
1985

ANNUAL

REPORT

ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY



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ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

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To Governor Thompson and the General Assembly:

We are pleased to present the Illinois Criminal Justice Information Authority's 1985 annual report. This report describes the Authority and recounts our efforts to improve criminal justice in Illinois through the coordinated use of information.

The Authority continued to mature during 1985, our third year following reorganization of the State's criminal justice information planning and coordination functions. We are now recognized as the State's primary resource for criminal justice statistics, research, information policy development, and computer systems design and operation. We also embarked on important new programs in 1985, especially the administration of new Federal money for fighting crime and assisting victims in Illinois.

But perhaps our most satisfying achievement is really an intangible one. During 1985, we helped more and more public officials come to understand a concept long held in private industry-- that *information* is the key to improving both day-to-day operations and management decision making. And when State and local criminal justice officials looked to design and execute solutions for their information needs, they increasingly turned to the Authority for help.

The Authority's growth would have been impossible without your support and direction. Thanks also must go to the Authority's members, dedicated public servants who gave their time, effort, and ideas to establish our program and shape its course. Finally, we commend our staff for another year of excellent work. We demand a lot from our people, and they delivered once again in 1985.

The Authority represents a truly unique effort--and one that is working. By bringing together a diverse group of experts from both the public and private sectors, and by getting these people to focus on how information can improve our criminal justice system, we have managed to identify and help solve many of the interagency problems that have held us back in the past. We are confident in reporting that no other state can match Illinois's record in this area.

That is not to say our work is done, however. Shortcomings still exist in our criminal justice system, and new information problems arise daily. And while new technology brings new opportunities, it also creates new hurdles for us to cross. But with your continued support, and with the cooperation of everyone else involved in this unique venture, we can help ensure Illinois remains a leader in the humane and effective administration of justice.

Sincerely,

William Gould
Chairman

J. David Coldren
Executive Director

Mission Statement

Illinois's criminal justice system comprises hundreds of independent law enforcement, prosecutorial, public defense, judicial, and correctional agencies. For this system to serve and protect the public, special attention must be paid to how these different agencies work together.

Especially important is how *information* is used within criminal justice. Officials at all levels need accurate, up-to-date information when making their most important decisions: police when identifying and apprehending criminals, state's attorneys when filing charges, judges when setting bail and determining sentences, and corrections officers when managing prisons and jails.

The Illinois Criminal Justice Information Authority was created to improve the use of information within the State's criminal justice system. The Authority began operation on January 1, 1983, when it assumed many of the responsibilities of the former Illinois Law Enforcement Commission and the former Illinois Criminal Justice Information Council.

The Authority has several statutorily mandated duties, including the following:

- To **coordinate** the use of information within Illinois's criminal justice system.
- To **promulgate** effective criminal justice information policy.
- To **improve** criminal justice agency procedures regarding information.
- To **stimulate** research and develop new methods for analyzing and using criminal justice data.
- To **protect** the integrity of criminal history record information, while **safeguarding** the privacy rights of Illinois citizens.

To fulfill these statutory mandates, the Authority employs a variety of techniques and programs. For example, the agency:

- **Develops and operates** computerized criminal justice information systems and networks.
- **Consults** directly with other State and local criminal justice agencies to enhance their information practices.
- **Conducts** policy-relevant research into crime problems and trends.
- **Audits** the quality of information on the State's major criminal justice databases.
- **Administers** Federal funds targeted for crime-fighting and victim assistance efforts.

In all its work, the Authority brings a commitment to excellence and the technical expertise to get the job done. Its ultimate mission is to help State and local agencies reduce crime by improving the management tools available to criminal justice administrators.

Organizational Structure

The Authority is a unique government agency representing the interests of State and local criminal justice officials and the general public. The agency is governed by a 15-member board that includes some of Illinois's top criminal justice officials and experts from the private sector.

State law mandates that the Authority members include the following:

- **Illinois Attorney General (or his designee)**
- **Illinois Director of Corrections**
- **Illinois Director of State Police**
- **Director of the State's Attorneys Appellate Service Commission**
- **Sheriff of Cook County**
- **State's Attorney of Cook County**
- **Chicago Police Superintendent**
- **A Sheriff of a County other than Cook**
- **A State's Attorney of a County other than Cook**
- **A Police Chief of a City other than Chicago**
- **Five Members of the Public appointed by the Governor**

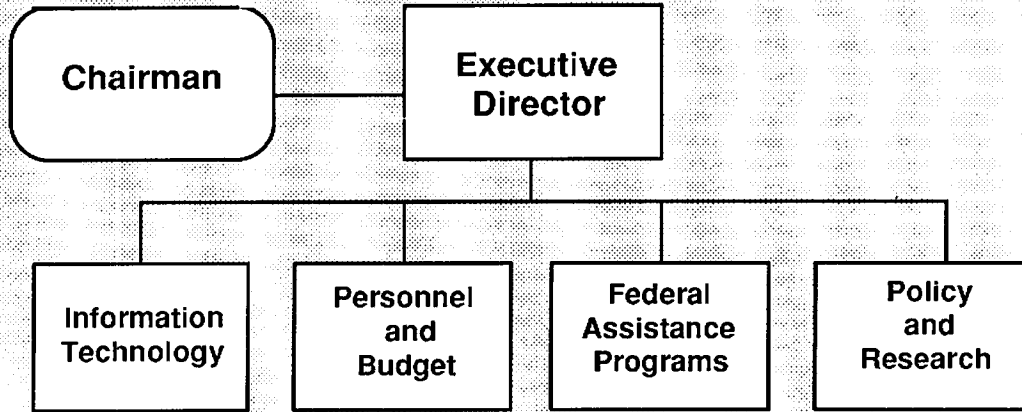
A chairman, appointed by the Governor from among the agency's members, directs the board. The Authority is required to meet at least quarterly in open public hearings. Authority members are not compensated, but are reimbursed for expenses related to their official duties on the Authority.

The Authority also maintains five standing committees, which help direct and review the agency's work in specific areas. These include the:

- **Appeals Committee**, which decides administrative challenges by Illinois citizens to the accuracy and completeness of their criminal history records.
- **Budget Committee**, which directs the Authority's annual budget process and oversees all Federal assistance programs administered by the Authority.
- **Legislation and Regulations Committee**, which analyzes and makes recommendations on proposed laws and other regulations affecting the criminal justice system and the Authority's mandate.
- **Operations and Audits Committee**, which monitors the operations of the Authority's criminal justice information systems and oversees the agency's audits of the State repositories for criminal justice data.
- **Research and Policy Committee**, which recommends broad policies regarding criminal justice information and reviews the Authority's research projects.

Supporting the Authority is a professional staff trained in information technology, data analysis, and criminal justice administration. At the end of fiscal 1985, the Authority had an approved staffing level of 71 employees from all funding sources.

Authority staff work in one of four functional units under the executive director and chairman



The staff is led by an executive director, who is appointed by the Governor and approved by the State Senate. Most staff members are assigned to one of the Authority's two divisions: **Information Technology**, which designs, develops, and operates the Authority's computerized information systems; or **Policy and Research**, which oversees the Authority's program in those two areas. Other staff work in one of three offices within the Authority: the **Office of the Executive Director**, which oversees overall administration of the agency; the **Office of Personnel and Budget**, which handles personnel and fiscal matters; or the **Office of Federal Assistance Programs**, which administers funds allocated to the State from the U.S. Department of Justice.

Authority Members

During 1985, the Illinois General Assembly approved legislation changing the Authority's membership. House Bill 1413, which Governor Thompson signed into law in September, removed the requirement that the Authority include three members of the Illinois judiciary: an Illinois Supreme Court justice, the chief judge of the Cook County Circuit Court, and a judge from a Circuit Court outside Cook County. The law replaced those members with three new ones: the director of the State's Attorneys Appellate Service Commission and two more citizens appointed by the Governor. Governor Thompson was expected to name the two new citizen members in early 1986.

Following are brief biographies of the other 13 Authority members and its executive director:

- **William Gould, Chairman.** Chairman Gould has been active in Illinois's criminal justice information planning and coordination efforts for several years. He is a former member of the Illinois Law Enforcement Commission (ILEC) and the former chairman of the Illinois Criminal Justice Information Council (ICJIC). Chairman Gould is a lawyer and president of Multiprint Company, Inc., a printing brokerage firm in Chicago.
- **Allen H. Andrews Jr.** Mr. Andrews is the superintendent of the Peoria Police Department. He began his law enforcement career in 1957 as a police officer in Michigan, where he served for 11 years. He returned to his native Peoria in 1968 to begin his first assignment as police superintendent. He later served as executive director and member of the ILEC and as Peoria's first director of public safety. He was reassigned as the city's police superintendent in 1985.
- **Kenneth Boyle.** Mr. Boyle has been director of the State's Attorneys Appellate Service Commission since 1980. He previously was the state's attorney of Macoupin County. He also served in the Illinois House of Representatives from 1970 through 1976.
- **Richard M. Daley.** Mr. Daley was elected Cook County state's attorney in 1980 and was re-elected four years later. Before that, he served two terms in the Illinois Senate, where he chaired the Judiciary Committee. A former assistant corporation counsel for the city of Chicago, State's Attorney Daley also was a delegate to the 6th Illinois Constitutional Convention in 1970.
- **Richard J. Elrod.** Mr. Elrod has been sheriff of Cook County since 1970. Prior to becoming sheriff, he served in the Illinois House and in the corporation counsel's office for the city of Chicago. He is a former ILEC commissioner and is immediate past president of the National Sheriffs' Association. Sheriff Elrod chairs the Authority's Budget Committee.
- **Fred L. Foreman.** Mr. Foreman has spent nearly his entire career in public service in Lake County. He worked for two years in the Public Defender's Office before becoming an assistant state's attorney. He was elected Lake County state's attorney in 1980 and was re-elected in 1984. State's Attorney Foreman is chairman of the Authority's Operations and Audits Committee.

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- **Neil F. Hartigan.** Mr. Hartigan was elected Illinois attorney general in 1982. He began his career in 1961 and worked for 12 years in the Chicago city government. In 1972, he was elected lieutenant governor, a post he held for four years. In 1977, he entered private business, but returned to public service as State attorney general five years later.
 - **Donald Hubert.** An attorney in private practice in Chicago, Mr. Hubert specializes in criminal law and government administration. He is a former member of the ICJIC and a former assistant Illinois attorney general. He also has worked for two private law firms in Chicago. Mr. Hubert chairs the Authority's Appeals Committee.
 - **Michael P. Lane.** Mr. Lane was appointed director of the Illinois Department of Corrections in 1981, following a diversified career with the department. He served first as a parole counselor, next as supervisor of the Springfield Parole District and then as head of adult parole in central Illinois. In 1977, he became warden of the Menard Correctional Institution and later served as the assistant director of the department's adult program.
 - **Robert E. Nall.** Mr. Nall was appointed to the Authority in February 1985. He is completing his third term as sheriff of Adams County, having been elected first in 1974. He also served as a deputy sheriff in the county from 1971 until 1974.
 - **Fred Rice.** Mr. Rice was named superintendent of the Chicago Police Department in August 1983. A 30-year veteran of the department, he served previously as a district superintendent and as chief of the patrol division.
 - **James A. Sprowl, Vice-Chairman.** Mr. Sprowl is a professor at the Chicago-Kent College of Law. Best known for his work on computers and the law, he is author of the book *A Manual for Computer-Assisted Legal Research*. He is also a former vice-chairman of the ICJIC, a former research attorney with the American Bar Foundation, and a former partner in a Chicago law firm. Mr. Sprowl chairs the Authority's Research and Policy Committee.
 - **James B. Zagel.** Mr. Zagel is director of the Illinois Department of State Police (formerly the Department of Law Enforcement). He previously held several State government positions, including director of the Department of Revenue, executive director of the ILEC, and assistant attorney general. He is the coauthor, with Fred Inbau and Governor Thompson, of two books on criminal law. Director Zagel chairs the Authority's Legislation and Regulations Committee.
 - **J. David Coldren, Executive Director.** A 15-year veteran of Illinois government, Mr. Coldren has been the Authority's executive director since its creation in 1983. He first came to Illinois in 1970 as an administrative assistant to Illinois's first corrections director, Peter Bensinger, and as a special assistant to former Governor Richard Ogilvie. In 1973, Mr. Coldren joined the ILEC, where he started the Criminal Justice Information Systems Division and served as deputy director. He is currently president of the National Criminal Justice Association, an arm of the National Governors' Association that provides staff support to its Committee on Criminal Justice and Public Protection.

1985 Program Highlights

Information Systems

Research and Policy

Audits

Technical Assistance

Federal Assistance Programs

Fiscal Information

Publications

Information Systems

One of the Authority's chief responsibilities is to develop and operate computerized information systems for State and local criminal justice agencies. These systems compose the Authority's *Criminal Justice Information System (CJIS)*, a comprehensive set of computer packages that help police, prosecutors, and correctional administrators manage information and improve their operations.

The CJIS applications are described below, along with the important system developments that occurred during 1985.

Police Information Management System (PIMS)

PIMS automates the collection and maintenance of many police records. The system gathers the information law enforcement agencies need to analyze crime, plan tactical efforts, manage resources, and report crime statistics automatically to the Uniform Crime Reporting program. PIMS also provides many functions not available from the Statewide LEADS (Law Enforcement Agencies Data System) telecommunications network.

Perhaps the most valuable feature of PIMS is that it allows local agencies to share much of their crime information with other PIMS departments. As a result, police officials can identify offenders and detect crime patterns easier and faster. PIMS also links user agencies with other State and national law enforcement computer systems.

The Authority operates PIMS on a central computer located at its Chicago office. Local agencies access the system via remote terminals located in their various headquarters. The Authority underwrites research and development costs for the system, while users contribute to operational costs through a monthly fee. With this setup, PIMS provides powerful and cost-effective computer capabilities to many police departments that would not normally have the technical expertise or money to develop successful systems on their own.

The PIMS program recorded two significant accomplishments during 1985:

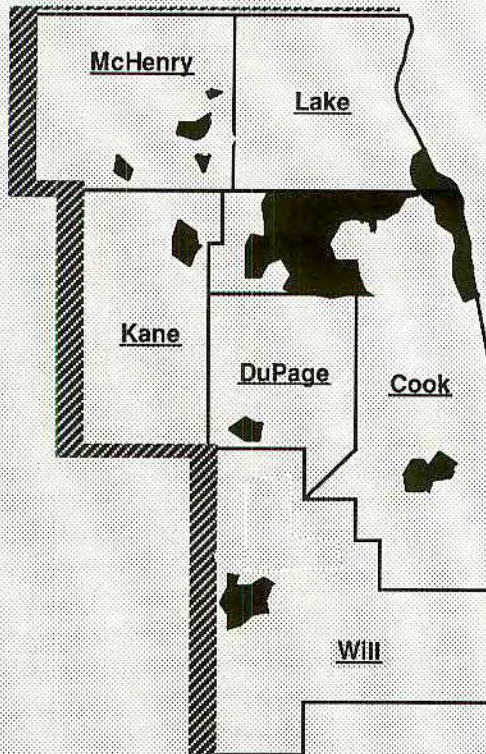
Growth. Ten more police departments joined the PIMS network during 1985, the most new agencies in any year since the program started in 1981. By year-end, 30 law enforcement agencies in Illinois were using, or had signed contracts to use, the Authority's computerized system.

Twenty-nine of the PIMS users are municipal police departments, including those in four of the State's 11 largest cities. The other PIMS agency is the Northeastern Metropolitan Enforcement Group (NEMEG), a cooperative of Cook County law enforcement agents who battle drug trafficking countywide. Excluding NEMEG, agencies belonging to the PIMS network serve more than 1 million Illinois residents in six counties.

**By year-end, 30 agencies in six counties
belonged to the PIMS network**

Cook County

- Arlington Heights PD
- Buffalo Grove PD
- Calumet City PD
- Des Plaines PD
- Dolton PD
- Elk Grove Village PD
- Evanston PD
- Glencoe PD
- Harvey PD
- Hoffman Estates PD
- Morton Grove PD
- Mt. Prospect PD
- Northeastern Metropolitan Enforcement Group
- Palatine PD
- Park Ridge PD
- Rolling Meadows PD
- Schaumburg PD
- Streamwood PD
- Wheeling PD
- Wilmette PD
- Winnetka PD



DuPage County

- Naperville PD

Kane County

- Elgin PD

Lake County

- Highland Park PD

McHenry County

- Crystal Lake PD
- Fox River Grove PD
- Huntley PD
- Lake in the Hills PD
- Oakwood Hills PD

Will County

- Joliet PD

New Software. During 1985, the Authority released a new version of the police system, called PIMS II. This system includes the basic functions of the original PIMS software: maintenance of arrest and incident records, sharing of information, automatic statistical reporting, etc.

But PIMS II also contains many new features. For example, PIMS II permits departments to create computerized maps that graphically display where crime is occurring in their communities. The new system also maintains historical information about specific locations; that way, a police officer can detect potentially dangerous situations at a particular address *before* he or she arrives there. PIMS II also can generate lists of crime suspects or vehicles associated with a particular crime. Finally, PIMS II is designed to operate on a new generation of small, powerful minicomputers that can be easily operated by law enforcement agencies at their own sites.

Rapid Automated Prosecution System (RAPS)

RAPS is designed to satisfy the information management needs of the modern state's attorney's office. The system automatically constructs case files and provides the information and documents needed to carry a case from arrest through appeal.

RAPS was originally developed in the early 1980s for the Cook County State's Attorney's Office. To make the system more suitable for prosecutors' offices in smaller counties, the Authority during 1985 redesigned RAPS for use on a microcomputer. Now, with the help of *Justice Assistance Act* money made available to the State by the U.S. Justice Department, 14 state's attorneys' offices are expected to install the microcomputer version of RAPS during 1986.

The microcomputer version of RAPS includes many new features. Perhaps the most important of these is the ability to generate notices informing crime victims and witnesses of the progress of their cases. The *Victims Bill of Rights*, which the General Assembly and Governor Thompson approved in 1984, requires prosecutors to provide this type of notification in a timely manner. By automating this task, RAPS speeds up the notification process and ensures all appropriate victims and witnesses are kept up to date on their cases.

Correctional Institution Management Information System (CIMIS)

CIMIS manages a variety of information about inmates at both State prisons and local jails. Its uses range from classifying and placing prisoners to supporting the logistics of moving inmates to court and work assignments.

Both the Illinois Department of Corrections and the Cook County Department of Corrections have used CIMIS for several years. Each department operates the software on its own computer, while the Authority maintains the products and oversees the automatic transfer of information between the two systems.

During 1985, the Authority completed two upgrades to its CIMIS packages:

Trust Fund Accounting. The Authority released an inmate trust fund accounting module for the Cook County version of CIMIS. This module establishes automated trust fund accounts for all jail inmates. It then keeps track of all transactions against those accounts, such as purchases at the jail commissary.

Medical Information. The Authority expanded the amount of medical information about offenders that can be transferred automatically from the Cook County Jail's computer to the CIMIS database for the State prison system. This information transfer, which can now handle more than a dozen different diseases or conditions, allows State prison officials to quickly recognize and treat the medical problems of convicts sentenced from Cook County.

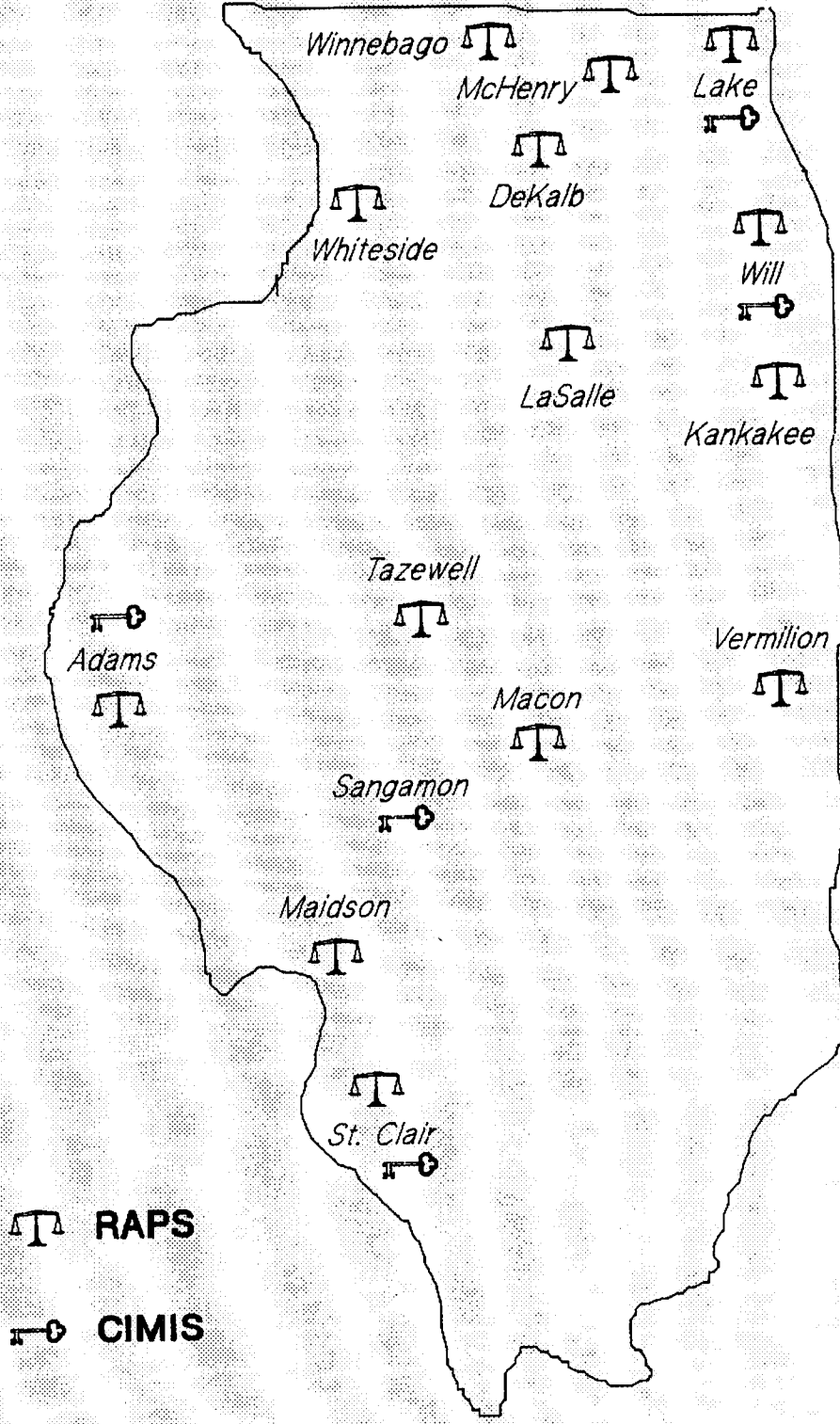
**Fourteen state's attorneys' and five sheriffs' offices
are scheduled during 1986 to install
new information systems developed by the Authority**

Proposed RAPS Sites

- Adams County
- DeKalb County
- Kankakee County
- Lake County
- LaSalle County
- Macon County
- Madison County
- McHenry County
- St. Clair County
- Tazewell County
- Vermilion County
- Whiteside County
- Will County
- Winnebago County

Proposed CIMIS Sites

- Adams County
- Lake County
- Sangamon County
- St. Clair County
- Will County



Besides upgrading these two versions of CIMIS, the Authority during 1985 also began developing a microcomputer-based CIMIS product for use by other sheriffs' offices Statewide. The new system will contain the basic features of the current CIMIS products, but will be designed to satisfy the information management needs of jails outside Cook County. During 1985, the Authority selected five sheriffs' offices to install the microcomputer version of CIMIS. As with RAPS, new Federal money will help pay for installing CIMIS in each of these counties during 1986.

Police Training Board (PTB) System

In addition to maintaining and operating its PIMS, RAPS, and CIMIS programs, the Authority occasionally develops computerized information systems that meet special criminal justice needs. One of these is the PTB system, which the Authority developed on the recommendation of Governor Thompson's first Cost Control Task Force.

The PTB system automates the basic record-keeping and training reimbursement procedures for the Illinois Local Governmental Law Enforcement Officers Training Board, a State agency that oversees much of the training for law enforcement officers Statewide. The Authority operates the PTB system on its computer in Chicago, and the staff of the training board access the system via remote terminals in its Springfield office.

During 1985, the Authority developed a new version of the PTB system. This system, which takes advantage of new hardware and software capabilities, will be released in early 1986.

System Operations

The Authority maintains a modern computer center for operating the information systems the agency has developed and for exploring new computer products and techniques. The Authority's computer center helps remove from local criminal justice agencies the need to maintain costly data processing and telecommunications staff and equipment. At the same, the Authority can use its computer center to work on developing methods for operating computers more simply in the field.

The center performs several functions. First, it operates the main hardware and telecommunications equipment for police departments using PIMS. It also handles the electronic transfer of information between the Cook County and Illinois departments of corrections. Finally, it maintains all computer equipment used by Authority staff to develop information systems, conduct research, and carry out administrative duties.

Microcomputer Support

The advent of microcomputers has put data processing power within the reach of almost every criminal justice agency. But the microcomputer revolution also has generated a lot of questions among criminal justice managers. Which software products are right for criminal justice applications? What machines run that software best? What have other agencies done with their microcomputers?

To help criminal justice officials in Illinois answer these and other questions, the Authority during 1985 created its *Information Technology Center*, a hands-on microcomputer training laboratory located at the Authority's Chicago office. The center, which is open to all criminal justice professionals in the State, contains the latest in microcomputer hardware, as well as popular spreadsheets, database managers, and other application programs. The idea is to let officials test out various combinations of commercially available microcomputer hardware and software before they make a purchase. That way, agencies can hold down costs and get the precise computer capabilities they need.

Even before the Information Technology Center officially opened, the Authority was providing technical assistance to agencies interested in microcomputers. For example, the Authority helped the Chicago Police Department's Office of Professional Standards create design specifications for a microcomputer system that manages police misconduct cases handled by that office. As microcomputers become even more popular and more affordable, the Authority expects to help other agencies as they look to automate their operations.

Research and Policy

Information systems represent just part of the Authority's work. The Authority is also the State agency primarily responsible for conducting criminal justice research and for advising the Governor and the General Assembly on criminal justice information policies.

During 1985, the Authority carried out several research projects. As in past years, the purpose of these efforts was not simply *research for research's sake*. Rather, the Authority sought to investigate issues of most interest and use to Illinois's criminal justice community. Also during the year, the Authority took action on several criminal justice information policy matters. The Authority helped frame these issues for the Governor, the General Assembly, and other public officials who ultimately must codify criminal justice information policies in the State.

Here are the key research and policy initiatives the Authority acted on during 1985. (*A list of publications detailing many of these research and policy efforts is found at the end of this report.*)

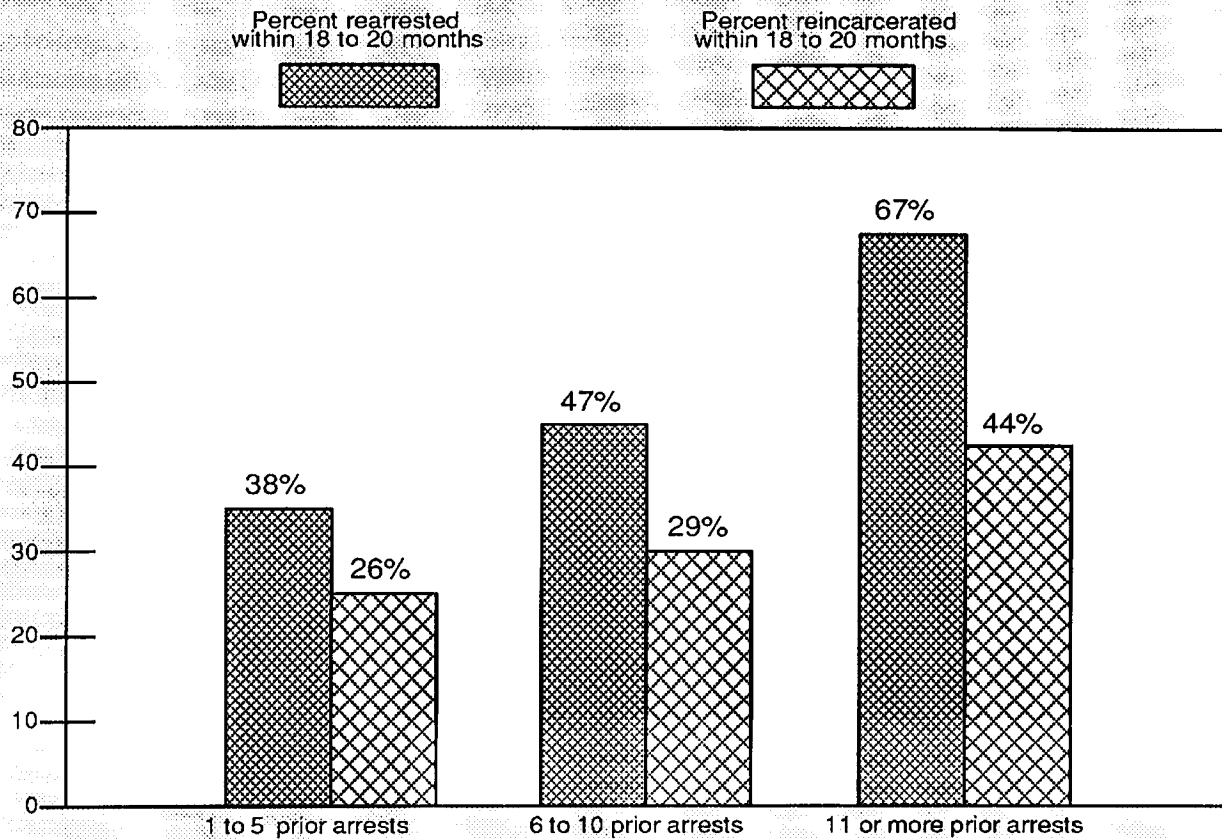
Research

Repeat Offenders. Many criminal justice officials and scholars have singled out chronic repeat offenders--a small group of criminals who commit a disproportionately large number of crimes--as a top law-and-order problem. The Authority helped further efforts to identify and stop repeat offenders in Illinois with a major 1985 research effort: the *Repeat Offender Project*, or ROP. This study is following a random sample of 769 former offenders who were released from Illinois State prisons during a three-month period in 1983. The project is analyzing the subsequent criminal activity of this group to document both the extent and nature of recidivism in Illinois.

In November, the Authority reported its first set of ROP findings, which covered the 18- to 20-month period following the prisoners' release. The Authority found, among other things, that nearly half the offenders in the sample were arrested at least once during the follow-up period and that one-third of the sample were incarcerated again in State prison by the end of the 18- to 20-month period. The initial findings also revealed that those offenders with the most previous criminal activity were most likely to commit crimes again--and to do so sooner after their release from prison.

The Authority will continue to track this same sample of offenders during 1986 and will periodically report on the ongoing criminal activity of the group. When completed, the Authority's ROP effort will provide the most comprehensive findings ever on recidivism in Illinois. This information will help legislators as they consider changes in the State's criminal laws, law enforcement officials as they process offenders, judges as they determine bond for defendants, and correctional administrators as they decide on how to classify and house inmates.

Offenders with several prior arrests are most likely to recidivate following release from prison

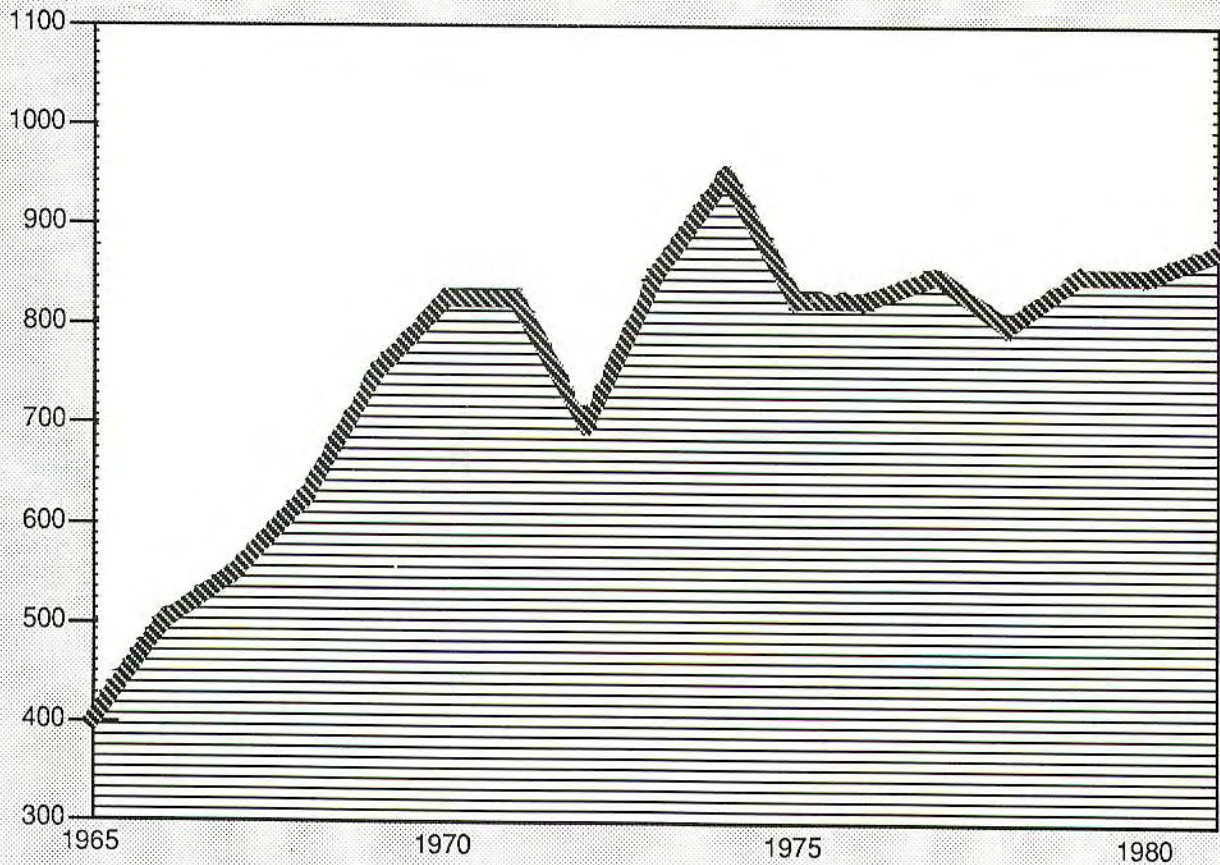


Source: Repeat Offender Project, Illinois Criminal Justice Information Authority

Homicide Trends. Murder is no doubt the most horrible of crimes, but it also may be among the least understood. In Illinois, homicide is largely an urban problem, especially in Chicago where an average of approximately two murders occur each day. To learn more about this crime--its victims, its offenders, its causes--the Authority during 1985 completed a major study of homicide in Chicago. Authority staff examined in minute detail the characteristics of all 12,872 murders that occurred in the city during a 17-year period spanning the last three decades. The Authority also analyzed the city's homicide patterns over time to try and detect when changes occurred and why.

The study, which built on the Authority's 1983 research into Statewide murder trends, confirmed some common beliefs about homicide: that most murders start as some other crime, usually an assault, and then escalate to murder; that most homicides are committed with firearms, especially handguns; and that both the victim and the offender in most murders are of the same race, gender, and age. But the study also highlighted some interesting new findings. For example, it found that youth gang-related murders show no consistent pattern over time, with a very low number of gang murders in some years and a very high number in others. This finding is encouraging, for it indicates gang-related murders may be preventable. The study also found that demographic shifts alone, especially those involving young males, do not fully explain Chicago's homicide patterns and that homicide in the city generally does not fluctuate with the seasons.

The yearly number of homicides in Chicago changed dramatically between 1965 and 1981



Source: Chicago Homicide Study, Illinois Criminal Justice Information Authority

The study, which the Authority published in two reports, is being used by the Chicago Police Department in its homicide prevention and investigation efforts. Criminal justice officials in other cities and states also have requested the study, both for its findings and for the sophisticated methodology the Authority used.

Pretrial Data. When setting bond for criminal defendants, judges must base their decisions on a variety of information, including arrest reports, criminal history records, and other data. The quality and availability of this information are crucial if judges are to make sound bail decisions that protect both the community at large and the rights of the accused.

During 1985, the Authority examined these data quality issues in the Cook County Circuit Court, the largest single court system in the country. Through a variety of qualitative and empirical methods, the Authority sought both to describe the pretrial process in Cook County and to evaluate the quality and availability of the pretrial information that judges need. This study will culminate in two reports to be

published in 1986. The information will benefit not only Cook County authorities, but also criminal justice personnel elsewhere as they consider the pretrial information needs in their jurisdictions.

Methodologies. Besides conducting applied research, the Authority also is charged with developing new and better methodologies for analyzing criminal justice data. This effort is carried out by the *Statistical Analysis Center*, a part of the Authority's research team.

During 1985, the SAC unit continued to refine and promote various computerized methodologies the Authority helped create in past years. One of these methodologies, called *time series pattern description*, provides an easy way to determine if a pattern changed over time and, if so, how it changed and when. During the year, Authority staff documented this methodology and its computer programs, and made the entire package available to criminal justice agencies not only in Illinois, but also in other states, the Federal government, and even some foreign countries.

Also during 1985, the Authority tested the use of a technique called *survival analysis* in certain research projects. This methodology has been employed primarily in cancer research to test the survival rate following various treatments. The Authority, however, used the technique successfully in its Repeat Offender Project to document how soon after release from prison certain types of offenders are likely to return to crime.

Policy

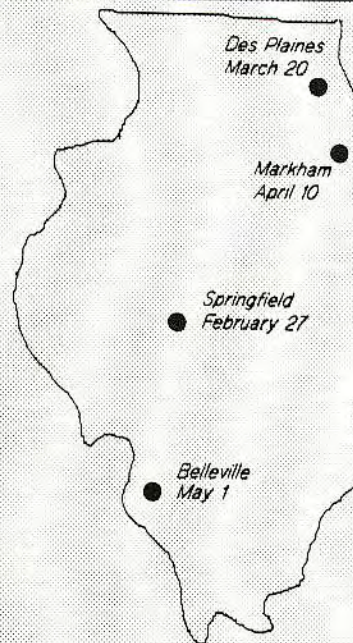
Criminal History Records. When the General Assembly approved the Illinois *Freedom of Information Act* in 1984, it decided to exempt criminal history records from the law. The Legislature then asked the Authority, which has been studying access to criminal history records for several years, to recommend appropriate legislation concerning access to this type of information.

For the second year in a row, the Authority proposed the *Criminal History Record Information (CHRI) Act*. This bill would establish the first Statewide policy on public access to criminal history records. The Authority's proposal would make the conviction records of offenders in Illinois available to the general public for a fee, and it would keep records of arrests that did not result in convictions protected from public scrutiny.

Although the General Assembly did not approve the CHRI Act during 1985, the Authority continued working to develop a suitable policy on access to these records. The agency sat down with organizations and individuals who have opposed the Act to see if suitable compromises could be worked out. In addition, the Authority documented the controversial issues that remain in this complex piece of legislation to aid lawmakers as they reconsider the proposal.

Juvenile Records. Even more sensitive than adult criminal records are the records of juvenile offenders. During 1985, the Authority began the delicate, yet important, task of recommending policy on how juvenile offender records should be used by criminal justice and social service agencies in Illinois. The Authority's goal is to propose Statewide policies on how juvenile justice information should be collected, maintained, stored, and shared.

**During 1985, the Authority
held four public hearings
around the State
to gather ideas on
juvenile justice
information policies**



As a first step, the Authority held four public hearings throughout the State to gather ideas on this issue from a variety of sources. The Authority also surveyed hundreds of law enforcement agencies in Illinois to learn what they are doing now with respect to juvenile records--and to hear their suggestions on what *ought* to be done. Using this information, along with other research it has conducted, the Authority plans to recommend various policies on juvenile records during 1986.

Disposition Reporting. Perhaps the biggest information problem facing criminal justice in Illinois is the lack of disposition information on the State's criminal history files. Without access to this type of information on a timely basis, criminal justice officials can never be certain whether or not a previous arrest resulted in a conviction and, if there was a conviction, what the criminal sanction was. To help remedy the lack of disposition reporting by police, state's attorneys, courts, and correctional agencies, the General Assembly recently passed the Uniform Disposition Reporting Law. This law, based on the Authority's recommendation, mandates that dispositions be reported to the State in a timely and uniform manner. It also calls on the Authority to approve the form and manner for reporting this information. During 1985, the Authority studied the form and manner issue and made recommendations on how this information should be reported. The fruits of these efforts should be realized in future years as the State's criminal history files become more complete and more accurate.

Missing Persons. No criminal justice issue in recent years has captivated the State--really the entire nation--as much as missing persons. During 1983 and 1984, the Authority devoted considerable resources to studying the phenomenon of missing persons and the law enforcement response to the problem. These efforts continued to reap benefits in 1985.

The General Assembly, for example, continued to consult the Authority as it passed more, and more sophisticated, child protection laws. And a major report the Authority issued in 1984 on missing young adults has become part of the standard package of materials used in the State's successful *I-SEARCH* (Illinois State Enforcement Agencies to Recover Children) program. Hundreds of copies of this report have now been distributed and used throughout Illinois and the nation.

Like their counterparts in the private sector, government managers today are relying more and more on *information* when making their most important decisions. But unless their information is accurate and complete, their decisions may be seriously flawed. Realizing that the quality of criminal justice data is important to officials both inside and outside our justice system, Governor Thompson and the General Assembly made the Authority responsible for auditing the central repositories for criminal justice information in Illinois.

During 1985, the Authority released audits of two Statewide criminal justice information systems. The agency also proposed expanding its data quality program to include audits of local criminal justice agencies as well. In addition, the Authority conducted its first administrative appeal from a citizen who challenged the accuracy of his *rap sheet*. These 1985 highlights are described below.

Computerized Criminal History System

In 1985, the Authority conducted its fourth annual audit of Illinois's *Computerized Criminal History (CCH) system*. This system, which the Department of State Police (DSP) maintains, is the State's central repository for criminal history information. It contains arrest, charge, disposition, and sentence information that is reported by hundreds of criminal justice agencies throughout Illinois.

The Authority's 1985 audit again documented some of the problems uncovered in the agency's three previous audits: Many arrest records lack final dispositions; some criminal history data cannot be fully computerized, mainly because of system design constraints; and many records, while generally accurate, contain wrong identification information, such as the offender's race, height, and weight. In addition, the 1985 audit found some procedural problems: No up-to-date documentation of how to enter CCH information exists, and the DSP has no regular schedule for conducting internal CCH audits. And for the first time, the Authority examined the overall security of

Many State rap sheets are not fully computerized, the Authority's 1985 audit of the CCH system found

CCH Database	October 1982	December 1984	Percent Change
Total Number of Records	1,184,984	1,545,502	+ 30.4%
Percent <i>CCH-Complete</i> (Number of Records)	43.5% (515,459)	42.4% (655,536)	- 1.1% (+ 27.2%)
Percent <i>CCH-Incomplete</i> (Number of Records)	56.1% (665,037)	57.6% (889,966)	+ 1.5% (+ 33.8%)

CCH-Complete refers to criminal history records that have been completely entered into the State's computer system.

CCH-Incomplete refers to computerized records that do not contain all information from the corresponding manual file.

the CCH system. Although no serious breaches of security have occurred to date, this part of the audit helped identify some security features that could be enhanced.

In reaching these conclusions, the Authority relied more on computer-assisted audit techniques than it did in previous CCH system audits. For example, the Authority employed a unique methodology known as *triangulation*, in which data from one information system are compared with similar data from two or more other systems. In this case, CCH data were checked against comparable information on the Authority's Police Information Management System (PIMS) and the Correctional Institution Management Information System (CIMIS) used by the Illinois Department of Corrections. This technique revealed many discrepancies among the three systems, not only in individual data elements but also in more general data entry and coding procedures.

As with previous CCH audits, the Authority's 1985 examination was designed to help the DSP improve the State's criminal history program. The findings of the 1985 audit are particularly important, since they will help guide the DSP as it completes the redesign of the CCH system.

Illinois Department of Corrections CIMIS

The Authority during 1985 also released its first audit of the Illinois Department of Corrections's computer system, the Correctional Institution Management Information System (CIMIS). This system maintains a variety of information about State prison inmates: personal identification information, criminal history and medical data, release dates, work assignments, and other data. The IDOC requested that the Authority conduct the audit after the department installed CIMIS in all of its adult institutions in the early 1980s.

The audit focused on four types of information: general inmate information, field service data, release dates, and job assignments. In general, the Authority found the CIMIS inmate and job assignment information to be very accurate when compared with manual source records. Some minor problems, however, were uncovered regarding the calculation of release dates and the accuracy of parole lists.

The CIMIS audit produced two benefits: Not only did it help the IDOC identify and correct data deficiencies uncovered by the Authority, but the design of this first-time audit also will aid future examinations of the system, either by outside auditors or the IDOC itself.

Local Agency Audits

The Authority's annual audits of the Computerized Criminal History system have uncovered one overriding fact: The quality of information in the State system is only as good as the data local criminal justice agencies report to it. But in Illinois, no one has ever systematically audited the criminal history reporting practices of local law enforcement, prosecutorial, judicial, or correctional agencies. Consequently, the Statewide database may contain inaccurate and incomplete information because these local agencies are not properly reporting data to the State.

During 1985, the Authority proposed a Statewide data quality program that would include audits of local criminal justice agencies. Under the proposal, the Authority would create standards for how local agencies are to report criminal history information to the State. The Authority would then train local agencies in following these reporting standards, and it would conduct traditional audits of a sample of agencies to ensure compliance.

The result of such a program would be twofold: a better CCH system--with more accurate and complete data--for the entire State, and a system that better responds to the needs and uses of local agencies. The Authority hopes to begin the new data quality program when resources are made available by the Governor and the General Assembly.

Administrative Appeal

Since 1976, all Illinois citizens have had the right to review their own criminal history records and, if they think their records contain errors, to challenge the accuracy of the statements about them. Initial challenges to the accuracy of a *rap sheet* are processed by the Department of State Police. However, if the citizen is not satisfied with the outcome of that hearing, State law allows the complainant to make a final administrative appeal to the Authority, before taking the matter to court.

During 1985, the Authority's Appeals Committee conducted its first administrative appeal hearing. The case involved a Springfield-area man who felt his rap sheet did not accurately and completely reflect his criminal history. The complainant was particularly concerned with the manner in which the State's Computerized Criminal History system displayed the sentence he received for a 1963 offense.

In its decision, the committee found that some parts of the complainant's criminal history record were indeed inaccurate and incomplete. The committee forwarded its findings to the Department of State Police so it could clarify the appropriate records. At the same time, the committee's findings revealed that some of the inaccuracies on the complainant's criminal record were caused by design deficiencies in the current CCH system. These findings, in turn, will help the DSP as it continues its redesign of the system.

Technical Assistance

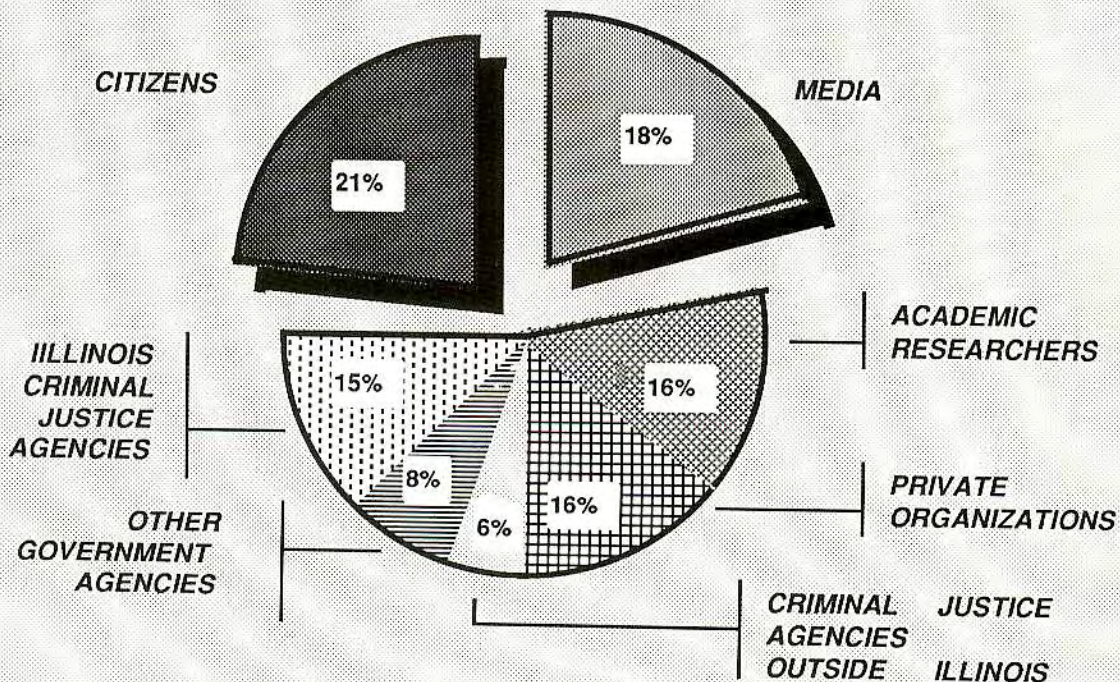
Most of the Authority's research and policy efforts are geared toward a broad audience: the State's criminal justice community. But the Authority also works directly with individual agencies and organizations, providing them with the data and technical assistance needed to solve their information problems. This help can take myriad forms: answering requests for statistics and other information, publishing specialized information advisories, helping agencies evaluate computer hardware and software, and more.

Following are the major areas where the Authority provided technical assistance during 1985.

Information Requests

The Authority's *Information Resource Center* answered nearly 600 requests for information, statistics and referrals during 1985. These requests varied considerably in nature and complexity. Some were quite simple, such as supplying the telephone number of another criminal justice agency or the name of an expert in a particular field. Many, however, were more complicated, requiring staff to locate, analyze, and plot crime statistics or other information. For example, Governor Thompson asked the Authority to analyze several years' worth of data on average rape sentences in Illinois. The Governor and the Prisoner Review Board then used the Authority's findings when considering the much-publicized clemency appeal of Gary Dotson.

Many of the information requests the Authority answers come from citizens and members of the news media



Many of the information requests came from citizens (122 requests) and members of the news media (108). Several other groups--including local, county, State, and Federal criminal justice agencies; professors and their students; research organizations; attorneys; private businesses; and others--also called on the Authority when they needed help locating or understanding crime data.

Uniform Crime Reports

The most widely used, yet possibly least understood, source of crime statistics in both Illinois and the United States is the *Uniform Crime Reports (UCR)*. The UCR represent official crime totals reported by thousands of local law enforcement agencies throughout the country. Each year, the Illinois Department of State Police compiles UCR statistics for the State, while the FBI calculates nationwide figures.

In May 1985, the Authority published its *Introduction to Illinois Uniform Crime Reports*, a 16-page primer on finding, interpreting, and using State UCR data. The Authority distributed this *how-to* guide to every major criminal justice agency in the State and to many other groups, such as the media, that often cite UCR statistics. In addition, the Authority during the year helped dozens of agencies and individual researchers locate and interpret hard-to-find or complicated UCR data sets.

Freedom of Information Act

When the Illinois *Freedom of Information Act (FOIA)* took effect in July 1984, it brought about important changes in the way criminal justice agencies maintain and disseminate information. To help Illinois agencies--both large and small--better understand the new law, the Authority published an advisory explaining how the FOIA affects them. The Authority followed this general report with a specialized advisory detailing the FOIA's personal privacy exemption for withholding information.

In addition, the Authority provided individual agencies with background information on the FOIA. The purpose was *not* to give legal advice to these groups. Rather, the Authority supplied factual information on what the FOIA says and what the experiences of other criminal justice agencies have been.

To learn more about these common FOIA experiences, the Authority also surveyed a sample of the State's largest law enforcement agencies six months after the FOIA became law. This survey not only documented how the FOIA was affecting these agencies, it also uncovered some problems with the law. For example, the Authority found that many municipalities were losing a substantial amount of revenue because, in response to the FOIA, they had lowered or even eliminated the fees they traditionally had charged for supplying copies of traffic accident reports to insurance companies and the public. Based on this finding, the Authority recommended--and the General Assembly and Governor Thompson subsequently approved--legislation establishing separate fees for traffic accident reports (*Public Act 84-1044*).

CCH Redesign

An important development in criminal justice information systems during 1985 was the ongoing redesign of Illinois's *Computerized Criminal History (CCH) system*, the central repository for State rap sheets. This system is crucial to the swift and fair application of justice in Illinois. Police rely on CCH data when identifying suspects; prosecutors when filing charges; judges when determining bond and sentences; and correctional officials when classifying and housing inmates.

Primary responsibility for the system--and the redesign--rests with the Department of State Police. But the Authority also has assisted in the redesign effort. The Authority's main role has been to represent the views and needs of the agencies that use CCH information: local police, sheriffs, state's attorneys, correctional administrators, and others. Through its audits and other research, the Authority helped document design constraints with the current system and helped identify possible solutions for the new system.

Telefacsimile System

Since 1983, the Authority has administered the State's network of telefacsimile fingerprint transmission devices. The *Telefax* network is a vital link between local criminal justice agencies and the Department of State Police, which maintains State criminal history information. The network is used to transmit copies of fingerprints from local agencies to the DSP. The department, in turn, uses the network to send back the criminal history record of any person it can identify from the fingerprints it receives.

The Authority again provided regular maintenance of the Telefax network during 1985, arranging for the placement of devices and solving technical problems as they came up. In addition, the Authority started a major effort to upgrade the quality of the decade-old facsimile devices used in Cook County. The Authority interviewed vendors and drew up plans for an improved and expanded Telefax network that should improve the flow of information in the county in the coming years.

Federal Assistance Programs

Successful crime-fighting requires a combination of Federal, state, and local efforts. So when Congress and President Reagan approved the Comprehensive Crime Control Act of 1984, they included two new Federal programs to support state and local initiatives: the *Justice Assistance Act*, which provides money for battling crime and improving the administration of justice, and the *Victims of Crime Act*, which provides money for programs to assist and compensate crime victims.

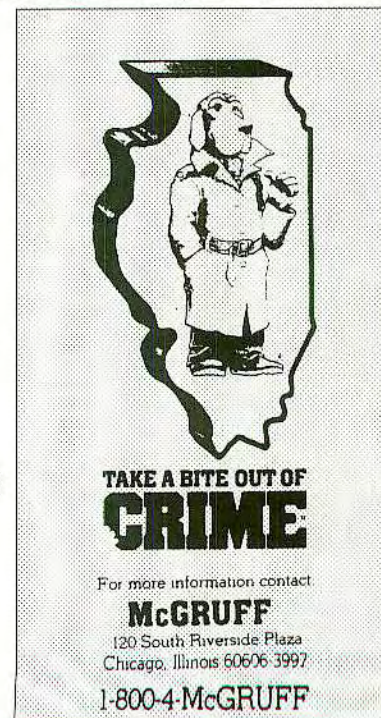
In January 1985, Governor Thompson designated the Authority to administer the JAA and the victim assistance portion of the VOCA in Illinois. To carry out its new responsibilities, the Authority formed the *Office of Federal Assistance Programs* and staffed it with experts in criminal justice, victim rights, and grants administration. The office then set out to develop a plan for getting the new programs up and running in Illinois.

The first step, taken in February, was to hold eight public hearings throughout the State. These hearings solicited ideas on how best to allocate the State's first-year share of both JAA funds (\$2.3 million) and VOCA assistance funds (\$1.8 million). In all, 135 people--including State legislators, State and local authorities, members of the academic community, victim service representatives, and Illinois citizens--either testified in person or submitted written comments. Their suggestions, along with the Authority's own research, helped guide the Authority throughout the year as it carried out the two programs.

Justice Assistance Act

Previous Federal assistance programs for criminal justice tended to be long on bureaucracy but short on focus. The framers of the JAA, however, tried to avoid these pitfalls. One significant change was that states and municipalities were restricted in how they could spend the Federal money to 18 specific program areas. Consequently, a major purpose behind the Authority's public hearings was to narrow these 18 possibilities down to a few program areas that would satisfy the State's most pressing needs. The Authority felt that Illinois's \$2.3 million share of JAA funds was too small to support all 18 programs, yet too large to concentrate in a single area. Instead, the Authority devised a four-part crime-fighting strategy:

Crime Prevention. The Authority during 1985 kicked off a Statewide, multimedia public information campaign featuring **McGruff**, the national crime prevention *spokesdog*. The campaign urges Illinois citizens to learn more about crime prevention and to take positive actions to protect themselves and their property. The Authority also set up a toll-free telephone



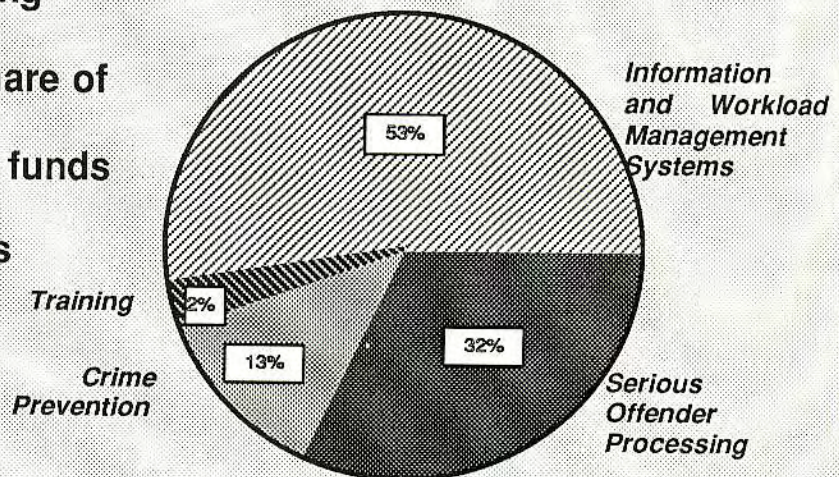
number--1-800-4-McGRUFF--for Illinois citizens and law enforcement personnel to call for free crime prevention materials, referrals, and other information. The Authority also began publishing crime prevention brochures and making them available Statewide. Finally, the Authority plans to fund crime prevention training courses and recognition awards ceremonies during 1986.

Information Systems. At each of Authority's public hearings, criminal justice officials expressed a need for increased computer capabilities. State's attorneys, for example, were especially concerned about how computers could be used to notify victims and witnesses of the progress of their cases. Sheriffs, meanwhile, wanted to use automation to help manage their jail populations. Based on these and other needs, the Authority decided to use JAA money to support computerized workload and management information systems for state's attorneys, sheriffs, and police in various parts of the State. The Authority then designated 14 state's attorneys and five sheriffs to receive funding for microcomputer-based information systems for their offices (*see the section of this report on Information Systems for more details*). Installation of the Authority's Police Information Management System in several Downstate communities is also planned.

Identifying and Processing Serious Offenders. The JAA requires that special attention be paid to serious and repeat offenders. In keeping with this condition, the Authority decided to concentrate a portion of the JAA funds in Cook County, where serious crime is most prevalent. Federal money will fund a project to help county authorities better identify and process violent, repeat criminals. A major part of this effort involves upgrading the quality and availability of information that Cook County officials use when performing such tasks as identifying offenders, setting bond, and filing charges.

Training. Another theme that emerged from the Authority's eight hearings was that criminal justice officials need more training, particularly in specialized areas where instruction generally is not offered. The Authority, therefore, has decided to set aside JAA money to fill some of these training needs. Among other things, specialized instruction will be offered to state's attorneys in how to prosecute arson and drug cases.

The Authority is focusing
the State's first-year share of
Justice Assistance Act funds
into four program areas



Victims of Crime Act

The VOCA establishes two separate programs for the State's crime victims: One provides assistance, the other compensation. The compensation program is being operated by the Court of Claims and the Illinois Attorney General's Office. The Authority is administering the victim assistance effort.

The Federal government did not issue its VOCA guidelines until late 1985. As a result, the Authority did not have time during the year to finalize Illinois's victim assistance program. Still, the agency gathered many suggestions on how best to use the new Federal funds to serve the State's crime victims. For example, witnesses at the public hearings recommended several approaches: providing services to sexual assault, domestic violence, and child abuse victims; educating the public about victim rights and available services; and supporting and training persons who coordinate services for victims. These recommendations will likely form the core of the State's victim assistance plan for 1986 and beyond.

Fiscal Information

FISCAL YEARS 1985 AND 1986 BUDGETS

	<u>GENERAL REVENUE</u>		<u>USERS' FEES *</u>		<u>FEDERAL MONEY</u>		<u>ALL SOURCES</u>	
	Actual FY85	Estimated FY86	Actual FY85	Estimated FY86	Actual FY85	Estimated FY86	Actual FY85	Estimated FY86
<u>OPERATIONS</u>								
Personnel	\$1,074,300	\$1,300,000					\$1,074,300	\$1,300,000
Retirement	60,200	74,000					60,200	74,000
FICA	73,800	89,400					73,800	89,400
Contractual	327,600	391,000	\$32,400	\$55,000			360,000	446,000
Travel	42,300	39,600					42,300	39,600
Commodities	13,800	18,700					13,800	18,700
Printing	12,500	29,200	2,200	3,000			14,700	32,200
Equipment	13,200	9,700					13,200	9,700
Electronic Data Processing	841,700	1,216,300	251,900	404,700			1,093,600	1,621,000
Telecommunications	105,100	102,900					105,100	102,900
Operation of Automobiles	5,700	6,100					5,700	6,100
TOTAL	\$2,570,200	\$3,276,900	\$286,500	\$462,700	\$0	\$0	\$2,856,700	\$3,739,600
<u>AWARDS AND GRANTS</u>								
Cooperative Agreements					\$55,900	\$72,200	\$55,900	\$72,200
Local Agencies, Not-For-Profit						383,800		383,800
State Agencies		\$576,200				576,200		1,152,400
GRAND TOTAL	\$2,570,200	\$3,853,100	\$286,500	\$462,700	\$55,900	\$1,032,200	\$2,912,600	\$5,348,000

* Users' fees refer to funds collected from local criminal justice agencies that use information systems developed and operated by the Authority.

Publications

Almost all of the Authority's work--research projects, policy recommendations, information systems--results in some type of published report. To keep Illinois's lawmakers, criminal justice officials, citizens, and others abreast of these developments, the Authority offers its publications free of charge to interested persons. To receive a copy of any of the documents listed below, write to the Authority's **Information Resource Center**.

- **Repeat Offenders in Illinois**, November 1985
- **Illinois Criminal Justice Information Authority (Brochure)**, November 1985
- **Specification of Patterns over Time in Chicago Homicide: Increases and Decreases, 1965-1981**, October 1985
- **Police Information Management System (Brochure)**, October 1985
- **Illinois's Justice Assistance Program: Fiscal Year 1986 Plan**, September 1985
- **Annual Audit Report for 1984-1985: Illinois's Computerized Criminal History System**, August 1985
- **The 1984-85 Audit of Illinois's Computerized Criminal History System (Summary Report)**, August 1985
- **Lethal Violence in Chicago over Seventeen Years: Homicides Known to the Police, 1965-1981**, July 1985
- **Introduction to Illinois Uniform Crime Reports**, May 1985
- **Report on the Justice Assistance and Victims of Crime Acts of 1984**, April 1985
- **The FOIA: The Personal Privacy Exemption**, January 1985
- **Chicago Homicide Codebook**, December 1984
- **How to Handle Seasonality**, July 1984
- **A Descriptive Analysis of Crime in Quincy, Ill.**, June 1984
- **The FOIA: How It Affects Criminal Justice Agencies**, June 1984
- **Report to the Illinois General Assembly on Missing Young Adults**, March 1984
- **Illinois Law Enforcement Officers Assaulted or Killed: 1972-1982**, February 1984
- **Is Crime Seasonal?**, January 1984
- **Murder in Illinois: 1973-1982**, December 1983
- **Illinois Uniform Disposition Reporting Law**, October 1983
- **Annual Audit Report for 1982-1983: Data Quality of Computerized Criminal Histories**, October 1983

- **Patterns of Change over Time in Illinois Adult Prison Population: 1941-1983**, July 1983
- **Illinois Murder Victim Data: 1973-1981**, April 1983
- **Female Criminality 1970-1980: The U.S. and Illinois**, April 1983
- **Manual for the Pattern Description of Time Series: Part I**, September 1982
- **Illinois Crime Trends: 1972-1981**, June 1982
- **CIMIS Operations Report: Cook County Department of Corrections**, May 1982
- **Estimating the Number of Persons with Records of Arrest in the Illinois Labor Force**, April 1982
- **Shoplifting in Illinois**, March 1982
- **Residential Burglary in Illinois**, March 1982
- **Guide to Illinois Firearm Data**, November 1981
- **Data on Handgun Use in Illinois**, October 1981
- **How to Trace Crimes through the Illinois Criminal Justice System**, July 1981
- **CIMIS Data Survey Report: Cook County Department of Corrections**, July 1981
- **Violent Crime in Illinois**, March 1981
- **Decisions and Data: The Transformation of Robbery Incidents into Official Robbery Statistics**, July 1980
- **Patterns of Change in Chicago Homicide: The Twenties, the Sixties and the Seventies**, April 1980
- **Descriptive Time Series Analysis for Criminal Justice Decision Makers: Local Illinois Robbery and Burglary**, November 1979

The Authority also publishes a quarterly newsletter called *the Compiler*. This newsletter covers both the Authority's own work and the activities of other criminal justice organizations in Illinois. Recent issues, for example, have reported on the Authority's *Repeat Offender Project*, crime prevention efforts in the State, and a computer system that allows Illinois and Missouri officials in the St. Louis area to share crime information. Year-end circulation of *the Compiler*, which is also available free of charge, was approximately 4,500. To receive the newsletter on a regular basis, contact the Authority's **Office of Public Information**.

**For additional copies of this report,
contact the Authority's Office of Public Information.**



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