking investigations.
- The aggressive pursuit of parole violators, released after serving sentences for firearms associated crimes, emphasizes the serious nature of gun crime and the resolve of the state to address this problem.
- Various community-oriented policing initiatives, which involve the police and communities in resolving specific crime problems in defined geographical areas. These include CAPS, COPS and related programs.
- The committee viewed three major elements as catalysts for many of these positive programs:
  1. The community has demanded action in dealing with a variety of social concerns, the gun violence issue being at the forefront.
  2. The public is better informed and has become better educated regarding the issues of gun crime and violence.



3. Proactive approach by government at the federal, state and local levels to addressing gun crime and violence associated with firearms misuse.

### What could the state be doing better in the area of gun suppression?

- Fund proactive initiatives. There is a financial cost to effectively dealing with gun violence. Specific programs dealing with gun suppression require sustained financial support. Obliterated serial number restorations and IBIS evaluations and entries by the Illinois State Police crime laboratories are backlogged with delays seriously eroding proactive gun trafficking investigations. A central repository for gun related intelligence accessible to all levels of law enforcement in the state must be supported in equipment, programming, training and personnel.
- Educate prosecutors and the judiciary to use existing laws relating to gun-related offenses, with concentration on the seriousness of gun-related crime and courts role in influencing gun violence.
- Promote joint prosecution at all levels. The workgroup noted a significant difference between the willingness to accept and to prosecute gun crimes between the Northern, Central and Southern District U.S. Attorneys' offices in Illinois. The Southern and Central districts have taken a strong and supportive position regarding the prosecution of gun crime. Gun crime prosecution in the Northern District, based on staffing, is not viewed as effectively supporting law enforcement efforts to reduce gun violence.
- Strengthen the FOID application process. The current mail-in process is easier than applying for a library card. ISP can significantly improve verification though in-person applications. Consideration should be given to utilizing Illinois driver's licensing facilities to issue and facilitate the application process, including fingerprinting, photographing and verifying identification and fingerprinting. The Illinois State Police FOID section would still issue the cards.
- Legislate mandatory tracing of all recovered firearms by police agencies throughout the state.
- Create a central repository for crime gun trace information, supported by all police agencies in Illinois and accessible to all police agencies in Illinois.

- Improve staffing at state laboratories to provide timely results that will support proactive gun initiatives. There are significant and unacceptable delays in the laboratory examination of recovered firearms, a process that includes IBIS analysis and the restoration of obliterated serial numbers. Any increased awareness of the relevance of firearms tracing by the police will seriously overload an already bogged down system.
- F-TIP should apply to all firearms sales or transactions. The secondary firearms' market was considered a significant problem and source for crime guns.
- Pass a law requiring the mandatory reporting of the theft or loss of a firearm. The cover for straw purchasers, when asked to account for firearms which they have purchased and sold, is that they were stolen and not reported.
- Improve the security and accountability of carriers for the transportation of firearms through interstate commerce. The theft of firearms from rail, trucking and airfreight is significant and is plagued with accountability and reporting problems.

### What else should be undertaken in the areas of policy, programs and legislation?

- Promote zero tolerance policy for firearms in schools.
- Fund proactive gun-related programs and initiatives as a priority. The relationship between spending to address and reduce gun crime and the misuse of firearms must be balanced with the escalating costs of medical care, rehabilitation, and welfare associated with gunshot victims, much of which is borne by the state.
- Enhance education for the public. Address issues regarding firearms ownership, safety, transportation, sales and responsibility.
- Create a series of educational processes for persons responsible for dealing with gun crime. Educate the judiciary and prosecutors in the application of gun laws and their impact on reducing the overall firearms problem. Educate the police in the



value of firearms tracing and entering firearms into NCIC.

- Continue to support a system-wide dialogue and approach to the problem of gun violence and the criminal possession of firearms. Involve the criminal justice system, medical, social services agencies, educational institutions, private sector interest groups, the gun industry and the public in collectively developing solutions to these problems.
- Revise gunrunning statutes. This is intended to clearly define issues and impose significant penalties associated with the secondary market in firearms, in which a lawful purchaser acquires guns to provide them to persons not otherwise eligible to purchase or possess firearms.
- Strengthen the sanctions on possession of firearms by felons. The mere possession of a firearm by any convicted felon should be viewed as criminal intent. The penalties should be significant.
- Mandatory reporting of stolen firearms. This will have a significant impact on gunrunning and straw purchasers, who are the most significant source of crime guns. Significant penalties for non-reporting should be imposed.
- Limit the purchase of firearms to one gun per month. A significant number of recovered crime guns are part of multiple sales to a single purchaser. Collectors, who desire sequential serial numbers, can have the second or third weapons placed on hold at the dealer for their next eligible buying period.
- Pose accountability restrictions on common carriers that transport firearms through interstate commerce, mandating reporting of thefts in Illinois, detailing the type and serial numbers of stolen firearms.
- Clarify and strengthen laws on possession and transportation of firearms. ■

## GOVERNOR RYAN'S INITIATIVES

### 15 – 20 – LIFE

Governor Ryan believes that we must deal harshly with criminals by sending a clear message that using a gun while committing a crime in Illinois will carry swift and certain punishment. The centerpiece of the governor's anti-crime agenda in his first legislative session, the 15 – 20 – LIFE legislative proposal, was overwhelmingly approved by the General Assembly this year. The new law amended the Illinois Criminal Code and added 15 years to the sentence of a criminal who has a gun while committing a crime; 20 additional years of the criminal fires that gun; and an additional 25 years to life if he shoots someone during the commission of that crime.

The legislation allows the courts to impose additional prison time to persons convicted of a felony including the following: first-degree murder, predatory criminal sexual assault of a child, aggravated criminal sexual assault, criminal sexual assault, aggravated kidnapping, heinous battery, home invasion, armed robbery, aggravated vehicular hijacking, and various drug offenses.

"15 – 20 – LIFE will send a clear message that we as a society will no longer tolerate their lawlessness," Ryan said. "This violence must stop, and I expect all the handgun groups, the domestic violence prevention people and yes, the NRA, to join me in this fight. This is a crusade against senseless violence and killing. We can make a difference – and we will." ■



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# DRUGS

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## PANEL DISCUSSION

*Moderator: Lt. Col. William Davis, Illinois State Police*

The drug panel represented a wealth of knowledge and diverse perspectives regarding drug-related fields. Panelists included Deputy Director Daniel Kent of the Illinois State Police, Assistant Deputy Director Edie Casella of the Illinois State Police, Associate Director Melanie Whitter of the Department of Health and Human Services, Associate Director James Nelson of the Department of Health and Human Services, and Associate Director Linda Dillon of the Illinois Department of Corrections. Information discussed included the following comments.

- The illicit drug organization is, in a very real sense, a multi-billion dollar corporation encompassing a complex network of “employees” who are involved in the daily operations—such as shipments, storage, currency transactions, and other logistics. Illinois has an extensive transportation network which makes it an extremely attractive “market” to drug traffickers (via the land, air, and water). These aspects not only make Illinois “comparable” to traditional border states but also a major staging area for the drug trafficking business.
- A focused, integrated, interdiction strategy attacks all facets of criminal enterprise, while integration of agency efforts at all levels of government make each tier of the criminal organization a potential target. The backbone of such an effort is progressive development and dissemination of information. The collation and dissemination of information regarding all facets of the criminal enterprise, gathered from across the

spectrum of agencies, will yield efficient use of available resources for rapid, effective response to criminal activity.

- Enormous advancements have been made in understanding, preventing, and treating drug use and addiction over the past few years. Substance abuse treatment has shifted from a single focus on abstinence to examining the causes of abuse and medical solutions to the problem. Our ability to improve the effectiveness of treatment depends on our understanding of the neurobiology of addiction as well as the biological, genetic, social, psychological, and environmental factors that predispose individuals to drug addiction. Also addressed were the topics of the effectiveness of treatment and the implications for our service system in Illinois.
- It is important to begin viewing prevention as a science. The most promising programs are those that can demonstrate community-wide change in beliefs and attitudes toward high-risk behaviors. Evidence-based programs are supported by measurable outcomes. If we are to effect real change in our communities, it is critical that we begin to redirect our resources toward outcome-based, prevention-oriented programs.
- The Illinois correctional system has adopted stringent procedures in order to create a more secure environment. Measures such as non-contact visits for inmates who require high levels of security or are in segregation, unannounced drug tests for the inmate population and random drug tests for staff and through shakedowns of visitors have served noticed that drugs and contraband are not allowed. ■

## WORKGROUP DISCUSSIONS AND RECOMMENDATIONS

### DRUG PREVENTION

*Facilitator: Kim Fornero, Illinois Department of Human Services*

A diverse group of 39 gathered to discuss the topic of drug prevention. Highlights of the responses to three primary questions are summarized below.

#### What is the state doing right in the area of drug prevention?

- The state promotes a comprehensive, outcome-based approach which enables communities to assess risk and protective factors; select outcomes and programming based upon the outcomes; implement with adequate dosage, duration, frequency and reach; and evaluate the impact of their efforts.
- Programs are supported which are based on research-based models and principles.
- The state encourages and facilitates cross-agency communication and collaboration at a variety of levels.
- Training and technical assistance have been made available, thus allowing communities to adopt a comprehensive approach to substance abuse prevention.
- The state has encouraged the adoption of measurable policies and appropriate enforcement of these policies.

#### What could the state be doing better in the area of drug prevention?

- Enhance collaboration at both the state and local levels so that limited substance abuse prevention dollars are supporting proven programs and policies

“that work,” and so that new funding would allow for the expansion of effective efforts.

- Do a better job of letting the public know what we’re doing, “what works,” and what role they (e.g. business, law enforcement, parents, etc.) have in preventing youth drug use.
- Place more emphasis on program evaluation and funding “what works.” This should include piloting promising and innovative programs that demonstrate positive results for young people and families.

#### What else should be undertaken in the areas of policy, programs and legislation?

- State agencies should come together to endorse a single drug prevention message that would be agreed upon and promoted by all state agencies addressing this issue.
- State agencies need to participate in an ongoing dialogue to coordinate, mobilize, leverage and redirect substance abuse prevention resources and efforts that support youth and communities.

### Conclusion

A framework that allows providers flexibility is critical. This would enable providers to address rural and racially diverse communities based on the needs and assets of those communities. No “one size” can “fit all.” ■

## DRUG INTERVENTION

*Facilitator: Richard Weisskopf, Illinois Department of Human Services*

The Drug Intervention Workgroup consisted of a diverse range of participants from the legislature, local and state governments, private agencies, and universities. Members in this group felt that Governor Ryan should be commended for his vision and commitment to addressing drug intervention issues in the criminal justice system.

### What is the state doing right in the area of drug intervention?

- Illinois has recognized the link among criminal justice offenders with substance abuse problems, and those offenders with mental illnesses. Steps have been taken to implement model programming in an effort to reduce criminal activity and substance abuse and increase societal benefits.
- Effective interagency and multi-state collaborative efforts are evidenced by programs for inmates/parolees that employ a systematic approach to identification and screening for substance abuse, assessment, treatment, clinical re-entry management for parolees, and the tracking and monitoring of the clinical progression of the parolee.
- The Department of Human Services (DHS), Office of Alcoholism and Substance Abuse (OASA), should be commended for the work that has been done in conducting prevalence studies among criminal justice

populations, the relationship to the substance abusing offender with co-morbidity issues, and developing guiding principles that are rooted in research when funding community special population programs.

- Services for pregnant women and mandatory drug testing.
- DHS/OASA has developed the youth initiative to provide services within the educational system.

### What could the state be doing better in the area of drug intervention?

- Continue expansion initiatives to form a seamless continuum of care from the institutional treatment programs to the community for inmates and parolees. Specifically, it was noted that IDOC institutional treatment should be expanded.
- Continue allocating funding for treatment and research.
- Expand the availability of education for parents regarding drugs.
- Implement evidence-based practices that are rooted in research, outcomes are measured, and replicated when appropriate.
- Provide more residential-based treatment. This is a need for half-way house and recovery home services for criminal justice clients.
- Continue to foster effective compromise among the rehabilitative/security minded professionals that honor mandates but address the differences and are client centered.
- Explore avenues to improve intervention as the key to success for youth who live in an environment of gangs, guns, and drugs.
- Develop a standardized assessment tool that measures substance abuse and includes crimineogenic risk factors.



Richard Weisskopf, of the Department of Human Services, leads a discussion in the workgroup session on drug intervention.

- Improve communication with the general public regarding substance abuse and treatment data, and programs.
- Improve communication among state agencies to develop common definitions, as it relates to data collection efforts, and multi-system collaboration.
- Help children in impoverished areas develop job skills to keep them from turning to selling drugs to provide financial support for their families.
- Have services to juvenile offenders should embrace the philosophy of Balanced and Restorative Justice as outlined in the Juvenile Justice Reform Act.

### What else should be undertaken in the areas of policy, programs and legislation?

- In recognition that addiction is a disease, the state should strive for parity for substance abusers and addicts. Funding for services and insurance benefits should be equal to other diseases.
- Initiate forums and town hall meetings, and utilize public access channels to educate the general public about drug abuse and related crimes.
- The state should initiate ways to measure continuing treatment and/or care in the community. Evaluation studies should examine substance abuse relapse patterns, criminal recidivism, and the adjustment of parolees integrating back into the community. Additionally, quality assurance measures should be initiated in an effort to reduce the number of clients who “fall through the cracks.”
- Examine the current system that suspends/expels children from a school setting if caught with drugs in their possession on school premises.
- A thorough review of current drug sentencing guidelines is needed. Consideration of restoration of judicial discretion for drug offenses should be made. Arresting drug offenders as an answer often creates an individual with greater problems than they started with.
- The legislation regarding use of money seized in drug arrests should be reviewed to determine whether a portion of it should be utilized for drug treatment. ■

## DRUG SUPPRESSION

*Facilitator: Lt. Col. Ted Rizo, Illinois State Police*

### What is the state doing right in the area of drug suppression?

- The most positive programs are the various partnerships established throughout Illinois among various law enforcement agencies to combat local problems. The best examples are the Metropolitan Enforcement Groups and multijurisdictional task forces that have been established throughout Illinois in which state law enforcement officers work with local and county officers to fight narcotics traffickers in local communities.
- Another outstanding program is the Chicago High Intensity Drug Trafficking Area program, which brings federal resources to assist state and local law enforcement officers in narcotics investigations.

- The Illinois Department of Corrections has committed additional resources to the parole program and is working with law enforcement agencies to closely monitor parolees and quickly reinstitutionalize them when they break conditions of their parole.

### What could the state be doing better in the area of drug suppression?

- Overwhelmingly, the group agreed that the Illinois State Police, local and county law enforcement agencies should make a much greater commitment to existing Metropolitan Enforcement Groups and multijurisdictional task forces.
- Another area needing improvement is the sharing of intelligence databases between agencies. In certain areas of the state, this is beginning to occur, but commitment must be made to continue sharing information and intelligence among the various entities involved in the state’s criminal justice system where possible.
- Law enforcement should do a better job of educating the public on drug-related issues. An awareness campaign designed to educate the public on issues would help alleviate some misconceptions and open dialogue between the public and law enforcement.



➤ Improve efforts targeting the investigation of the financial side of narcotics trafficking, such as those involved in money laundering.

➤ Create a “clearinghouse” mechanism to share “best practices” among the state’s criminal justice system.

### What else should be undertaken in the areas of policy, programs and legislation?

➤ Develop a program to educate mayors, city managers, and other government officials on the benefits of dedicating law enforcement personnel to Metropolitan Enforcement Groups and task forces.

➤ Develop and implement a program to educate the public on law enforcement issues such as requirements for probable cause and how to report suspected drug activity.

➤ Enact legislation removing the requirement for a court order for one-party consent eavesdrops. Eavesdropping should be allowed when one party to a conversation is consenting and when certain other requirements are met, such as a law enforcement officer being present and the investigation of a felony offense is being conducted. Illinois is one of the few remaining states requiring a court order for one-party consent eavesdrops. In recent years, Illinois enacted the officer safety exemption to the Illinois Eavesdrop statute, but due to limitations imposed by the statute, it is cumbersome and ineffective.

➤ Legislation is needed both to enhance the penalties for offenses relating to “club” drugs and methamphetamine, and also to assist in narcotics suppression efforts. ■

## GOVERNOR RYAN’S INITIATIVES

### Methamphetamine

As Chairman of the Midwestern Governors’ Association (MGC), Governor Ryan called a Special Summit of the MGC on August 29, 2000, in Collinsville, Illinois, in an effort to address the explosive growth in the number of clandestine methamphetamine labs reported over the past ten years. More than 90 representatives from 11 Midwestern states and the District of Columbia participated in the summit to share ideas, experiences, and “best practices” in order to work toward proactive strategies and form useful networks and contacts.

Methamphetamine clandestine labs pose serious health, safety, social and environmental hazards, not only to law enforcement officers investigating or responding to these situations, but to citizens as well. These hazards include the potential contamination of soil, water, and air from improperly disposed toxic chemicals; and physical danger to public safety officers, citizens, drug users, and those manufacturing illicit drugs. In addition, clandestine meth labs are associated with increased instances of domestic violence and increased risk of fire and explosion due to the combination and synthesis of toxic chemicals. ■



## APPENDIX A:

*GOVERNOR RYAN'S REMARKS*

**G**ood morning and thank you Deputy Superintendent Radney for that kind introduction.

I am very pleased to welcome everyone to this summit on GANGS, GUNS AND DRUGS. First of all, I want to thank all of you for your attention to this important matter, and your willingness to get involved.

The problems we are addressing today did not just happen overnight. Gangbangers, addicts, and gunrunners are not born. They were the kids who sat in our schools and ate at our dinner tables. But somewhere along the way, something went wrong and they joined a gang or started selling or using drugs.

These issues affect communities in every corner of our state. And that's why we're here today. I don't think anyone is naive enough to believe that gangs, guns and drugs are simply inner-city problems throughout the state. So today, we've gathered to discuss the challenges facing our young people. And hopefully from these discussions will emerge new ideas and new strategies that can be implemented to prevent our young people from making what sometimes turn out to be gravely poor decisions.

Too many times, we've opened the newspaper or turned on the TV to learn about another incident where some punk gangbanger has hurt or even killed an innocent child with a stray bullet fired as a result of a drug deal gone bad. This simply should not happen. One of the first responsibilities of government is to keep the public safe.

I promised the citizens of Illinois that I would do everything in my power to keep guns out of the hands of criminals and make our streets and neighborhoods safe. I know that society cannot legislate our ills away. We can, however, look to the source of the problems.

To combat gangs and the proliferation of guns and drugs, requires not just tougher law enforcement, but also a commitment to education and economic opportunities. That is why from day one, we have developed a coordinated, comprehensive strategy to combat the proliferation of guns and drugs and the presence of organized violent gangs in our communities.

The first step was to enact stronger laws. In the first 100 days of my administration, we secured passage of the 15-20-LIFE law. 15-20-LIFE gives Illinois one of the toughest anti-gun violence laws in the nation. The 15-20-LIFE gives prosecutors and law enforcement the tools they need to keep violent criminals behind bars.

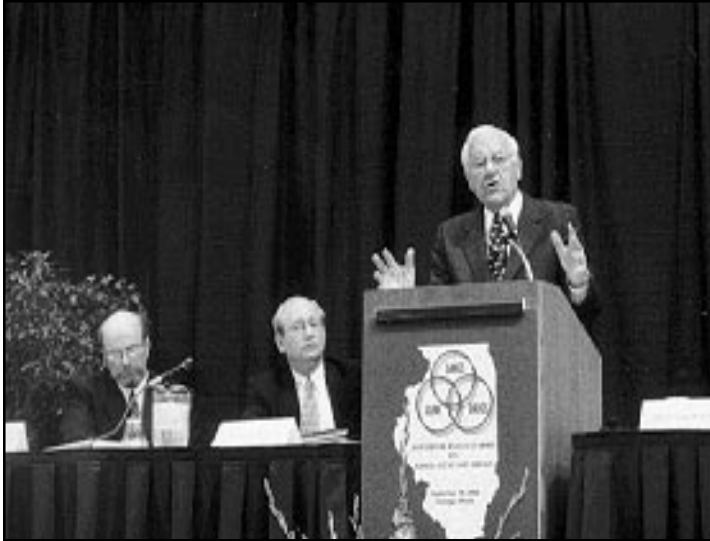
Also in the first 100 days, we secured passage of the Child Gun Access Prevention Law, providing critical safeguards—including trigger locks—to try and reduce our disgraceful ranking as the state with the second highest number of gun homicides of children.

And, after a marathon special legislative session last December, we stood firm and secured the re-enactment of the Safe Neighborhoods Act. Because of that action, the illegal possession of a firearm in Illinois is today a felony and not a simple misdemeanor.

We've also beefed up the number of troopers on the job—nearly 250 additional state police officers are now in the field.

We've also doubled the number of parole officers on the street to help keep track of ex-convicts out on parole. Operation Windy City, which I announced earlier this year with Mayor Daley, has increased the number of parole officers available for field duty.

This summer, after two Chicago children were struck down by gunfire, we dispatched nearly 180 parole agents to city neighborhoods that are at risk from gang



Governor Ryan addresses the Summit.

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violence to crack down on parolees who violate their parole by associating with known gang members.

The added officers also ensure that parolees are receiving the services they need in order to become re-acclimated to life outside the prison walls. We want to give them a second chance at becoming productive, law-abiding members of society. That's why we are adding Adult Transition Centers throughout the state. But, if they don't cooperate with the terms of their parole, if they reject our helping hand, then they are going back to jail. It's as simple as that. Already, within the first 30 days of the program, 75 parolees who refuse to stay the course, have been returned to prison.

Now, I don't like to spend limited taxpayer dollars on building more prisons. I don't think anybody does. But part of making our communities safer means putting violent people behind bars.

That's a big reason the crime rate in Illinois has dropped in each of the last eight years. To keep pace with tough laws against criminal behavior, 3,300 more prison beds are coming on-line this year and next year. And space for 13,000 more is being planned.

We are not just combating crime with increases in arrests. You know and I know that we cannot solve

these problems simply through tougher law enforcement. As I said earlier, to stop the violence, to further lower our crime rates takes a commitment to early intervention, prevention, economic opportunity, and community involvement.

Over the past 21 months, we've been working on legislation and programs to make the quality of life better for all of the people of Illinois. We are addressing the whole picture. Education, health care and jobs are all part of the plan to help keep children from going down the path of failure that often leads to jail time. Give them good educations, good jobs, and after school activities, and they will be less likely to get into trouble.

Of course you already know that education and workforce development have, and always will be, the top priority of my administration. I promised that education would receive at least 51 percent of all new general revenues, and I promised to rebuild our infrastructure.

I've kept that commitment. Our integrated workforce programs will target state resources to some of the poorest areas of the state. In the last two years we've increased funding for health care and other social services for children, the working poor and the elderly by about \$1.5 billion.

In particular, we've significantly strengthened programs for children. We grouped a number of these efforts under the "Futures for Kids" program, which is being led by my wife, Lura Lynn. I don't think there is any better advocate for the children of Illinois than Lura Lynn. "Futures for Kids" includes Teen REACH and other after-school programs, summer youth employment, early childhood education and the prevention of teen smoking, substance abuse and teen suicide.

Futures for Kids has a Juvenile Justice Working Group. Their emphasis is on prevention and they are responding to the public's concern about youth violence and building accountability and character. They have some new plans to improve the juvenile justice

system that I hope to announce soon, but they are also here today to learn from you and listen to your ideas.

Now, we've talked about tough laws, but the criminal justice system must be fair. As you know, the death penalty system in Illinois is broken. Thirteen people were nearly executed for crimes they did not commit. Half of the nearly 300 capital cases had been reversed for a new trial or sentencing hearing. Thirty-three Death Row inmates had been represented at trial by an attorney who had been disbarred or suspended. Thirty-five African American Death Row inmates had been convicted or condemned by an all-white jury. Prosecutors used jailhouse informants to convict or condemn 46 Death Row inmates.

There are too many questions about the system, about whether it is fair. So I have a commission reviewing the administration of the death penalty in Illinois. Until I can be sure with moral certainty, that no innocent person, man or woman, will be executed, no one will meet that fate.

I also have a commission reviewing the entire criminal code. It is 40 years old and a crazy, patchwork quilt of new laws and amendments. It's confusing to even lawyers and judges. If we have systemic problems in our capital punishment system, they may also exist in the rest of our criminal justice system. We've got to take a look at this.

Our system must be fair—its fundamental to the American idea of justice.

Intervention and prevention.

Education and Jobs.

Tougher laws and fairness.

These aren't buzzwords.

They are the foundation upon which to build more prosperous and safer communities.

As responsible members of society, we must take appropriate steps to keep our fellow citizens safe and free from the fear of senseless and random acts of violence.

So today—as you identify successful approaches to gangs, guns and drugs that are currently working and that have brought results—we want you to propose new ideas for programs, policies or legislation.

Your ideas might apply to the methamphetamine problems that plague our rural areas or the crack houses in urban areas. There are no bad ideas. We want to hear them all. Unfortunately, there is no single solution to these problems. No one sitting in Springfield or Washington can wave a magic wand or write a check to make these tough issues disappear.

But when we work together—people from all walks of life, from all levels of government, and from every branch of law enforcement, I am convinced that we can make a difference.

And with your help we will.

Again, thank you for your participation in this important Summit and I look forward to receiving your advice and recommendations. ■

## APPENDIX B:

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