



# **Criminal Justice Plan for the State of Illinois**

**Hon. George H. Ryan, *Governor***

**June 1, 2001**

**Prepared by:**

**Illinois Criminal Justice Information Authority  
120 South Riverside Plaza, Suite 1016  
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**Peter B. Bensinger, *Chairman*  
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## **ACKNOWLEDGEMENTS**

This Criminal Justice Plan for the State of Illinois is a result of the tremendous collaborative efforts and thoughtful guidance of the multitude of individuals listed in Appendix III.

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June 1, 2001

To the Reader:

Many years ago, Daniel Burnham, the turn-of-the-century U.S. Parks Commissioner whose plans shaped much of Chicago, said, "Make no small plans, for they have no magic to stir men's blood." I think in recent times, we in the criminal justice system have made small plans - dealing with symptoms not causes, and not coordinated or particularly well-formed, collaborative, strategic plans.

A little more than a year ago, the Illinois Criminal Justice Information Authority decided to launch an effort to develop a new planning process - a comprehensive planning effort that we hope will help guide the allocation of our precious resources on key, critical problems for which we will set realistic and meaningful goals and objectives. More importantly, we wanted this planning process to be based on research and data, and expert opinion. Above all, we wanted it to be the result of a collaboration among all allied partners in the battle against crime in this state.

The following plan represents the first fruits of this labor. It identifies key priority issues and recommends realistic, measurable goals, objectives, and action steps for responding to them. In short, this is our first "big plan" for the criminal justice system - one which I hope will stir our blood to chart our course for the future.

On behalf of Governor George Ryan, the members of the Authority, and all those who devoted their time and expertise to its development, I am pleased to present this Criminal Justice Plan for the State of Illinois.

Respectfully,

A handwritten signature in black ink, appearing to read "Peter B. Bensinger".

Peter B. Bensinger  
Chairman

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*Lake County State's Attorney*

**Al Apa  
Barbara Engel  
John C. Piland**  
*Members of the Public*

**AUTHORITY RESOLUTION #1 (2001)**

**Criminal Justice Plan for the State of Illinois**

**WHEREAS**, in June 1999, the Illinois Criminal Justice Information Authority charged its staff to develop a new comprehensive planning process to help guide its administration of grant funds and to inform the criminal justice system and allied partners;

**WHEREAS**, the planning process has been guided by ongoing research, data collection, and professional input and consultation, highlighted by a two-day Criminal Justice Planning Assembly held in June 2000, in which nearly 150 policymakers, service providers, researchers, private citizens, and government officials participated;

**WHEREAS**, special advisory committees formed after the Assembly were convened to refine critical issues and develop strategic plans for addressing them, including the articulation of goals, objectives and action plans in the areas of funding, research, legislation and policy;

**WHEREAS**, this work has been developed into a Criminal Justice Plan for the State of Illinois;

**WHEREAS**, the Illinois Criminal Justice Information Authority acknowledges that the Criminal Justice Plan is part of an on-going process of evaluating the resources available to and the needs of the criminal justice system in Illinois and that the needs, as well as the resources, are continually changing; and

**WHEREAS**, this plan has been reviewed extensively by the Authority's Planning and Research Committee and at its January 30, 2001 meeting the Committee voted unanimously to recommend the full Authority's adoption of the Plan.

**NOW THEREFORE BE IT RESOLVED**, that the Illinois Criminal Justice Information Authority approves the Criminal Justice Plan for the State of Illinois dated March 2, 2001, and in so doing, recognizes that the needs of and the resources available to the criminal justice system are continually changing, and that future resources may be needed to address needs that are presently not ascertainable;

**BE IT FURTHER RESOLVED**, that the plan be made publicly available and its Executive Summary be widely disseminated to criminal justice officials, service providers, policy makers and others for consideration in their budgeting and planning processes;

**BE IT FURTHER RESOLVED**, that the Authority's Planning and Research Committee, Legislation and Regulations Committee, Information Systems Committee, Budget Committee, and staff are hereby directed to take actions consistent with the goals, objectives and actions recommended in the Plan which are reasonably within the scope of the Authority's duties and responsibilities.

**ADOPTED UNANIMOUSLY** this 1<sup>st</sup> day of June 2001, after a motion by Mr. Piland and second by Ms. Josh.

Handwritten signature of Peter B. Bensinger in black ink.

**Peter B. Bensinger**  
*Chairman*

Handwritten signature of Candice M. Kane in black ink.

**Candice M. Kane**  
*Executive Director*

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**Candice M. Kane, Ph.D.**  
*Executive Director*

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**John C. Piland**  
*Members of the Public*

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**Candice M. Kane, Ph.D.**  
*Executive Director*

**AUTHORITY RESOLUTION #2 (2001)**

**Grant Making Principles**

**WHEREAS**, the Illinois Criminal Justice Information Authority has identified the need for adopting overarching principles to guide its grant making;

**WHEREAS**, the formulation of such principles has been considerate of previous discussions of the Authority and workgroups contributing to the State Criminal Justice Plan, recommendations contained in the State Criminal Justice Plan, and the Authority's administrative experience with the grant making function; and

**WHEREAS**, these principles were reviewed and discussed in past meetings of the Authority and in joint meetings of its Budget and Planning & Research Committees,

**NOW THEREFORE BE IT RESOLVED**, that the Illinois Criminal Justice Information Authority hereby adopts the following grant making principles:

The Authority should strive to maximize the use of available federal funds, seeking any and all reasonable alternatives to lapsing funds back to the federal government.

1. The Authority's decision to award federal funds should have a foundation in the best available research, evaluation, practice and professional advice.
2. The Authority's decision to award federal funds should be considerate of the balance of resources across the justice system and its potential impact in other areas of the system.
3. The Authority's federal funds should not result in the duplication of efforts already in place.
4. The Authority's federal funds cannot be used to supplant other funds.
5. The Authority's federal funds should be allocated (a) to areas demonstrating need based on an analysis of the nature and extent of the problem(s), and (b) to programs in areas where there is an opportunity to impact the identified problem(s).

Also, to the extent permitted by program guidelines, some portion of available federal funds should be used for the following:

6. To encourage collaborative approaches to problem solving, planning and program implementation;
7. To encourage innovative pilot or demonstration projects;
8. To evaluate funded projects and support an ongoing program of research designed to further planning and program development; and

9. To build the capacity of those in the criminal justice system.

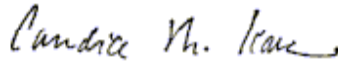
**BE IT FURTHER RESOLVED**, that these principles be made publicly available and are widely disseminated;

**BE IT FURTHER RESOLVED**, that the Authority, its various committees and staff ensure that, to the extent permitted by program guidelines, the Authority's grant making process is consistent with these principles.

**ADOPTED UNANIMOUSLY** this 1<sup>st</sup> day of June 2001, after a motion by Mr. Piland and second by Ms. Engel.



**Peter B. Bensinger**  
*Chairman*



**Candice M. Kane**  
*Executive Director*

## I. EXECUTIVE SUMMARY

In 1999, the Illinois Criminal Justice Information Authority charged its staff to develop a new comprehensive planning process to guide its administration of federal grant funds. The project, which was launched under the oversight of the Authority's Planning and Research Committee, resulted in this State Criminal Justice Plan.

The plan is not intended to tell other agencies or organizations what to do, but rather to share information that should be helpful to them, while at the same time providing a contextual backdrop to inform the Authority in deliberations on how its limited resources should be used in the areas of program funding, research and evaluation, legislative and policy initiatives.

The planning process was guided by a tremendous amount of research, data collection, professional input and consultation, highlighted by a two-day Criminal Justice Planning Assembly held in June, 2000 in which nearly 150 policymakers, service providers, researchers, private citizens, and government officials participated. Following the Assembly, six (6) advisory committees were formed: Drug and Violent Crime, Juvenile Crime, Offender Services, Victims of Crime, Community Capacity Building, and Information Systems and Technology. These committees were convened several times to refine issues and develop the strategic plans articulated in this document.

### OVERARCHING NEEDS

The advisory committees identified twenty-one priority issues for the State, set dozens of meaningful goals and objectives for each, and recommended over 200 specific action plans to address them. The committee reports are presented in Part III of the plan.

The priority issues identified by the committees point to critical needs for the State in five overarching areas: Information, Collaboration, Utilization of Resources, Services, and Accountability.

### 1. INFORMATION

Three types of information needs are paramount. Basic contextual information about offenders, victims and reported crimes is not readily available both because it is not currently gathered in a systematic way on a statewide basis and because it resides in a myriad of local information systems that cannot easily communicate with one another. There is also a paucity of meaningful information, which is descriptive of the needs of offenders, victims, and criminal justice system personnel and their allies. The absence of standardized contextual information exacerbates this situation making the identification of needs, gaps in service delivery, and sound planning difficult at best. Finally, existing performance



information is wanting. Our ability to effectively analyze the criminal justice system's response to crime and delinquency in this State is undermined by the fact that information systems are not integrated at the state level. Consequently, offenders cannot be "tracked" between arrest, charging, court disposition, and sentencing stages. Also, we do not make great use of performance data from prevention, intervention, or suppression programs around the State.

The advisory committees convened by the Authority identified five (5) specific information issues, which are discussed at length in the body of this plan.

**The State of Illinois lacks critical information about juvenile offenders and the juvenile justice system.** A lack of case-level information and little information sharing between agencies, impede efforts to coordinate juvenile justice services and to make informed, appropriate decisions regarding “at-risk” youth. The sharing of information would allow treatment providers to more efficiently determine the level and type of services needed by avoiding redundancy of service and conflicts in treatment approaches. It would eliminate the need for multiple agencies serving a single juvenile to collect the same information, and ensure that children do not fall through the gaps in service delivery systems. To address this issue, the plan calls for the State to have high quality data about juvenile offenders that allows for informed decision making at the individual case level, as well as informed juvenile justice laws and policies. Further, it recommends that a centralized and integrated reporting system be created and maintained, which links juvenile justice agencies, schools, and treatment providers, and uses a common language. The plan also recommends that the State enhance the facilitation and exchange of information while safeguarding privacy rights consistent with the early intervention and community-based prevention objectives in the Illinois Juvenile Justice Reform Act.

**The State can learn more about the needs of victims and the impact of current efforts through additional data and enhanced data collection efforts.** The plan identifies the critical need to improve the State's information about crime victims and their victimization experience. It calls for enhancements in the Illinois State Police's uniform crime reporting (UCR) program to capture more victim and incident information; the creation of a statewide crime victimization survey; and the collection and sharing of complete and accurate information about criminal case decisions.

**Information must be disseminated to community stakeholders as a tool for mobilization.** The plan recommends that a body of knowledge examining community capacity building be developed and disseminated to communities. There would be great benefit to the State from the development of a central repository addressing capacity building efforts. This compilation of materials would include a directory of Illinois initiatives, and national and international efforts. The library would be used as a foundation for supporting the goals relevant to community capacity building, and by the justice community as they

help carry out such initiatives. Communities should have access to more accurate information in order to understand public safety issues relevant to them. The plan notes that information sharing and dissemination should be at the core of community mobilization. The criminal justice system should be responsible for “packaging” and distributing information to communities so that they understand issues and problems relevant to them.

**The State of Illinois lacks a coordinated criminal justice information-sharing scheme.** While there are shared systems in Illinois, including a statewide criminal history system, these systems are not significantly integrated with the courts, prosecution or law enforcement, though some electronic arrest and disposition reporting is taking place. The current investment in integrated justice information systems in Illinois has been primarily at the municipal level. Illinois is far behind many other states in its efforts toward integration of justice information systems. Over the years, Illinois criminal justice agencies, at both the local and state levels, have invested in technologies that are proprietary and not easily integrated, with little regard for standards or concern for data sharing. Agencies responsible for the administration of criminal justice in Illinois have focused almost exclusively on the operational needs of their own organizations. The result is that criminal justice information is fragmented and frequently inaccurate, information processing is less efficient than it could be, and criminal justice decision-making is much less informed than it is in some other states. The plan calls for the State to create an Integrated Statewide Justice Information Network to ensure that all public, private, and individual stakeholders have accurate, timely, and easily accessible information that they need, when and where they need it, to administer justice and enhance the safety and well-being of the people of Illinois. Further, it recommends that a consortium of state and local criminal justice agencies be created, that will foster an information technology environment which facilitates timely communication of critical justice events, adoption of information technology standards, and efficiencies within the criminal justice enterprise in Illinois. Finally, the plan recommends that the statewide network:

- (1) Captures data at the originating point and not require re-entry by other criminal justice agencies as cases progress through the criminal justice process;
- (2) Captures data once but reuses it many times, creating operational efficiencies while reducing opportunities for data entry errors that compound over time as the same information is entered successively by multiple agencies;
- (3) Is driven by and supports the operational needs of participating agencies, and connects existing individual agency case and records tracking systems; and

- (4) Incorporates the flexibility to accommodate changes required by the evolution of criminal justice processes.

The network should be a fully integrated, networked criminal justice system that will reduce duplicative efforts and enhance information accuracy, and improve the completeness and accuracy of criminal justice-related information in Illinois. It must also protect the privacy and civil liberties of the people of Illinois by implementing proper security and auditing procedures to ensure that only accurate, appropriate criminal history information is released to authorized recipients. This network can allow the State to reduce the high cost of criminal justice information technology to Illinois taxpayers through the elimination of redundancies, exploitation of economies of scale and group purchasing, and the aggressive pursuit of federal funding and other types of funding assistance.

**There is a critical need to gather, analyze and preserve digital evidence.** Cybercrime includes a number of offenses, ranging from the unauthorized use of a computer, to releasing a malicious computer program, to cyber stalking. Modern technology has also eased the process of committing crimes such as embezzlement, identity theft, pornography, extortion, larceny, and fraud. Anecdotal data suggests the volume of such crime is significant. The need to gather, analyze and preserve digital evidence is at an all-time high. At present, there is an extreme shortage of qualified forensic computer labs and examiners, and local jurisdictions often lack the knowledge and expertise necessary for handling technology-related crimes. The plan calls for the State to establish a state-level capability for handling digital evidence collection and analysis. It recommends the creation of a state-run computer forensics lab. It also suggests that uniform standards and procedures for handling computer-related evidence be established.

## 2. COLLABORATION

There is near universal recognition that collaborative planning must continue if we are to effectively deal with offender and victim needs. Collaboration must take place within the justice system itself as well as with community residents and with service providers. Multidisciplinary meetings, joint planning conferences and forums, which facilitate meaningful information sharing and discussion, must continue at state, regional and local levels. The advisory committees identified five (5) specific collaboration issues in the plan.

**The criminal justice system must recognize the importance of collaborations and information sharing as they pertain to the reduction of drug and violent crime.** A great deal of discussion took place relative to the critical role collaboration and information sharing play in law enforcement efforts and other efforts to combat drug crime and violence. The State needs to encourage better partnerships between criminal justice agencies and “the community,” including faith-based organizations, treatment providers, educators, and other social service

providers, particularly with respect to prevention efforts. The plan recommends that the State of Illinois increase the ability of the criminal justice system, community, and other partners to more effectively reduce drug and violent crime. The plan also calls for continued support and operation of Illinois' multi-jurisdictional drug and violent crime enforcement units to maintain the ability of the system to identify, apprehend, and prosecute offenders. Further, the plan recommends increased communication and collaboration between local, state, and Federal agencies to ensure that the most serious offenders can be identified, incarcerated or monitored appropriately. The criminal justice system must effectively identify and target the most serious, repeat and dangerous offenders. The State also needs to increase the utilization of firearm tracing technology, and the investigatory and prosecution efforts associated with gun-related cases, to better impact the illegal firearm markets throughout Illinois.

**The State should decentralize funding for juvenile justice projects and encourage collaboration.** The members of the Advisory Committee identified the need for the State to encourage the juvenile justice and service delivery systems to examine funding collaboratively instead of individually, with greater involvement of local entities. They recommended local agencies and programs pool their resources to be as effective as possible and get the most benefit from funding sources. The plan calls for state agencies to coordinate their efforts in terms of programming efforts in criminal and juvenile justice, in crime prevention, and in the provision of treatment services.

**The cohesion and communication among criminal justice agencies must be improved.** An important problem identified in the plan is the lack of cohesion and communication among criminal justice agencies. All criminal justice entities need to act as part of a system, rethinking the role each plays and developing strategies to best effect needed change and maximize limited resources. This evolving partnership of agencies must understand its power to help offenders change and its responsibility to provide them access to the services that will facilitate that change. The plan calls for the building of effective partnerships among stakeholders to create a dialogue involving criminal justice professionals, service providers, researchers, community leaders, and members of the faith and medical communities, to foster collaboration and develop a common goal(s). The State needs to identify and address barriers to information sharing among partners and potential participants. The plan also calls for the implementation of ongoing evaluation of the collaboration and training partners to equip them for full participation.

**Criminal justice system personnel and victim service providers can improve their response to victims by improving collaboration.** True collaboration is seen as the key to addressing many of the critical issues identified in the planning

process. Collaboration allows limited resources to be used more effectively by minimizing any duplication of efforts. Those in leadership positions must make the commitment to improving the system's response to victims and must reinforce this priority through their protocols, actions, and words. The plan identifies the need to increase and improve collaboration among criminal justice personnel and other professionals who work with victims to minimize the impact of victimization. It calls for the identification and implementation of ways for all criminal justice and victim service professionals to gain an increased understanding of other agencies' goals and perspectives. The plan calls for action to promote commitment and collaboration from top-level agency employees. The plan recommends that training be developed on how to effectively collaborate, and calls for the development of policies of collaboration that include all levels of personnel within agencies.

**Including the community as a key stakeholder challenges the traditional thinking about how the criminal justice system functions. Stakeholders need training that achieves agreement on the concepts of community capacity building, and teaches stakeholders how to partner to develop solutions to public safety issues.** There is a need to utilize training and technical assistance to promote the philosophy of community capacity building (CCB). It is suggested that a "toolbox" be developed that would include orientation and educational resources delineating the components and concepts of CCB, promoting the notion of shared responsibility, and defining the roles and responsibilities of stakeholders. In addition, the toolbox would include instruments to be used by communities for assessment, planning, and evaluation. The availability of technical assistance and planning and assessment tools would help communities identify local problems, assess capacity, and evaluate the impact of solutions. The plan recommends that stakeholders be educated on their ability and responsibility to foster community capacity building. Further, it suggests an orientation be provided to stakeholders that will support a coordinated and collective approach to CCB. The plan calls for the provision of technical assistance to communities so that they have the capacity to identify problems and develop solutions. It is also important that information be disseminated to stakeholders as a tool for mobilization.

### **3. UTILIZATION OF RESOURCES**

The State must make more effective use of personnel and programs. The "best use" concept includes making more effective use of research findings in identifying issues and trends, planning programmatic responses and evaluating impact. Strategies should be empirically based and reflect sound theoretical underpinnings. Program evaluation findings need to be integrated more fully into new program development efforts, and research must be synthesized for key decision-makers. The State must also make the best use of the latest technologies for continuously improving the quality of information sharing, communications, investigative support, and forensic science services. The State must keep pace

with cutting edge research and development in these areas. There is also consensus on the continual need for effective and thoughtful training and, to the maximum extent feasible, the need for this training to be cross-disciplinary. Traditional boundaries between criminal justice agencies, victim service providers and other entities must be overcome and the sharing of information should be encouraged within appropriate privacy restrictions. The advisory committees identified four (4) specific "best practices" issues in the plan.

**The criminal justice system must recognize the differences in needs and resources for the various regions of the state.** The State must increase the ability of rural jurisdictions throughout Illinois to effectively respond to and address substance abuse and violence. Toward this end, the plan calls for the State to ensure that appropriate investigatory, court, correctional and treatment services are available to offenders throughout Illinois.

**The State of Illinois must develop more effective policies and programs to identify and deal with drug and violent crime offenders.** The plan calls for the State to work toward the development of information-based perceptions, policies and programs. It recommends that gaps in knowledge affecting offender services in Illinois be identified and addressed. The plan calls for information on program effectiveness and best practices to be disseminated to stakeholders, policy makers and the public. The State must also enhance the capacity of agencies to evaluate the impact of services and interventions. The plan recommends that the State increase the ability of the criminal justice system to: 1) effectively identify and verify the risks and needs of drug and violent crime offenders, and 2) enhance treatment capacity. It calls for the State to ensure that: treatment services are available at all appropriate times in the offender's criminal career; and that treatment programs are responsive to the needs of the criminal justice system by involving criminal justice practitioners in the development of treatment policy and the assessment of quality programs. Steps must be taken also to ensure the State's criminal justice system has sufficient resources, including technology and personnel, to effectively and efficiently monitor offenders under correctional supervision.

**Training can be improved to enhance the quality of service provided to victims by criminal justice personnel and victim service providers.** Additional training is necessary for all persons in the criminal justice system and for victim service providers. Further, training for all entities should incorporate a victim focus in the training curriculum. Such training is necessary in order to treat victims with sensitivity and compassion, and to insure their rights are being met. Training is a priority in all areas of the system. The plan calls for the State to improve and expand training to all criminal justice professionals that work with victims. It suggests that training for criminal justice professionals be developed or revised to include a victim perspective and ensure that training is tailored to the context of the community and its population. This training should be provided for new professionals as well as experienced professionals to improve their response

to victims. Additionally, multidisciplinary training for criminal justice professionals should be developed to help them understand each other's roles and responsibilities as they pertain to victims.

**The State must make expanded use of current and new forensic science technology.** There are significant problems involving the use of forensic science technology in Illinois. The state faces an ongoing challenge to provide assistance in the collection and analysis of physical evidence. Innovative programs require expansion to address issues of violence. Partnerships between law enforcement agencies need to be continued and augmented to improve efficiency and effectiveness, and to enhance coordination and communication toward this end goal.

#### 4. SERVICES

Significant service needs have been identified in three principal areas: adult offender treatment, crime victims, and juveniles. Treatment services for drug offenders, sex offenders and domestic violence offenders must be strengthened. The system is increasingly identifying offenders with multiple service needs including dual mental health diagnoses, physical health problems and other significant issues. The system's ability to assess these needs and its capacity to deal with such issues must be improved. Similarly, there is increasing recognition that crime victims present multiple service needs as do significant others in their lives including children exposed to domestic violence. There are also significant service needs around juveniles. Treatment strategies must be family centered. We must promote multi-modal strategies that include, for example, family therapy in the offender's home as a condition of probation. Treatment strategies must also draw on community resources. Schools can help identify and respond to risk factors associated with future delinquency and can also promote factors which have been shown to protect children from future delinquency.

**The State must recognize the importance of identifying and responding to risk factors as a delinquency prevention measure, and understand that failure to do so can increase the likelihood that a juvenile will offend or re-offend.** It is extremely important that juvenile justice agencies be made aware of what risk factors are associated with delinquency and other subsequent problems, and how to determine if a child is experiencing them. It is also important for school personnel, health care workers, and others who deal with youth to be able to identify these problems and intervene prior to criminal justice system involvement. In particular, there is a need to use the resources of educational institutions more efficiently in terms of their role in early identification. Schools need to provide not only traditional academic classes, but also character development, mediation skills, parenting skills (both to teens and to their parents), and anti-gang programs, and other programs that enhance protective factors serving to mitigate risk. The plan recommends that: (1) the State continue to emphasize the importance of identifying and addressing factors that may lead to

delinquency prior to a youth's involvement in the juvenile justice system; (2) that practical information be provided to all those who deal with youth on how to recognize risk factors and how to respond to them in an effective way; and (3) that better use be made of the educational system's resources in the prevention of delinquency. Problem behaviors should be addressed before juveniles become entrenched in the juvenile justice system. The State needs to develop a treatment strategy that centers on the family.

**The State's handling of juveniles with mental health needs must be improved.** Youth with mental health and other special needs often come into the juvenile justice system because there is nowhere else for them to go, even though they would be better served by other systems. Advisory committee members felt that decisions should be made based on which system is best equipped to help the youth rather than which system is the most convenient in which to place the youth. The plan calls for the State to serve juveniles with mental health and other special needs in the most appropriate system given their specific needs. Further, the State should seek alternative treatment approaches for special needs youth, centering treatment around the family whenever possible. Also, programs that address problem behaviors of special populations should be made accessible on an equal basis. The plan also recommends that adequate resources be identified for community-level responses, including affordable treatment programs; that the State enhance follow-up capability for juveniles who have completed treatment programs; and that more regular, comprehensive, and collaborative assessments of youth within the juvenile justice system be made, especially regarding past and present risk factors and special needs.

**The State's current service delivery systems for juveniles are fragmented.** The plan identifies a need for a collaborative and multi-disciplinary response to troubled youth in response to the problem of different agencies responding to various components of a youth's problem behavior or delinquency, without sufficient coordination in the development of a treatment plan or in the actual delivery of services. Advisory committee members discussed the problems associated with fragmentation of service delivery. Specifically, many programs do not know what treatments or interventions other programs are offering, and there is often duplication of services and large gaps in other services. The committee felt that a continuum of services is more cost-effective than a piecemeal approach, and would ensure fewer gaps in services and fewer turf battles between agencies. The plan calls for the State to create partnerships between agencies that deal with juveniles (criminal justice, education, mental health, social services, faith-based institutions, neighborhood groups), and to support, encourage, and market multi-disciplinary responses by juvenile agencies, and pooling of resources. Advisory committee members felt the juvenile justice process should include greater community involvement and recommended the State support and encourage community input on program planning and allocation of local resources.



**The State lacks a continuum of offender services.** Recidivism for adult offenders can, in part, be linked to low levels of education, lack of work experience and employment opportunities, history of substance abuse, and a number of other dysfunctions that hinder an inmate's ability to make an incident free adjustment to the community. Current service delivery programs for offenders are fragmented. The criminal justice system partner agencies must work with service and treatment providers to build a continuum of services. The plan calls for the State of Illinois to close the gap between offender needs and available services. Further, the State should standardize the implementation of accurate and comprehensive assessment of offender risk, need and responsibility. A continuum of interventions must be available to ensure that all components of the criminal justice system maximize opportunities for rehabilitation and reintegration of offenders into the community. The plan recommends that the State expand offender access to competent, effective, and comprehensive rehabilitative services, and expand service capacity to meet the needs of all offenders.

**The State must minimize the impact of victimization by ensuring the minimum provision of basic services to all victims of crime.** The plan identifies the need to strengthen and expand services to victims of crime to minimize the impact of victimization. A number of barriers to services are identified including the lack of childcare services for children of victims receiving services; gender difference between victim/service provider for crimes of a sensitive nature; a lack of housing options for domestic violence victims; familiarity of residents in rural areas and the lack of transportation in these areas; and the fact that some victims do not desire services from the criminal justice system. The plan calls for the State to strengthen and expand basic services to victims of crime, and develop additional services to minimize the impact of victimization. It also calls for action to ensure that the basic service needs of victims of crime are being met. The plan recommends that the most effective services be identified and strengthened. Priorities for specialized services should be developed only after basic services are fully sufficient. The plan suggests that non-traditional resources be identified to augment existing ones. The plan also urges that funding agencies work together to identify any duplication of efforts and gaps in services and to also use the funds in ways so they complement each other.

## **5. ACCOUNTABILITY**

There remains concern that accountability be a central principle in the justice system. First, the system must continually ensure that offenders are held accountable for their actions. Second, we must make sure that entity's are held accountable for their programmatic efforts to respond to critical issues and needs. Lastly, the system must be continually held accountable for its actions to citizens, particularly to crime victims. The advisory committees identified two (2) specific accountability issues in the plan.

**The Illinois criminal justice system should be held more accountable to crime victims.** The criminal justice system needs to be more accountable to victims and the community at large. Three primary issues were identified: the lack of awareness of victims' rights by criminal justice professionals and victims themselves, the lack of recourse for victims who believe their rights have been violated, and the need to hold the system accountable for its actions. The plan calls for the criminal justice system to be held more accountable to crime victims and the community at large. It identifies the need to collect data related to decisions made at both the law enforcement and prosecution levels and for the development of a strategy to ensure victims are informed of available services and educated about their rights. There is also a continuing need to educate the public and criminal justice professionals about victims' rights and the availability of victim services. Finally, the plan calls for the establishment of a system of recourse for victims who feel their rights have been violated.

**There needs to be a commitment on the part of Illinois' justice system stakeholders to change.** The identification of a statewide approach to public problem solving involving the community will support change. There is a need for criminal justice agencies in this State to recognize the community as a critical partner in identifying problems and developing solutions related to public safety. While several agencies throughout Illinois are already working closely with the community, it is important for all criminal justice agencies statewide to think more broadly to include the community as an equal partner. Non-traditional partnerships should be formed with groups such as residents, community groups, faith leaders, schools, social service providers, and the media. These entities should become permanent partners in the actions, policies, and philosophies of the criminal justice system. In addition, involving the community as a stakeholder will challenge traditional thinking about how the criminal justice system operates, and agencies that embrace the philosophy may have to commit to "systems change." The plan identifies several components of successful community capacity building efforts:

- ***Assessing the Community.*** The assessment of a community includes collecting and analyzing data, identifying leadership, determining available resources, and examining community assets.
- ***Community Mobilization.*** Mobilization can occur through education, communication, and evidence that community participation will make a difference. Mobilization can begin when a community is provided with information in a way that is valuable and meaningful to it. It is necessary to inform the community and then get its input. The community must also be active in making choices because it is imperative that a community buys into proposed solutions. Further, the most affected people should lead the mobilization.

- ***Continued Outreach.*** Once solutions have been identified and programs have been implemented, key stakeholders must continue to have a presence in the community.
- ***Ongoing Assessment.*** Communities, as well as cooperating agencies, need to re-evaluate the community, re-assess the composition of an ever-changing population, observe who the program is reaching and who is not being helped, determine whether displacement is occurring, and revisit solutions. The community must engage in an ongoing self-assessment of the problems and solutions.
- ***Evaluation.*** Formal evaluation should be built into initiatives to assess whether programs have the intended effect.
- ***Coordinated System Response.*** Criminal justice agencies have a responsibility to make sure their responses enhance, not duplicate, existing efforts. Redundancy of efforts on the community level may create confusion and frustration.
- ***Training.*** Training, education and technical assistance are necessary for all of the stakeholders. Training will enhance stakeholders' ability and willingness to work collectively. Education and technical assistance can also teach communities how to play an integral part in planning and assessment.

The plan recommends that the Authority assume a leadership role in promoting the philosophy of community capacity building, and establish goals addressing CCB in a statewide criminal justice planning document. Further, the plan recommends that criminal justice agencies be encouraged to develop organizational philosophies that include the community as a stakeholder. It is also recommended that work continue toward the identification of a coordinated process that supports collaborative initiatives and problem solving solutions between stakeholders. Finally, the plan also suggests that an approach to public problem solving be developed that engages community stakeholders in a mutually beneficial inductive process.

## CONCLUSION

The plan identifies twenty-one criminal justice priority issues for the State of Illinois. Dozens of specific goals and objectives are set for each, and recommended action steps in the areas of research and evaluation, funding, legislation, policy and other strategic initiatives are articulated. This plan is intended to provide the Authority with a contextual backdrop for its deliberations on how its resources should be focused. It is hoped that all allied entities in the justice system and those serving crime victims and offenders will find the plan helpful for setting strategic priorities as well.

## **NEXT SECTIONS**

Part II of the plan describes the comprehensive planning process initiated by the Authority, which resulted in the development of the plan.

Part III of this document provides expanded discussion on each of the priority issues, goals and objectives, and makes specific and detailed recommendations regarding action steps in the areas of further research, legislation, and policy initiatives. These represent the input of the six (6) advisory committees.

Appendices to the document include references for works cited, background information on the Illinois Criminal Justice Information Authority including a detailed discussion of its administration of federal and state grant funds, and listings of the participants in the planning process.

## II. THE PLANNING PROCESS

### Background

The Authority charged its staff to develop a new comprehensive planning process to guide the administration of federal grant funds. The project, which was launched under the auspices of the Authority's Planning and Research Committee, resulted in this statewide plan. The plan identifies key priority issues, goals, objectives, and funding strategies, and also defines action steps necessary to achieve the goals and objectives in the areas of research, policy, and legislation.

### Criminal Justice Planning Assembly

Early on, the Committee decided that a highlight of this strategic planning project would be a Criminal Justice Planning Assembly. The goals of the initial Assembly were:

- to identify and describe, using data, current research findings and the experiences of expert practitioners, the most pressing issues presently facing the Illinois criminal justice system;
- to prioritize these issues; and
- to set statewide goals for each of the priority issues.

The first Assembly was held on June 8 and 9, 2000 at the Oak Brook Marriott in Oak Brook, Illinois.

### *Ad Hoc* Advisory Committee

The Planning and Research Committee instructed staff to form an *ad hoc* advisory committee to help plan the Assembly. This steering group was convened three times between March and May, 2000, and offered much valuable advice on aspects of the event including invitee identification, background material, pre-Assembly research and data collection, the Assembly agenda and program, potential keynote speakers, and other matters. The *ad hoc* advisory committee, in short, was instrumental to the organization and conduct of the Assembly.

About 200 policy-makers, practitioners, service providers, researchers, citizens, and government officials were invited to participate in the Assembly. One hundred forty-three persons agreed to attend and 135 actually attended, not including staff.

Prior to attending the Assembly, invitees received a workbook prepared by Authority staff with the input of the *ad hoc* advisory committee. The workbook contained a series of background papers designed to help invitees identify issues and problems. The material in the workbook was intended to present a broad statistical overview of crime, offenders, victims, and system responses by exploring several questions:

- What do we know about crime and offenders? Who are they and what have they done?
- What needs do offenders bring to "the system"?
- What services are available to address offender needs and problems?
- What happens to offenders in the system?
- What do we know about crime victims? Who are they?
- What services are available to address crime victim needs?
- What steps are being taken to prevent or reduce crime?
- What resources are available to respond to crime problems?

Based on the *ad hoc* advisory committee's review of the background papers at several meetings, the materials were revised and modified. Relevant background information was also summarized in the workbooks for discussion groups convened at the Assembly. Recipients of the workbooks were asked to consider several questions in preparation for the Assembly:

- What are the specific implications of the findings in the background papers for the invitee's agency?
- What additional issues/areas need further discussion or review?
- What are the implications for available federal and state grant funds? Where are additional resources needed?
- What goals/objectives for the state are recommended?

Participants in the Assembly articulated how issues discussed in the background paper impact different segments of the justice system, their impact in different geographic areas of the state, and the resources available (and/or needed) to address them.

### **Pre-Assembly Survey**

All persons invited to the Criminal Justice Planning Assembly were asked to complete a survey requesting them to identify critical issues in each of six broad topic areas: (1) drug and violent crime; (2) juvenile crime; (3) victims of violent crime; (4) offender services; (5) community capacity building; and (6) information systems and technology. Information compiled from this survey was used to frame discussion questions for the groups convened at the Assembly.

## Discussion Groups

Assembly discussions groups, as expected, raised many additional issues and questions, requiring further data collection, analysis and discussion. As a consequence, several post-Assembly advisory committees were formed and convened to:

- Follow up on areas identified as needing further inquiry;
- Review and discuss staff analyses of updated data, recent research and/or evaluation findings, current and past funding priorities, and other relevant information; and
- Consider additional public and professional input on the plan.

These committees each prepared reports, which form the bulk of this plan. The six (6) advisory committees included:

1. Drug and Violent Crime
2. Victims of Crime
3. Offender Services
4. Juvenile Crime
5. Community Capacity Building
6. Information Systems and Technology

## Professional Associations

In August of 2000, the Authority also convened a meeting of several professional associations to discuss and comment on the planning process, and the issues, goals, objectives, and action steps under development. The following associations were invited to participate in this discussion:

- Illinois Probation and Court Services Association
- Illinois Association of Chiefs of Police
- Illinois Sheriff's Association
- Illinois State's Attorneys Association
- Illinois Public Defenders Association
- Illinois Circuit Court Clerks Association
- Illinois Juvenile Officers Association
- Illinois Corrections Association
- Illinois Alcohol and Other Drug Abuse Professional Certification Association
- Illinois MEG and Task Force Directors Association

## **Governor Ryan's Summit on Gangs, Guns and Drugs**

Governor George H. Ryan convened a Summit on Gangs, Guns and Drugs on September 19, 2000, at McCormick Place in Chicago. Over 400 people took part in the event including state and local governmental officials, mayors, legislators, police chiefs, civic, business and community leaders, state's attorneys, circuit court clerks, judges, public defenders, neighborhood organizers and others from all areas of Illinois. The Summit was convened for two principal purposes:

- (1) To identify and affirm successful approaches to gangs, guns and drugs which are presently in place; and
- (2) To propose additional programs, policies or legislation which will improve Illinois' efforts to address problems associated with gangs, guns and drugs.

Governor Ryan addressed the opening plenary session by describing his administration's accomplishments in the areas of crime and criminal justice and reaffirming his commitment to ensure that crime problems are effectively and fairly addressed. The Illinois Criminal Justice Information Authority presented a comprehensive statistical portrait on crime and criminal justice trends in Illinois. Following the plenary session, attendees were divided into three groups for panel presentations focusing on gangs, guns and drugs which were coordinated by the Illinois Criminal Justice Information Authority, the Illinois Violence Prevention Authority, and the Illinois State Police. The panels included several topic expert presenters and discussants.

The three larger groups were broken into three workgroups to focus specifically on prevention, intervention and suppression. Staff from a number of state agencies facilitated these discussion groups which were focused on addressing four specific questions:

- (1) What is the state doing right and why?
- (2) What could be done better and why?
- (3) What else could/should be done in the areas of policy, program and legislation and why?
- (4) Should special consideration be given to urban, suburban or rural areas of the state? If so, what and why?

The discussion groups developed responses to these questions over a two and one-half hour period after which a final plenary session was convened and



discussion group reports were presented. Some of this information was also utilized in the development of this plan.

### **Other Input**

Authority staff have also worked to ensure that information and recommendations are shared between the Authority's planning activities and other similar efforts underway in the State, including those undertaken by other state and local governmental agencies as well as private organizations. Information on the planning process has been widely shared within the agencies represented in the various advisory committees as well.

### **Next Steps**

Input derived from all of these groups and activities has been taken into consideration in the development of this plan. The Authority's Budget Committee will be charged with designating implementing agencies for programs consistent with the funding priorities outlined in plan; action steps relating to the Authority's research and evaluation agenda will be overseen by the Planning and Research Committee; legislative initiatives will be considered by the Authority's Legislation and Regulations Committee; and, policy action steps will be considered by the Authority and staff will continue collaborative planning and coordination activities initiated in this effort.

Through the auspices of its Planning and Research Committee, the Authority will convene subsequent assemblies to review the work of the advisory committees and to review performance relative to the goals, objectives, and action steps articulated in the plan. Based on its consideration of the input of staff, public review and comment, and these *ad hoc* working groups, the Planning and Research Committee will oversee the refinement of the state plan for presentation and adoption by the full Authority.

The Criminal Justice Plan for the State of Illinois serves as a guide for ongoing policy development, resource allocation and administrative and legislative initiatives that is based on empirical data, research and expert opinion, and is the product of a collaborative planning process.

### **III. THE STATE CRIMINAL JUSTICE PLAN**

**T**he Authority's planning process was guided by a tremendous amount of research, data collection, professional input and consultation, highlighted by a two-day Criminal Justice Planning Assembly held in June, 2000 in which nearly 150 policymakers, service providers, researchers, private citizens, and government officials participated. Following the Assembly, six (6) advisory committees were formed and were convened several times to refine issues and develop the strategic plans articulated in this document. This section of the State Criminal Justice Plan is organized around the reports of these advisory committees:

- 1. Drug and Violent Crime**
- 2. Juvenile Crime**
- 3. Offender Services**
- 4. Victims of Violent Crime**
- 5. Community Capacity Building**
- 6. Information Systems and Technology**

Each section summarizes advisory committee discussion, information derived from data analyses, literature reviews and written input. Priority issues have been identified, and goals and objectives for each are recommended. Finally, specific action steps in the areas of further research, legislation, policy and other areas are presented.

## DRUG AND VIOLENT CRIME

The priority issues discussed in this section cover a variety of topics ranging from drug use and availability, to the differences in offenders violent in nature versus offenders committing crimes of passion or for financial gain.

The priority issues also include discussion about identifying factors that precipitate violence and drug use, the normalization of violence and drug use in our society, and the need to increase early intervention and prevention efforts.

The need to continue attacking the drug and violent crime problem from a multi-faceted approach is also emphasized. Advisory committee participants and data supported collaborative efforts, including metropolitan enforcement groups and task forces, as tools for combating drug and violent crime. These initiatives have reinforced the importance of sharing information among criminal justice agencies, as well as with communities where crime is occurring. Finally, these priority issues acknowledge the importance of reducing the recidivism of drug and violent crime offenders by preparing them for reintegration into the community.

### Priority Issue 1

**The criminal justice system must recognize the importance of collaborations and information sharing as they pertain to the reduction of drug and violent crime.**

Discussions in the Drug and Violent Crime Advisory Committee focused on the tools and partnerships the criminal justice system must employ to effectively reduce and control drug and violent crime. While violent crime offenses and rates have been decreasing since 1994, they remain higher than levels seen in the early 1980s. Reported violent Index offenses numbered 100,244 in 1998 (Figure 1), with a rate of 832 per 100,000 population. Conversely, reported offenses in 1982 were less than half the number reported in 1998, with 51,057 reported violent Index offenses in 1982 and a rate of 446 per 100,000. Despite the recent decreases in violent offenses, arrests for drug offenses are at their highest level to date, topping 107,145 in 1998. It is clear that arrests and enforcement alone will not deter drug use and violent crime as long as drug use is perceived as "cool" and violence continues to be a normal part of many communities.

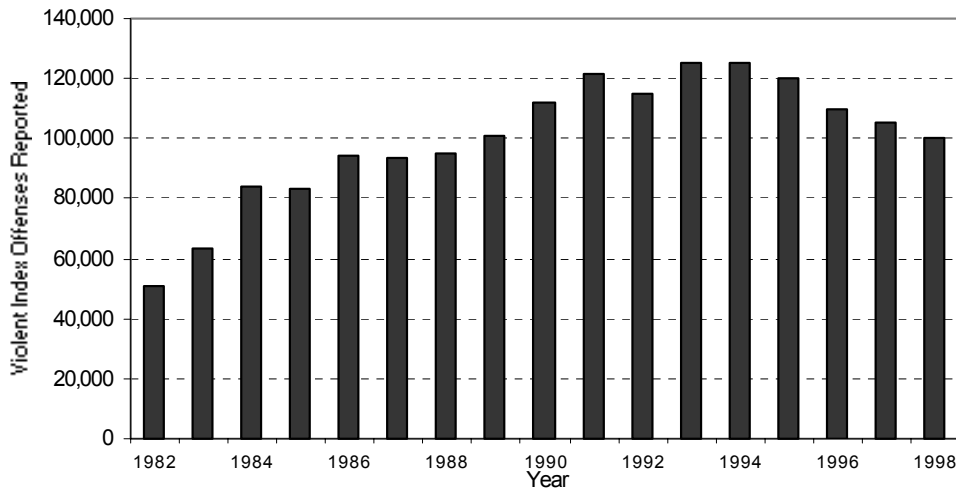
It was recognized that law enforcement efforts, particularly multi-jurisdiction efforts, are necessary to control crime and impact the supply and demand for drugs. The Advisory Committee noted that there is an infinite supply of people willing to sell drugs and as soon as an arrest is made, a replacement dealer will step in. There is also a strong demand for drugs, and therefore, a profit to be made selling them. The participants in the Advisory committee and pre-Assembly

survey results indicate that the State needs to continue current efforts that attack drug offenses from all levels. It is necessary to support a multifaceted approach, which makes local agencies responsible for targeting street-level sellers and possessors, metropolitan enforcement groups (MEGs) and task forces responsible for targeting mid-level sellers and dealers, and Federal agencies responsible for targeting high-level traffickers.

Although the need varies across the State, there was also a perceived need to

**Figure 1**

### Violent Index Offenses Reported in Illinois, 1982 - 1998



Source: Illinois State Police

engage the support of Federal agencies to effectively share information and prosecute certain cases. Participants in the Governor's Gangs, Guns and Drugs Summit also expressed the need to increase the collection and dissemination of information regarding all facets of the criminal enterprise. Information gathered from the across the entire spectrum of criminal justice agencies can yield efficient use of available resources for a rapid and effective response to criminal activity.

Those who enforce drug laws as part of MEGs or task forces stated that many of the people they apprehend are the most serious dealers because selling drugs is their livelihood. Survey results show that it is important to distinguish between drug addicts (those who use drugs and may commit other offenses while under their influence) and those who sell drugs and commit offenses to guard their market. For the latter offenders, it was felt that sanctions should be severe because these dealers are not deterred by short prison sentences. It was noted, however, that the corrections system might not have the capacity to deal with long sentences for lower-level drug law violators. Therefore, it is necessary to identify

and target enforcement efforts and sanctions to affect the most serious type of offender. The Advisory Committee discussed research from the Authority that shows many Class 4 felony offenders in IDOC, which are primarily drug offenders, are indeed an appropriate population to have in prison. This population typically has a number of prior offenses, and many of them are violent in nature. However, many committee members felt that incarceration is not the answer for all offenders and diversionary programs, such as work alternative programs, are best for low-risk offenders.

Regarding sentences and sanctions for violent offenders, the committee also noted that many non-violent offenses and property offenses are classified as higher level felonies than some violent offenses, particularly domestic violence offenses. During discussions, participants also expressed concern that judges may have too much discretion in sentencing offenders. Revising the Criminal Code was acknowledged as a possible solution for balancing the seriousness of an offense with the resulting sanction. Again, the issue was raised that the system may not be able to handle the influx of inmates if mandatory minimums are enforced or prison terms are increased.

The Advisory Committee felt that offenders really need to be better prepared to join society through increased education, employment opportunities, and positive and supportive influences. Offenders returning to the community after serving time in prison or while on probation need strong support systems to prevent them from recidivating. While the IDOC Pre-Start program provides pre-release services and post-release follow-up services for Illinois inmates, the committee felt that most releasees require a long-term, comprehensive and intensive support network. This system of aftercare emphasized the role of communities in working with offenders who return to society.

The Advisory Committee felt that prevention seemed to be the best way to deter crime, particularly drug-related crime. Participants felt that the system of law enforcement, prosecution and corrections is working for the most part by making arrests, enforcing laws and punishing offenders. The prevention aspect, however, also needs to be addressed by the criminal justice system. The Committee felt that it is important to pursue efforts that engage the community and other partners because prevention efforts often fall outside the purview of the criminal justice system, and law enforcement deals with a small portion of the population in need of treatment. Many discussants noted that problems with drugs and violence begin in the family and by the time an offender comes in contact with the criminal justice system it is really too late. Social agencies that deal with families must be alert to these risk factors and work on preventative efforts.

Community capacity building was noted as an important tool in efforts to control crime. There is a clear need to have the community involved, including faith-

based organizations, treatment, education and other social service providers. The criminal justice system and its professionals, can take a leadership role in forging these relationships. The discussion and survey findings pointed out some of the difficulties in promoting community involvement, including gang intimidation of the community and a tolerance of drug and violent crime. Discussion groups at the Gangs, Guns and Drugs Summit noted that communities need to be an equal partner in identifying problems and developing solutions to public safety issues.

It was also noted that violent crime task forces have been beneficial, and the success reinforces the importance of collaborating and sharing information to identify offenders. The notion of task forces was supported by the Authority evaluation studies of multi-jurisdictional task forces and by experiences of group participants. Programs that focus on one specific type of violence and enforce a no-tolerance policy against that violence can reduce not only the targeted activity but also other criminal activity. Sharing information with partnering agencies, such as probation, prosecution and law enforcement is necessary to identify the most serious offenders.

Gun-tracing technology was also cited as a powerful tool used to reduce violence. Participants indicated that some local law enforcement agencies utilize this technology through the Bureau of Alcohol, Tobacco and Firearms (ATF), however, many departments are not aware of the opportunity to access this technology. The use of gun tracing technology should be encouraged and available statewide because an immeasurable amount of violence may be prevented by seizing just one gun or tracing the use of one gun to a crime.

Finally, the Advisory Committee noted differences in the types of violent offenders. While some offenders are emotional or impassioned when committing violent offenses, others are simply predatory and violent in nature. Still others may have been raised in a community or family where violence is a norm. In conclusion, more information on offenders is necessary to identify factors contributing to their behavior, and to determine who should be targeted for treatment. The Advisory Committee reiterated the need for pre-sentence investigation reports, risk factor assessments, and the sharing of information between social service providers and the criminal justice systems, particularly for juveniles.

The following goal, objectives and action steps were established to address drug and violent crime:

- A. Goal:** Increase the ability of the criminal justice system, community, and other partners to more effectively reduce drug and violent crime.

1. **Objective:** Increase the utilization of firearm tracing technology, and the investigatory and prosecution efforts associated with gun-related cases, to better impact the illegal firearm markets throughout Illinois.
  - a. **Research Action Step:**
    - Determine whether utilizing firearm tracing technology has an impact on illegal firearms markets.
  - b. **Policy Action Steps:**
    - Increase the information available in the ATF gun-tracing database by encouraging law enforcement agencies to complete and submit necessary paperwork for gun-related incidents.
    - Make local law enforcement agencies aware of gun tracking capabilities and encourage them to utilize the available technology.
  
2. **Objective:** Continue the support and operation of Illinois' multi-jurisdictional drug and violent crime enforcement units to maintain the ability of the system to identify, approach, and prosecute offenders.
  - a. **Research Action Steps:**
    - Assess the resources multi-jurisdictional units are expending on the methamphetamine problem to determine if units need additional support to address the problem.
    - Determine the impact of disposing of hazardous materials from methamphetamine labs.
  - b. **Funding Action Step:**
    - Encourage local departments to participate in multi-jurisdictional drug units by increasing the availability of funds to support personnel costs.
  - c. **Policy Action Step:**
    - Encourage the development of multi-jurisdictional violent offender task forces.

3. **Objective:** Increase communication and collaboration between local, state, and Federal agencies to ensure that the most serious offenders can be identified, incarcerated or monitored appropriately.
  - a. **Funding Action Step:**
    - Seek general revenue funding for diversionary programs for the less serious offenders.
  - b. **Policy Action Step:**
    - Enhance communication between probation and police officers to ensure awareness of each others' statutory powers.
  - c. **Legislative Action Step:**
    - Explore opportunities to modify the Illinois' Criminal Code in order to ensure a balance between the seriousness of an offense and the resulting sanction.
  
4. **Objective:** Identify and target the most serious, repeat and dangerous offenders.
  - a. **Research Action Steps:**
    - Determine whether it is possible to improve on existing mechanisms (i.e., most wanted lists, etc.) for targeting these offenders.
    - Analyze pre-sentence investigation reports for violent offenders and examine risk factors, and communicate these to the criminal justice system.
  
5. **Objective:** To forge better partnerships between criminal justice agencies and “the community,” including religious organizations, treatment, education, and other social service providers, particularly with respect to prevention efforts.
  - a. **Research Action Step:**



- Identify model programs that promote community partnerships.
6. **Objective:** Build partnerships with criminal justice agencies and the community to address aftercare.
- a. **Research Action Step:**
- Determine effectiveness of aftercare on recidivism.
- b. **Funding Action Step:**
- Identify funding resources to support community involvement in reintegrating the offender into the community.
- c. **Policy Action Step:**
- Require tracking of clients in aftercare.

### **Priority Issue 2**

**The criminal justice system must recognize the differences in needs and resources for the various regions of the State.**

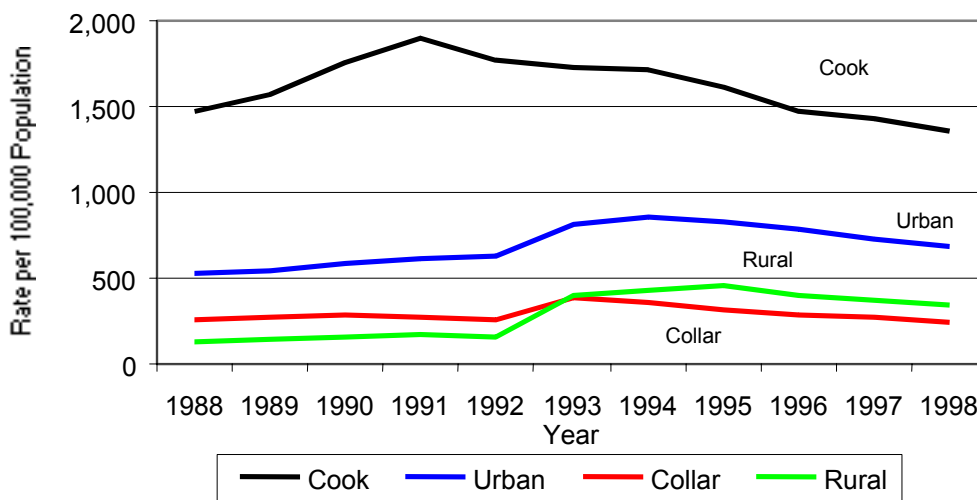
The Drug and Violent Crime Advisory committee also discussed the differences in crime, resources and responses as they related to rural, suburban and urban areas of the state. Discussants addressed the differences in the arrests made in suburban areas and those made in Chicago, as well as a disparity in arrests of minorities. The circumstances of a crime, such as dealing drugs on a street corner (which is more likely to happen in inner cities), as opposed to dealing drugs in someone's home (perhaps more likely in suburban areas), affects the likelihood of an arrest being made. In addition, while some may feel that the system targets minority or low-income areas with enforcement efforts, many communities want those enforcement efforts there to address violent crime and street corner drug activity.

Regarding treatment, there are a number of logistical issues involved. The Advisory Committee mentioned that many offenders fail in treatment because they lack the transportation needed to participate. Should parole or probation be revoked because of this? Rural areas especially have problems with having

appropriate treatment services and transportation for offenders. The group felt that programs should either provide tokens for public transportation or provide a mechanism for transportation in rural areas to assure offender access to treatment.

Also, regarding gun ownership, it was pointed out that attitudes toward guns vary across the state. In many downstate areas, juveniles own firearms for hunting and sport, and firearm violence is not as prevalent there — however, other forms of violence are. If a gun is available, it may be used for violence, but if not, another weapon will be used. The committee also discussed the normalization of violence in some communities and the media and how it is commonplace now to go beyond an average use of force in fights and confrontations.

**Figure 2**  
**Violent Index Offense Rate in Illinois**  
**by Region, 1988 - 1998**



Source: ICJIA Calculation Using Illinois State Police and U.S. Census Bureau Data

Domestic violence also was discussed, along with its impact on children who witness it and how it precipitates the cycle of violence. Especially in rural areas, it may be difficult to contact law enforcement for help in a domestic violence situation, either because the victim is afraid to let everyone know of her situation in a small town or police may not take domestic violence offenses seriously. And, once a victim leaves a domestic violence situation, it may be particularly difficult in rural areas to reach victim services, find alternative housing, and obtain job skills to support a family. It may also be easier for an offender to locate a victim in a rural area.

The nature and volume of crime is different in rural areas versus urban areas (Figure 2). Attitudes toward gun use and the levels of drug use and violence

differ, although they still remain problems. A solution for one area may not fit for another. As attitudes toward domestic violence and gun use, and access to intervention sources vary in different regions of the state, solutions must take these variations into account to be successful. There needs to be recognition that while the violent crime in rural communities may be different from that experienced in large jurisdictions, it needs to be addressed just as much as crime in urban areas. Due to the lack of resources in rural communities, investigating and prosecuting violent and serious drug crimes may be more difficult.

Furthermore, violent crime rates in rural areas have surpassed those in the collar counties surrounding Cook since 1993. State maps that displayed the number of OASA programs with the number of treatment admissions and drug arrests (as an indicator of need) show that while those counties with the most arrests and treatment admissions have a majority of the programs, many rural counties that indicate a high need for services have few programs. The value of a needs assessment was discussed to better understand the nature and level of violent crime and drug use, what resources are currently addressing them and where gaps are seen. Also, it was felt that state-level policy decisions regarding the criminal justice system focus on the more populous northern part of Illinois, and jurisdictions outside of Cook County do not have a voice.

- A. **Goal:** To increase the ability of rural jurisdictions throughout Illinois to effectively respond to and address substance abuse and violence.
  - 1. **Objective:** To ensure that appropriate investigatory, court, correctional and treatment services are available to offenders throughout Illinois.
    - a. **Research Action Steps:**
      - Identify gaps by assessing the capacity and availability of resources in local jurisdictions for responding to offenders, including assessment, monitoring, treatment and sanctions.
      - Conduct a needs assessment in rural areas that utilizes information from the criminal justice system, public health, and elected officials. This assessment should evaluate the services available for meeting those problems; services needed to properly address those problems; and practical issues to be dealt with – such as public transportation, a limited local tax base, and absence of treatment providers. Assessment of available services should cover a wide range of services.

- Continue to gather information from other agencies on what is currently available.

**b. Funding Action Step:**

- Identify funding for a needs assessments.

**c. Policy Action Step:**

- Conduct a routine needs assessment every five years.
- Increase opportunities to gain input from rural jurisdictions on criminal justice policy, such as convening meetings and trainings in locations accessible to rural participants.

## JUVENILE CRIME

The Juvenile Crime Advisory Committee identified several critical issues, including a lack of information, the need to better understand and utilize information about factors which may predict future delinquency, how juveniles with mental health needs are handled, the fragmentation of current service delivery systems, and the decentralization of funding provided for the juvenile justice system. Committee members identified several key goals, objectives and specific action steps to address these issues.

### Priority Issue 1

**The State of Illinois lacks critical information about juvenile offenders and the juvenile justice system.**

The Juvenile Crime Advisory Committee identified critical information needs in the following two (2) areas:

- (1) individual case-level information on juvenile offenders or those at risk of offending, which is necessary to support informed case-processing, placement, and treatment referral decisions; and
- (2) aggregate-level statistical information on the characteristics of juveniles at various stages of juvenile justice processing and those at-risk, to support research, evaluation and other policy analysis, and program planning efforts.

The Advisory Committee initially discussed the fact that the lack of case-level information, and the lack of information sharing between agencies, impedes efforts to coordinate juvenile justice services and to make informed, appropriate decisions regarding “at-risk” youth. The sharing of information would allow treatment providers to more efficiently determine the level and type of services needed by avoiding redundancy of service and conflicts in treatment approaches. It would eliminate the need for multiple agencies serving a single juvenile to collect the same information, and ensure that children do not fall through the gaps in service delivery systems.

For juvenile offenders who are arrested and enter the juvenile justice system, there is no comprehensive statewide data on each contact with police, the courts, probation, detention, corrections, and service programs. Although the state’s criminal history record system represents a mechanism for such information, it has not yet produced the type of comprehensive criminal history transcript needed to support detention and placement decisions, juvenile court case dispositions, and treatment/program referrals. The members discussed the fact that this lack of information is much more than a technical issue; it strikes at the heart of juvenile justice policy by challenging laws and practices.

There were also concerns about confidentiality discussed by the Advisory Committee. Agencies that exchange juvenile record information must now follow federal, state, and local statutes concerning the collection, maintenance, and release of information. Illinois statutes, in particular, have long been grounded on the philosophy of *parens patrie* (e.g., the State acting as parent in cases of delinquency), which carries an overriding concern for the ability of juvenile offenders to leave their troubled pasts behind them, and not be limited in later opportunities for schooling, employment, and other normal life activities.

The concern of the committee was that the current confidentiality statutes did not support the changing nature of juvenile justice under balanced and restorative justice (BARJ). This philosophy introduces elements of youth accountability and capacity building, and encourages individualized case decisions that consider the totality of circumstances surrounding each delinquent offense and offender. These decisions, as well as prevention efforts directed at “at-risk” youth, are to be carried out with greater community-based involvement. Sound decision-making is therefore predicated on the availability of more complete information surrounding the juvenile justice, mental health, and school history of the youth as well as family members.

Committee members discussed the fact that aggregate-level data collected from criminal justice statistical repositories have been insufficient to support most policy-related research, and state-level planning is undermined by the poor quality of data that does exist. While local police, courts, probation departments, and detention centers regularly submit statistics to state agencies, the information generally provides little detail. This is partly due to the fact that repositories such as the Illinois State Police's uniform crime reporting (UCR) program and the Administrative Office of the Illinois Courts (AOIC) court statistics are set up to capture only basic measures of offenders and case volumes at various stages of the juvenile justice system. They were not designed to provide data resources to support policy analysis, program evaluation, and other types of research. State repository agencies are also reluctant to impose stringent reporting requirements on local reporting agencies, which could divert them from their primary operational responsibilities.

There has been a substantial amount of literature relating to the issue, primarily through the Office of Juvenile Justice and Delinquency Prevention (OJJDP). A recent Juvenile Accountability Incentive Block Grant (JAIBG) Bulletin (JAIBG Bulletin: Establishing and Maintaining Interagency Information Sharing: March 2000) summarized the issues and described a strategy for implementing an effective juvenile information-sharing system. The report provides strategies and sources for the development of information-sharing programs, details the functional requirements for effective and efficient programs, and identifies policy concerns and key issues in the implementation and maintenance of information-sharing programs.

The JAIBG Bulletin also contains detailed discussions of several key issues to be considered by agencies building collaborative information-sharing programs. These include possible legal restrictions in federal and state laws, the need for an evaluation system to determine the effectiveness of the information-sharing program, and potential barriers to successful programs. The report cited several successful programs of this type and found that program success depended on the completion of several functional requirements: identifying appropriate partners, establishing program goals, focusing on intervention and prevention, developing a common framework, knowing the law, communicating frequently, providing technical assistance, and developing a computerized information-sharing system.

It was the consensus of the Juvenile Crime Advisory Committee that the action plans for attaining each of its recommended goals and objectives must primarily occur through a comprehensive, collaborative, community-based mechanism of assessment and program development. Therefore, each action step should be considered from the perspective of a county-level or regional planning body [such as a juvenile justice county council or Local Area Network (LAN)], that is setting out to implement this type of locally-based response mechanism to juvenile offenders and other at-risk juvenile populations.

**A. Goal:** The State must have high quality data about juvenile offenders that allows for informed decision making at the individual case level, as well as informed juvenile justice laws and policies.

**1. Objective:** Create and maintain a centralized and integrated reporting system that links juvenile justice agencies, schools, and treatment providers, and uses a common language.

**a. Research Action Step:**

- Create a project advisory board to develop a list of the basic elements – those which at a minimum need to be collected by all agencies, as well as other operational parameters to be part of the integrated reporting system. The Authority’s role would be to research issues related to data quality, record confidentiality, and legal issues, and to convene interdisciplinary groups to develop and oversee the project.

**b. Funding Action Steps:**

- Provide incentives for agencies to integrate information systems (i.e., grant funds for software programs such as

records management, word processing, database, e-mail, and spreadsheets).

- Identify funding for the training of users of the integrated reporting system.
- Identify funding to afford a mechanism for the accuracy of data/information maintained to be challenged and, if appropriate, removed from the system or record repository.

**c. Legislative Action Steps:**

- Explore legislation that gives the responsibility for coordinating the project to a central authority.
- Explore legislation that gives local agencies the authority to collect or share certain information.

**d. Policy Action Steps:**

- Institute policies that establish uniformity in the way juvenile-related data are collected and exchanged.
- Institute policies that put into place “firewalls” that, where applicable, limit data access.

**B. Goal:** Enhance the facilitation and exchange of information while safeguarding privacy rights.

**1. Objective:** Ensure that confidentiality laws and policies are consistent with the early intervention and community-based prevention objectives in the Illinois Juvenile Justice Reform Act.

**a. Research Action Steps:**

- Develop an understanding of the safeguards and barriers that currently exist surrounding confidentiality (e.g., mental health codes, safety issues, perceptions that the juvenile justice system can’t help, schools trying to protect their image), including health and mental health data residing with private sector agencies.



- Use research to focus attention on what is best for kids, the system’s mandate to provide “second chances”, and the role of juvenile record information in meeting those objectives.

**b. Funding Action Step:**

- Identify funding for a booklet that educates agencies on which types of record exchange is legal, which is not, and what needs to be changed.

**c. Legislative Action Steps:**

- Develop and support legislation that gives agencies information-sharing privileges if they are participants in local assessment centers, which bring together the fragmented elements of service delivery in a collaborative, timely, cost-effective, and comprehensive manner.
- Explore whether legislation is needed to change confidentiality provisions in codes including but not limited to, the Juvenile Court Act, Child Care Act, Mental Health Code, etc.

**d. Policy Action Step:**

- Develop policies that govern who has access to specific information, when they should receive that information, and consequences for not following such policies.

**e. Other Action Steps:**

- Encourage “buy-in” from all juvenile justice and other related agencies regarding the value of sharing information to make the system work better for children.
- Distinguish between practices that are better for institutions versus better for kids.

## Priority Issue 2

**The State must recognize the importance of identifying and responding to risk factors as a delinquency prevention measure, and understand that failure to do so can increase the likelihood that a juvenile will offend or re-offend.**

The Advisory Committee members noted the importance of juvenile justice agencies being aware of what risk factors are associated with delinquency and other subsequent problems, and how to determine if a child is experiencing them. They specifically noted the importance for school personnel, health care workers, and others who deal with youth being able to identify these problems and intervene prior to criminal justice system involvement. In particular, the committee members noted that there is a need to use the resources of educational institutions more efficiently in terms of their role in early identification.

The committee members stressed the need for schools to provide not only traditional academic classes, but also character development, mediation skills, parenting skills (both to teens and to their parents), and anti-gang programs, and other programs that enhance protective factors serving to mitigate risk.

The discussion focused on the fact that early intervention is more effective and less costly than later intervention, and will minimize the need for long-term treatment. It will also help prevent future delinquency, drug abuse, and other maladaptive behavior. The discussion also focused on the need to provide interventions that treat not only the individual youth, but family members as well, particularly with regard to their parenting and socialization roles. They discussed the need to also consider the role of the community in shaping the youth's behavior, and whenever possible, to employ home visits in the treatment process, in order to assess these family and community factors.

The committee members also discussed the fact that certain risk factors – poverty, unemployment, poor schools – were systemic in nature, that whole sectors of the population were affected, and reducing those risk factors would be a formidable task.

There is a wealth of research that has been generated in this topic area, particularly during the past five years. OJJDP recently brought 22 researchers together for two years to analyze current research on risk and protective factors and the development of serious and violent juvenile offending careers.

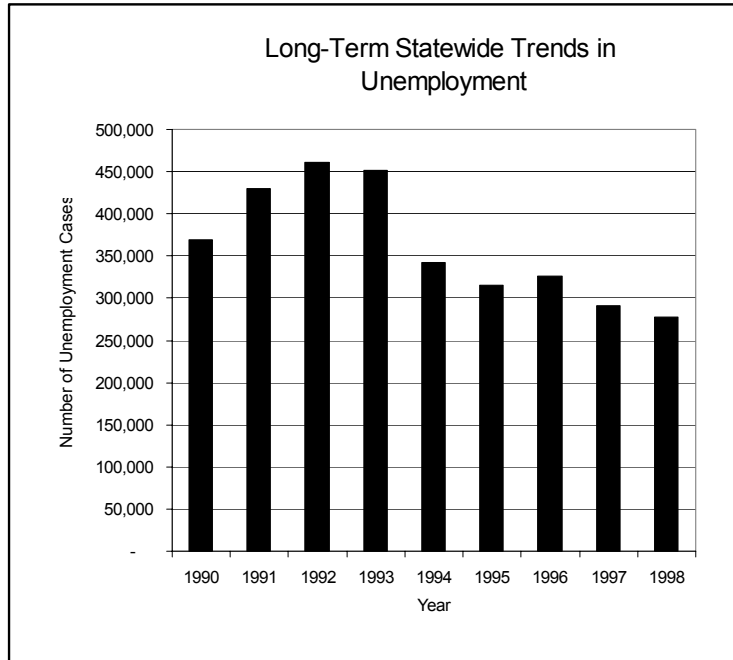
In addition, 66 studies of the predictors of youth violence were examined in a meta-analysis by M.W. Lipsey and J.H. Derzon in 1998. These research reviews have resulted in the identification of 27 risk factors organized into five domains:

1. *Individual factors* include pregnancy and delivery complications, low resting heart rate, internalizing disorders, hyperactivity, aggressiveness, early initiation of violent behavior, involvement in other forms of anti-social behavior, and beliefs and attitudes favorable to deviant or anti-social behavior.
2. *Family factors* include parental criminality, child maltreatment, poor family management practices, low levels of parental involvement, poor family bonding and family conflict, parental attitudes favorable to substance abuse and violence, and parent-child separation.
3. *School factors* include academic failure, low bonding to school, truancy and dropping out of school, and frequent school transitions.
4. *Peer-related factors* include delinquent siblings, delinquent peers, and gang membership.
5. *Community and neighborhood factors* include poverty, community disorganization, availability of drugs and firearms, neighborhood adults involved in crime, and exposure to violence and racial prejudice.

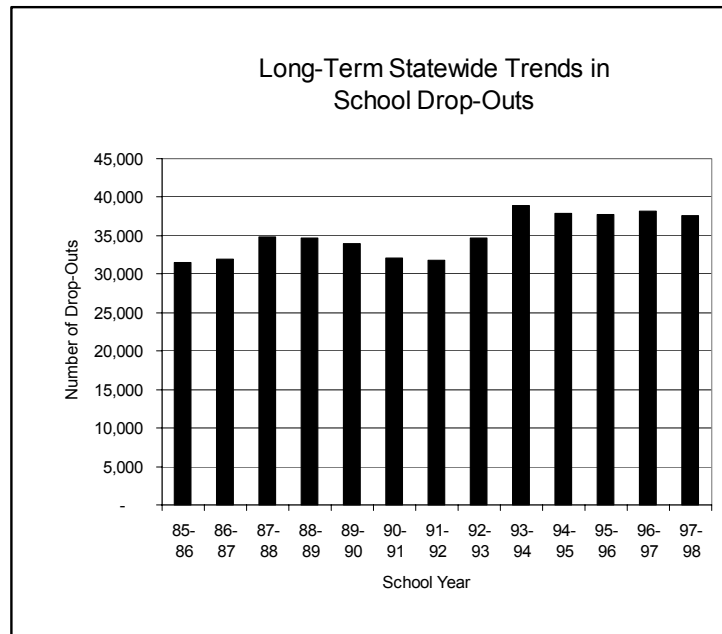
The Authority has also presented recent statewide trends for specific risk factors in its publication *Juvenile Crime and Justice System Activities in Illinois: An Overview of Trends*. In most instances, statewide risk indicators have abated in recent years.

- The number of statewide unemployment cases has also been on the decline since 1992 (see Figure 1).
- School drop-outs have been on the decline since the 1993-94 school year (see Figure 2).
- Between State fiscal years 1995 and 1998, both reported and verified cases of child neglect decreased (see Figure 3).

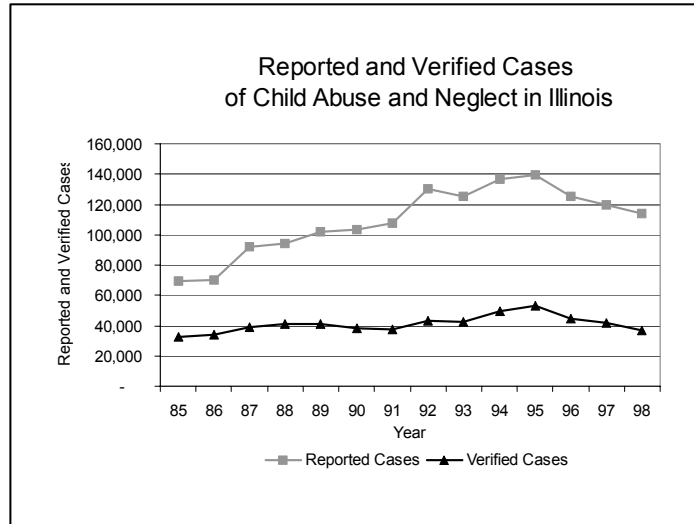
**Figure 1**



**Figure 2**



**Figure 3**



- A. **Goal:** Continue to emphasize the importance of identifying and addressing factors that may lead to delinquency prior to a youth's involvement in the juvenile justice system.
  - 1. **Objective:** Provide practical information to all those who deal with youth on how to recognize risk factors and how to respond to them in an effective way.
    - a. **Research Action Steps:**
      - Encourage a collaboration between the Authority, and the Department of Human Service (DHS), Division of Community Health and Prevention to accomplish a research agenda, which is designed to:
        - Identify the specific factors that lead to delinquency.
        - Identify effective programs that offset risk factors.
        - Examine and document training already in place on identification of risk factors.
        - Identify programs for station adjusted youth based on risk factor assessment.

- Identify effective programs for selected population groups.
- Study the potential negative effects of labeling youth as "at-risk" or "in-need".

**b. Funding Action Steps:**

- Identify funding opportunities for training and cross training of different groups and agencies to ensure that there is a common understanding of risk and protective factors by those who are in a position to observe and respond to those factors.
- Tie service provider funding to the use of risk factor assessment in determining client/community needs.

**c. Policy Action Steps:**

- Encourage the development of appropriate policies relying on a common understanding of risk and protective factors in agencies that are in a position to observe and respond to those factors.
- Use risk and protective factors as a checklist to involve youth in the most relevant treatment option.

**2. Objective:** Make better use of the educational system's resources in the prevention of delinquency.

**a. Research Action Steps:**

- Identify effective school-based prevention programs, and survey those programs with the cooperation of school officials to gain an understanding of need.
- Research ways to reduce the use of the juvenile justice system for school-related discipline issues.
- Determine how best to help schools become a place where risk factors can be identified and preventive factors promoted.
- Examine the role of "youth development" programs in schools.
- Publish, from the above assessment activities, a "best practices" report from ICJIA and the Illinois State Board of

Education (ISBE), with assistance from DHS, IJJC, and local law enforcement agencies.

**b. Funding Action Steps:**

- Coordinate funding for school-based programs with ISBE.
- Identify funding to train educators so they better understand how to identify and respond to risk factors without stigmatizing youth.
- Identify funding to expand effective school-based programs.
- Make the education community aware of out-of-school resources available to assist them in prevention programming.

**c. Legislative Action Steps:**

- Develop and support legislation that establishes a social skills curriculum with lesson plans for all school districts.
- Develop and support legislation that establishes more occupational training in the schools.

**d. Policy Action Steps:**

- Establish policies that increase youth exposure to and development of social skills, character development, and mediation skills.
- Establish policies that encourage the teaching of parenting skills to families of children who present at-risk behaviors for violence at school.
- Promote policies that facilitate anti-gang programs at schools.

**B. Goal:** Problem behaviors should be addressed before juveniles become entrenched in the juvenile justice system.

**1. Objective:** Develop a treatment strategy that centers on the family.

**a. Research Action Step:**

- Identify effective family-centered, community-based prevention programs that address risk factors.

**b. Funding Action Step:**

- Require family-centered treatment be a component to be addressed by any proposal for funding services for youth.

**c. Legislative Action Step:**

- Explore legislation that changes the Illinois Medicaid law so that family treatment would be reimbursed for psychologists, social workers, and counselors.

**e. Policy Action Steps:**

- Establish policies that promote multi-modal strategies that include family therapy, preferably in the offender's home, as a condition of probation.
- Establish policies that include, wherever possible, extended family members – especially grandparents – in probation monitoring and supervision of a child's behavior.
- Establish treatment policies that emphasize the role of both immediate family and the community as they impact the youth's behavior, and that strengthen inter-personal relationships and social affiliations with family and community.
- Develop policies that recognize the need for alternative living arrangements if the family provides a harmful or dangerous environment for the youth.

**f. Other Action Steps:**

- Promote the perspective that delinquency may be a symptom of family dysfunction.
- Develop community and family support counselors who have contact with a network of family-centered treatment service providers.



- Utilize family visits as an opportunity to report on youth behavior within detention centers so parents can support staff recommendations for particular values and principles for behavior.
- Establish policies that incorporate strategies that recognize the youth and siblings as future parents.

### **Priority Issue 3**

**The State's handling of juveniles with mental health needs must be improved.**

Youth with mental health and other special needs, including educational, medical, drug dependency, females, crime victims, abuse and neglect victims, often come into the juvenile justice system because there is nowhere else for them to go, even though they would be better served by other systems.

The advisory committee members felt that youth with mental health problems would be better served by the health care system, especially when they require residential treatment. Unfortunately, treatment programs often do not want to accept these cases until they are "stabilized" or reach conclusion in the court system. In addition, they may not have room for additional youth in their program. As a result, the parents or guardians will rely upon the juvenile justice system once the problem behavior manifests itself in lawbreaking activity. The committee discussed the possibility that at these early stages of delinquency, the youth may be in the "wrong" system. Members felt that decisions should be made based on which system is best equipped to help the youth rather than which system is the most convenient in which to place the youth. Advisory committee members felt that another important factor is cost. Private facilities are expensive, and may be unaffordable to either the parents or the community.

Recent research reports by OJJDP have highlighted the fact that a large number of juvenile delinquents have mental health disorders and substance abuse problems, and a high percentage also have conduct disorders (OJJDP Fact Sheet #82: Mental Health Disorders and Substance Abuse Problems Among Juveniles: July 1998). The research report recommends four steps:

- (1) Supporting research and data collection. OJJDP is contributing to a multi-year National Institute of Mental Health (NIMH) study of substance abuse, anti-social behavior, and various treatment programs for children with attention deficit/hyperactivity disorder.

- (2) Assessment of juveniles when they first come into contact with the juvenile justice system. OJJDP is promoting assessment center models which currently operate in Orlando, Florida and Golden, Colorado.
  - (3) Increasing the number of quality treatment programs in the community and in juvenile institutions.
  - (4) Focusing on juveniles who are at-risk for delinquency rather than those already in the system.
- A. Goal:** Serve juveniles with mental health and other special needs in the most appropriate system given their specific needs.
- 1. Objective:** Seek alternative treatment approaches for special needs youth, centering treatment around the family whenever possible.

**a. Research Action Steps:**

- Identify model family-centered programs for treatment of youth with mental health and other special needs.
- Develop a better understanding of the systems that are best equipped to facilitate services to special populations.
- Examine the barriers to families seeking therapy for special populations.
- Identify how to best assess mental health and other special needs.
- Research the effects of exposure to sexual and domestic violence on the likelihood of future delinquency/criminal behavior.
- Evaluate the possible negative effects of mental health labels on juveniles (e.g., BD-Behavior Disorder, LD-Learning Disabled, etc.) and look for solutions that do not just include medication.

**b. Funding Action Steps:**

- Identify funding for assessment centers or other mechanisms that routinely supply the courts with remedial

recommendations.

- Fund follow-up services for children, linked to community-based therapy to monitor progress.
- Fund generalized and regular local planning meetings (e.g., LANs, Juvenile Justice Councils) on common concerns over special populations.

**c. Legislative Action Steps:**

- Develop and support legislation that establishes parity of mental health coverage with medical coverage in health insurance policies.

**d. Policy Action Steps:**

- Develop policies that promote the use of multi-modal and multi-disciplinary therapy for special populations.
- Develop special units in juvenile probation with trained probation officers, social workers and psychologists to work with clients with special needs.
- Develop policies that develop linkages in juvenile detention centers to health and mental health services in the community.
- Develop policies that allow for comprehensive wraparound services for all clients of DHS, not just DCFS wards.

**B. Goal:** To make accessible, on an equal basis, programs that address problem behaviors of special populations.

**1. Objective:** Establish adequate resources for community-level responses, including affordable treatment programs.

**a. Research Action Steps:**

- Conduct focus group research to clarify community service needs.
- Examine if privatization of mental health services is less expensive than in-house programs.

**b. Funding Action Steps:**

- Provide additional resources for programs that serve juvenile sex offenders and juvenile sexual assault/abuse victims.
- Identify available funds for programs targeting “curiosity” fire setters and other juvenile arsonists.

**c. Legislative Action Steps:**

- Develop and support legislation for full health coverage for all children modeled on Medicare.
- Develop and support legislation that results in reimbursements to cover services from community-based agencies, not just state agencies.

**d. Policy Action Steps:**

- Develop policies that provide therapy on demand for pregnant mothers with substance abuse problems, and for children with substance abuse problems.

**C. Goal:** Enhance follow-up capability for juveniles who have completed treatment programs.

**1. Objective:** Establish more regular, comprehensive, collaborative assessments of youth within the juvenile justice system – especially regarding past and present risk factors and special needs.

**a. Research Action Step:**

- Identify best practices, including the identification of state of the art assessment tools.

**b. Funding Action Step:**

- Identify funding for assessment centers for minors referred to the juvenile court, and which can perform follow-up monitoring.

**c. Policy Action Steps:**

- Develop a policy that requires health and mental health assessments for all youth in detention and youth on probation.
- Develop policies that increase the use of living skill assessments to prepare teens for independent living.

#### **Priority Issue 4**

#### **Current service delivery systems for juveniles are fragmented.**

This issue deals with the problem of different agencies responding to various components of a youth's problem behavior or delinquency, without sufficient coordination in the development of a treatment plan or in the actual delivery of services. There is a need for a collaborative and multi-disciplinary response to troubled youth.

Advisory committee members discussed the problems associated with the fragmentation of service delivery. Specifically, many programs do not know what treatments or interventions other programs are offering, and there is often duplication of services and large gaps in other services. The committee felt that a continuum of services is more cost-effective than a piecemeal approach, and would ensure fewer gaps in services and fewer turf battles between agencies. They acknowledged, however, that problems in coordinating services were rather substantial. Different care providers often operate with differing terminology in characterizing underlying problems to be addressed in treating the youth and his/her family. Also, there is generally no single lead agency to define the respective roles of the others. The problems are further exacerbated by breakdowns in the sharing of information about individual youth. Committee members also anticipated difficulties in establishing partnerships in which agencies with different philosophies co-exist without any one agency co-opting the others, especially when some are dependent on others for funding. Another challenge involves creating a response mechanism that is supposed to be community-based and "of the people", and not a creation of state agencies and institutions.

Very little research has been found which delineates this issue. There have been several articles highlighting the notion of "wraparound services", which are intended to provide this continuum of services stemming from a centralized and comprehensive needs assessment. In particular, Wraparound Milwaukee has been cited as a model program of this type (Juvenile Justice: Journal of the Office of Juvenile Justice and Delinquency Prevention: Vol. VII, No. 1, pp. 14-23)

- A. Goal:** Create partnerships between agencies that deal with juveniles, including criminal justice agencies, education, mental health, social services, faith-based institutions, and neighborhood groups.
- 1. Objective:** Support, encourage, and market multi-disciplinary responses by juvenile agencies, and pooling of resources.
- a. Research Action Steps:**
- Evaluate multi-systemic responses to juvenile delinquency.
  - Identify predictors of success and failure in creating multi-disciplinary partnerships.
  - Examine the effectiveness of peer courts.
- b. Funding Action Steps:**
- Increase funding for non-profit agencies that provide services within juvenile justice agency operations (i.e., substance abuse services for juvenile detainees, or placement services for wards of the court/probationers).
  - Predicate funding for treatment services for delinquent and at-risk youth on real multi-disciplinary collaboration, not simply letters of support or endorsement between agencies.
  - Identify resources for community-based, multi-disciplinary responses to delinquency.
  - Identify funding for mentoring programs.
- c. Policy Action Steps:**
- Develop policies that encourage the development and implementation of a complete and seamless model treatment approach with all agencies involved.
  - Develop policies that encourage the creation of a case management system for youth at early stages of contact with police.

- Develop policies to utilize a standard assessment tool so that resources are targeted to youth at greatest risk.
- Develop policies that emphasize models of restorative justice and agency participation in restorative justice planning meetings.
- Support the use of university/college interns in service provision and for other volunteer roles.

**B. Goal:** The juvenile justice process should include greater community involvement.

**1. Objective:** Support and encourage community input on program planning and allocation of local resources.

**a. Research Action Steps:**

- Examine models and general theoretical approaches for local involvement in program planning.
- Examine how community organizing is currently done in selected test site locations, and how funding is generated.

**Priority Issue 5**

**The State should decentralize funding for juvenile justice projects and encourage collaboration.**

The State should coordinate funding and encourage the juvenile justice and service delivery systems to fund collaboratively instead of individually. Local entities should have greater input on decisions about funding.

The Juvenile Crime Advisory Committee members discussed the need for agencies and programs to pool their resources in order to be as effective as possible and get the most benefit from funding sources. They discussed the fact that this process should begin with coordination among the state agencies that administer federal block grant funds and that take primary responsibility for programming efforts in criminal and juvenile justice (the Illinois Criminal Justice Information Authority and the Illinois Juvenile Justice Commission), in crime prevention (the Illinois Violence Prevention Authority), and in provision of treatment services (the Illinois Department of Human Services). This would

represent a starting point, from which local community groups could then identify local sources of funding.

**A. Goal:** The State must make efficient use of funds available for juvenile justice.

**1. Objective:** Reduce the constraints on funding eligibility.

**a. Funding Action Step:**

- Focus on “smaller, faster, better,” grants that would be better suited for smaller agencies/service providers rather than large complicated grants.

**2. Objective:** Engage communities by asking them to be more involved in the allocation process and assist with the identification of local resources that have gone untapped.

**a. Funding Action Step:**

- Provide an incentive to encourage collaborative, community-based, comprehensive planning around juvenile justice, by delivering funding to local multi-disciplinary LANs for their allocation to local agencies within the LAN.



# OFFENDER SERVICES

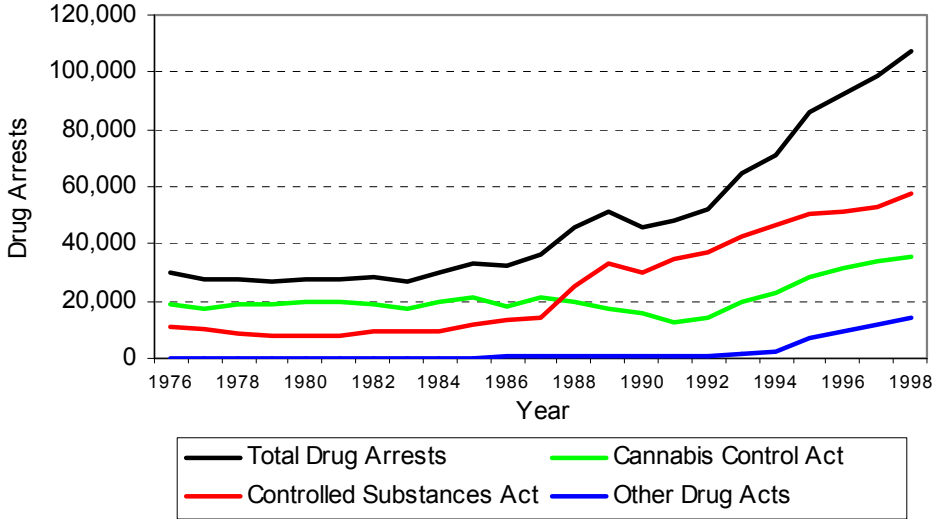
The priority issues detailed in this section identify the critical need for a continuum of intervention that begins and ends in the community. These interventions must make use of the body of knowledge on best practices and the effectiveness of treatment, and maximize the use of available resources. In order to implement best practices, components of the criminal justice system must enhance communication across disciplines and initiate partnerships with the community to build capacity for change.

**Priority Issue 1**

**The State of Illinois must develop more effective policies and programs to identify and deal with drug and violent crime offenders.**

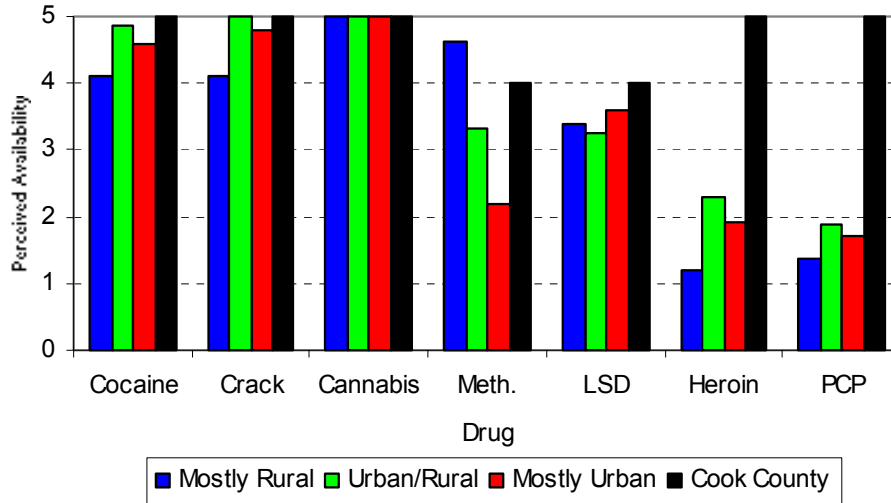
The Offender Services Advisory Committee specifically identified the overall mission of the criminal justice system as the reduction of recidivism and improvement of the safety and well being of individuals, families and communities. Participants agreed that crime control policy is too often reactive, and too infrequently based on research and established best practices. Group members expressed concern regarding over-reliance on incarceration for certain offenses, while others go unpunished.

**Figure 1**  
**Arrests for Violations of Illinois' Drug Laws,**  
**1975 - 1998**



Source: Illinois State Police

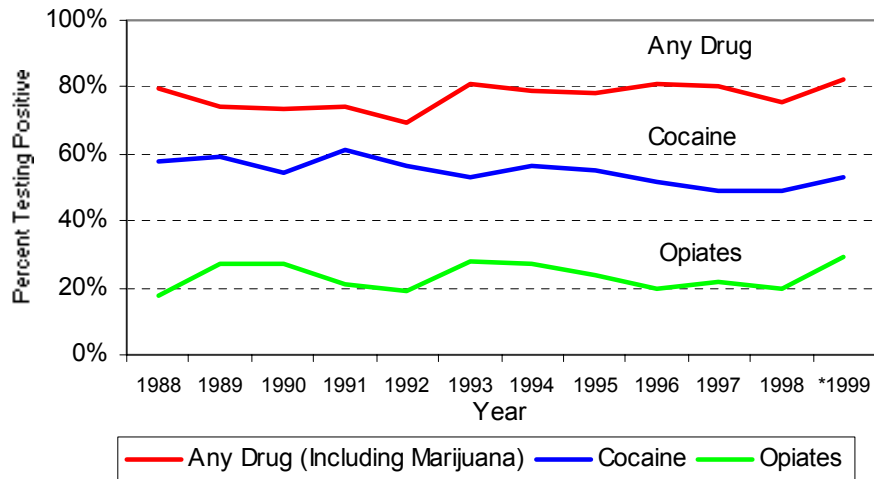
**Figure 2**  
**Availability of Drugs in Illinois, 1998**  
 1 = Not Available 5 = Easily Available



Source: MEG/TF Survey

The Drug and Violent Crime and Offender Services Advisory Committees focused a substantial portion of their discussions on offender treatment services. The groups acknowledged the effectiveness of various treatment programs, the importance of identifying and monitoring offenders, and the need to foster communication between the criminal justice system and treatment service providers.

**Figure 3**  
**Percent of Chicago Arrestees Testing Positive for Drugs**



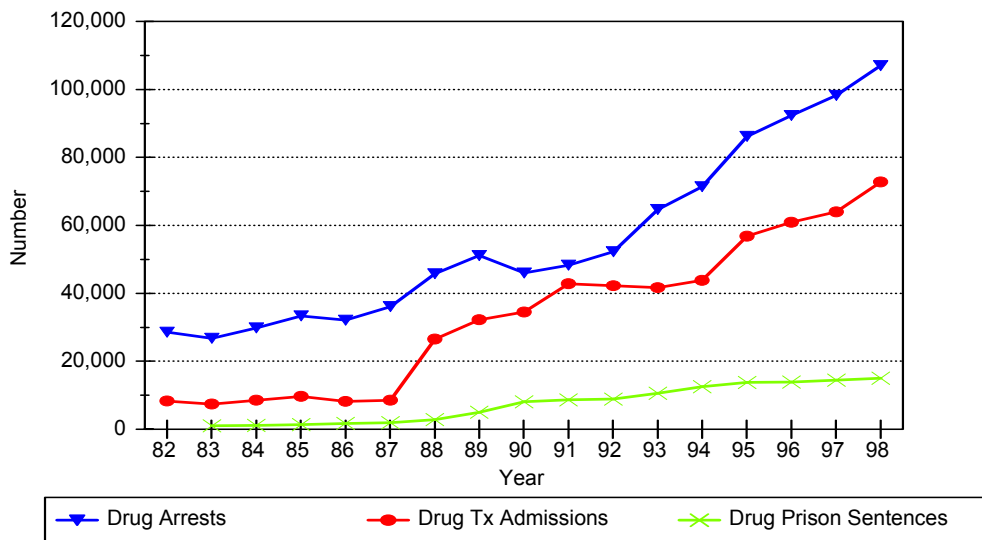
Source: TASC, Inc. \*1999 based on January -September and includes females

Both of the advisory committees initially concentrated their discussion on offenders with substance abuse issues. The strong link between drugs and crime was recognized, and it was noted that the current drug policy may place too much emphasis on punishment and not enough on intervention. While drug interdiction and dismantling major distribution syndicates clearly must continue to be an integral part of Illinois' crime control strategy (Figure 1), these efforts alone cannot reduce demand. Prosecution efforts should target those individuals responsible for operating production, importation, and distribution networks, and offer low level offenders who are drug users real opportunities for treatment. It is only by supporting this two-pronged effort that Illinois can hope to reduce drug use and its cost to society.

Those who use drugs are more likely to commit other crimes, and many offenders are under the influence of drugs during the commission of a crime. Each year, law enforcement and prosecution agencies arrest more offenders and seize more drugs, yet the availability of drugs remains high (Figure 2). Household surveys show drug use is declining for certain age groups in the general population, but is remaining steady for young adults and offender populations. Based on professional experiences, Drug and Violent Crime Advisory Committee participants felt that drug use is higher than ever, and that law enforcement deals with a population that consistently has a high rate of drug use. As seen through the Arrestee Drug Abuse Monitoring (ADAM) program that was implemented in the late 1980's, 70 to 80 percent of the arrestee sample tests positive for an illicit substance (Figure 3).

**Figure 4**

**Comparison of Drug Arrests, Treatment Admissions and Prison Sentences**

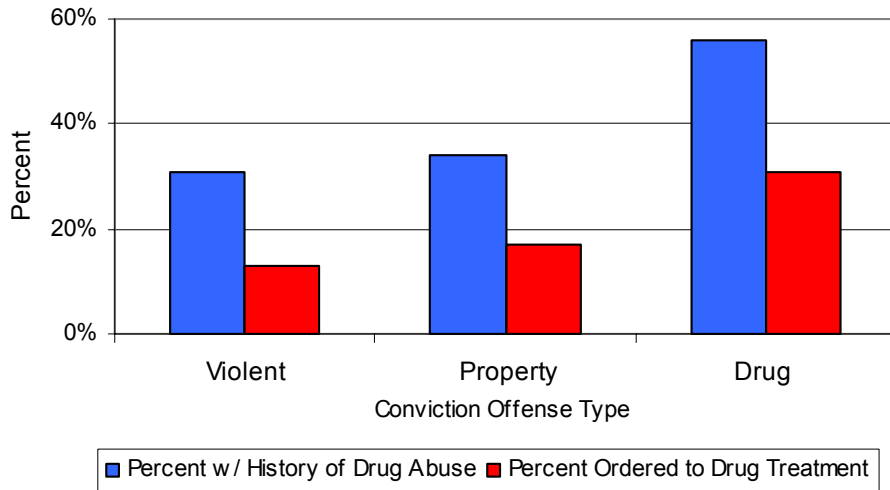


Source: ISP; OASA; IDOC

The consistent growth in prison sentences for drug crime has swelled the correctional population (Figure 4). While drug offenders account for a relatively high proportion of Illinois Department of Correction (IDOC) prison admissions, an even higher proportion of inmates are substance abusers. A 1994 study conducted by the Illinois Office of Alcohol and Substance Abuse (OASA, formerly Department of Alcohol and Substance Abuse) showed that more than three-quarters of the inmates surveyed had used illicit drugs in the past year, and 65 percent had used illicit drugs in the past month. More than half (55 percent) of the 42,336 inmates surveyed had a lifetime dependence on one or more substances. Illinois Department of Corrections data indicate that 57 percent of adult male offenders and 63 percent of adult female offenders in prison are in need of substance abuse treatment, and just over 3,100 treatment beds are

**Figure 5**

**Prevalence of Probationer Drug Abuse History & Treatment Orders, by Offense**



Source: 1997 Adult Probation Outcome Study

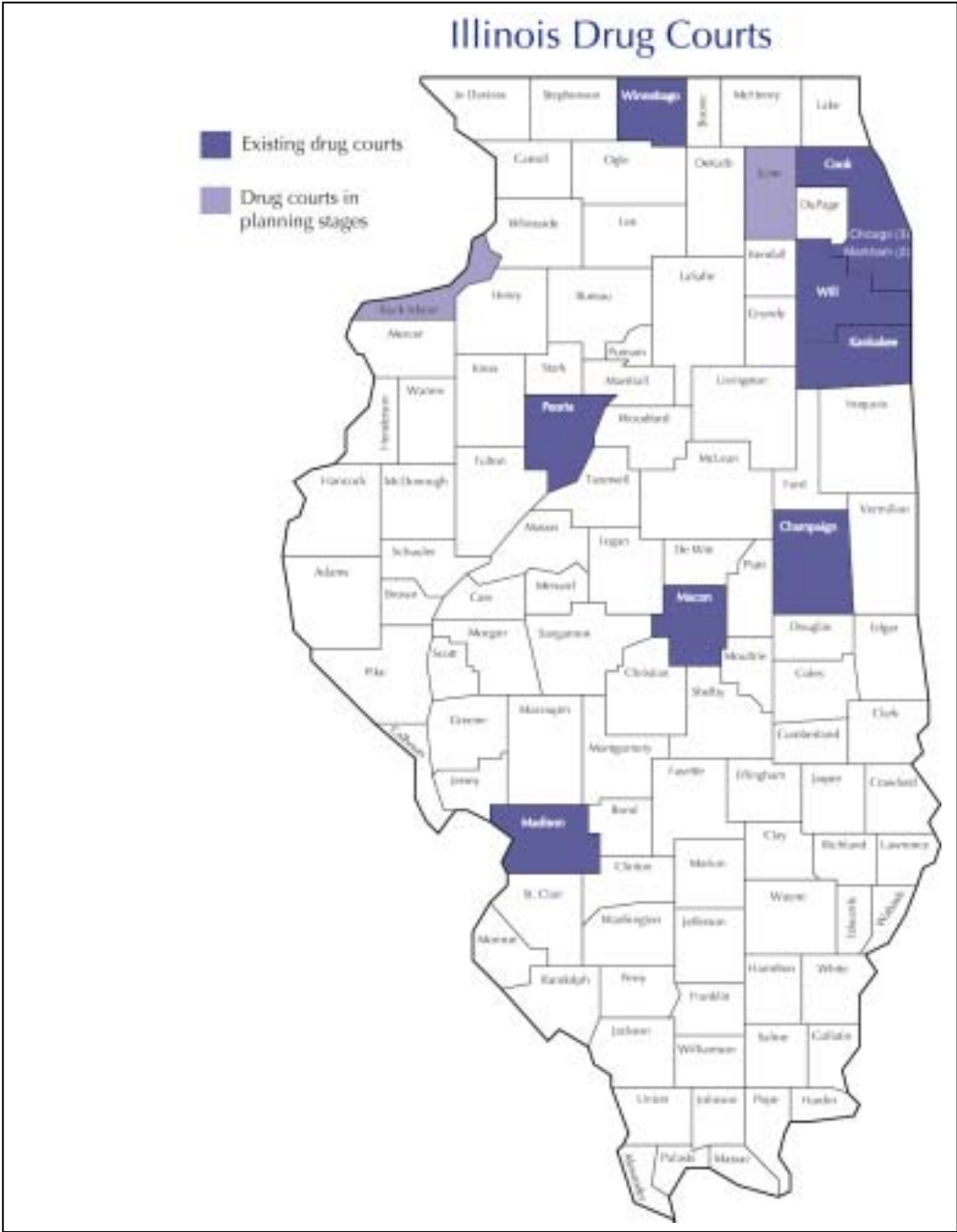
available.

Regarding probationer history of substance abuse, a survey conducted in 1997 by the Authority and AOIC found more than half of probationers had a history of substance abuse (Figure 5).

Exhaustive research has demonstrated that drug treatment is effective, but only if a comprehensive approach to treatment is undertaken and fully implemented. Substance abusing offenders require a range of services including screening and assessment, individual and group counseling, life skills, drug education, residential treatment units, specialized case management services, and supervision

and monitoring. A continuum of care that effectively provides treatment and services is necessary to support the transition back into the community.

Offenders must be provided with opportunities for employment, outpatient treatment, residential treatment, day reporting, daily living skill enhancement, and educational/vocational training. The community needs to provide the strong support structure necessary to help offenders become productive members of



society once they have ended their addictions or learned to control their abusive behaviors.

Drug courts offer drug offenders a strong opportunity for change. Drug court participants avoid prosecution by agreeing to enter into strict substance abuse treatment, coupled with close supervision, frequent urinalysis testing, and periodic status hearings. Research has supported the use of drug courts to monitor offenders and assist in promoting more positive lifestyles. An Authority-sponsored evaluation of the Madison County drug court found that assistance in developing job skills and obtaining employment contributed to participant success. Further, in *Research on Drug Courts: A Critical Review* (1998), Steven Belenko reports on consistent findings drawn from his examination of various process and impact evaluations and cost analysis studies published in the U.S. between 1993 and 1998. These studies found that the criminal behavior and drug use of drug court participants is substantially reduced during program participation, the courts generate savings in jail costs and programs successfully bridge the gap between court and treatment/public health systems.

The Offender Services Advisory Committee acknowledged the growth in drug courts but noted that this intervention is available in a small part of the State. Furthermore, demand for treatment still far exceeds its availability.

Both Advisory Committees emphasized the need for the criminal justice system to recognize the dynamics of treatment. One of the strengths of the drug court model is its acknowledgement that it may take several attempts for a substance abuser to overcome his/her lifetime of addiction. Understanding the dynamics of recovery and the likelihood of relapse before recovery, the model builds in second chances for treatment. Outside of these special drug courts, the scarcity of treatment resources often limits offenders to only one chance to succeed in treatment. Relapse often means the loss of a treatment slot and imposition of new sanctions, effectively undoing progress made.

The Drug and Violent Crime Advisory Committee also noted that staying in treatment is much more difficult than complying with other conditions of a sentence, and success often depends on the duration of treatment. Recent research on drug treatment availability and effectiveness shows that successful programs should be long term and intensive (Lurigio, 2000). OASA data show that of the criminal justice referrals to treatment, nearly two-thirds had received treatment before, and only 45 percent of criminal justice referrals completed treatment. However, the 1997 Administrative Office of the Illinois Courts (AOIC) and the Authority probation study found that of those ordered to treatment (96 percent of treatment orders were for substance abuse), 76.2 percent completed or were still participating in treatment at the conclusion of the study.

While the discussion of treatment services initially focused on drug treatment, the participants in the Offender Services and the Drug and Violent Crime Advisory

Committees recognized the treatment needs of violent and domestic offenders, sex offenders and offenders with co-occurring disorders. The data indicate approximately 70 percent of adult inmates in IDOC mental health units have co-occurring mental and substance abuse disorders. In addition, there is an increasing need for sex offender treatment. IDOC housed over 3,800 sex offenders in state fiscal year 1999, and the majority of these inmates are expected to be released into communities during the next five years.

While the response to drug offenses may be overly criminalized, Advisory Committee participants agreed that the criminal justice system has still not adequately accepted domestic violence as a crime. An overview of crime rates showed that the overwhelming majority of the nearly 131,000 domestic offenses reported in Illinois were violent in nature. While great strides have been made in addressing domestic violence through the establishment of protocols and specialized courts, members agreed that domestic violence courts are sometimes implemented more to manage high caseloads than to effect change. Diversion programs must be careful not to trivialize the crime of domestic violence by using treatment as a sanction. Rather, treatment should be used in conjunction with such sanctions as probation, jail or prison time.

Discussants noted a lack of support for treatment by the general public and certain components of the criminal justice system, including law enforcement, judges and prosecution. While there are many successful treatment programs in existence across the State, treatment is not currently used to the extent possible. The Drug and Violent Crime Advisory Committee recommended that information detailing the availability of treatment, program capacity, provider qualifications, treatment outcomes and successful program components be compiled and disseminated to increase awareness of the potential use of treatment.

Timely pre-sentence investigations, assessments and offender evaluations are powerful tools for identifying offender needs. Without an understanding of offender needs, criminal justice partners often see little need for treatment services. Survey results from the planning Assembly attendees also noted the need for appropriate screening to make sure those most in need of treatment receive it. Research has shown that the best intervention programs involve thorough assessment that matches offender needs with appropriate treatment (Lurigio, 2000).

Discussions at the Governor's Summit also identified the importance of a systematic approach to identification and screening for substance abuse, assessment and treatment. However, it was noted that pre-sentence investigations for every offender may tax the abilities of the system. Until resources are available for assessment of all offenders, it is important to determine priorities for offender assessment and treatment.

The Drug and Violent Crime Advisory Committee also discussed the financial burdens associated with treatment. Participants noted that when sliding fee scales are not available and the State does not absorb treatment costs, some offenders are unable to afford the cost of necessary treatment.

In addition, participants expressed concern over the lack of standards for treatment providers across the State. Research shows that effective programs maintain providers that are trained, experienced and credentialed. These successful programs carefully and consistently implement treatment protocols (Lurigio, 2000). While OASA maintains standards for the treatment programs it supports, it is not required that all providers adhere to these standards

To understand the establishment or priority populations, the criminal justice system must be more involved with the treatment community, particularly at the level of policy making and resource allocation. Criminal justice officials need to learn more about the provision of substance abuse treatment, including its positive effects and limitations. Conversely, the treatment community needs to better understand the criminal justice system, including needs, requirements, and expectations for treatment provided to offender populations.

In order for decision-makers to support effective programs, they must also be willing to revise or discontinue ineffective programs. Members emphasized the need for research and criminal justice professionals to critically assess the effectiveness of interventions, share this information with partner agencies, and actively implement best practices while eliminating the use of weaker programs. The groups recognized that most criminal justice and treatment service agencies may lack the skills and tools necessary to accomplish program assessment, and advocated for the development and institutionalization of ongoing evaluation training for program staff and administrators.

One of the critical tools necessary for such assessments is quality data. Information on Illinois offenders and the services they receive might best be described as a patchwork quilt, with little standardization across the criminal justice system and treatment service providers, and varying levels of automation. This lack of uniformity gives partner agencies incomplete information to determine appropriate services and sanctions for each offender and inhibits the ability of agencies to accurately assess the efficacy of their interventions.

In order to address the issue of developing effective policies and programs for offenders, the following goals, objectives, and action steps have been recommended:

- A. Goal:** Work toward the development of information-based perceptions, policies and programs.



1. **Objective:** Identify and address gaps in knowledge affecting offender services in Illinois.
  - a. **Research Action Steps:**
    - Conduct a comprehensive review of research and literature to identify effective interventions and best practices. At minimum, this review should include drug treatment; mental health; vocational, education and job training services; and services to special populations, including females, sex offenders, older offenders and those with dual diagnosis. This review should aim to identify gaps in research and recommend areas for evaluation and study.
    - Develop an ongoing mechanism to review new research and update progress toward filling knowledge gaps on best practices and the effectiveness of current intervention programs.
    - Determine the availability of program information and treatment data to key stakeholders, and look at how the information is disseminated.
  2. **Objective:** Disseminate information on program effectiveness and best practices to stakeholders, policy makers and the public.
    - a. **Policy Action Steps:**
      - Disseminate a body of knowledge on program effectiveness and best practices research to policy makers, funders, stakeholders and other key representatives of the public to be identified.
      - Identify mechanisms, such as publications, outreach, training, and public information initiatives, to disseminate information about program effectiveness and best practices.
    - b. **Funding Action Step:**
      - Identify ongoing resources to support staff and production costs associated with the collection and dissemination of vital information, which will ensure criminal justice and treatment

dollars are not wasted on ineffective programs.

**c. Legislative Action Step:**

- Support research-based crime policy over reactive legislation by advocating for the criminal justice system to partner with treatment agencies, the legislature and other funding entities to review legislation in light of research findings.

**3. Objective:** Enhance the capacity of agencies to evaluate the impact of services and interventions.

**a. Research Action Step:**

- Assess the existing capacity of agencies to evaluate services and interventions.

**b. Funding Action Steps**

- Establish funding criteria that require offender service programs to incorporate evaluation into program operations and data collection systems.

**c. Policy Action Steps:**

- Foster the growth of research-based programming and policy by encouraging funders to move toward funding only those programs that implement interventions that have been proven effective or will be used as evaluation models, and move to discontinue programs that cannot prove their effectiveness.
- Obtain information on program effectiveness by making data collection tools available that facilitate tracking and assessment of comprehensive offender information. Specifically, develop and operate a statewide data collection system that provides case-level offender information, and allows agencies to track offenders across agency boundaries.
- Develop and implement an evaluation training program to build the capacity of agencies to perform self-evaluation.

**B. Goal:** Increase the ability of the criminal justice system to: 1) effectively identify and verify the risks and needs of drug and violent crime offenders, and 2) enhance treatment capacity.

1. **Objective:** Ensure that treatment services are available at the appropriate time in the offender’s criminal career.
  - a. **Research Action Steps:**
    - Survey gaps in the availability of treatment services by collecting information that describes waiting lists and the ability of offenders to pay for necessary treatment services.
    - Assess current treatment needs relative to system capacity.
  - b. **Funding Action Steps:**
    - Identify funding to make treatment resources available immediately upon sentencing.
    - Expand the number of drug courts in Illinois.
  - c. **Policy Action Steps:**
    - Increase the availability of client information at the point of sentencing or pre-trial release decisions, including pre-sentence investigations, assessment, and urinalysis results.
    - Implement policies that mandate pre-sentence investigations and assessments for domestic violence and sex offenders, as well as drug abusers.
    - Include assessments with pre-sentence investigations, and establish practical turn-around time for the completion of assessments.
  
2. **Objective:** Ensure treatment programs are responsive to the needs of the criminal justice system by involving criminal justice practitioners in the development of treatment policy and the assessment of quality programs.
  - a. **Policy Action Steps:**
    - Enhance accountability by supporting policies that require grant recipients to document and publish success rates of treatment services.
    - Establish State protocols for offender treatment, and mandate compliance with protocols for court-ordered treatment.

- Employ sanctions if providers do not comply with mandated treatment or tests.
  - Involve all stakeholders, including criminal justice partners and treatment providers, in the development and evaluation of treatment programs.
  - Consider evaluation and research findings when establishing criteria for Authority-funded programs.
  - Explore opportunities, such as multi-disciplinary training, for criminal justice practitioners and treatment providers to exchange information.
3. **Objective:** Ensure the criminal justice system has sufficient resources, including technology and personnel, to effectively and efficiently monitor offenders under correctional supervision.
- a. **Research Action Step:**
- Survey practitioners responsible for monitoring offenders to determine their needs, and to establish priority for making tools and personnel available.
- b. **Funding Action Step:**
- Identify financial resources to provide a manageable staff/offender ratio.
- c. **Policy Action Steps:**
- Ensure that failure to pass monitoring tests has prompt and consistent consequences.
  - Mandate ratio of staff to offender.
  - Require training for criminal justice practitioners to educate them about treatment services.

## Priority Issue 2

### **The State lacks a continuum of offender services.**

Recidivism in part can be linked to low levels of education, lack of a work history and/or employment opportunities, a history of substance abuse, and a number of other dysfunctions that hinder an inmate's ability to make an incident free adjustment to the community. Much of the Offender Services Advisory Committee's discussion focused on the current fragmentation of service delivery for offenders. This Advisory Committee called for the criminal justice system partner agencies to work with service and treatment providers to build a continuum of services.

Even when offenders successfully complete treatment, continuing this success after release from corrections requires the availability of ongoing services. Offenders released from prison or serving terms of probation need supportive services to build alternatives to crime and substance abuse through employment, education, and ongoing treatment services. Throughout 2000, the Illinois Department of Corrections has undertaken a restructuring that is designed in part to strengthen its transitional services. Plans are underway to convert adult community correctional centers (work release centers) to Adult Transition Centers (ATC). The ATC will be a community-based structured environment that prepares adult offenders for eventual release. The unique component of the ATC is that programs and services will be provided to ensure the continuity of care that was initiated within the adult prison system.

In addition, the department has initiated a comprehensive review of its programs. Staff are engaged in an analysis of needs, program criteria, anticipated outcomes, gaps, and barriers to programs and processes that serve offender populations. Plans are underway to re-direct resources and renew policies, procedures, and practices to ensure targeted offenders receive the programming necessary to meet their needs.

The Offender Services Advisory Committee agreed that additional resources will be required for enhanced transitional services to provide offenders the opportunity to remain drug-free and rebuild their lives after release, and asserted that transitional services and other programs that have proven effective in addressing offender needs must be supported.

While the Advisory Committee acknowledged the need for additional community-based services for offenders, it also recognized that there may still be a lack of qualified treatment professionals available throughout the state. In addition, many areas of the state have major transportation barriers that make it difficult for offenders to access available services. The Advisory Committee recommended that the criminal justice system seek to facilitate the development

of community-based agency capacity to meet the growing need for qualified treatment throughout the state.

A considerable part of the committee's discussions focused on offender participation in treatment. While some members expressed frustration at offender non-participation in treatment, others noted that the system does not always foster that participation. Members emphasized the need to focus on offender criminogenic factors in designing interventions which must begin the process of changing a lifetime of anti-social attitudes and associates. Members advocated for the use of incentives and rewards to encourage offender participation in services and agreed that it is the responsibility of the system to foster offenders' willingness and ability to change.

In order to maximize the effectiveness of offender services provided, the system must acknowledge that many offenders have multiple needs that require intensive services. Incomplete assessment of offenders with co-occurring disorders such as mental illness and substance abuse leads to ineffective interventions.

A 1994 study conducted by Linda Teplin looked at psychiatric and substance abuse disorders among 728 male jail detainees in the Cook County Department of Corrections between November 1983 and November 1984. The study found that more than 30 percent of 728 men studied had a severe mental disorder or substance abuse disorder at the time of the study, and nearly 62 percent had had one of these disorders during their lifetime.

Many male detainees were found to have multiple disorders. The Teplin study found that the vast majority of ill detainees in the sample met the criteria for alcohol disorders, drug disorders, or antisocial personality disorders. They were more likely to have two or three disorders than to have only a single severe disorder. In fact, the prevalence of co-disorders among severely ill detainees is substantially higher than that found in the general population with no severe disorder.

The Advisory Committee members discussed the need for services presented by the State's pre-trial jail population. Unable to make bail, indigent defendants often spend many months in jail before their cases come to trial. Group members stated that by not assessing and providing services to these detainees, the criminal justice system misses real opportunities to begin the process of offender rehabilitation. Medical care, medical counseling and substance abuse treatment were identified as the most critical services that could be provided to these defendants.

In addition to multiple need offenders, services must be developed and provided that are sensitive to the specific needs of female and juvenile offenders. The incorporation of services for offenders' families was recommended as a vehicle for offender reintegration and the reduction of recidivism.

Much of the Advisory Committees' s discussion focused on the special needs of female offenders and the additional obstacles to reintegration that they face. At the end of fiscal year 1999, women comprised 6.2 percent of the total adult population and 7 percent of the total juvenile population in the Illinois Department of Corrections. For many of these women, the incarceration period is brief and is generally for a drug-related or non-violent offense. Many women are arrested for drug offenses related to their own addiction or a lack of economic alternatives for supporting themselves or their children. By the time these women are incarcerated within IDOC, a limited number previously participated in outpatient or residential drug treatment in the community.

Female offenders enter IDOC with a myriad of long-standing deficiencies and self-destructive tendencies. Many women offenders live in a cycle of dependency whether the key focus is destructive relationships, drugs, alcohol, or welfare programs. Many have been victims of sexual or physical abuse and most are the primary caregivers of their children. Women committed to IDOC suffer from illnesses and conditions that have been chronically undiagnosed and untreated for prolonged periods of time. Female offenders are at considerable risk for a range of infectious diseases including tuberculosis, hepatitis, HIV, and sexually transmitted diseases. Many women have a history of mental illness.

About 80 percent of IDOC adult female offenders are mothers. These women feel intense guilt and shame about their children and society's labeling them as bad mothers. Although women leave prison hoping to be reunited with their children, years of incarceration make the women uncertain about how their children will react or whether the relationships can be renewed. In situations involving foster care, regulations may make it difficult for incarcerated women to regain custody of their children.

Many female offenders lack fundamental daily living skills including financial planning, parenting, accessing support and services, productive use of leisure time, and cultivating and maintaining relationships. Women must find jobs that pay enough to support them and their children despite a lack of education, training, and the stigma of prison records.

According to national surveys, nearly 40 percent of females in state prisons reported being the victim of past sexual abuse, and 46.5 percent reported being the victim of past physical abuse. More than half of abused women reported their spouse or boyfriend had abused them, and about one-third reported parents or guardian as abusers. Among abused men, more than half reported parents as abusers.

According to a U.S. Department of Justice report, nearly 90 percent of state inmates said they were abused (physically or sexually) reported using drugs in the past. Seventy-six percent of abused men and 89 percent of abused women used

drugs regularly. Of those who did not report abuse, 82 percent said they had used drugs in the past. Sixty-eight percent of non-abused men and 65 percent of non-abused women reported using drugs regularly.

**Past Physical and Sexual Abuse Among  
Offenders Under Correctional Supervision, 1997**

	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>Physical Abuse</b>			
State Prison	13.4%	46.5%	15.4%
Federal Prison	6.0%	32.3%	7.9%
Jail	10.7%	37.3%	13.3%
Probation	7.4%	33.5%	12.8%
<b>Sexual Abuse</b>			
State Prison	5.8%	39.0%	7.9%
Federal Prison	2.2%	22.8%	3.7%
Jail	5.6%	37.2%	8.8%
Probation	4.1%	25.2%	8.4%
Source: U.S. Department of Justice, Bureau of Justice Statistics (1997). Special report: <i>Lifetime Likelihood of Going to State or Federal Prison</i> .			

The Offender Services Advisory Committee strongly agreed that programs must be built to meet the special needs of female offenders to facilitate their reintegration and provide their children with opportunities to avoid substance abuse and crime.

While the group supported targeted services for offenders with special needs, it was agreed that an improvement in the quality of assessment, treatment, and transitional services was necessary for the general population of offenders in order to effect any real change. The group cited a need to expand the pre-release services for incarcerated offenders to help them make successful transitions to the community. Members also agreed that the best intervention is early intervention. The criminal justice system and policy makers must develop ways to involve offenders in effective solutions without more serious involvement in the criminal justice system.

The effectiveness of offender services is determined by the effectiveness of offender assessment. In its presentation at the July 2000 Offender Services Advisory Committee meeting, the Administrative Office of the Illinois Courts reported that risk classification instruments are used to match levels of treatment to the risk level of the offender, match offenders to programs, and deliver intervention in a style and mode that is consistent with the abilities and learning styles of the offenders. The most sophisticated of these instruments targets criminogenic need by identifying those areas of offenders' lives that are linked to criminal behavior, including substance abuse, attitudes, values and peers.



Adult probation in Illinois currently uses a risk instrument developed in 1984. This instrument is neither gender nor culturally sensitive, does not measure critical criminogenic needs, and is not always effectively employed across the state. Approximately 40 percent of juvenile probation departments in Illinois use the Strategies for Juvenile Supervision instrument (SJS) in conjunction with an Illinois risk instrument. This instrument provides a set of predictions about juvenile offender motivation for offending and likely response to supervision, and provides four distinct supervision strategies based on juvenile characteristics.

Advisory Committee members agreed that attention must be focused on supporting the adoption of a state-of-the art assessment instrument and implementation of best practices across all departments. This initiative must include comprehensive training on the critical value and effectiveness of using assessment instruments to determine supervision strategies and appropriately sharing this information with criminal justice and treatment partner agencies.

Comprehensive assessment can enable the system to match offender needs to services and provide the system with a map to guide successful intervention. Without adequate understanding of the range of alternatives available, the system cannot follow this guide. Participants agreed that a critical step in this process is the reasoned application of research findings to influence practice. Participants supported training to build these partnerships between members of the criminal justice system and treatment providers to assure the system makes full use of the available options to best tailor interventions to need and understand the full dynamic of these interventions. A key step in building this partnership is acknowledgement of the common goals of criminal justice and treatment agencies and collaboration to enhance resources available to provide offender services.

The Advisory Committee examined the range of services necessary for a holistic approach to offender service and rehabilitation. In addition to substance abuse, mental health and vocational services, members agreed that medical services, medical counseling and defense services are also critical components of this approach. As the needs of offenders become more complex and more sophisticated assessment instruments are used to identify complex offender needs, the system must also build a more unified and comprehensive mix of services to meet these needs.

Participants acknowledged that it is the system's responsibility to provide opportunities for change, and the responsibility of offenders to take advantage of these opportunities. Even where specialized courts with treatment focuses have been started, staff members rotate through these assignments too quickly to establish any continuity, institutionalize relationships between the partner agencies or to effectively implement the program strategy. The criminal justice system needs to make a real commitment to these new strategies for intervention by making specialized courts attractive to staff and by providing sufficient training regarding the research guiding the strategy. In order to be effective, all

system participants must understand the range of available treatment services and sanctions and how they are best used in specialized court settings.

Similarly, the great disparity between the need for offender services and the availability of these services demonstrates the system's current inability to implement necessary interventions. In the Authority-sponsored *Results of the 1997 Illinois Adult Probation Outcome Survey*, researchers found that only slightly more than half of the 2,438 probationers studied had been ordered to any treatment. Few substance abusers are able to end their addictions on their first attempt, yet the shortage of services forces the system to mete out limited treatment resources so that few offenders receive sufficient services to truly effect change.

In summary, the system must make a commitment to fully implement interventions by greatly increasing the availability of quality treatment resources and building interventions that take into account the dynamics of offender responsibility.

**A. Goal:** Close the gap between offender needs and available services.

**1. Objective:** Standardize the implementation of accurate and comprehensive assessment of offender risk, need and responsibility.

**a. Research Action Steps:**

- Identify gender and culture sensitive tools that are shown to accurately assess offender risk, need and responsibility. As Illinois' offender population becomes increasingly diverse and includes offenders with more complex needs, use of the most sophisticated instruments available is necessary to pick the most effective interventions for each offender.

**b. Policy Action Steps:**

- Develop statewide standards for case assessment and planning, and effective use of resources and interventions for offenders in all jurisdictions. This may be accomplished through the development of a plan to implement a statewide assessment process which includes a cost/benefit analysis.
- Establish policies that support implementation of these standards.

- c. Funding Action Step:**
      - Identify funding for the implementation of the assessment process, including adequate ongoing training for staff to enable them to accurately use new tools.
  - 2. Objective:** Provide a continuum of interventions to ensure that all components of the criminal justice system maximize opportunities for rehabilitation and reintegration of offenders into the community.
    - a. Research Action Step:**
      - Assess the capacity of the criminal justice system and its partner agencies to provide a continuum of services that meets offender needs. Funding and implementation of this assessment must be ongoing to continue to develop and refine agency capacity relative to need.
    - b. Policy Action Steps:**
      - Utilize criminal justice/treatment research and best practices to inform program agencies, funders and decision-makers as to the most effective programs available to fill service gaps.
      - Foster adoption of policies requiring protocols for offender reintegration to maximize the use of resources available for offenders.
- 3. Objective:** Expand offender access to competent, effective, and comprehensive habilitative services.
  - a. Policy Action Step:**
    - Establish programs that provide cognitive-behavioral interventions that target the criminal thinking, attitudes, beliefs and values which support criminal behavior, and provide interventions that provide alternatives to criminal behavior and support offender families. Programs that employ this holistic approach to offender intervention and those that seek to should be identified, piloted and supported.
- 4. Objective:** Expand service capacity to meet the needs of all offenders.
  - a. Research Action Step:**

- Assess the capacity of the system to meet the specialized service needs of offenders, specifically special need offenders such as female, older, mentally ill and dual diagnosis offenders, and to evaluate pilot programming.

**c. Funding Action Steps:**

- Support and evaluate pilot programming that addresses the needs of special populations while expanding the availability of the full range of services available to all offenders.
- Provide adequate funding to meet the growing need for intervention services for offenders and their families to prevent further criminal justice system involvement.

**5. Objective:** Create and maximize resources.

**a. Funding Action Step:**

- Explore the availability of resources outside the criminal justice system that may be used for services for offenders and their families, create partnerships with agencies to avoid competition for resources, and work toward use of these resources to coordinate their effective use.

**b. Policy Action Steps:**

- Use partnerships to foster policies that emphasize coordinated planning between all agencies serving offenders and their families. Programs that have demonstrated effective intervention should be fully funded.
- Provide adequate resources for the defense of indigent offenders.

**c. Research Action Steps:**

- Assess system capacity, current funding and professional services that meet the need for competent and effective defense of indigent offenders. This assessment should include a cost-analysis of alternative strategies.

- Examine current procedures, funding and legislation affecting defense services to determine if adequate resources are available for the defense of indigent offenders.

### **Priority Issue 3**

#### **The cohesion and communication among criminal justice agencies must be improved.**

One of the key issues identified by the committees was the lack of cohesion and communication among criminal justice agencies. Participants agreed that all criminal justice entities need to act as part of a system, rethinking the role each plays and developing strategies to best effect needed change and maximize limited resources. This evolving partnership of agencies must understand its power to help offenders change and its responsibility to provide them access to the services that will facilitate that change.

Offender Services Advisory Committee members considered the recommendations of the Victims of Violent Crime Advisory Committee that called for the criminal justice system to become victim focused. Members strongly rejected this notion, saying that while the criminal justice system can do more to be sensitive to the needs of victims and to work toward elimination of revictimization by the system, the focus must remain on offenders.

Advisory Committee members pointed to the Balanced and Restorative Justice model embraced by the juvenile justice system as a good example of the appropriate role victims play in the administration of justice. In this model, victims are given a voice in the sanctions imposed on offenders and emphasis is placed on making amends for offenses, but the core of this model is the restoration of the offender to the community. Members strongly stated that without this focus on offender restoration, the criminal justice system cannot reduce recidivism and may create more victims. Committee members agreed that the criminal justice system does not have to choose between justice for offenders or victims, and instead advocated for a balanced allocation of resources for offender and victim services and continued efforts to make the criminal justice system more victim sensitive.

The Advisory Committee felt that communities are the key to earlier intervention and offender rehabilitation. Sensationalized media coverage fosters inaccurate perceptions of crime and promotes crime policy that reacts to community fears rather than accurate information. Communities that have better access to more balanced and impartial information on crime demand more balanced and reasonable policy from decision-makers. Members noted, however, that

communities too often feel that programs are imposed upon them without appropriate input and due consideration of the culture of the community, and supported strong initiatives to involve communities in partnerships for change. In order to be full partners, however, communities need to accept that both the offenders and their families are part of the community.

In his work on a national assessment of Strategic Approaches to Community Safety Initiatives (SACSI), Dr. James Coldren of the University of Illinois at Chicago observed that involvement of communities as full partners is a complex process. The first steps necessary are system acceptance and commitment to change, and the development of common goals across system agencies. Communities must receive training to be full partners in this collaboration, and the partnership must build a broad base of involvement and employ open communication to be successful. Though the development of this type of community and system collaboration will involve sharing power as well as responsibility, it promises to be one of the most effective steps toward building offender capacity for change.

- A. Goal:** Build partnerships among stakeholders.
  - 1. Objective:** Create a dialogue involving criminal justice professionals, service providers, researchers, community leaders, and members of the faith and medical communities, to foster collaboration and develop a common goal(s).
    - a. Research Action Step:**
      - Identify opportunities for collaboration.
    - b. Funding Action Step:**
      - Establish funding criteria supportive of collaboration.
  - 2. Objective:** Identify and address barriers to information sharing among partners and potential participants.
    - a. Research Action Step:**
      - Research the informational needs of collaborating agencies, and identify benefits, restrictions, and limitations for sharing information between agencies and service providers.

3. **Objective:** Implement ongoing evaluation of the collaboration and train partners to equip them for full participation.

**a. Research Action Steps:**

- Identify best practices for community capacity building, and assessing training needs of collaborating partners.
- Compile collaborative models and assessment tools used to assess the health of partnerships.

**b. Policy Action Step:**

- Support policies that require collaboration and training to foster effective collaboration.

## VICTIMS OF VIOLENT CRIME

**D**iscussion group participants at the Criminal Justice Planning Assembly and members of the Victims of Crime Advisory Committee identified a number of critical issues facing the criminal justice system and victim service providers. A variety of issues and topics relating to the system's response to victims were discussed, and these issues have been prioritized, and associated goals and objectives to address them have been developed.

The overarching need identified was to foster a paradigm shift to encourage the system to be more responsive to victims. It was felt the system as a whole needed to be more focused on the victim. While much is being done well, a number of ways to improve the system were identified. The continuation of programs and policies that have proven to be effective was encouraged, as was their use as models. It was felt that the paradigm shift needed to start with those in leadership roles and it must be actively encouraged and conveyed to all members of the system.

Specific goals for the group included making the system more accountable, enhancing data collection, providing training for all members of the criminal justice system and victim service providers, strengthening and expanding victim services, and increasing collaboration among those involved with victims of crime. After the Assembly, the Authority solicited written feedback on the outcomes of the Assembly related to victims of crime. Responses to the request supported these goals and objectives.

These goals and objectives closely mirror those developed on a national level. The document, *New Directions from the Field: Victims' Rights and Services for the 21<sup>st</sup> Century* (Office for Victims of Crime, 1998), lists five global challenges for responding to victims of crime. All of these challenges were identified, in full or in part, by the Advisory Committee as needing to be addressed in Illinois and they are a part of this plan for improving the response of the criminal justice system in Illinois.

### Priority Issue 1

**The State can learn more about the needs of victims and the impact of current efforts through additional data and enhanced data collection efforts.**

In the course of its meetings, the Victims of Violent Crime Advisory Committee reviewed various data and identified numerous gaps and additional information needs for making sound decisions about victim service needs and policy considerations. Participants felt that available data was particularly insufficient in



terms of victimization trends and service needs. Additional data was also needed to determine the impact of services and to identify the most effective services.

Improvements in several areas were deemed especially needed to help characterize the provision of crime victim services and the criminal justice system's response to victims of crime. These included:

- Enhancements to the Illinois State Police's uniform crime reporting (UCR) program to capture more victim and incident information;
- The creation of a statewide crime victimization survey; and,
- The collection and sharing of complete and accurate information about criminal case decisions (e.g. filing of charges, final disposition, etc.).

### ***Uniform Crime Reporting (UCR) Data***

The Advisory Committee felt that UCR data maintained by the Illinois State Police is limited and should include more information about the crime victim such as age, race, and relationship to offender. In addition, they indicated a need to collect data related to children who may have witnessed the crime. Current UCR data related to victim information is extremely limited. Without this information, the group felt that it is difficult to accurately assess who victims are and what their needs might be. For example, it was noted that current UCR data does not distinguish between child and adult victims of sexual assault. This inability to distinguish the age of the victim makes it difficult to make decisions about where to place resources, because crime-specific victimization rates, costs, and other factual information is not available for analysis.

### ***Victimization Survey***

The Advisory Committee also felt there is a need for a victimization survey specific to Illinois. Participants felt such information was necessary to more accurately capture victimization rates in Illinois, as many victims never report crimes to the police. According to information collected in the National Crime Victimization Survey (NCVS), only a fraction of crime victims actually report their victimization to police. The group felt a state victimization survey would allow service providers and criminal justice professionals to better understand victims' perceptions of services and treatment by the system. The survey may also identify factors impacting a victim's decision to report a crime to the police.

### ***Information on Criminal Case Decisions***

The Advisory Committee also felt information related to decisions made at both the law enforcement and prosecution levels were needed. Participants agreed that case-level information such as why an offender was not arrested or why charges were not filed needs to be collected. It was felt that this information would provide insight into the reasons for these outcomes and would help to hold the system more accountable for its decisions. For this reason, the objective and action steps related to this topic are addressed elsewhere.

### ***Information Sharing***

The Advisory Committee also emphasized the need for agencies to share data whenever possible so that the system can be more effective. While information sharing should not impinge on the need to maintain confidentiality, it is felt that information sharing allows individual agencies and groups of agencies to plan more effectively and make better-informed decisions. Therefore, data collection by service providers and criminal justice agencies needs to be coordinated to reduce duplication of efforts and to collect data that benefits as many as possible. Users must also be able to extract data so that it is as useful and reliable as possible.

Participants in the group were cognizant of the fact that while additional data collection was needed, such collection would have an impact on the system. Group members acknowledged that increased workloads from additional data collection could not only lessen time available for service provision, but also increase the likelihood of inaccurate data. Thus, careful planning for these foreseen hardships is essential before designating additional data collection responsibilities. Specifically, the Advisory Committee stated that as systems are developed and rolled out, funds should be identified to train personnel and to hire additional staff to accommodate any increase in workloads.

- A. **Goal:** Improve the State's information about crime victims and their victimization experiences.
  - 1. **Objective:** Implement a revised uniform crime reporting program in the State that captures more information about the incident, crime victims, and offenders.
    - a. **Policy Action Steps:**
      - Form an interagency committee to determine what additional data needs to be collected and to develop a data collection plan.
      - Develop a policy that makes UCR reporting compliance a requirement for the funding of law enforcement agencies.

- As agencies adopt systems that can be integrated, policies should be written that address how and with whom information can be shared.
- Encourage information sharing among agencies by making it a condition of funding.

**b. Funding Action Step:**

- Identify funding available to support the development and implementation phases of the enhanced data system.
- As the system is developed and/or software implemented, identify funds to train personnel on the system and to allow for the hiring of additional personnel as needed to cover any increases in workloads.

**2. Objective:** Implement a statewide crime victimization survey.

**a. Research Action Step:**

- Examine statewide and local victimization surveys conducted in other states.

**b. Funding Action Step:**

- Identify potential funding sources for a victimization survey project.

**Priority Issue 2**

**Training can be improved to enhance the quality of service provided to victims by criminal justice personnel and victim service providers.**

The Advisory Committee felt strongly that additional training was necessary for all persons in the criminal justice system and for victim service providers. Training was seen as a priority in all areas of the system, because many of the current training initiatives for professionals do not sufficiently address the needs and rights of victims. Training for all entities should incorporate a victim focus in the training curriculum to ensure victims are treated with sensitivity and compassion, and to insure their rights are being met. By including a victim-

perspective in all training, criminal justice professionals will more effectively respond to victims.

Support for this training issue is also found in the *Handbook on Justice for Victims* (United Nations Office for Drug Control and Prevention, 1999) which calls for practitioners to be sensitive to the needs, concerns, and rights of victims. The handbook was developed as a manual on the use and application of the Declaration of Basic Principles of Justice For Victims of Crime and Abuse of Power that was adopted by the United Nations in 1985. It found that in many areas, victims have not received the attention and support they deserve from the criminal justice system.

The Advisory Committee also felt those who need training the most are often the ones who do not receive it and, therefore, mandatory training was recommended. It was noted that officers and prosecutors frequently do not attend victim specific training when given the choice to attend training on another topic area.

In addition to training for individual entities based on their roles in the system, the Advisory Committee felt that balanced, multidisciplinary training is needed for all professions in the criminal justice system. Multi-disciplinary training was recognized as a way to help professionals from different parts of the system work more effectively together and to allow the parties involved to better understand each other's roles in the system and how they effect victims.

Training must also be sensitive to the culture and context of the community in which it is being presented. This is particularly important when working with underserved communities, such as minorities and residents of rural geographic areas.

Advisory Committee members agreed that curriculum requirements should be instituted, and training should be provided before individuals enter their profession. The group also agreed training should be provided on an ongoing basis to reinforce what was previously learned, to expand knowledge, and to acquire new information as it becomes available.

- A. Goal:** The State should improve and expand training to all criminal justice professionals who work with victims.
- 1. Objective:** Develop or revise training for criminal justice professionals to include a victim perspective, and ensure that training is tailored to the context of the community and its population.

- a. Research Action Steps:**

- Undertake an evaluation of existing training to determine where gaps exist in the current curriculum.
- Evaluate existing training with a victim perspective to determine if it is having the intended impact.
- Determine ways to make training more accessible to professionals in rural areas, which may require greater financial assistance to overcome accessibility issues.

**b. Funding Action Steps:**

- Identify funding to develop and implement training programs that incorporate a victim perspective.

**c. Policy Action Steps:**

- Encourage funding agencies to require grant recipients to include a victim perspective in any training initiatives being funded.
- Develop standardized training and materials that can be tailored to meet the needs of local agencies.

**2. Objective:** Provide training for new professionals as well as experienced professionals to improve their response to victims.

**a. Research Action Steps:**

- Determine effective programs and also cost effective ways of training large numbers of new and experienced professionals.

**b. Policy Action Steps:**

- Develop policies and enact legislation (as appropriate) to increase the number of required training hours for criminal justice professionals on victim issues and rights.

**3. Objective:** Develop multidisciplinary training for criminal justice professionals to help them understand each other's roles and responsibilities as they pertain to victims.

**a. Research Action Step:**

- Standardize training, based on identification of successful models, which help criminal justice professionals understand each other's roles and responsibilities as they pertain to victims.

**b. Policy Action Steps:**

- Encourage criminal justice professionals to include support personnel who interact directly with victims in any training initiatives.
- Give encouragement to professional degree programs to increase the amount of time spent learning about victim issues.

**Priority Issue 3**

**Criminal justice system personnel and victim service providers can improve their response to victims by increasing collaboration.**

The Advisory Committee felt that collaboration was the key to addressing many of the critical issues identified. While true collaboration is not easily achieved, members determined that collaboration to improve the system's response to victims was a major priority. The group believes that community members and allied professionals, such as health care providers and educators, need to be included in collaborative efforts.

Participants also felt that collaboration would allow limited resources to be used more effectively by minimizing any duplication of efforts. Members of the Advisory Committee acknowledged that true collaboration could not happen without buy-in from the heads of agencies. Members of the group felt those in leadership positions must make the commitment to improving the system's response to victims and must reinforce this priority through their protocols, actions, and words.

Incentives for collaboration were also discussed. Some participants thought grants should require collaboration and others felt additional resources were needed to promote system collaboration. Others stated that the addition of resources or grant requirements should not be what induces collaboration. They felt collaboration should be an inherent part of the system's philosophy and the incentive should be the improved response of the system to victims of crime.

Discussion also centered on the need for funders to collaborate in their efforts to make the best use of limited resources. Collaboration would allow for more creative uses of available resources, help to avoid duplication of services, and

allow funding agencies to better determine gaps in services. Participants also discussed the problems encountered by service providers who are required to report different information to multiple funding agencies. Many of the participants called for uniform grant reporting requirements and felt collaboration among funding agencies could help facilitate a resolution to this problem.

The Advisory Committee also felt service providers need to collaborate with each other to reduce the duplication of services, and ensure a more coordinated effort in serving victims. Further, participants agreed that collaboration might alleviate competition among service providers for funding and territories.

- A. Goal:** Increase and improve collaboration among criminal justice personnel and other professionals who work with victims to minimize the impact of victimization.
- 1. Objective:** Identify and implement ways for all criminal justice and victim service professionals to gain an increased understanding of other agencies' goals and perspectives.
- a. Research Action Step:**
- Conduct a study to identify programs that effectively improve the understanding of agencies' roles and responsibilities.
- b. Funding Action Steps:**
- Identify the availability of funds for roundtable discussions and conferences that allow criminal justice personnel the opportunity to interact and learn more about each other's roles.
  - Identify funds to support continuing multidisciplinary meetings.
- 2. Objective:** Promote commitment and collaboration from top-level agency employees.
- a. Policy Action Steps:**
- Provide necessary information to top level employees so that they understand the benefits collaborative initiatives.
  - Hold agencies involved in collaborative efforts accountable for their participation.
- b. Funding Action Step:**

- Funding agencies should support projects that include a collaborative component.
3. **Objective:** Develop and offer training on how to effectively collaborate.
- a. **Research Action Steps:**
- Identify existing training programs that focus on collaboration and evaluate which programs would work best in Illinois.
  - Determine the goals to be accomplished through the training.
- b. **Funding Action Steps:**
- Make funding available for basic training and on-going technical support as collaborative efforts are undertaken.
  - Foster collaboration by making training a funding requirement for collaborative projects.
4. **Objective:** Develop policies of collaboration that include all levels of personnel within agencies.
- a. **Policy Action Step:**
- Develop policies for collaboration among all levels of personnel within an agency.
- b. **Funding Action Steps:**
- Provide funding to support the development of protocols.
  - Encourage funding agencies to require grant recipients to develop protocols with partner agencies, even if the funded project is not collaborative in nature.
  - Encourage funding agencies to support evaluation of collaborative efforts.

The Advisory Committee agreed that the system needs to be more accountable to victims and the community at large. Three primary issues were identified: the lack of awareness of victims' rights by criminal justice professionals and victims



#### **Priority Issue 4**

### **The criminal justice system should be held more accountable to crime victims.**

themselves, the lack of recourse for victims who believe their rights have been violated, and the need to hold the system accountable for its actions.

While the committee believes that victims, criminal justice professionals, and the public all need to be better informed on victims' rights and issues related to victimization, they felt it was best to divide these into two separate objectives. The Advisory Committee believed this was necessary in order to emphasize the more in-depth needs of victims and the fact that victims may require different methods of receiving this information than criminal justice professionals or the public.

The Advisory Committee felt that criminal justice personnel were often unaware of the specific rights of victims. Often times, criminal justice professionals are unfamiliar with victims' rights or they do not know who is responsible for protecting these rights. As with criminal justice personnel, it was also noted that victims are often unaware of their rights. The committee discussed the need to inform victims of their rights as they proceed through the criminal justice system, in much the same way that offenders are informed of their rights. The group felt training for criminal justice professionals on the rights of victims is extremely important as is developing additional means of informing victims of their rights.

The group also discussed how the media could be instrumental in increasing public knowledge of victim issues. The group felt that the media can have a very positive impact on getting information out about available services, helping to identify victims, overcoming myths and misconceptions, and increasing public understanding of the issues faced by victims. However, it was felt that as of late, the media has shifted its sympathies away from victims and has instead become more sympathetic towards offenders. Recent attention to inmates on death row was cited as an example of this shift.

The discussion then focused on how media attention can lead to an increase in disclosure, which in turn can lead to an increase in requests for services. For example, after airing programs on sexual assault or domestic violence, it was noted that hotline calls increase dramatically. It was felt that victim service agencies must be prepared to provide additional services after attention is focused on victimization issues. Participants agreed that a strong partnership between service providers and the media could help to improve the coverage given to victims, and help to prepare service providers for an increase in requests for services after media attention. Members also felt that service providers need to be aware of prevention /education programs taking place in their communities in order to respond effectively to any resulting increases in the need for services.

Discussion also ensued on the lack of recourse for victims who believe their rights have been violated. While a bill of rights exists for victims in Illinois, there is no formal method of addressing violations of those rights. Ideas such as a statewide review board were suggested, but participants felt when and how such a board would be used would need to be discussed at length.

The lack of remedies for violations of victims' rights is not unique to Illinois, but is recognized as a problem nationally. The document, *New Directions from the Field: Victims' Rights and Services for the 21<sup>st</sup> Century (Office for Victims of Crime, 1998)*, finds that the rights of victims are frequently not enforced. It is believed that this is due in large part to the fact that enactment of these rights has not been incorporated into the everyday actions of the criminal justice system. As there is also a lack of enforcement mechanisms, victims are often without a means of recourse when they believe their rights have been violated.

In addition to the need to develop a means of recourse for violation of victims' rights, participants felt that the system needed to be held accountable in other ways. As was discussed under the section addressing the need to improve data collection efforts, members of the group believe collecting information on arrest and charging decisions is important. It was felt that by reporting this information, prosecutorial and law enforcement decisions could be monitored and that these entities could be held more accountable for their actions. The group acknowledges that it will be difficult to collect information on decision making for a number of reasons, including the fact that these agencies may perceive the sharing of this type of information as a risk to agency discretion.

- A. **Goal:** Hold the criminal justice more accountable to crime victims and the community at large.
  - 1. **Objective:** Collect data related to decisions made at both the law enforcement and prosecution levels.
    - a. **Research Action Steps:**
      - Review what other states have done to make case decision information available to victims.
      - Convene groups to discuss the possibility of undertaking an initiative in Illinois to better inform crime victims of case decisions.

2. **Objective:** Develop a strategy to ensure victims are informed of available services and educated about their rights.
3. **Objective:** Educate the public and criminal justice professionals about victims' rights and the availability of victim services.
  - a. **Research Action Steps:**
    - Conduct a study to determine the extent to which victims are currently being informed of their rights throughout the criminal justice process.
    - Identify formal efforts on both the national and local level to inform victims of their rights.
    - Research the most cost-effective means of educating the greatest number of people about victims' rights and the availability of services.
  - b. **Policy Action Step:**
    - Convene a statewide committee to review information and to develop a comprehensive strategy for informing victims of their rights and available services. This committee should also be responsible for coordinating the development of training and resource materials.
  - c. **Funding Action Steps:**
    - Identify available funds for the development and dissemination of resource materials, training, and publicity campaigns.
    - Identify available funds to support education efforts and to evaluate their impact.
    - Meet additional demands for services due to increased awareness by asking funders to make additional funds available to service providers.
4. **Objective:** Develop a system of recourse for victims who feel their rights have been violated.
  - a. **Research Action Steps:**

- Determine the types of recourse currently available in Illinois for each individual right.
- Research ombudsman programs and programs in other states that have been established to ensure the rights of victims are being met.

**b. Policy Action Steps:**

- Form a committee to evaluate these programs and recommend a system of recourse to be adopted by the state. The work of the committee should include input from victims of crime, an analysis of the status of services currently available to victims, the importance of a system of recourse relative to the other service needs of victims, consideration of whether legislation would be necessary to institute a system of recourse for victims, and possible funding sources to support a system of recourse for victims.

**Priority Issue 5**

**Minimize the impact of victimization by ensuring the minimum provision of basic services to all victims of crime.**

The Advisory Committee identified the need to strengthen and expand services to victims of crime to minimize the impact of victimization. It was felt that strengthening and expanding basic services would help improve the system's response to victims and their families. The committee discussed the need to reinforce the infrastructure of what is currently being provided. They felt opportunities for higher salaries, training, and funding for materials and equipment needs would help to improve the overall quality of services being provided. The committee noted that it is important to build upon services known to be effective. These services need to be identified among all providers, and coordinated to ensure they are complementing each other. Several members felt that funding agencies should not pressure service providers to expand services but allow them to strengthen what already exists.

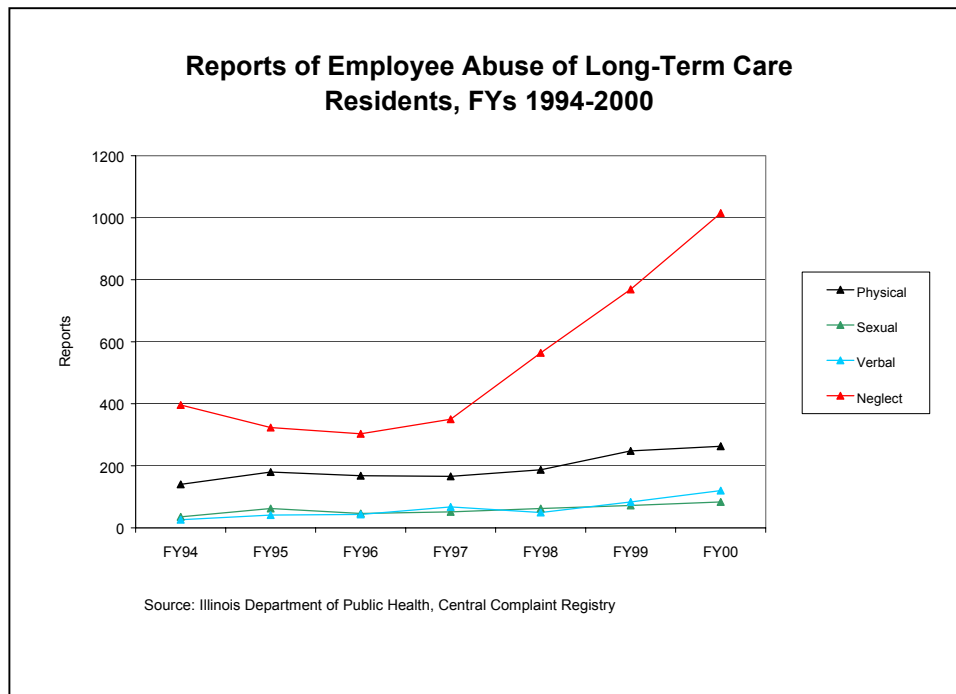
Discussants noted that the expansion and strengthening of services should not be limited to those service providers within the criminal justice system. The advantage of external victim services is that many victims do not report crimes and never enter the system. Therefore, they are not eligible for the services the system provides. It was also noted that external advocates can be used as a means of monitoring the response of the criminal justice system to victims of crime.

The Advisory Committee also identified a number of barriers to services including the lack of childcare services for children of victims receiving services; gender difference between victim/service provider for crimes of a sensitive nature; a lack of housing options for domestic violence victims; familiarity of residents in rural areas and the lack of transportation in these areas; and the fact that some victims do not desire services from the criminal justice system.

In the course of a series of Advisory Committee meetings, data presentations stimulated conversation on a number of different topics and led to requests for additional information. Based on this additional information, participants discussed the need to increase services to populations with special needs such as those in rural areas, the elderly, the disabled, children, female offenders, and non-English speaking victims. There was a great deal of discussion as to what constituted basic services and what was meant by specialized services for special populations. For example, participants disagreed as to whether children should be considered a special population as they have been receiving services for quite some time.

Members of the committee talked about the needs of children as victims of and witnesses to crimes. Participants agreed that children have special needs in responding to victimization experiences and therefore need specialized services. It was noted that children are often victimized by a member of their household, and this makes the provision of services more difficult. It was noted that the immediate health and safety needs of children must be addressed before helping them deal with experiences of victimization. Thus, more collaboration is needed between DCFS, child advocacy centers and other victim service agencies working with children so that all service needs can be effectively coordinated. Members also felt that through increased education-prevention efforts there could be quicker recognition and more accurate assessments by teachers and school administrators of child victimization.

The Advisory Committee was also very interested in preventing child victims from becoming abusers themselves. The group requested additional information on this cycle of victimization and perpetration. The literature suggests that any child maltreatment, especially during the early years, does increase the victims' likelihood of committing future acts of delinquency. One study found that 68 percent of the incarcerated adult male felons reported some form of early childhood victimization before age 12, either physical abuse, sexual abuse, or



neglect (Widom and Weeks, 1998). This study also found that violent offenders reported more childhood neglect (20 percent) than nonviolent offenders (6 percent). This suggests the need for criminal justice and social service agencies to take a proactive, preventive stance to stop the cycle of violence. Members of the committee support the need for early, comprehensive services for children who are victims of crime.

During a presentation on the profile of victims receiving services in Illinois, it was noted that male victims of crime receive services less often than female victims. From experience, members identified several reasons they believe men are less likely to seek services including the idea that men grieve differently and that they tend to seek services later in the process such as when the offender is released. This led to a discussion on how services might need to be targeted in non-traditional ways to meet the needs of this population.

Participants also discussed the challenges facing victims and service providers in rural areas. Geographic isolation, the closeness of community members, and the fear of outside support are unique issues facing victims from rural areas. Even

when victims desire services, the availability of services in geographic proximity to the victim is often very limited or non-existent. Map 1, entitled, "Combined Crime rates and Victim Witness Programs by County, 1999" indicates, victims of violent crime in many rural counties do not have a victim assistance program to turn to for support and information.

The challenges faced by rural residents can be even greater for those in special population groups. Map 2 entitled, "Counties with Highest Proportions of Special Populations" indicates, many of the counties with the highest proportion of

disabled and elderly populations are rural jurisdictions. Persons age 60 or older are heavily concentrated in southeastern rural counties and along the Illinois River. Disabled persons were also more prevalent in the southeastern section of the State and a few counties bordering the Illinois River.

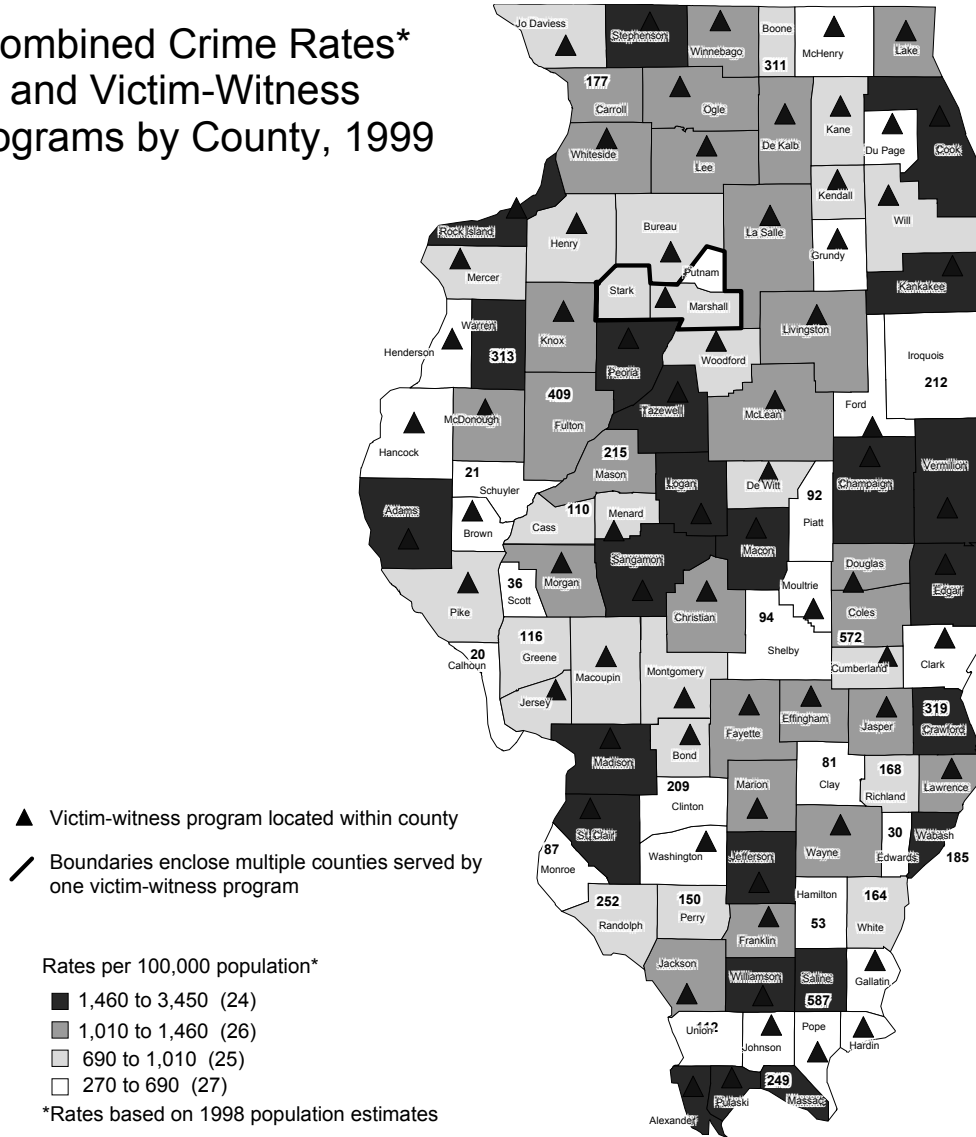
In addition, persons with limited or no English-speaking ability reside primarily in the Chicago area. Members of the group noted that these factors need to be taken into consideration when assessing need and determining the allocation of resources. Members noted that elder abuse victims are often reluctant to seek/utilize services. It was felt that elderly victims are a hidden population as no one is actively looking for them and that many elderly persons do not realize they are victims. While it was felt that education has helped to increase awareness of elder abuse, it was agreed that more outreach is necessary. For example, many members of the group stated that they would not know whom to contact if they became aware of an elder abuse situation.

Statewide, the number of reported incidents of long-term care residents being abused by employees has increased substantially, especially for neglect, as illustrated in Figure 1. It is important to note that these are the number of reports before being investigated. It should also be noted that disabled victims, especially those who are reliant upon others to care for their personal needs, face many of the same issues as elderly victims of crime. Both groups are at risk for abuse by caretakers and often are concerned about retaliation by the caretaker for reporting any incidents of abuse. In addition, elderly and disabled victims are often concerned about other possible effects that reporting may have on their lives. Due to a lack of caretaking resources, the reporting of abuse by a caretaker may result in institutionalization of the victim against their will. Both groups also face issues of physical accessibility to service providers and the court system.

Although the group felt that specialized services are needed, the group agreed that additional specialized services should not be implemented until basic services are sufficient. This recommendation was supported by the written input received as a result of the Authority's solicitation for feedback on the goals and objectives of the Victims of Crime Workgroup at the Assembly, and in the findings of a recent survey of all VOCA grantees funded by the Authority.

### **MAP 1**

## Combined Crime Rates\* and Victim-Witness Programs by County, 1999



\* Crimes include violent Index offenses, domestic offenses, and verified child abuse and neglect cases. Offenses that are both violent Index and domestic are double counted; however, violent Index offenses comprise less than 20 percent of domestic offenses.

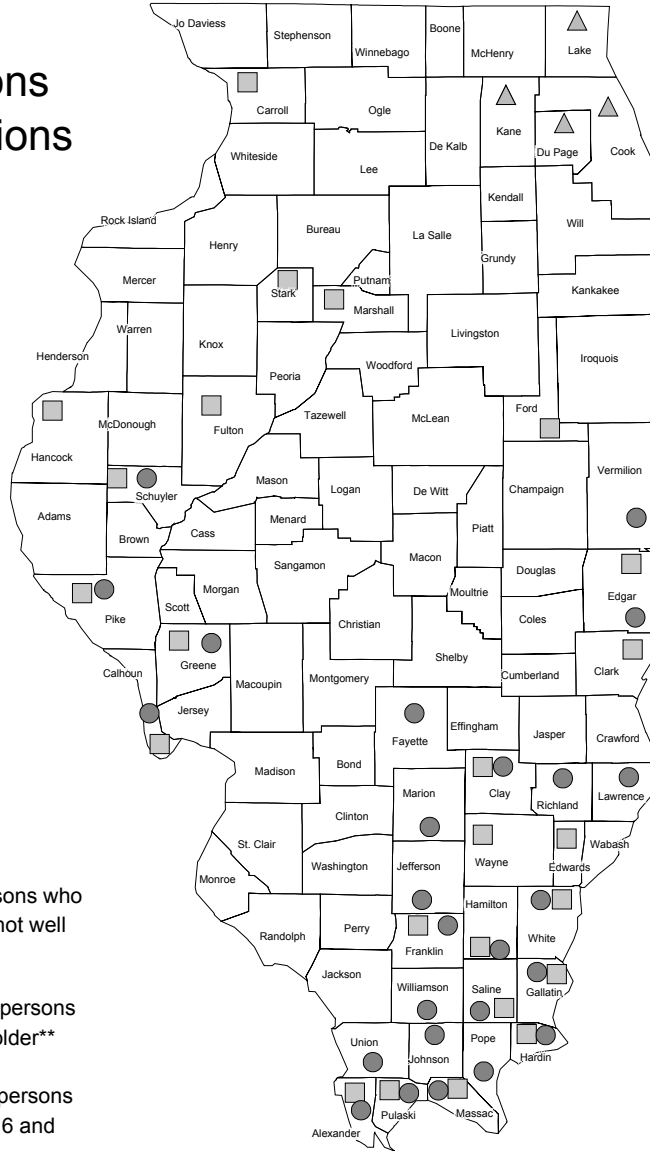
Sources: Illinois State Police, Illinois Department of Children and Family Services, Illinois Attorney General's Office, and the U.S. Census Bureau



**MAP 2**

**Counties with Highest Proportions of Special Populations**

- ▲ Counties with 1%-5% of persons who speak English "not well" or "not well at all"
- Counties with 24% - 28% of persons who are 60 years of age or older\*\*
- Counties with 15% - 24% of persons with a severe disability age 16 and older\*



\* Based on 1990 census data

\*\* Based on 1999 population estimates

Source: U.S. Census Bureau

Defining basic services was one of the objectives established at the Criminal Justice Planning Assembly. During a subsequent meeting, a lively and at times difficult discussion ensued as to what constitutes basic services. In the end, the group came to consensus that basic services vary by type of victimization and by population. For example, shelter services would be a basic service for domestic violence victims but would not be considered a basic service for robbery victims.

The group determined that a victim has a right to the following basic services:

1. Crisis Intervention
2. Advocacy (Legal, criminal justice, personal, and medical)
3. Counseling/Therapy
4. Shelter
5. Case Management
6. Referrals and Information
7. Transportation
8. Compensation Assistance and Emergency Assistance

The Advisory Committee also felt that services should be victim-centered, confidential, and appropriate. It was also felt that certain services needed to be available 24 hours a day, seven days a week. In addition to these basic services for victims of crime, the group felt that prevention, education, and community outreach were basic services that the community has a right to expect.

- A. **Goal:** Strengthen and expand basic services to victims of crime, and develop additional services to minimize the impact of victimization.
1. **Objective:** Ensure that the basic service needs of victims of crime are being met.
  - a. **Funding Action Steps:**
    - Continue current initiatives.
    - Provide services to underserved or unserved areas.
    - Expand and strengthen current services.
    - Implement new initiatives after the first three funding recommendations are adequately addressed.
  - b. **Policy Action Steps:**

- Continue discussion and definition of basic victim services.
- Determine what constitutes basic services for each individual type of service provider.

**2. Objective:** Identify the most effective services and strengthen them.

**a. Research Action Steps:**

- Conduct victim-centered evaluations of programs that target impact measures of performance and utilize methodologies that include victim input.
- Evaluate innovative and experimental programs in addition to existing programs.
- Identify the tools and resources needed to strengthen existing programs.
- Identify agencies with waiting lists for services.
- Identify geographic areas with gaps in services.

**b. Legislative Action Steps:**

- Consider requesting legislative changes in the VOCA guidelines to broaden the range of allowable activities to include areas such as program administrative costs.

**c. Policy Action Steps:**

- Provide technical assistance to grant-funded programs performing below expected levels.
- Discontinue programs that are found to be ineffective even after assistance is provided.

**3. Objective:** Develop priorities for specialized services after basic services are fully sufficient.

**a. Research Action Steps:**

- Continue to assess the availability of victim service programs and gaps in services.
  - Assess and prioritize specialized service needs.
4. **Objective:** Identify non-traditional resources to augment existing ones.
- a. **Policy Action Steps:**
- Funding agencies should provide technical assistance to grant recipients to identify additional funding sources.
  - Give special emphasis to the identification of additional funding sources for resource needs such as administrative costs that may not be covered by current funding sources.
  - Encourage local government to provide additional financial support to victim service programs.
5. **Objective:** Encourage funding agencies to work together to identify any duplication of efforts and gaps in services and to also use the funds in ways so they compliment each other.
- a. **Research Action Step:**
- Identify instances of duplication of victim services.
- b. **Policy Action Steps:**
- Encourage state-level funding agencies to coordinate funding efforts in order to maximize resources and ensure victim services are accessible statewide.
  - Encourage funding agencies to establish priority areas and recommend funding levels in light of other initiatives.
  - Encourage local funding agencies to coordinate funding efforts in order to maximize the use of available resources.

In conclusion, the Victims of Violent Crime Advisory Committee felt that much was being done well, but that the achievement of the above listed goals would enable the criminal justice system and victim service providers to be more responsive to victims of violent crime.

## COMMUNITY CAPACITY BUILDING

Members of the Community Capacity Building (CCB) Advisory Committee worked to define terms and concepts associated with community capacity building. Participants also explored the process of mobilizing communities to define problems and develop solutions to public safety concerns. In addition, participants shared their experiences with CCB efforts and identified issues that foster and inhibit the ability of stakeholders to embrace CCB. Based on a series of meetings, the CCB Advisory Committee identified three priority issues and corresponding goals to serve as a philosophical overlay for the work being done in the other advisory committees, and to support the facilitation of CCB in Illinois.

### Priority Issue 1

**There needs to be a commitment on the part of Illinois' justice system stakeholders to change. Criminal justice stakeholders need to find public safety solutions in concert with communities.**

### *Systems Change*

The discussions of the CCB Advisory Committee focused on the need for criminal justice agencies to recognize the community as a critical partner in identifying problems and developing solutions related to public safety. While several agencies throughout Illinois are already working closely with the community, it is important for all criminal justice agencies statewide to think more broadly to include the community as an equal partner. Non-traditional partnerships should be formed with groups such as residents, community groups, faith leaders, schools, social service providers, and the media. These entities should become permanent partners in the actions, policies, and philosophies of the criminal justice system. By maximizing their ability to identify and resolve problems, the community will become a collective body of resources providing valuable partnerships to criminal justice agencies.

Advisory committee participants discussed possible barriers to proposing a statewide goal of including the community as a stakeholder in public safety partnerships. First, stakeholders must be willing to implement policies that encourage collaboration. This collaboration will require compromise, honest discussion, and coalition building. Review of the relevant literature supported the concerns presented by the Advisory Committee. For example, in an overview of a Bureau of Justice Assistance workshop in 1998, representatives discussed the obstacles they had to overcome in their efforts to implement community courts. They found that system resistance to collaboration often includes issues of turf or boundaries. Collaborative community-focused issues often disrupt the status quo

by requiring partners to share or reallocate resources to achieve the common goal of the collaborative.

In addition, involving the community as a stakeholder will challenge traditional thinking about how the criminal justice system operates, and agencies that embrace the philosophy may have to commit to “systems change.” The inclusion of the community may challenge existing policies and require reorganization. Based on experience, several Advisory Committee members insisted that bureaucracy could not be ignored because it may be a factor in an agency’s ability to commit to systems change. Certain stakeholders have an obligation to operate within established parameters, and existing legislation, mandates, agency policies, or leadership may not permit the flexibility needed to implement changes that foster the inclusion of the community as a genuine partner.

Advisory committee participants requested that Authority staff administer a survey to assess policies and efforts within their own agencies that support the community as a partner. Survey responses were received from representatives affiliated with criminal justice, community and state-based planning, health care, and academic institutions. The surveys provided some interesting feedback regarding organizational philosophies and the application of philosophies. In general, respondents expressed organizational support for community partnerships. However, most of respondents were not actually displaying CCB support in their efforts. The majority of responses to the question about their agencies’ role in community capacity building indicated that agencies are supportive of collaborative efforts but do not directly place themselves in the role of partner.

### ***Statewide Approach***

The group agreed that making the community a genuine stakeholder was an important first step for the criminal justice system. As discussions continued, it was obvious that the availability of a model for community capacity building would then ensure that all stakeholders shared the same vision for including the community in the functions of the criminal justice system. The group insisted that a statewide approach does not mean adopting a formula for addressing public safety concerns in individual neighborhoods. Rather, a statewide approach means defining terms and concepts, and providing stakeholders with the tools to foster CCB.

The need to identify a successful approach to CCB became even more evident as the theme of “community” continually emerged during the discussions of each of the other Advisory Committees, including Drugs and Violent Crime, Offender Services, Victims of Violent Crime, Juvenile Crime, and Information Systems and Technology. These groups discussed the importance of engaging communities in public safety problem solving, and they were looking to develop solutions based on models identified in the CCB Advisory Committee. While the CCB Advisory

Committee also talked briefly about specific populations that could benefit from community capacity building – such as juvenile and adult offenders -- they concluded that their work should focus on defining CCB and emphasizing the need to integrate the concept into the criminal justice system.

In addition, during various presentations on the work of the CCB Advisory Committee, including presentations to state associations and the Authority's Planning and Research Committee, attendees continued to ask for clarity on the definition of CCB. Questions were raised concerning the composition of stakeholders and the community, the concept of CCB and its timing: (1) is it really community development?; and (2) does it only need to occur when a specific event occurs or is it ongoing?

The CCB Advisory Committee started to craft definitions and concepts of community capacity by sharing their experiences with community partnerships, and then highlighting necessary elements for successful collaborations. Authority staff also started to compile a literature review to support the work of the group.

Throughout the group discussions and the literature review, collective efficacy was defined as the ability of a community to marshal the resources needed to improve the overall community well being. Communities that understand their current needs and available resources can be mobilized into action. Governmental agencies have a responsibility to reach out to community organizations and develop cooperative approaches to utilize community resources (Spergel and Kane, 1991). This ability to respond collaboratively to community needs is often seen in areas that do not seem to need extra social resources. Unfortunately, areas in need of social support services often do not display a trust of social institutions, agencies or other community residents.

The issue of collective efficacy is being studied in-depth as part of the Project on Human Development in Chicago Neighborhoods. Preliminary findings of the study conducted by researchers at Harvard School of Public Health (Felton and Visher, 1997), indicate that there is a strong connection between crime in a neighborhood and the level of collective efficacy. Those neighborhoods with higher levels of collective efficacy demonstrate lower levels of crime. Further, researchers from Northwestern University evaluated the Chicago Alternative Police Strategy and learned that community mobilization is often most needed in neighborhoods with the least resources for mobilization or lack of collective efficacy (Skogan, 1999).

Advisory committee participants noted that they have faced several challenges when working within communities. First, while the most affected people need to lead a mobilization, this population is usually the least responsive. Sustainability of community partnerships was also addressed as a barrier faced by stakeholders with the responsibility of leading community mobilization efforts. Mobilizing a community after a crisis is always easy; the challenge is keeping the community

involved when things are working well. Similarly, it is difficult to keep communities interested in developing solutions once problems have been identified.

Advisory committee members agreed that it is necessary to integrate issues of concern relative to geographic needs as well as needs of certain populations. Specific responses must be tailored because no two communities or neighborhoods are the same. Every neighborhood will have distinct strengths and weaknesses, and therefore, the wealth of each group must be assessed individually.

At the Governor's Summit on Gangs, Guns, and Drugs, convened in September 2000, representatives from criminal justice agencies and community-based organizations reinforced the need to empower communities by allowing them to identify their local needs and priorities. The discussions in the gang prevention breakout also insisted that State agencies must be responsible for coordinating programming and funding strategies in order to avoid duplication and disorganization at the local level.

Certain components continued to surface in the dialogue about the strengths and weaknesses of CCB efforts undertaken by advisory committee members. Again, while participants indicated that there is not a "one-size-fits-all" program, they agreed that there are certain elements that can be identified in successfully mobilizing communities to positively impact public safety. Specifically, based on the experiences of the advisory committee members, they agreed that the following components are essential to successful CCB efforts:

- ***Assessing the Community.*** The assessment of a community includes collecting and analyzing data, identifying leadership, determining available resources, and examining community assets.
- ***Community Mobilization.*** Mobilization can occur through education, communication, and evidence that community participation will make a difference. Mobilization can begin when a community is provided with information in a way that is valuable and meaningful to them. It is necessary to inform the community and then get their input. The community must also be active in making choices because it is imperative that a community buy into proposed solutions. Further, the most affected people should lead the mobilization.
- ***Continued Outreach.*** Once solutions have been identified and programs have been implemented, key stakeholders must continue to have a presence in the community.
- ***Ongoing Assessment.*** Communities, as well as cooperating agencies, need to re-evaluate the community, re-assess the composition of an



ever-changing population, observe who the program is reaching and who is not being helped, determine whether displacement is occurring, and revisit solutions. The community must engage in an ongoing self-assessment of the problems and solutions.

- ***Evaluation.*** Formal evaluation should be built into initiatives to assess whether programs have the intended effect.
- ***Coordinated System Response.*** Criminal justice agencies have a responsibility to make sure their responses enhance, not duplicate, existing efforts. Redundancy of efforts on the community level may create confusion and frustration.
- ***Training.*** Training, education and technical assistance are necessary for all of the stakeholders. Training will enhance stakeholders' ability and willingness to work collectively. Education and technical assistance can also teach communities how to play an integral part in planning and assessment.

The literature reviewed for this group supported the elements identified by the members. In addition, the community mobilization model suggested by Spergel and Kane delineates the following necessary components:

- Community sense of need is necessary to get the attention of stakeholders.
- Community leadership is important to provide stakeholders with the ability to guide planning and initiate activities.
- Government and community collaboration is necessary to allow community stakeholders the benefit of support in the form of grant funding or technical assistance.
- Problem assessment is an initial concrete activity holding the stakeholders responsible for clearly identifying the specific needs of the community.
- Clarity of the problem prior to decision making is essential to keep participants working toward a common goal.
- Resource assessment facilitates the beginning of planning a response to needs.
- Systemic and cooperative solution plans will provide the guidelines and evaluation indicators necessary to assess productivity and allow activities to be adapted as needs change.

The components listed above appear almost universally in the literature that was reviewed to reinforce the work of the group. This information supported the recommendation of the Advisory Committee to include the community as a stakeholder in public safety partnerships, and identify a CCB model defining key concepts and tools. The group recommended the following goal and corresponding objectives and action steps to address the priority of having stakeholders commit to systems change, and the need to identify a statewide approach to public problem solving that involves the community.

**A. Goal:** The Authority should assume a leadership role in promoting the philosophy of community capacity building. The group felt that the Authority could influence the inclusion of “community” by establishing a set of goals addressing CCB in a statewide criminal justice planning document.

**1. Objective:** Encourage criminal justice agencies to develop organizational philosophies that include the community as a stakeholder.

**a. Research Action Step:**

- Seek input from stakeholders to identify key themes and perspectives in CCB. The Authority staff started this initiative by administering a survey to advisory committee members to assess their agencies’ policies and efforts in the area of CCB.

**b. Funding Action Steps:**

- Establish funding criteria that are supportive of CCB.
- Provide CCB training opportunities to stakeholders.
- Explore opportunities to market CCB philosophy.

**c. Policy Action Steps:**

- The Authority should make a commitment to embrace CCB both formally and informally in everyday activities.
- The Authority will be responsible for providing education and leadership to foster organizational support of CCB.

**2. Objective:** Work toward the identification of a coordinated process that supports collaborative initiatives and problem solving solutions between stakeholders.

**a. Research Action Steps:**

- Compile a literature review to begin to identify key components and definitions, as well as national and international efforts in the area of CCB.
- Examine and compile available planning and assessment tools.

**b. Legislative Action Step:**

- Identify restrictions in funding that may prohibit community involvement or collaborations.

**c. Policy Action Step:**

- Once a literature review has been completed and planning and assessment tools have been examined, the Authority should be prepared to recommend a model and then publish this information.

**3. Objective:** Develop an approach to public problem solving that engages community stakeholders in a mutually beneficial inductive process.

**a. Research Action Step:**

- Refine definitions and concepts of CCB through research.

**b. Policy Action Step:**

- Establish policies that will give communities the opportunity to take ownership of problem identification and solution strategies.

**Priority Issue 2**

**Including the community as a key stakeholder challenges the traditional thinking about how the criminal justice system functions. Stakeholders need training that achieves agreement on the concepts of community capacity building, and teaches stakeholders how to partner to develop solutions to public safety issues.**

The Advisory Committee agreed on the need to utilize training and technical assistance to promote the philosophy of CCB. Participants visualized the availability of a “toolbox” that would include orientation and educational resources delineating the components and concepts of CCB, promoting the notion of shared responsibility, and defining the roles and responsibilities of stakeholders. The group felt strongly that stakeholders, such as neighborhoods, community groups, and criminal justice agencies, would benefit from orientation because the inclusion of the community may be a concept unfamiliar to them. The training would be an opportunity to bring all partners to the table, including traditional and non-traditional stakeholders, to facilitate a coordinated and collective approach to CCB by leveling expectations and fostering a “shared vision” between stakeholders.

In addition, the toolbox would include instruments to be used by communities for assessment, planning, and evaluation. The availability of technical assistance and planning and assessment tools would help communities identify local problems, assess capacity, evaluate the impact of solutions, and measure the relationships of collaborations. The Advisory Committee recognized that there are already tools available that are being used to aid the successful mobilization of community-based efforts. For example, Dr. James R. "Chip" Coldren from the Institute for Public Safety Partnerships at the University of Illinois presented a tool developed to enable communities to assess their readiness for partnerships in support of community policing initiatives. Also, the Authority recently secured a discretionary grant from the Justice Research and Statistics Association to identify "model" development, evaluation and assessment tools to guide the work of local juvenile justice councils in Illinois.

The group felt that these types of resources should be compiled, assessed, and then made available to stakeholders. Given the appropriate tools, accompanied by technical assistance, communities can identify problems relative to them, and develop solutions that will work in their neighborhoods.

The CCB Advisory Committee recommended the following goal and corresponding objectives and actions steps to emphasize the need to provide education, tools and technical assistance to stakeholders so that they understand the concept of CCB, and they are prepared to implement efforts.

- A. Goal:** Educate stakeholders on their ability and responsibility to foster community capacity building.
- 1. Objective:** Provide orientation to stakeholders that will support a coordinated and collective approach to CCB.
  - a. Research Action Step:**
    - Inventory available training and how it is delivered.

- b. Funding Action Step:**
    - Identify funding sources to support orientation/training.
  - c. Policy Action Step:**
    - Involve all potential partners in orientation sessions, including traditional and non-traditional stakeholders.
- 2. Objective:** Provide technical assistance to communities so that they have the capacity to identify problems and develop solutions.
- a. Research Action Step:**
    - Identify tools that can be used by communities in assessment, planning, and evaluation.
  - b. Funding Action Step:**
    - Identify funding sources to support technical assistance.
  - c. Policy Action Step:**
    - The Authority should provide staff development to foster CCB.

**Priority Issue 3**

**Information must be disseminated to stakeholders as a tool for mobilization.**

The Advisory Committee discussed the importance of compiling and disseminating CCB information to promote the philosophy of CCB and then mobilize stakeholders. First, the Advisory Committee agreed that the State would benefit from the development of a central repository addressing CCB efforts. This compilation of materials would include a directory of Illinois initiatives, and national and international CCB. The library would be used as a foundation for supporting the goals relevant to CCB, and by the justice community as they carry out CCB. Authority staff has already started to compile a body of knowledge examining CCB to assist the work of the Advisory Committee.

It was also clear from the work of the Advisory Committee that information sharing and dissemination is at the core of community mobilization. The criminal justice system should be responsible for “packaging” and distributing information to communities so that they understand issues and problems relevant to them. An essential component -- and also the area of need identified by the Advisory Committee -- is the lack of social service data in planning or community profiles. As stated in the literature, strategies should be developed based on relevant research with stakeholder input. The frustration of practitioners in the field is the difficulty of getting information about activity in other jurisdictions and finding out about effective and innovative criminal justice programs (NIJ, August 1996).

Several of the other Authority advisory committees involved in the planning process also agreed that communities should have access to more accurate information in order to understand public safety issues relevant to them. Law enforcement officers in the Drug and Violent Crime Advisory Committee discussed the need to provide better information to communities in order to dispel misperceptions associated with crime occurring in their neighborhoods. They were concerned that the police are frequently forced to respond to neighborhood perceptions of crime instead of the actual situation on the street. Also, the Victims of Crime Advisory Committee discussed the need to work with the media to ensure crime coverage includes a victim perspective. Finally, the Offender Services Advisory Committee addressed the need to provide better information and data to communities so they understand offender population profiles, recidivism rates, and the need for post-release and treatment services.

It was noted that the Authority is currently undertaking several initiatives to provide communities with information that is relevant to them. For example, the Authority produces profiles detailing crime and trends in counties. Criminal justice agencies and communities use these documents to help them understand criminal justice related-issues in their jurisdictions. In addition, the Authority’s web site makes county-level crime data available in a user-friendly format. Since the release of this module last year, the Authority has started to see this data in the grant applications submitted by grantees to support statements of need.

The CCB Advisory Committee recommended the following goal and corresponding objectives and action steps to emphasize the need to make information available to stakeholders.

- A. Goal:** Assemble and disseminate a body of knowledge examining community capacity building, and disseminate information to communities.
  - 1. Objective:** Compile a library of materials addressing CCB that is accessible to all stakeholders.

- a. Research Action Step:**
    - Compile information inclusive of international, national, state and local CCB efforts.
- 2. Objective:** Package and disseminate information to communities as a tool for mobilization.
  - a. Research Action Steps:**
    - Identify informational materials that should be available and disseminated to communities.
    - Determine a user-friendly format for materials that will give communities the capacity to identify needs and develop solutions.
  - b. Policy Action Step:**
    - Develop a means to disseminate information to communities in understandable terms.

The three goals capture the preliminary work of the CCB Advisory Committee. The group hopes that the recommendations to promote the philosophy of CCB in public safety partnerships, and then identify a means for implementing the philosophy, will serve as an overlay for the work conducted in the other Authority advisory committees.

## INFORMATION SYSTEMS AND TECHNOLOGY

The Information Systems and Technology Workgroup at the Assembly, which was comprised of 23 criminal justice managers and executives representing key municipalities and state justice agencies including the courts, judiciary, Illinois State Police, prosecution, criminal defense, clerks of the circuit court, law enforcement, corrections, and the Governor's Office, identified the lack of a coordinated statewide information-sharing scheme as the underlying problem responsible for most of the State's deficiencies in the area of justice information systems. Subsequent to the Assembly, the Authority's Information Systems Committee has spearheaded the identification of additional issues, as well as the refinement of goals, objectives and action steps in the information system and technology area.

### Priority Issue 1

**The State of Illinois lacks a coordinated criminal justice information-sharing scheme.**

While there are shared systems in Illinois, including a statewide criminal history system, these systems are not significantly integrated with the courts, prosecution or law enforcement, though some electronic arrest and disposition reporting is taking place. The current investment in integrated justice information systems in Illinois has been primarily at the municipal level. At present, several counties are considering investment in countywide integrated justice initiatives and some are asking for guidance from the state. While there has been significant investment at this level, in order to expand integration initiatives throughout the state a statewide plan must be implemented to establish standards, guidelines, communications protocols. In addition, a physical network must be created to allow real-time exchange of critical information beyond county borders.

The major challenges in building support for integrating justice information systems will be related to making a compelling business case for the integration of justice information systems in Illinois which must include quantification of both financial and functional benefits. Also, it is important to allay the fears of officials who believe that the adoption of an integrated justice approach will cause a loss of autonomy and security. Many of the challenges of designing, developing and implementing integrated systems have already been experienced by other states and will not come as a surprise to criminal justice planners. Turf issues, for example, can be a particular problem in environments where the concept of sharing information is foreign to managers and staff. As such, education and outreach will be necessary for the success of an integration project. Two other crucial and related challenges are gaining executive support and end-user buy-in for the initiative. The necessity of significant inclusion of all stakeholders in the process, and at all stages, will be difficult but essential for the ultimate success of



the project. There will be many other challenges — financial, technical, and human — but if the above listed challenges are not met, the project will have little chance of succeeding.

In addition to traditional turf problems and system incompatibility issues, Illinois has a wide range of municipalities, ranging from very small counties with no information technology infrastructure to large municipalities with significant technology infrastructure. Because of the independent nature of municipalities and court jurisdictions, there must be a separation of responsibilities between the State and local entities. In most counties, several independently elected officials are responsible for the administration of justice including administration of justice information systems within the county. In Chicago and Cook County, the justice technology infrastructure is significant but justice information systems are a disparate patchwork of inconsistently communicating systems. Meeting the needs of the larger metropolitan areas while addressing the information needs of the smaller municipalities will be a significant challenge and will require a different mindset on the part of criminal justice decision-makers throughout the state. The most effective way to do this will be to create representative justice integration governance bodies in order that these key decision-makers are either represented or directly involved in the process. In addition, the customary problems of one-year budgets, unrealistic expectations, lack of standards for criminal justice information systems in Illinois, and difficult procurement processes must be recognized and accounted for in any long-term plan.

Illinois is far behind many other states in its efforts toward integration of justice information systems. Over the years, Illinois criminal justice agencies, at both the local and state levels, have invested in technologies that are proprietary and not easily integrated, with little regard for standards or concern for data sharing. Agencies responsible for the administration of criminal justice in Illinois have focused almost exclusively on the operational needs of their own organizations. The result is that criminal justice information is fragmented and frequently inaccurate, information processing is less efficient than it could be, and criminal justice decision-making is much less informed than it is in some other states.

Continuing to delay the integration process forces municipalities and their vendors to create more disparate, inconsistent, and expensive municipal systems in Illinois, compounding an already difficult problem. These deficiencies can lead to the release of offenders who may be dangerous to the general public, and increased risk to police officers at the hands of dangerous offenders for whom criminal records are missing or incomplete due to system deficiencies.

There are notable exceptions to the lack of integration in Illinois, particularly at the local level. However, most of those integrated systems have been developed exclusively for use by the municipal or county agencies and not for sharing with neighboring communities or state agencies. An important example of a local integrated justice system in Illinois is one designed jointly by TRW Corporation

and McLean County. Serving the criminal justice enterprise in McLean County, the system primarily illustrates horizontal integration — that is, integration between agencies serving the same court system (police, circuit court clerks, prosecutor, public defender, judiciary, probation, and social service agencies).

Another example of horizontal integration in Illinois is the Cook County Sheriff's Department Criminal Apprehension and Booking System (CABS). CABS completely integrates the booking and electronic fingerprinting process among all police agencies in Cook County. This effort is just now being implemented and will greatly improve the accuracy of arrest data reported to state and federal criminal history repositories. In this respect, CABS also provides an example of vertical integration, that is, information shared among different levels of jurisdiction between local, state and federal agencies. CABS will also enhance timely and accurate identification of offenders which will result in improved warrant handling, bonding decisions, and charging decisions.

These isolated efforts are examples of the need for coordination and standards. Both systems were created by different vendors to satisfy the needs of particular jurisdictions and the two systems will not communicate or share data without extensive modifications. Of course, while it may not be critically important for McLean and Cook counties to share information, there is a compelling need for Cook County to share with bordering Lake, DuPage, Will, and McHenry counties.

Historically in Illinois, there has been little interest in coordination of statewide justice information systems. While, in some instances, great sums of money have been directed at automating certain criminal justice functions, no overall standards have been created for justice information systems in Illinois. As a result, agencies have created a patchwork of disparate, non-communicating systems.

Another known challenge is the prevalence in Illinois of many diverse and disparate systems. This problem may be addressed, at least in part, through the use of creative implementations of middleware products to translate and pump information between systems in a real-time fashion. Such use of middleware has already enabled integration projects in Colorado, California, and Pennsylvania to share data between systems having totally different data dictionaries, software and hardware platforms, and allowable data values.

The time is right in Illinois for a coordinated, over-arching plan which will bring agencies together to work towards implementation of an effective network of justice information systems in Illinois. Integration will not happen overnight, but each day that passes without the adoption of an overall strategy for integration delays the realization of integration benefits including timely and accurate information on offenders as well as reductions in redundant, inconsistent, and inaccurate criminal offender information spread throughout multiple disparate systems.

- A. Goal:** The State must create an integrated statewide justice information network to ensure that all public, private, and individual stakeholders have accurate, timely, and easily accessible information that they need, when and where they need it, to administer justice and enhance the safety and well-being of the people of Illinois.
- 1. Objective:** Create a consortium of state and local criminal justice agencies that will foster an information technology environment which facilitates timely communication of critical justice events, adoption of information technology standards, and create efficiencies within the criminal justice enterprise in Illinois.
- a. Research Action Steps:**
- Determine if a viable model for Illinois is to make local agencies responsible for developing and deploying systems that meet the operational needs within their local jurisdictions while communicating with state and federal criminal justice systems.
  - Explore strategies for adopting and encouraging standards while respecting the rights of locally elected officials to create operational systems for their own purposes.
- b. Legislative Action Steps:**
- Create a representative governing body to oversee the integration process - an *Integrated Statewide Justice Information Network Workgroup*. The advisory workgroup recognized that the governing body must be inclusive of key stakeholders, agencies and associations in order to ensure participation of the many local and state-level justice-related entities in Illinois. A critical step in the process of realizing integrated justice in Illinois is bringing together a strategic planning group which represents the many functional entities operating criminal justice systems in the state as well as other major state and local-level stakeholders. This group should direct a complete statewide needs assessment and craft a strategic plan, both which will be needed to guide Illinois as it embarks upon the process of integrating its justice information systems.
  - Secure executive buy-in for the process that would result in an appropriate Executive Order. This means that chief executives of justice-related agencies all the way up to the Governor must be

significantly included in the process.

**c. Policy Action Steps:**

- The Authority, in conjunction with the Governor’s Office, will provide a central point of operations, meeting space, administrative resources, staff support, communications via an intranet site for the strategic planning group, and supply an Internet/Intranet site that will document the project.
- Involve actual users in the process since they best know the procedural needs and business rules of our vast justice information enterprise. They must participate in order for the network to meet their needs and in order to have a sense of ownership. The word “network” was preferred by the Workgroup over “system” since the ideal result of a statewide integration effort will be a network of communicating, but securely autonomous, systems.
- The Authority should actively solicit participation and buy-in from those whose input is needed to build an effective justice system in Illinois.
- The Authority should disseminate research results to participants in order to allow them to have the best data to aid in their understanding of the many complex issues facing criminal justice in Illinois.
- The Authority will also seek the participation of national experts in the planning process, and continue to identify nationally recognized best practices for the participants of the planning process.
- The Authority will examine the roles of local entities and the State, and incorporate decisions regarding roles and responsibilities into an overall strategy for integrating systems in Illinois.
  - Determine whether databases other than state-level systems such as state criminal history systems, statewide fingerprint databases, licensed driver files, and motor

**B. Goal:** The Integrated Statewide Justice Information Network Workgroup must ensure that a statewide network: (1) Captures data at the originating point and not require re-entry by other criminal justice agencies as cases progress through the criminal justice process; (2) Captures data once but reuse it many times, creating operational efficiencies while reducing opportunities for data entry errors that compound over time as the same information is entered successively by multiple agencies; (3) Is driven by and supports the operational needs of participating agencies, and connect existing individual agency case and records tracking systems; and (4)

Incorporates the flexibility to accommodate changes required by the evolution of criminal justice processes.

1. **Objective:** Develop a fully integrated, networked criminal justice system that will reduce duplicative efforts and enhance information accuracy.
  - a. **Research Action Step:**
    - Explore the use of "middleware" to span multiple, diverse information systems currently in operation.
  
2. **Objective:** Protect the privacy and civil liberties of the people of Illinois by implementing proper security and auditing procedures to ensure that only accurate, appropriate criminal history information is released to authorized recipients.
  - a. **Policy Action Step:**
    - Undertake an intensive effort to educate those managers and staff as to the advantages that can be gained by eliminating redundancy resulting from the existence of duplicative systems, and the desirability of increased accuracy that will result by reducing the duplicate data entry that accompanies redundancy. They also must be assured that data in their agency will be completely secured and not shared unless specifically authorized by them. Education and outreach should seek to guarantee agencies that integration of systems will not cause increased security risks.
  
3. **Objective:** Improve the completeness and accuracy of criminal justice-related information in Illinois.
  - a. **Policy Action Step:**
    - Define the state's role in developing and encouraging use of data standards (file formats, platform specifications, communication protocols, XML tag specifications) that will allow criminal justice integration among all Illinois criminal justice agencies.
  
4. **Objective:** Reduce the high cost of criminal justice information technology to Illinois taxpayers through elimination of redundancies, exploitation of economies of scale and group purchasing, and the aggressive pursuit of federal funding and other types of funding assistance.

**a. Research Action Steps:**

- Investigate whether it will be more beneficial for the state to custom-develop software that will be the basis of an integrated justice system or purchase off-the-shelf software (software developed by vendors that already may have been implemented in other states or jurisdictions) that can be tailored to meet the needs of Illinois.
- Examine existing mobile data, police records management, livescan, jail, courts, prosecution, probation/pretrial, social services/psychiatric, public defender, prison, and other related systems to determine how to make the most of existing resources.
- Examine the feasibility of adopting translation/data exchange software (middleware) that will expedite data sharing between agencies. Such software creates virtual systems without replacing existing state and local agency systems. When implemented it allows real-time transfer of shared data and interactive access to data stored on remote systems. Such translation middleware solutions may be right for Illinois.
- Investigate the possibility of a statewide Web browser-based system that would organize, format, and display information entered into the system. Such a system could work as a complete criminal history/case history repository for participating agencies.

**b. Funding Action Step:**

- The Authority should seek funding for a statewide integrated justice needs analysis and, based on the analysis, create a proof-of-concept system that can serve as a model for integrated justice in Illinois.
- If funds for the first year are approved, the Authority should seek general revenue funds for implementation in the subsequent fiscal year. This amount will be reinforced, if possible, by federal grants for criminal history improvement.

**Priority Issue 2**

**There is a critical need to gather, analyze and preserve digital evidence.**

Cybercrime includes a number of offenses, ranging from the unauthorized use of a computer, to releasing a malicious computer program, to cyber stalking. Modern technology has also eased the process of committing crimes such as embezzlement, identity theft, pornography, extortion, larceny, and fraud. The National Consumers League reported that consumers lost over \$3.2 million to Internet fraud in 1999. Online auction sales accounted for 87 percent of those fraud cases. In addition, according to a recent FBI Congressional Report, computer viruses and hacking take a \$1.6 billion yearly toll on the global economy. The FBI Computer Security Institute published a survey in May 2000, reporting that out of 273 respondents (mostly large companies and government agencies), 90 percent had detected intrusions over the last 12 months. Seventy-four (74) percent of those respondents claimed financial losses resulting from the intrusion.

Because of the apparent increase in computer-related crime, the need to gather, analyze and preserve digital evidence is at an all-time high. At present, there is an extreme shortage of qualified forensic computer labs and examiners, and local jurisdictions often lack the knowledge and expertise necessary for handling technology-related crimes. The conclusion reached in the FBI Congressional Report is that cooperation among government agencies and between the government and industry is the key to combating cybercrime. The need to share resources is apparent from the collaborations demonstrated in the current efforts in Illinois addressing cybercrime.

Since cybercrime is receiving much attention from law enforcement agencies and prosecutors, a number of state entities have teamed up to combat these crimes. In order to begin the investigation of computer crimes, Illinois Attorney General Jim Ryan established the statewide Internet Criminal Activity Unit (ICAU), which also coordinates the efforts of the statewide Internet Child Exploitation Task Force. The multi-jurisdictional effort includes law enforcement and legal representatives from all across the state. The task force has also consulted with several local states' attorneys' offices on litigation strategy and the drafting and execution of computer search warrants.

Because computers are popular educational tools for children across the state, parents and law enforcement officers are concerned that children will become the most vulnerable targets of cybercrime. Therefore, the Task Force members monitor the Internet for child sexual exploitation and target offenders who use computers to find their victims and distribute child pornography. The ICAU, funded through the Authority, seeks to prosecute those individuals who post, sell, trade, request, disseminate, possess with the intent to disseminate, or download child pornography on the Internet, in violation of Illinois law. The project also seeks to prosecute those individuals who employ the Internet to commit the indecent solicitation of a child in violation of Illinois law.

Through another project, the Computer Evidence Recovery project, the Illinois State Police will be able to provide expertise in responding to requests by criminal justice agencies for child pornography-related computer evidence recovery and services. The goal of these projects is to assist criminal justice agencies in carrying out their work more efficiently and effectively using the Internet as a tool, and to increase the scope of sophistication of Internet use in the criminal justice community.

The Illinois State Police have also established an Internet Task Force for proactive and reactive case investigation and prosecution. Made up of two-member teams, each unit has an investigator for online crimes such as identity theft and a computer recovery specialist. The Division of Operations computer recovery unit hired new employees to provide training that includes the technical assistance and guidance to the task force. At the same time, the Illinois Attorney General's Office and the Illinois Law Enforcement Training and Standards Board developed the Illinois Computer Crime Institute (ICCI), which is guided by a multi-agency board. The ICCI was created to provide computer crime training to investigators and to develop a web site to facilitate communication between investigating agencies.

**A. Goal:** Illinois should establish a state-level capability for handling digital evidence collection and analysis.

**1. Objective:** Create a state-run computer forensics lab.

**a. Policy Action Steps:**

- Aggressively hire, train and certify examiners.
- Bring pay rates into alignment with the private industry in order to retain these examiners.
- Moreover, because of the fast-changing nature of the field, schedule retraining of examiners on a regular basis in order for examiners to remain effective.

**2. Objective:** Establish standards and procedures for handling computer-related evidence.

**a. Policy Action Steps:**

- Make local law enforcement officials aware of computer-related evidence handling procedures in order to avoid accidental destruction or contamination of evidence.



- Make law enforcement officials aware the basic issues surrounding computer crime and forensics.
- Provide local law enforcement officials with ongoing support and assistance in dealing with computer-related forensics issues.

### **Priority Issue 3**

**The State must make expanded use of current and new forensic science technology.**

There are significant problems involving the use of forensic science technology in Illinois. The state faces an ongoing challenge to provide assistance in the collection and analysis of physical evidence. Innovative programs require expansion to address issues of violence. Partnerships between law enforcement agencies need to be continued and augmented to improve efficiency, effectiveness, and to enhance coordination and communication toward this end goal. This partnership applies to all aspects of violent crimes, including forensic services. Although the Illinois State Police is mandated by statute (20 ILCS 2605/55a-4) to provide forensic services, the committee believes this is an issue which impacts the entire Illinois criminal justice community. In fact, of the 118,410 cases submitted to the laboratories in 1998, 98 percent were from agencies outside the ISP.

Although technology currently exists, such as DNA or latent fingerprint testing to examine forensic evidence that can literally incarcerate or exonerate a person, crime laboratories in Illinois are critically backlogged. Consequently, some criminals have not been incarcerated while other persons may remain imprisoned for crimes they may not have committed. The importance of an updated statewide forensics system is fundamental to Illinois' criminal justice system.

One of the most pressing issues in forensic science in Illinois and nationally is the advancement of DNA technology. The ability for forensic scientists to link a suspect to a violent crime is truly remarkable; however, this technology also instills a heightened sense of justice to the criminal justice system as the unjustly accused are exonerated. The use of DNA technology is expected to increase over the next decade. The most critical problems currently facing the State's forensic science system are the acute need to expand our DNA data base, and the lack of adequate scientific personnel to process the ever increasing demand for DNA testing as well as insufficient staffing for all the forensic disciplines.

The CODIS (Combined DNA Index System) is the FBI's national DNA database. Comparisons in the CODIS have resulted in linking many crimes to a serial

criminal which had been previously thought to be committed by different criminals, as well as proving that some crimes, thought to be committed by the same person, are unrelated. Unsolved cases in Illinois can be searched against convicted offenders not only in Illinois, but in all other states throughout the nation which are part of the CODIS system. The problem is that the CODIS data base relies on new, highly efficient, DNA technology, but existing data is held in the old standards which must be converted to be useful.

Additionally, recently passed legislation (Public Act 91-0528 - SB 644) will increase the number of offenses legislatively mandated to be entered into CODIS. When the legislation becomes effective in 2003, individuals convicted of crimes such as homicide, attempted homicide, kidnaping, aggravated kidnaping, burglary, and other serious crimes will add an additional 20,000 offender samples to CODIS each year and will substantially increase the power of the DNA data base to solve crimes and get the repeat violent offenders off the streets. Hopefully too, many future crimes will be prevented by catching the criminal earlier in their career.

Presently, the backlog in forensic DNA analysis is as high as 29 months. In reality, a forensic examination which is backlogged over 30 days is unacceptable. Such a backlog dilutes the benefits of forensic testing to criminal investigations because in many cases, the trail turns cold. The longer these investigations take, the longer repeat violent offenders remain unidentified. In addition, lengthy delays in forensic investigations may cause innocent people to remain unjustly confined behind prison walls or on death row. In order to provide the necessary assistance to the criminal justice system, this backlog must be dramatically reduced.

Two additional forensic projects on the horizon are a Forensic Science Institute and DNA microchip technology. The establishment of a Forensic Science Institute would provide consolidated forensic science and crime scene training for Illinois, and serve as a regional and national center for the advancement of forensic technology. A Forensic Science Institute would:

- ⊖ Provide initial forensic science discipline and crime scene investigation training to all Illinois agencies and offer these services both regionally and nationally;
- ⊖ Provide continuing education programs for forensic scientists and crime scene investigators;
- ⊖ Provide law enforcement user agency training to all Illinois agencies;

- ⊖ Expand and operate a research and development program for forensic disciplines and crime scene investigation in cooperation with academia and other governmental/private entities;
- ⊖ Enhance a standard quality assurance program for forensic disciplines and crime scene investigations;
- ⊖ Organize visiting scientist and crime scene technician programs to maintain a dynamic learning environment;
- ⊖ Develop and consult in teaching practical forensic science and criminal justice curricula; and
- ⊖ Organize and hold state, national, and international symposia to improve communication and forensic services.

The Forensic Science Institute would be a focal point for the forensic sciences and would enhance Illinois' stature as a leading technological state. The projected cost for the 125,000 square foot facility is approximately \$60 million. The Institute would house approximately 125 administrative, professional and support staff, and would have dedicated space for both indoor and outdoor crime scene processing and training. This would serve to increase the pool of forensic scientists, as well as provide continuing education programs for forensic scientists and crime scene investigators.

Finally, the Illinois State Police in conjunction with Argonne National Laboratories is developing a DNA microchip for use in Forensic DNA analysis. DNA microchips are pieces of glass about the size of a microscope slide and contain thousands of DNA tests. This Laboratory on a chip may eventually allow for the portability of DNA analysis possibly even to the crime scene. Like computer chips, which perform millions of mathematical operations per second, DNA microchips can perform thousands of biological reactions in a few seconds. The ISP is one of only three forensic laboratories nationwide working with companies to develop this technology.

The project provides the state of Illinois with the opportunity to continue to be a leader in the forensic community. This cutting edge technology will be a benefit because it will allow the DNA analyst to develop more information on a wider variety of samples. Currently, the development of this type of DNA microchip for use in the forensic laboratory is approximately three to seven years away. However, an increase in interest and allocation of resources may reduce the time to bring this technology to fruition.

Many believe forensic science is the future of law enforcement and as a result, it is critical to invest in its identified needs.

- A. Goal:** In order to effectively address the forensics needs of Illinois= law enforcement and legal communities, officials must implement multi-step programs.
- 1. Objective:** Diminish current backlogs in all forensic science disciplines by increasing staffing of both scientist and support personnel, expanding laboratory facilities and acquiring needed equipment.
- a. Funding Action Step:**
- Identify funding to staff, equip and train forensic scientists in DNA analysis and a variety of other disciplines.
- b. Legislative Action Step:**
- SB644 (PA 91-0528) became law effective January 1, 2000 with staggered implementation through 2003.
- 2. Objective:** Provide consolidated forensic science and crime scene training. This would enhance the expertise of those agencies which serve as ISP customers, as well as provide training at the regional and national level in these areas.
- a. Funding Action Step:**
- The projected cost for the Forensic Science Institute is approximately \$60 million. Since there are greater needs in the areas of staffing and equipment, this should only be funded secondarily or through federal funds.
- 3. Objective:** Continue to expand the usage of new technologies such as Microchip applications to improve forensic science services.

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## **APPENDIX I**

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## **APPENDIX II**

### **Background on the Authority**

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

#### **1. Information systems, technology, and data quality**

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

#### **2. Research and analysis**

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

#### **3. Policy and planning**

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

#### **4. Grants administration**



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

### **Composition & Membership**

The Illinois Criminal Justice Information Authority is governed by a 18-member board of state and local leaders in the criminal justice community, plus experts from the private sector. The Authority is supported by a full-time professional staff working out of the agency's office in Chicago. The Authority is led by a chairman, who is appointed by the governor from among the board's members. By law, the Authority meets at least four times a year in public meetings. Authority members are responsible for setting agency priorities, tracking the progress of ongoing programs, and monitoring the agency's budget.

By law, the Authority includes:

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

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

### **Federal and State Grants**

The Federal & State Grants Unit (FSGU) administers grant programs overseen by the Authority. Authorized under the Authority's power "to apply for, receive, establish priorities for, allocate, disburse and spend grants of funds," this responsibility includes assuring compliance with federal and state regulations.

FSGU's predecessor unit, the Office of Federal Assistance Programs, was created in 1985 to administer two federal grant programs totaling \$4.1 million. In 1999, 34 staff members administered a variety of grant programs, with \$33.5 million in expenditures for the fiscal year.

With the support of legal, fiscal, research and administrative staff, FSGU staff perform a variety of functions in developing, implementing, and monitoring state and local programs while ensuring compliance with numerous federal and state laws and guidelines. These tasks include planning, monitoring, program development, technical assistance, coordination, and administration.

### **The Need for a Single Planning Process**

In 1999, the Authority launched a project to develop a single and comprehensive plan that would guide its administration of federal and state grant funds. Each of the programs, until that time, involved its own planning process including separate cycles for public input, data analyses and consideration of strategies. It was also clear that the new planning process had to be consider how the resources of other federal and state agencies were allocated to prevent and combat crime, improve criminal justice, and address victim service issues in the State. Therefore, with the Authority's input, and direction from the Governor's office, staff embarked on the development of this Criminal Justice Plan for the State of Illinois. The affected grant programs are described below.

#### **1. Anti-Drug Abuse Act Program**

The federal Anti-Drug Abuse Act (ADAA) of 1988, also known as the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, supports government programs that enable the enforcement of Illinois drug laws and help decrease the likelihood of violent crime. Illinois received a federal award of \$19.8 million under ADAA for Federal Fiscal Year 2000. The State is required to set aside five percent of the award to improve criminal history records. Of the remaining funds, after administrative costs are deducted, a minimum of 64.51 percent must be passed through to local units of government and the remainder may be spent by state agencies. ADAA guidelines require a cash match to support at least 25 percent of each funded project's total cost. A federal fiscal year's program funds may be spent over a three-year term in accordance with a detailed strategy prepared every three years. Projects, which support all components of the criminal justice system, are funded for a maximum of 48 months with some exceptions.

For Federal Fiscal Year 2000 funds, the Authority has identified seven priorities, which are consistent with and build on the National Drug Control Strategy:

- (1) Support prevention programs that help youth recognize the true risks associated with violent crime and drug use and that target

youth to reduce their use of violence, illicit drugs, alcohol and tobacco products.

- (2) Support programs that strengthen multi-agency linkages at the community level among prevention, treatment and criminal justice programs, as well as other supportive social services, to better address the problems of drug abuse.
- (3) Support programs that enhance treatment effectiveness, quality and services so that those who need treatment can receive it.
- (4) Support programs that reduce drug related crime and violence.
- (5) Support research that identifies what works in drug treatment and the prevention of drug use and violent crime, and develop new information about drug use and violent crime and their consequences.
- (6) Support programs that promote the efficiency and effectiveness of the criminal justice system.
- (7) Support programs statewide that target prevention and early intervention for juveniles, with particular emphasis on the principles of balanced and restorative justice.

## **2. Victims of Crime Act Program**

The Victims of Crime Act (VOCA), funded by fines paid by those convicted of violating federal laws, supports direct services to victims of crime. The act requires that priority be given to services for victims of sexual assault, domestic violence, child abuse, and other groups identified by the state as underserved victims of crimes. Funds may only be used to support direct services to victims of crime. VOCA guidelines require either a cash or an in-kind match to support at least 20 percent of the funded project's total cost. Since 1995, states have been allowed to retain up to five percent of VOCA funds for administrative purposes. For Federal Fiscal Year 2000, the Authority has been awarded \$15.5 million in VOCA funds. These funds are used to support victim advocacy and other direct services throughout Illinois, including those provided by agencies that are members of the Illinois Coalition Against Domestic Violence and the Illinois Coalition Against Sexual Assault. VOCA funds have also supported services to survivors of homicide victims, victims of drunk driving crashes, and victims of violent crime with special needs, such as those with disabilities and the elderly.

## **3. Violence Against Women Act Program**

Congress passed the Violence Against Women Act (VAWA) in 1994. Among the provisions of the act is a section authorizing grants to states for programs that would improve the response of the criminal justice system to victims of sexual assault and domestic violence. As the agency charged with administering VAWA awards in Illinois, the Authority is responsible for developing a plan for distributing the federal money. Relying on statistical data, public testimony, and surveys of criminal justice and victim service agencies, the Authority established the S.T.O.P. (Service, Training, Officers, Prosecution) Violence Against Women in Illinois plan. Among the objectives for the plan are:

- Expansion of services to women who are victims of sexual assault or domestic violence;
- Improved training for law enforcement officers and the establishment of protocols for handling sexual assault and domestic violence reports;
- Improved training for prosecutors and the establishment of protocols for handling sexual assault and domestic violence cases; and
- Promotion of multidisciplinary training programs for criminal justice agencies and health care systems.

The Authority received \$5.1 million in VAWA grant funding for Federal Fiscal Year 2000. The act specifies that states must allocate a minimum of 25 percent of the funds they receive in each of three categories: law enforcement, prosecution and victim services. The remaining funds may be spent in one or more of these areas or for other purposes. Funds have a two-year life and must be spent in accordance with the plan submitted to the Violence Against Women Office, U.S. Department of Justice. A 25 percent cash or in-kind match is required for each project; not-for-profit victim service providers are exempt from the match requirement. States are allowed to retain five percent of the award for administrative costs.

VAWA program funds have been used to implement, test, and evaluate model protocols and guidelines for responding to victims of domestic violence and sexual assault. Several counties throughout the state were selected to implement the model protocol for handling domestic violence cases by coordinating the responses of law enforcement officers, prosecutors, service providers and the judiciary. In other regions, model guidelines have been implemented for responding to victims of sexual assault. These efforts link law enforcement officers, the state's attorney's office and victim advocates. The goal is to heighten sensitivity while improving evidence collection, initial response, victim interviews and victim referrals. Each program has incorporated training sessions into its development to emphasize the spirit of interagency cooperation, while providing participants with the necessary skills to combat domestic violence and sexual assault.

#### **4. National Criminal History Improvement Program**

The National Criminal History Improvement Program (NCHIP) was established in 1995 to promote the accuracy, completeness and timeliness of criminal history records. Funds are used at the state and local levels to improve the quality of criminal history records, or "rap sheets," which are used by police, prosecutors, judges and non-criminal justice agencies. Through Federal Fiscal Year 2000, Illinois has received \$11 million for the program. About approximately 82 percent of these funds have been awarded to the Illinois State Police for improvements to the state's criminal history program. At the local level, funds are primarily used for the electronic capture and transfer of fingerprints and associated information about alleged offenders.

#### **5. Local Law Enforcement Block Grant Program**

Under the Omnibus Federal Fiscal Year 1997 Appropriations Act, Public Act 104-208, the U.S. Department of Justice's Bureau of Justice Assistance makes funds available to units of local government under the Local Law Enforcement Block Grant program for purposes of reducing crime and improving public safety. In Federal Fiscal Year 2000, Illinois received \$25 million for this program. The federal government directly awarded about \$23.9 million of this amount to units of local government in Illinois according to a formula based on population and violent crime rates. The Authority is the state agency that administers the remaining \$1.1 million in funds. Units of local government that did not qualify for the direct federal award funds are eligible to apply for these funds. The Authority issues request for proposals to provide funds for equipment related to officer safety and essential police services in local police and sheriffs' departments. Local units of government are required to provide cash match of 10 percent of each project's total cost.

#### **6. Residential Substance Abuse Treatment Program**

Enacted in 1994 with the first funds appropriated in Federal Fiscal Year 1996, the Residential Substance Abuse Treatment (RSAT) program for state prisoners provides formula grants to state and local correctional agencies for the implementation of treatment programs for offenders housed in residential facilities. To be eligible for funding the act requires that treatment programs meet the following criteria:

- Length of treatment must be 6 to 12 months;
- Offenders must receive treatment services in a residential setting away from the general inmate population; and

- The primary focus of the program must be on the substance abuse problems of the inmate, but must also develop inmates' social, cognitive, behavioral and vocational skills.

In addition, treatment should be limited to offenders who are nearing the end of their incarceration so that they may be released upon completion of the substance abuse program. The Authority has been awarded \$1.9 million for Federal Fiscal Year 2000, with approximately 90 percent of the funds passing through to the Illinois Department of Corrections. The remainder is reserved for the Cook County Department of Corrections. RSAT requires a cash match to support at least 25 percent of each project's total cost.

## **7. Violent Offender Incarceration and Truth-in-Sentencing Incentive Grant Program**

The Violent Offender Incarceration and Truth-in-Sentencing (VOI-TIS) incentive grant program was established in 1996 and provides funding to states to build or expand correctional and juvenile detention facilities in order to increase secure confinement space for adult and juvenile violent offenders. The Violent Offender Incarceration grants are allocated to states using a three-tiered formula based on eligibility criteria. States also must comply with specific conditions to qualify for Truth-In-Sentencing incentive grants, which are awarded to states that implement laws requiring that people convicted of Part 1 violent offenses to serve not less than 85 percent of the sentence imposed.

Through Federal Fiscal Year 2000, the Authority has been awarded \$99.2 million. These funds have a 10 percent cash match requirement and may be spent over a six-year term according to a plan submitted by the Authority to the Office of Justice Programs, Corrections Program Office. Fifteen percent of VOI-TIS funds are distributed at the local level for construction of additional bed space for violent juvenile offenders.

## **8. Juvenile Accountability Incentive Block Grants Program**

The Juvenile Accountability Incentive Block Grants (JAIBG) program was enacted in 1998 to promote greater accountability in the juvenile justice system. Program grants support local efforts to reduce delinquency and crime, and hold young people, their families and the juvenile justice system accountable for improving the quality of life in every community. The JAIBG program focuses on the development and administration of accountability-based sanctions for juvenile offenders, making funding available to prosecutors to more effectively address drug, gang and youth violence problems, and establishing information-sharing programs that would allow schools, criminal justice systems and social service centers the tools needed to make informed decisions regarding the treatment and prevention of young criminals. Program objectives include:

- Build or expand juvenile detention facilities;
- Hire judges, prosecutors, probation officers and court-appointed defenders to ensure the expeditious administration of juvenile justice;
- Fund pretrial services for juveniles;
- Provide technology, equipment and training to assist prosecutors in identifying and expediting the prosecution of violent juveniles;
- Establish gun court and drug court programs; and
- Implement a drug-testing policy for juveniles within certain categories of the criminal justice system.

For Federal Fiscal Year 2000, the Authority has been awarded \$8.3 million. Seventy-five percent of the funds must be passed through to local units of governments. Based on a formula of criminal justice expenditures and violent crime rates, communities eligible for \$5,000 or more receive automatic funding. Request for proposals and a need based allocation process has been used for the remaining local pass through funds. The Illinois Department of Corrections uses a majority of the state level funds for juvenile parole agents. JAIBG requires a cash match of 10 percent of the total project's cost, except for construction of juvenile detention facilities which requires a 50 percent match.

## **9. State Identification Systems**

The State Identification Systems (SIS) program enhances the capability of state and local governments to identify and prosecute offenders by establishing or upgrading information systems and DNA analysis capabilities. SIS also advances efforts to integrate these systems with national databases operated by the FBI.

The purpose of the SIS program is to assist states in establishing, developing, updating or upgrading the following types of identification systems:

- Computerized identification systems that are compatible and integrated with the databases of the FBI's National Crime Information Center (NCIC);
- DNA forensic laboratory analysis that is compatible and integrated with the FBI's Combined DNA Index System (CODIS); and
- Automated fingerprint identification systems that are compatible and integrated with the FBI's Integrated Automated Fingerprint Identification System (IAFIS).

The Authority administers these funds and subcontracts all funds to the Illinois State Police (ISP). ISP uses these funds under the purpose area of computerized

identification systems. In Federal Fiscal Year 1999, the Authority was awarded \$163,156 for this program. Federal funding for this program has been discontinued.

## **10. National Sex Offender Registry Program**

The National Sex Offender Registry Assistance Program (NSOR-AP), a component of the United States Department of Justice, Bureau of Justice Statistics (BJS) National Criminal History Improvement Program (NCHIP), supports the goal of establishing an effective national registry of sexual offenders. The registry will ensure that accurate and complete information about released sex offenders is appropriately made available to protect the public and prevent further victimization. Specifically, the program will help States ensure that:

- Sexual offender registries identify, collect, and properly disseminate relevant information which is consistent, accurate, complete, and up-to-date;
- Appropriate interfaces with the FBI's national system are established so that State registry information on sexual offenders can be obtained and tracked from one jurisdiction to another.

The FY 1998 BJS budget includes \$25 million to support the national sexual offender registry. Although all States currently have some form of registry in place, many cannot efficiently or accurately share information. Accordingly, all States will be eligible for an award from these funds. The BJS NSOR grant program will assist States in meeting the requirements of federal legislation (The Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act, Megan's Law and the Pam Lychner Sexual Offender Tracking and Identification Act) and related State standards. In 1999, this federal grant program was absorbed under the NCHIP program described above.

## **11. Motor Vehicle Theft Prevention Council Grant Program**

The General Assembly established the Illinois Motor Vehicle Theft Prevention Council in 1991 to combat vehicle theft, insurance fraud, and related crimes. The 11-member council is made up of law enforcement and insurance industry officials. The Council's responsibilities, as listed in the Illinois Motor Vehicle Theft Prevention Act, include: assessing the scope of the problem of motor vehicle theft, particularly in those areas of the state with the highest incident rates; allocating funds made available for the purpose of the Act; and developing and implementing strategies to combat motor vehicle theft. The Act requires that insurance companies pay into a special trust fund in the state treasury. All insurance companies licensed to write private passenger comprehensive coverage are required to pay \$1 into the fund annually for each vehicle insured. Collected and administered by the Council, the funds total about \$5.6 million each year.



The Council allocated grants to support programs such as special auto theft task forces and investigative teams, prosecutions, statewide audits of salvage yards, juvenile diversion, public education, officer training, data analysis and other activities. The Council funded 16 programs in 2000.

## **APPENDIX III**

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McHenry County State's Attorney's Office

Proshat Shekarloo  
Horizons Community Center

Billie Larkin, Executive Director  
McLean County Child Advocacy Center

Holly Zielke  
Department on Aging

David Mallham  
Mothers Against Drunk Driving

Martha Newton  
Illinois Attorney General's Office

Jerri Lynn Fields  
Rape Victim Advocates

John Millner, Chief  
Elmhurst Police Department

John Kinsella  
DuPage County State's Attorney's Office

Judith Martin  
Chicago Police Department

John Kocinski  
DuPage County State's Attorney's Office

Mike Maloney  
Department of Human Services

**B. Illinois Criminal Justice Information Authority Committees**

**PLANNING AND RESEARCH**

**Hon. James E. Ryan, Chair**  
Illinois Attorney General  
*Designee:* Robert B. Spence

**Albert A. Apa**  
Member of the General Public

**Sam W. Nolen**  
Director, Illinois State Police  
*Designee:* Asst. Dep. Dir. Kenneth  
Bouche

**Terry G. Hillard**  
Superintendent, Chicago Police  
Department  
*Designee:* Dep. Supt. Barbara McDonald

**Hon. John C. Piland**  
Member of the General Public

**Dr. Thomas J. Jurkanin**  
Illinois Law Enforcement Training  
and Standards Board

**Donald N. Snyder, Jr.**  
Director, Illinois Department of  
Corrections  
*Designee:* Asst. Dep. Dir. Giacomo A.  
"Jack" Pecoraro

**INFORMATION SYSTEMS**

**Hon. Michael J. Waller, Chair**  
State's Attorney of Lake County

**Sam W. Nolen**  
Director, Illinois State Police  
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**Hon. Timothy Bukowski**  
Sheriff of Kankakee County

**Hon. Richard A. Devine**  
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Office of the State's Attorney Appellate  
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**Terry G. Hillard**  
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**Hon. Michael Sheahan**  
Sheriff of Cook County  
*Designee:* Jim McGing

**C. *Ad Hoc* Advisory Committee for the Planning Assembly**

Hon. Steven R. Allendorf  
Sheriff, Jo Daviess County

William Siffermann  
Circuit Court of Cook County

William Gilbert  
Illinois Department of Corrections

Phyllis DeMott  
Illinois Coalition Against Domestic  
Violence

Dan Roach  
Quad City MEG Unit

William D. Miller  
Chief, Elgin Police Department

Kenneth Bouche  
Illinois State Police

Dr. James Swartz  
Treatment Alternatives for Safe  
Communities

Margie Groot  
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Kim Donahue  
Illinois State Police

Michael J. Rohan  
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Office of the Cook County State's  
Attorney

Dr. James R. Coldren  
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Victoria Gwiasda  
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Mike Tardy  
Administrative Office of the Illinois  
Courts

Dr. Greg Scott  
Gang Crime Prevention Center

Jo Anne Durkee  
Illinois Department of Human Services

Carol Corgan  
Illinois Coalition Against Sexual  
Assault

Polly Poskin  
Illinois Coalition Against Sexual Assault

Barbara McDonald  
Chicago Police Department

Brenda Welch  
Illinois Juvenile Justice Commissions

Paul D. Fields  
Office of the Cook County Public  
Defender

Joan Rappaport  
Illinois Coalition Against Domestic  
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**D. Criminal Justice Planning Assembly: Discussion Groups**

**Drug and  
Violent Crime**

*Staff:*

Dr. David Olson  
Robert Bauer  
Tracy Hahn  
Robert Taylor

*Participants:*

Steven Allendorf  
Albert Apa  
Matt Bettenhausen  
Mark Bramlett  
James Donahue  
Steve Fermon  
Lawrence Fichter  
Norbert Goetten  
David Gould  
Mary Griffin  
Mark Henry  
Michael Hughes  
Sam Nolen  
William O'Brien  
John Piland  
Bill Simmons  
Jude Skallurep  
Gary Slutkin  
Mike Smith  
Robert Spence  
Margarette Truschel  
Dave VanLandegen  
Ralph Weisheit  
Timothy Witney

**Juvenile  
Crime**

*Staff:*

Mark Myrent  
Sharyn Adams  
Mildred Cox  
Phil Stevenson

*Participants:*

Rodney Ahitow  
Cheryl Cesario  
Kevin Downey  
Gary Duerkoop  
Ron Ellis  
Michael Fendrich  
Ralph Grayson  
Victoria Gwiasda  
Sophia Hall  
John Harris  
James Janik  
Esther Jenkins  
Marcia Nicklas  
Kip Owen  
Barbara Shaw  
Bill Sifferman  
Loren Simmons  
Anne Studzinski  
Eileen Subak

**Victims of  
Violent Crime**

*Staff:*

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Jennifer Hiselman  
Kelly MacDowell  
Anne Tillett

*Participants:*

Stephen Baker  
Jackie Buckley  
Nancy Carlson  
Susan Catania  
Mike Costigan  
Martha Daly  
Rick Einfeldt  
Kris Hamilton  
Stephanie Hugle  
John Kinsella  
Billie Larkin  
Karen McKenna  
Jeffrey McNeal  
John Millner  
Martha Newton  
Cheryl Peterson  
Polly Poskin  
Joan Rappaport  
Maureen Robinson  
Erin Sorenson  
Deborah Whitworth

<b>Offender Services</b>	<b>Community Capacity Building</b>	<b>Information Systems and Technology</b>
<i>Staff:</i>	<i>Staff:</i>	<i>Staff:</i>
Maureen Brennan Christine Martin Erica Morrow Ron Reichgelt	Karen Griffiths Gary Kupsak Karen McCanna Gail Woods	Steve Prisoc Laura Egger John Evans Dan Higgins
<i>Participants:</i>	<i>Participants:</i>	<i>Participants:</i>
Olga Becker John Bentley Jennifer Black Craig Chval Pat Davis Phyllis DeMott Kim Donahue Robert Dougherty Rita Fry Margie Groot Gerald Hanson Barbara Hayler Dimitri Kesari Arthur Lurigio Michael Mahoney Maureen McDonnell Manny Mill Allen Nance Theodore Paine Jody Sundt William Watts	Rick Barkes Diane Bedrosian Jan Bond Jane Buckwalter Anthony Chiesa James Coldren Lynda Dautenhahn Janice DiGirolamo Barbara Engel Lee Gregory Jerry Hughes Frank Kaminski Katherine Klimisch Leslie Landis William Miller Cecilia Peeler Dave Sanders Greg Scott Irving Spergel Jennifer Welch Rob Willey Paula Wolff	Rich Adkins David Baer Diana Clegg Brent Crossland Paul Fields Carol Gibbs Brian Goggin Joseph Gordon Terry Gough Susan Johns Teresa Kettelkamp Jonathon Lewin Paul Logli Mark Maton Michael Mowen Randall Murphy Gerald Nora Jack Pecoraro John Roe Tom Sanders Elizabeth Scholz Jerry Sciaraffa John Towns