

The Compiler

Illinois Criminal Justice Information Authority

Winter/Spring 1995

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Alternatives to incarceration: Four Cook County programs

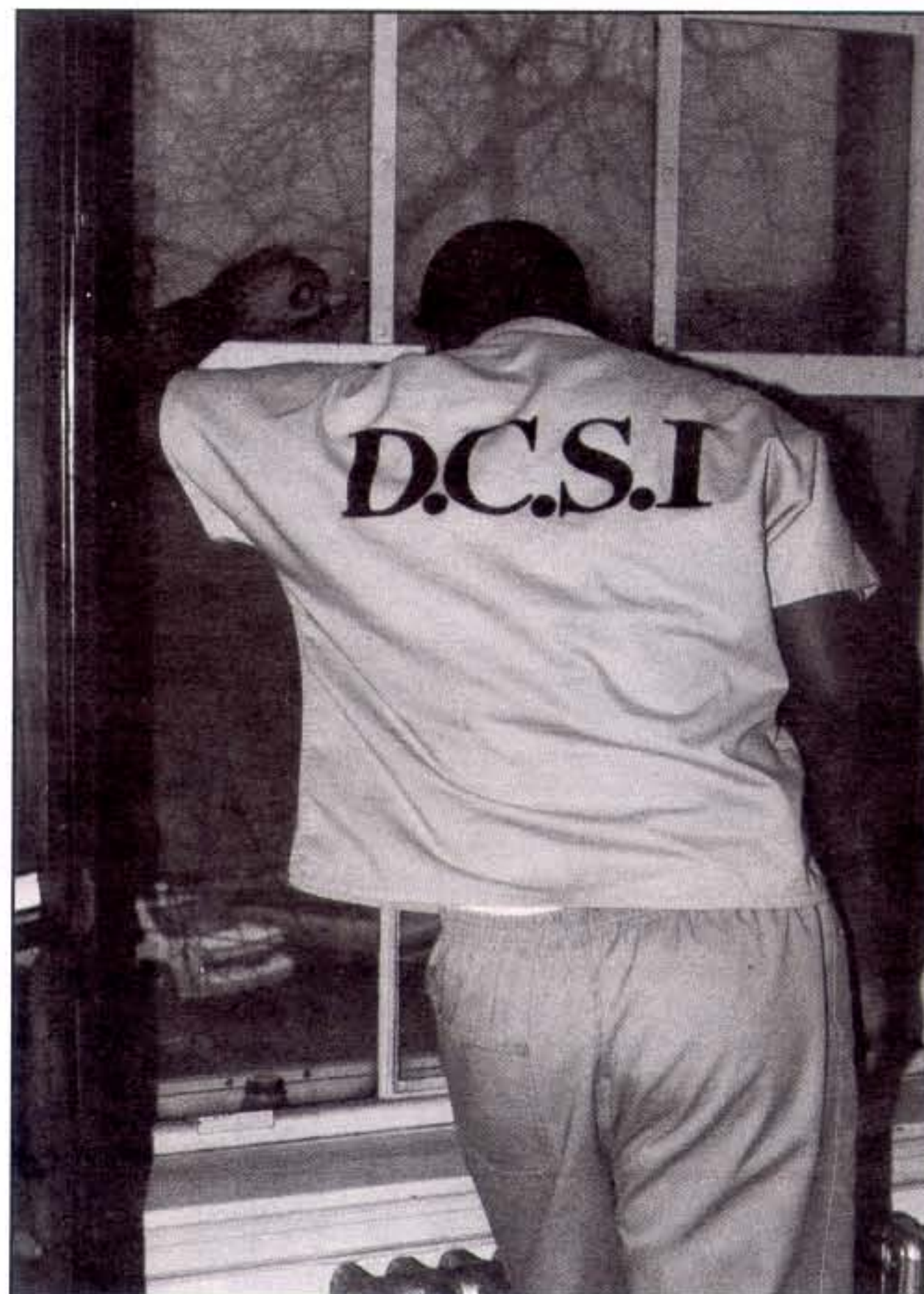


Photo by Kristi Turnbaugh

This issue's topic of alternatives to incarceration turned out to be very timely; as we were preparing to go to press, the John Howard Association, a prison reform group, released a report on overcrowding at the Cook County jail which mentioned that programs such as electronic monitoring, pre-release, day reporting and SWAP are successful alternatives to incarceration that should be expanded. A few days after that report's release, inmates in one of the county's most crowded jail divisions rioted when plans to begin triple-celling were announced. Our look at alternative programs run by the Cook County Sheriff's Department of Community Supervision and Intervention begins on page 4.

Authority debuts Wide Area Network

The Illinois Criminal Justice Information Authority's Information Systems Unit (ISU) recently has begun implementing a wide area communications network, or WAN, that will ultimately join together all users of its information systems on a high-speed telecommunications link which will support the exchange of many different types of criminal justice data.

In announcing the new WAN, Authority Executive Director Thomas F. Baker said the "design and implementation of a high-speed data network is one of the most important technical problems to be faced during the 1990s by Illinois criminal justice agencies."

ICIS 2.0 (Illinois Crime Information System) has been under development for more than two years and unites the Authority's Area-wide Law Enforcement Radio Terminal System (ALERTS), Police Information Management System (PIMS) and Automated Law Enforcement Communication System (ALECS) programs under a single set of computer information system procedures. This first release of ICIS contains the basic client/server architecture and interfaces to ALERTS, LEADS and 911 equipment as well as a unit status display. In the next 12 to 18 months, the rest of the ALERTS, PIMS and ALECS software will be converted to ICIS and all agencies using those systems will be switched to the new network. Approximately 100 agencies eventually will be tied to-

gether on this WAN.

One of ICIS' more significant aspects is its incorporation of standardized communications architecture which the Authority hopes will allow it to support communications between a wide variety of software applications running on a wide variety of computer hardware systems.

"Many of today's information problems result from our inability to quickly and easily exchange data between the diverse components of the criminal justice system," Baker said, "and this issue must be resolved if we are to have an affordable means for all agencies in the state to have timely access to critical information they need for informed decision making."

New Authority members

The November 1994 election and a reorganization of the governor's administrative staff have meant changes to the membership of the Illinois Criminal Justice Information Authority.

Former DuPage County State's Attorney Jim Ryan, who was elected Illinois Attorney General in November, replaces Roland W. Burris, who did not run for that office again. In late December, Governor Jim Edgar appointed Illinois Department of Corrections Director Howard Peters III as his Deputy Chief of Staff and named Odie Washington the new IDOC director.

The appointments of Ryan and Washington, who formerly was warden of the Dixon Correctional Center, were effective Jan. 16, 1995.

University adds criminal justice degree

Loyola University of Chicago opened a new master's degree criminal justice program this past fall. Classes are held on Monday, Tuesday and Thursday evenings at its Water Tower campus in downtown Chicago, a schedule designed to assist graduate students who hold full-time jobs. Program applicants are required to have an undergraduate grade point average of at least 3.0. Preference is given to those already working within the criminal justice field. The program is designed for approximately 15 students per entering class to allow for more individual interaction with faculty.

Authority staffs juvenile justice group

Since 1899, when the state legislature enacted the nation's first juvenile court act, Illinois has acknowledged that youthful offenders have special problems and needs that cannot always be best addressed in criminal courts. This past fall, Gov. Jim Edgar announced the formation of a task force to study the state of the Illinois juvenile justice system. The Legislative Committee on Juvenile Justice has been given 18 months to study the issue and make recommendations for legislative changes to the state's current juvenile justice system that will improve its ability to cope with today's youthful offenders.

The committee is chaired by Kendall County State's Attorney Dallas Ingemunson, who also chairs the Illinois Juvenile Justice Commission, and numbers 27 appointees from the fields of law enforcement, the judiciary, the legislature, juvenile justice, youth services and criminal justice. The Illinois Criminal Justice Information Authority is providing staff support for the Committee.

Report: increasing Midwest heroin use

Heroin use and availability continues to increase in the Midwest, according to an Office of National Drug Control Policy (ONDCP)

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report. In *Pulse Check: National Trends in Drug Abuse*, ONDCP's telephone survey of epidemiologists, drug ethnographers and treatment providers indicated that cocaine use has leveled off and in some cases declined, but the use of heroin continues to rise. In addition, marijuana surpassed cocaine as the primary drug for which substance abuse treatment was being sought.

While the majority of Midwestern heroin users are older than 30, increasing trends are being reported within the younger user population (ages 21 to 29). The ONDCP reports that the purity of heroin is also very high, indicating a greater degree of availability. Because of high purity levels, the manner of ingestion differs between populations. Older users still prefer to inject heroin directly into their veins, while younger users are inhaling the drug.

For copies of *Pulse Check*, write the Bureau of Justice Assistance Clearinghouse, P.O. Box 6000, Rockville, MD 20850.

Grants to aid domestic violence victims

Forty-nine local agencies across Illinois will share more than \$9.6 million this year to provide shelter and special services to women and children victimized by domestic violence.

"We've been able to increase spending on vital services for the victims of domestic violence by \$363,625 this year," said Gov. Jim Edgar. "The grants which support local groups are critical for women and children fearful for their lives and their futures. They must be able to turn to someone in their communities who can provide safe havens and a way to start anew.

"The local agencies offer more than secure shelter," he added. "They operate 24-hour crisis telephone lines and make available food, clothing, transportation, counseling and advocacy to more than 40,000 individuals each year."

The Department of Public Aid's Division of Family Support Services is administering the grants under the family intervention and prevention services program.

Shorter prison terms and public safety

Reducing prison sentences is effective in reducing prison crowding and prison costs and has a negligible effect on public safety, says a study conducted on behalf of the Illinois Department of Corrections by the National Council on Crime and Delinquency (NCCD), a national criminal justice and research organization.

Since 1980, the IDOC has been authorized to shorten sentences by as many as 90 days for inmates who qualify. The state legislature allows for this effort to control prison crowding through a program called Meritorious Good Time (MGT). In 1990, the legislature authorized House Bill 3838, permitting the IDOC to shorten eligible inmates' sentences by an additional 90 days via the Supplemental Meritorious Good Time (SMGT) program.

After HB 3838 passed, the IDOC contracted NCCD to study the impact of the good-time policy on public safety, prison crowding, prison construction and operating costs. The findings show that by the end of the 1991 fiscal year, the MGT and SMGT programs had reduced the projected prison population by approximately 4,500 inmates, resulting in taxpayer savings of \$98.7 million, or more than \$7,000 per inmate for each inmate released an average of four months early. By the year 2000, the good-time program should reduce the state's projected prison population by nearly 9,000 inmates.

The NCCD study also evaluated the impact of MGT and SMGT on public safety:

- Inmates released via MGT and SMGT had the same recidi-

vism rates as inmates not released early through the programs. Inmates released 180 days early via the combined MGT and SMGT programs actually had lower recidivism rates than those released through MGT alone.

- The MGT and SMGT early release programs are having a negligible effect on public safety. As little as .05 percent of all adult arrests in Illinois can be attributed to inmates released under these programs, and the vast majority of these arrests are for nonviolent misdemeanor crimes.

"The findings indicate that a well-administered policy of moderately reducing sentences can work without jeopardizing public safety and at considerable savings to taxpayers," said NCCD Executive Vice President James Austin, who co-authored the Illinois study. "In particular, we found that older inmates serving longer prison terms are especially good candidates for release via these programs."

For more information on the study, write NCCD, 685 Market Street, Suite 620, San Francisco, CA 94105, or call (415) 896-6223.

Staff notes

- **Sharon Darling Bond** recently was named Associate Director, Office of Public Information, for the Illinois Criminal Justice Information Authority. In this role, she serves as senior editor for all Authority publications, including *the Compiler*. Bond also oversees all media relations the Authority engages in and is the agency's designated public information officer.

She holds a bachelor's degree in journalism from the University of North Carolina at Chapel Hill and has extensive experience in writing, reporting, editing and organizational communications, with stints at Goodyear Tire & Rubber Co. and Compute! Publications among her experience. Her accomplishments include two awards for outstanding communications from the North Carolina School Public Relations Association.

- **Roger Przybylski**, the Authority's associate director for research and analysis, recently was elected to the Executive Committee of the Justice Research and Statistics Association, the national association's five-member governing body.

The JRSA is a professional association of criminal justice analysts, researchers and practitioners committed to providing accurate and timely information in support of sound policy development. Its goals are to 1) expand the analytical capabilities of state statistical agencies; 2) promote the exchange of information and technology within the criminal justice community; 3) encourage cooperation among the states in addressing common policy-related problems; and 4) serve as liaison between the states and the federal government.

ALERTS departments added

The Illinois Criminal Justice Information Authority's Area-Wide Law Enforcement Radio Terminal System (ALERTS) recently added 14 new users. The in-car terminal network provides police officers with instant access to national, state and local crime information.

Added to the network were the police departments in Wood Dale, Olympia Fields, Grayslake, Sauk Village, Berwyn and Hometown; the Kane County Sheriff's Department; the Multi-County Metropolitan Enforcement Group; and Illinois State Police districts 2, 5, 7, 10, 15 and 16. ■

Sheriff's Work Alternative Program: *Paying back the community*

by Kristi Turnbaugh

Driving past them, you might think they're members of Chicago's Department of Streets and Sanitation. Dressed in bright orange vests, the men and women work diligently along the roads, shoveling snow and trash. But right alongside them are uniformed officers, closely monitoring the work to make sure each one is doing his or her share. Why? Because these are convicted criminals, not paid employees. And instead of serving time behind bars, they have been sent back into the community to live and work through an innovative program started in Cook County.

The first of its kind in the nation, the Sheriff's Work Alternative Program, or SWAP, sentences nonviolent felons and misdemeanor offenders to supervised community work instead of to jail. Operated by the Cook County Sheriff's Department of Community Supervision and Intervention (DCSI), it's "the only true program that puts the burden of the penalty on (offenders') shoulders," said Dan Lavery, program director.

History

SWAP was started in 1984 to alleviate overcrowding in Cook County's jails by offering an alternative sentence to convicted drunk drivers. Specifically, the program was designed to punish second-time DUI offenders with a penalty that would be the equivalent of jail, said Lavery, who's been with the program since its inception. Another goal was to tie some rehabilitation to the program, he added. More than 500 DUI offenders were sentenced to SWAP during the program's first six months; in 1985, its first full year, 1,100 offenders worked their way through the program. Now, more than 7,000 people go through SWAP annually.

SWAP has never received taxpayer funding, so program directors and judges

created a fee structure to cover operating costs. Offenders are charged a \$25 registration fee as well as \$1 for every hour they work. Revenues pay for safety vests and transportation costs. The initial registration fee can be waived only if someone has been sentenced to SWAP in lieu of fine and also has been declared indigent. Currently, 48 percent of participants meet those criteria.

By 1989, the program had become so well-accepted that convicted misdemeanants and nonviolent felons started being sentenced directly to SWAP. It became "a legitimate alternative" to incarceration since it provided punishment and rehabilitation, said Thomas Fitzgerald, presiding judge of the Cook County Criminal Courts, who helped develop SWAP.

The program served as the "relief valve for many cases that would go to jail," Lavery said, adding that SWAP filled a need for a penalty layer that did not include incarceration.

Being sentenced to SWAP

During SWAP's early years, Lavery said, it was a choice offenders could opt for instead of jail. However, once the program developed a reputation for being tough, many opted for jail because they felt it was the easier alternative. Now, judges sentence offenders to the program, sometimes against their wishes.

For example, there was the Skokie car thief sentenced to 90 days in SWAP. Due to unsatisfactory work performance, he was removed from SWAP and sent back to court. The judge noted that the offender wanted out of SWAP and into jail, but didn't comply with the man's wishes. Instead, the man was ordered back to SWAP — for 180 days. "I wish we could have freeze-framed the expression on his

face when the judge handed down the sentence," Lavery said. "He couldn't believe the amount of additional time he was given."

The man's attitude changed at that point, Lavery said. "He did a 360-degree turnaround; I think we probably saved him from becoming a career criminal because he felt the wrath of this system. Now, the court can't do that with everyone, but it doesn't have to. It sent messages out. For the 180 days he was here, he told his story to everyone around him and that story went through the whole system."

Some who find themselves in SWAP claim it is unfair to have a two-tiered sentencing mechanism. "You got people sitting in the county jail for more serious crimes, and they get to just sit around and lounge all day," complained 37-year-old Maurice, who was serving a three-day SWAP sentence for a gang loitering conviction. The structure is defended by Cook County Traffic Court Division Supervising Judge Harvey Schwartz, who said that SWAP gets more than half of its participants from that unit. "The punishment is crafted to fit the individual. It depends on the nature of the offense and the individual. The judge takes all this into consideration," he said.

More than 32,000 offenders have participated in SWAP, with 80 percent successfully completing their sentence. Approximately 2,000 offenders are in it at any given time. Those sentenced to SWAP range from 17-year-olds to senior citizens, who in many cases are convicted of driving without auto insurance. Because the program includes people from many different demographic groups, there is no typical offender, Lavery said. "We have a lot of trades people [as well as] very educated people. Drunk driving

charges can swallow up anybody.”

About half of all participants come from Chicago, and approximately half hold jobs or are in school, he said. Males outnumber females, but women now comprise 8 percent to 10 percent of the SWAP population, up from 3 percent to 5 percent at the program’s inception, he said. Lavery attributed the growth to the program’s accepting people convicted of a wide range of crimes, including battery and traffic offenses. Indigent traffic offenders can go to SWAP in lieu of paying a fine.

How jail time translates into SWAP time is determined by the judge, Lavery said, but the sentences usually are “day for day,” meaning for every day an offender might have spent in jail, he or she must serve 24 hours of SWAP time. Sentence lengths vary depending on the offense, but the average is 15 days. Some have been as long as 180 days, and SWAP officers remember one offender who received a 365-day sentence. The minimum service order is 40 work hours, although a participant can receive a lesser sentence if it is mandated by the judge. Offenders must complete at least eight work hours a week; judges must hand down sentence lengths in complete eight-hour timeframes.

SWAP schedules

Within seven days of sentencing, offenders have to contact the SWAP office in Maywood to schedule an interview; sessions are held Saturday mornings at the Cook County Courthouse and Wednesday evenings in Maywood. For the 250–300 people who come to the weekly sessions, the primary purpose is to set work schedules that will fulfill sentence terms. Additionally, offenders learn about DCSI regulations and requirements.

At the interview, an offender meets with a SWAP officer and selects the timetable that will allow him or her to complete the sentence in the most timely fashion. Weekday hours are 7 a.m. to 3 p.m.; on weekends, offenders can work from 8 a.m. to 4 p.m. The preset schedules are designed to take away an individual’s free time, Lavery said. Sentences must be served in consecutive weeks, on the same scheduled days.

SWAP sentences do provide flexibility. Because so many participants are employed or attend school, the program is designed to limit the amount of interference with an offender’s schedule. “From

the onset, we were instructed to make the program ‘doable.’ Don’t restrict or restrain the people so they cannot get through the program,” Lavery said. Trying to accommodate the offenders’ needs may seem lenient, but the sheriff’s department believes it is necessary: If the program is too rigid in demands placed on offenders’ time, many jobs and incomes could be lost, creating a greater risk of the same offender population committing more serious offenses. Indigent participants must work five days a week until their time is completed, Lavery said.

Footing the SWAP bill

Lavery is proud of SWAP’s financial self-sufficiency. “We don’t ask for a nickel from taxpayers [for any external costs],” he said. The annual revenue from participation fees, plus the approximately 500,000 hours in SWAP service, would be worth about \$5 million annually, he estimated. In 1994, SWAP collected

SWAP assignments

Offenders must report to one of seven assigned locations — on time. “If they are not here, they do not get credit,” Lavery said. “If they come even one minute after 7:00, we send them home. After a few times, they get the idea that they have to be here, on time.”

Offenders are frisked and lunches (provided by participants themselves) are checked for contraband. If any are found, an arrest is made, Lavery said. After these checks, offenders sign in, pick up coded identification cards that provide scheduled work days, offense class and a description of medical problems, get their work vests, and wait for DCSI transportation to their work sites.

On a typical workday, 150 to 300 participants report to SWAP work at seven locations across the county. At each site, participants are divided into two to six work groups, depending on how many report to each site. The first groups



SWAP participants provided approximately 500,000 hours of community service in 1994.

\$368,000; the extra \$68,000 will be used during the 1995 budget year.

“We can’t put a handle on the exact amount of money saved,” Lavery said, but noted it costs \$40 a day to keep someone in the county jail, while daily costs for SWAP are \$80 per deputy, each of whom supervises 10 to 12 offenders. Using alternative sentencing programs like SWAP also means less jail cells need to be built, Lavery said.

include offenders with medical problems that prevent them from performing vigorous physical activities, such as senior citizens, pregnant women and people with back injuries. They are assigned less physical tasks, including washing the 1,500 county and state vehicles at the car wash barn (which saves at least \$3,000 a week, Lavery estimated); janitorial services within the courthouses; and clean-up work around the sheriff’s department. “The work is

Photo courtesy of DCSI

geared to the capability of the defendant," Judge Schwartz said.

The remaining offenders are separated into two or three coed groups of 20 to 25 people and bused to assigned work areas. Workers from Chicago's Department of Streets and Sanitation operate garbage trucks and dispense cleaning tools.

SWAP officers closely monitor the work and productivity of offenders. "They're never out of sight," Lavery said. Offenders receive two breaks and 30 minutes for lunch. Conversation is kept to a minimum, the better to provide a secure work environment. "They're told when they can stand up and sit down, and they accomplish a lot," Lavery said. Underperforming offenders usually receive one or two warnings to shape up; when an officer feels a participant is not working

he said. "It's better to see people who would rather do what they are used to doing and put it to good use than for those people who have special talents to go and sweep streets and shovel garbage." Offenders also work with the Chicago Transit Authority cleaning graffiti and have worked for the city of Chicago's Graffiti Blasters program. They've even assisted during disasters such as floods.

"We were at the Chicago flood when the county building was going under rapidly, and they needed to move records that were more than 100 years old from the sub-basement up to other floors," Lavery said. "It was a tedious, just unbelievable job" that took 450 offenders 22 days to complete. It was rewarding, though, he said. "It's great helping communities through difficult times when

out from the options I had," he said, adding that he thought most people cooperated with the program. "It beats going to jail or paying a fine."

Lavery stressed that participants are treated with respect. "We don't treat them like dogs," he said, "We treat them like humans." Maurice also said the supervisors treated participants well.

"SWAP is a harder version of supervision," Lavery said. "We demand more from the offender, and we make them do more physically." Offenders also get a sense of doing something for the community, he said. "The whole combination — hard work, supervision, giving back to the community — puts some rehabilitation into their lives."

Recidivism

Perhaps the most rewarding result is that most offenders who go through SWAP do not return to the system. DUI participants have a 3 percent recidivism rate; Lavery estimates that participants with other convictions have close to a 20 percent recidivism rate. Compared to a 70 percent to 75 percent recidivism rate for offenders given jail sentences, Lavery said, the difference lies in SWAP's rehabilitation factor. "There's no rehabilitation in jail," he said. "Jail is just a time frame. You get out in 'X' amount of days. Then you have to go back into crime to exist ... maybe the system is at fault. Once you get that black mark, it's hard to get a job, stay in the workplace, and stay at home.

"Alternatives to incarceration are things that work," Lavery said. "They're not easy programs, they are not slap-on-the-wrist programs. They really work. The offender is happy that he is not in jail. He can keep his job and stay with his family."

Said Judge Schwartz, "I can't help but feel SWAP has been a benefit to this court system, the penal system and the defendants. It pays for itself, which is good not only for taxpayers, but for the individual defendants because they share financial responsibility." ■

— Additional reporting by
Jeff Travis and Jamilah Owens

For more information on SWAP, write Dan Lavery, Director, Sheriff's Work Alternative Program, 1311 Maybrook Drive, Whitcomb Building, Room 104, Maywood, IL 60153, or call (708) 865-4970.

Most offenders who go through SWAP do not return to the system; DUI offenders have a 3 percent recidivism rate.

hard enough, a complaint can be forwarded to the scheduling office and the offender can be denied credit for that day's work.

SWAP work

Jobs include painting picnic tables, benches and buildings; pulling weeds; cleaning shelters and viaducts; sweeping streets; and washing vehicles. During hazardous weather, participants tackle indoor assignments; during inclement weather, the area beneath overpasses is cleaned. The majority of work is road crew clean-up along the interstates and major thoroughfares that run through Cook County. In 1994 alone, SWAP participants picked up 18 million pounds of trash off the streets, saving Streets and Sanitation \$5 million, Lavery said. SWAP is not taking jobs away from the unemployed, Lavery noted, since there is no money to hire people for these kinds of tasks.

All SWAP labor, including cutting down trees, is performed by hand, Lavery said. It helps, he added, that about 200 of each week's participants are skilled in trades such as carpentry, plumbing or electrical work. "When we need something done that would take one of those trade members, it really comes in handy,"

they don't have the ... manpower."

Chain gang?

Because of the program's strict supervision and rigorous work schedule, at least one participant views SWAP as a chain gang, 1990s style. "It's more work than we should be doing for the little petty crimes that we're charged with," said gang loiterer Maurice. Lavery defends SWAP's structure. "It's not a chain gang mentality, it's a penalty," he said. "The program is designed to be hard. We're not sending these people to hospitals or libraries. This is a second-time program. The judge gave them a first-time deal. We feel supervising them is hard and looks like a chain gang. But we do not have shotguns. People can leave any time."

In 1994 there were about 10 offenders who decided one day of SWAP was enough. "They walked off and went home," Lavery said. But most came back the next day with different attitudes, he said. "They knew what their alternative was ... the choice was jail or this."

Maurice didn't think he had a choice last fall until SWAP was offered as an alternative to jail. "I didn't know anything about the program, but it was the best way

Electronic monitoring

Instead of being held behind bars, inmates are incarcerated at home through electronic monitoring, which saves money and provides rehabilitation.

by Kristi Turnbaugh

Every morning Joe R. (not his real name) wakes up, takes a shower, dresses and heads to work. After eight hours, he returns home to his wife and children, eats dinner, watches TV and then goes to bed. He'll do the same thing tomorrow and the next day. Nothing seems unusual about his lifestyle. But a closer inspection shows a 3-inch-wide electronic band wrapped around his left ankle. Joe must wear the anklet so law enforcement authorities can keep track of him. Joe, a charged drug defendant awaiting trial, is incarcerated in his own home under the surveillance of the Cook County Sheriff's Department of Community Supervision and Intervention house arrest program.

History

Started in 1989 to reduce jail overcrowding, the Cook County Sheriff's Electronic Monitoring Program allows nonviolent, short-time sentenced and pretrial inmates to live in the community instead of being held behind bars. The program allows inmates to work, attend school and participate in job skills programs. House arrest also encourages rehabilitation because inmates remain in a family setting, can participate in drug and alcohol abuse programs and can undergo intensive counseling. "People can stay at home and still go to school, to rehabilitation classes, work and try to get their lives back on track. That's what this program is all about," said John Byrne, program director.

An explicit part of the program's success is the partnership between the staff and participants, since there is no method to prevent someone from walking away. There is the threat of punishment and reincarceration if someone goes AWOL (absent without leave), but the equipment can only notify authorities when someone leaves their house, and tell them whether or not they are authorized to do so. The Cook County program is successful, outside observers

have noted, because there is a strong staff system providing close interaction with participants. DCSI officials estimate that only about 100 of 1,200 electronic monitoring participants are on the program's AWOL list at any given time.

With approximately 1,200 participants at any one time under its surveillance, the program is the largest pretrial program in the nation, said Cook County Deputy Chief Investigator Rick Campillo. Eighty percent of Cook County program participants are

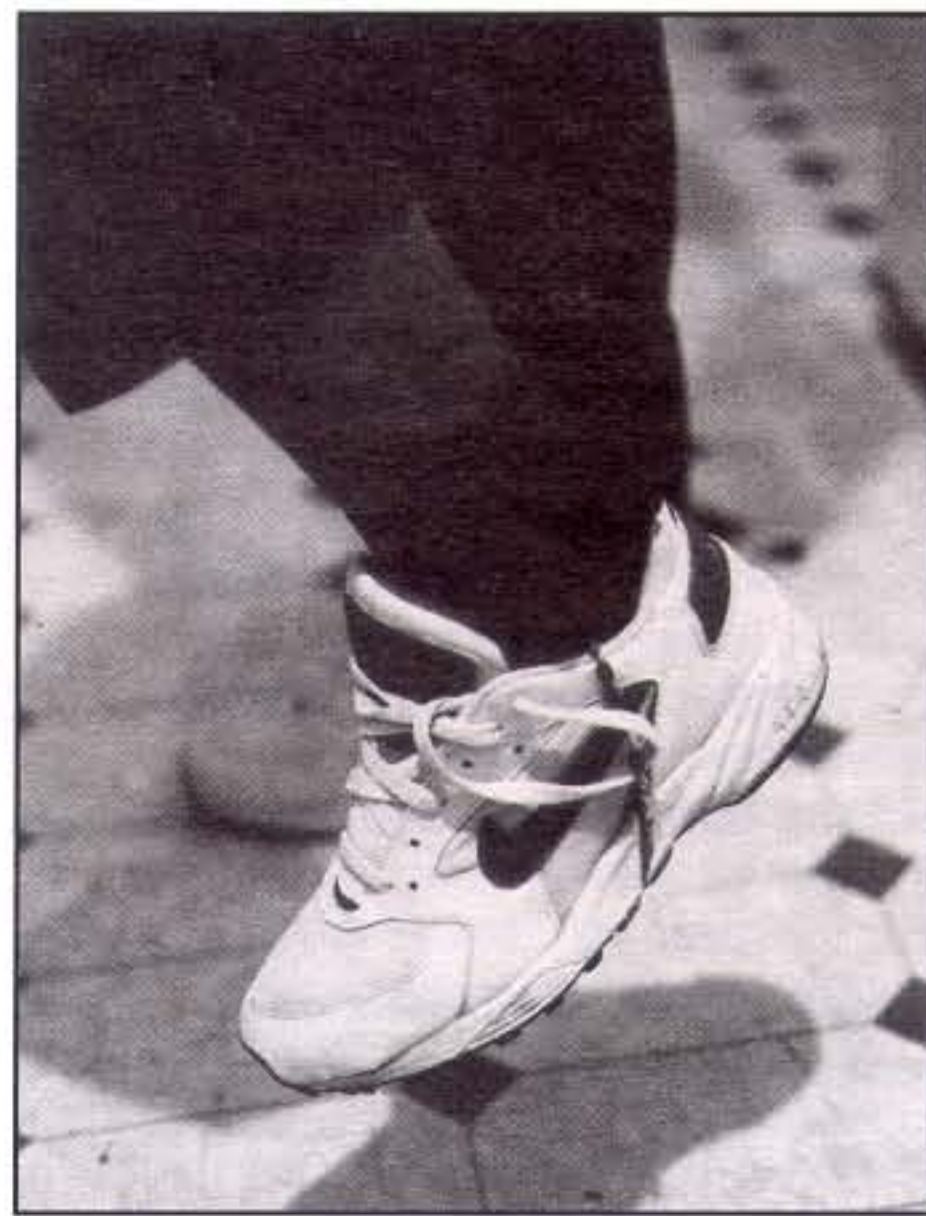


Photo by Kristi Turnbaugh

Electronic monitoring participants' bands must stay on at all times, even during showers.

awaiting trial, Byrne said. Sentenced to house arrest by judges, defendants can be sentenced up to 364 days, but most are sentenced to six months, Byrne said. Fifteen percent to 20 percent are inmates sentenced to less than one year, he said.

The program started as a "passive system," said Byrne, in which officers called participants daily to make sure they were home. But participants could wait for the call

and then leave the house, hoping that another call would not come quickly. Program officials also tried making participants wear wristbands that plugged into the phone so they could monitor participants' locations. However, Byrne said, "We found out that some of the inmates were circumventing the system, slipping out of the wrist bracelets and hooking the bracelet up to the phone. Then, they would go out and buy dope or sell dope or commit unlawful acts." Said Campillo, "We didn't keep a close eye on them."

Now, with the county's recently upgraded system, Cook County's electronic monitoring program is considered the best of its kind, serving as the prototype for programs all over the world, said Campillo, noting that law enforcement officials from China, Russia and the Netherlands have visited the Cook County set-up. The program also is cost-effective: While it costs about \$40 a day to keep someone in the Cook County Jail, the cost of the monitoring system, including all the personnel to staff it, is about \$22 per day per participant.

How electronic monitoring works

In place since 1991, the new, active electronic monitoring program is successful because participants are closely watched, said Campillo. "We just don't pull people out of jail and let them roam the streets," said Byrne. This level of observation demands that each defendant live with a specific relative or friend until either dismissal of the case or sentencing, and everyone in the house must abide by DCSI rules. "No alcohol, no parties, no weapons," Campillo said.

The electronic monitoring equipment, consisting of six computer terminals, or monitoring towers, tells whether or not someone is in the 150-foot range allowed by the receiver set up in the defendant's residence. The receiver, which resembles a cable TV box, is connected to a phone jack in the home. When someone moves out of range, the

receiver can no longer pick up the transmitter signal sent from the nonremovable black band worn on the left ankle. That triggers a violation report, which is automatically printed out. The report shows the time of the last completed check and the time transmission was interrupted.

The monitoring towers are manned by six technicians; they each constantly check the receiver activity of 180 to 200 house arrest defendants. As one aspect of the system, the monitors make automated calls to the receivers to determine whether the defendant is in range.

Prior approval from DCSI is necessary for defendants to leave their premises, usually for work or school. Monitoring staff are responsible for entering those time periods into the computer system. When a violation report is triggered, the first check made is to see if the defendant was authorized to be out of range.

Violations

When there is a violation, monitoring staff start a series of procedures to determine the defendant's whereabouts. The first step is to call the defendant's residence to see if voice identification can be made. Many times a defendant will be doing routine daily activities, such as taking out the garbage, and momentarily forget about the monitoring restrictions. While it is rare, some defendants have been known to forget about the ankle band, especially if it has been in use for several months. Campillo remembers one participant who set off the violation signal by leaving his house to purchase chips and a pop from a nearby store; he still got a visit from staff since he violated the 150-foot range.

Then there are participants who deliberately try to fool the equipment and staff.

Once a defendant violates house arrest and is apprehended, the officer determines if the defendant should be returned to the Cook County Department of Corrections. A stern lecture about strictly adhering to all regulations for the remaining house arrest time usually is given, since the program will not tolerate any violations that place a risk to public safety.

"Hits"

Along with the DCSI's electronic monitoring equipment, the program enforces house arrest through 24-hour surprise visits to participants' homes, called "hits." "No other systems monitor like we do, with the extra checkups of sending investigators out to homes. We have 158 investigators that monitor inmates 24 hours a day," Byrne said.

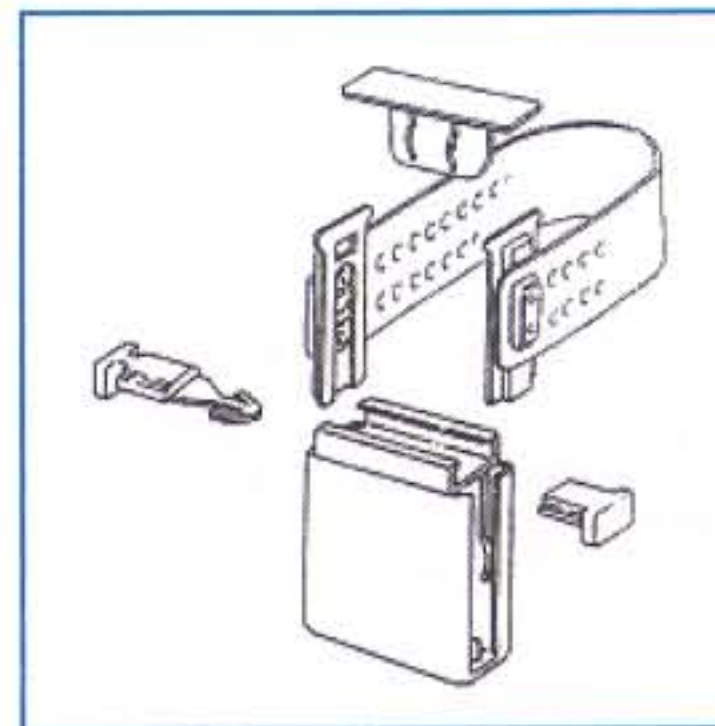
A computer provides a random list daily of defendant addresses the officers need to hit. During the day shift alone, officers make 70 to 80 visits. The names of those participants are then deleted from the list to ensure that officers visit all participants at least once a week. Occasionally, the computer's randomly-generated list may target addresses for two consecutive shifts, meaning defendants and residents may be awakened in the middle of the night by the third shift and again in the early morning by the first shift.

The hits are unannounced, so a defendant never knows when officers may knock at the door to make certain everything is secured. "We're coming there to surprise them, and we certainly do," said Deputy Chief Kenneth Tworek.

of the premises to make sure that all things are in order and no contraband is being housed. Contraband such as drugs is cause for immediate removal from the monitoring program and a return to incarceration.

Going AWOL

If a participant is not home and officers from two successive shifts are unable to apprehend him or her, the case is turned over to DCSI's AWOL (absent without leave) Unit. This plain-clothed unit's primary purpose is to track down missing defendants and return them to CCDOC. Violators placed on the AWOL list are automatically returned to the county



Parts of the band

jail. The only exception is if the defendant has been injured and/or hospitalized and could not contact DCSI officers.

There have been instances when defendants committed serious crimes while AWOL, including murder, armed robbery and aggravated assault. Ninety-nine percent of AWOL participants are apprehended, with more than 75 percent caught within 24 hours after being listed. "We're not dealing with rocket scientists here," Campillo said of escapees.

Because officers anticipate the possibility of participants going AWOL, they quickly become familiar with participants' routines and habits. Through general questions during hits, officers form a list of people with whom the defendant has frequent contact. Officers also rely on the list of three people with whom defendants are in close contact, which must be provided before their acceptance into the program, to help start the AWOL officers' investigation. By contacting these references, officers try to discover where the defendant might be hiding. A defendant often will be found at the residence of a primary contact.

Participants and the public

Due to the combined efficiency of the patrol officers, AWOL officers and the monitoring staff, DCSI is confident the public is safe while defendants are placed under house arrest. "We are very, very interested in public safety," Byrne said. The program only takes non-violent defendants, although judges have at times recommended violent defendants for electronic monitoring.

Cook County's electronic monitoring program is considered the best of its kind, serving as the prototype for programs all over the world.

Campillo remembers one woman clipping off her anklet to escape. Any tampering with the band "takes precedence over anything else," Campillo said, because it indicates the participant is trying to escape. When staff arrived at her home, they found the anklet sitting in a pot of boiling water on the stove. She was located and apprehended.

The hits are usually routine and take only a few minutes, Campillo said. Once inside the residence, one officer checks the condition of the ankle band and accompanying receiving unit. Officers ask the participant and other occupants if there are any problems regarding adherence to the program, while a second officer gives a general sweep

"We want people to feel safe in their neighborhoods," Byrne said. "If they have a problem with an inmate, they should call, and we will send out an investigator. If the inmate is doing something improper or if he is involved in criminal activity, we bring him back to jail and he stays in jail until his case comes to court."

Campillo said that most participants cooperate with the program because they know their other option is jail. "That's the last thing they want," he said. Electronic monitoring inmate Ann (not her real name), charged with retail theft, agreed. "It's better than sitting in jail," the 31-year-old said. "The food is better," she said with a laugh. "I can rest peacefully. I'm not on a cold floor."

The program's numbers speak to its success. Since 1989, participants who have successfully completed house arrest number 37,000; the overall success rate is 76 percent, Campillo said. As for demographics, 89 percent of participants were male as of November 1994. Out of 1,200 participants enrolled in December 1994, reincarcerations numbered 200, mostly for new arrests that included thefts, burglaries, program violations, drug deliveries and AWOLs. However, 673 participants successfully completed the program that month. Out of the 9,916 participants enrolled in 1994, there were 6,995 (71 percent) who successfully completed the program. Of the year's 2,921 unsuccessful program completions, 2,236 (23 percent) under house arrest for 1994 had not finished by year's end, 426 (4 percent) were returned to the CCDOC on new charges and 259 (3 percent) had bond forfeiture warrants.

Inmates' employment and education

Similar to other DCSI programs, house arrest allows participants to maintain employment or attendance in school. In fact, 43 percent are either working or going to school, and currently more than 100 are enrolled in GED and job skills classes that include electronics, construction, computers and graphic arts. Campillo said he hasn't heard any criticism in allowing defendants the privilege of working or going to school, when in jail they could not leave the premises. "People ask, 'What do they do at home?'" he said. Instead of doing nothing at home, for example, a 50-year-old man with a wife and kids under house arrest for four months can work Monday through Friday from 8 a.m. to 5 p.m. "It's rehabilitative in a way because they're not sitting in jail," he said.

The program's Work and School Unit (WSU) helps defendants schedule authorized

periods of leave to attend school or go to work. Defendants can work outside of their residences a maximum of five days a week, eight hours a day. After the WSU and participant set up authorized periods of leave, an officer will contact the employer or the school's administration office to verify employment or registration. The work schedule is then entered into the monitoring system, and the defendant is notified of the times when they may leave and must return. WSU officers also conduct unannounced visits known as "work and school hits." If possible, officers interview a supervisor to make sure the defendant is present daily.

Because increasing a defendant's likelihood of appearing in court is one goal of the house arrest program, monitoring staff enter scheduled court dates in the computer for notification. Staff also contact defendants by phone to remind them of upcoming scheduled court dates. Besides court appearances and work and school attendance, primary reasons for being given authorized movement include meetings with an attorney; substance abuse counseling and treatment; court-ordered community service; medical appointments; and public aid collection.

Future

"Our goal in 1995 is to raise our numbers (of program participants) to about 1,500 or 1,600," Byrne said. DCSI hopes that in the next two years the capacity of the house arrest program will grow to an average daily population of 2,000 defendants. A new jail facility, to open in 1995, should hold 1,600 inmates and help jail overcrowding, he said. "We will have to conduct a study to see how this will effect the number in our program. I'm sure the jail will still be overcrowded," Byrne said. Officials contend that if the program is allowed to dramatically increase, funding and resources must also expand to compatible levels.

As it stands, the county can monitor only 1,200 defendants daily because of budget restrictions, which can be seen in almost all sections of the house arrest program. Inadequate staffing levels are clearly observable in the records processing division, which controls house arrest defendants and other DCSI program records. Aside from the management and support of defendant records, the four-person staff are often called out of the office for other duties, such as court appearances.

Another downside, as Campillo sees it, is the size of the ankle band. It's embarrassing, he said, for a woman wearing a skirt to

work because the big black anklet is hard to conceal. Men can hide the band under their pant legs, so it's not as much of a problem for them, he said.

At least one female participant isn't complaining. Under house arrest since the end of December 1994, Ann said she's decided that she's staying away from crime from now on. "I gave that up," she said. "I thought about it when I was sitting in jail." Added her house arrest host, "Especially on Christmas." Said Ann, "I'm just glad to be home." ■

— Additional reporting by
Jeff Travis and Jamilah Owens

For more information, write John Byrne, Director, Electronic Monitoring, 3026 S. California Ave., Chicago, IL 60608, or call (312) 890-7974.

From the Editor:

The feature articles in this issue grew out of an offer from the Department of Community Supervision and Intervention at the Cook County Sheriff's Department for a member of the Authority's Research & Analysis Unit to spend time working in the four alternative programs — SWAP, pre-release, day reporting and electronic monitoring. The idea was to gain insight into alternative programs and how they fit into the correctional continuum.

What was gleaned by R&A Senior Research Analyst Jeff Travis became the genesis for this issue. We'd like to thank DCSI Director David S. Devane for providing the initial opportunity to learn about the Cook County programs, as well as for arranging further visits by *The Compiler* staff to the various sites.

We'd also like to note that the Cook County DCSI was implemented by Sheriff Michael F. Sheahan, who is a member of the Illinois Criminal Justice Information Authority. The day reporting and pre-release centers were begun under Sheahan's watch, while SWAP and electronic monitoring have undergone expansions since his election to the sheriff's post in 1990.

One final note: There are several other alternative to incarceration programs in Illinois, some of which receive funding from the Authority in the form of Anti-Drug Abuse Act of 1988 grants. They include SWAP programs in Adams and Madison counties, pretrial services in Macon and Peoria counties, a day reporting program in Macon County, an intensive drug abuser program in Peoria County, and a deferred prosecution program in Macon County.

— Sharon Bond

Day Reporting Center

Drug-addicted offenders can choose on-site counseling and rehabilitative services instead of jail time.

by Kristi Turnbaugh

Four years ago, Nate, 23, started using marijuana and heroin. Even when he started selling drugs to support his habit, he denied he had a problem. When he was charged with drug possession with intent to deliver on July 1, 1994, he had a choice to make while awaiting trial: spend time behind bars or live at home while getting drug treatment in the Day Reporting Center (DRC), established by the Cook County Sheriff's Department of Community Supervision and Intervention (DCSI) and run in conjunction with Treatment Alternatives for Special Clients (TASC). Nate chose the DRC but was indifferent to treatment when he entered the program that summer. "When I came, I was stubborn," he said. "I said I didn't have a drug problem." Drug-free since Aug. 10, Nate is glad he had a choice: "I have feelings now," he said. "I care about people and the things I do. I smile a lot now. Before I always had an attitude. Now I handle problems."

The first of its kind in Cook County, the day reporting center is a community-based facility where nonviolent pretrial detainees receive supervision and rehabilitative services instead of jail time. "There is a need to do other things than to continue to build jails," said Ruben Cuevas, program director. "To quote the sheriff: 'We can't continue to build our way out of this problem.'" Another distinctive feature of Cook County's DRC is its on-site rehabilitative services, something most such centers nationwide do not provide. "That makes [us] unique," Cuevas said.

History

The DRC started in March 1993 as a three-year pilot program funded by Cook County. Through the sheriff's office and TASC, the program reduces jail overcrowding and ensures that participants attend all court dates. Educational and rehabilitative programs are offered, and the close monitoring ensures participants commit no new crimes while awaiting trial. The program developed from a pilot release program for

males that opened in 1991. (A similar program for women, the Detention Alternative for Women, also started around this time and is now called the Female Furlough Program. That initiative was started so nonviolent female offenders would not be separated from their children and was so successful in providing supervision and services to offenders while reducing the costs of detention that DCSI expanded the format and designated population to its present scope.)

In December 1993, the DRC selected a

The Cook County Day Reporting Center is unique because it offers rehabilitative services on-site.

pilot group from the county jail's inmate population, but that was soon changed, since most were flight risks. They also tended not to have permanent residences, adding to tracking difficulties. "From the pilot group, nearly half of them went AWOL (absent without leave)," Cuevas said. Now, inmates are not offered a chance to go to the DRC unless they are in the electronic monitoring program first. That also creates a cycle which helps reduce overcrowding, since it provides another outlet from jail. Thus, inmates can move out of the jail and into house arrest and then on to the day reporting center. Electronic monitoring participants make up the base DRC population because they maintain steady residences with phone service. The AWOL rate now usually stays at 6 percent.

As with electronic monitoring, defendants are selected for the day reporting

center. Most of those assigned to the DRC "are receptive, but some will prefer to sit home and vegetate," Cuevas said. "We tell them when they come through our doors there is no return to electronic monitoring if they don't want to be in this program."

Participants

Because it is designed to reduce the overcrowding that plagues the men's division of the Cook County Department of Corrections, all DRC participants are male. More than 1,600 men have participated since inception; only 370 of that total did not complete the program due to various violations, including drug use and gang activity. They were returned to jail, Cuevas said. Participants are those classified as nonviolent who are being held on bond of \$150,000 or less. Eighty-two percent are African-American; 12 percent are Hispanic; 6 percent are white. Most are unemployed, live in Chicago, lack high school diplomas and have low or moderate vocational skills. Fifty-six percent are 24 years old or younger, and 24 percent are between 17- and 19 years old. Most have been through the CCDOC before and have committed drug or property offenses, Cuevas said. At least 60 percent come into the program with drug-related issues. "These are not choir boys," he said. "We have guys that have extensive criminal histories. Our goal is to clean them up from drug use and eventually get them employed," he said.

Cyrus, 24, had been held under house arrest for two months when the DCSI assigned him to the day reporting center. "I didn't know anything about it before, but I needed something to do," he said. Arrested in summer 1994 for possession of a controlled substance, Cyrus had already been through the pre-release center, the DCSI's minimum-security residential drug treatment program. "I had a drug cloud over my head," he said, and the pre-release center helped him admit he was an addict. The day reporting center gave him the chance to change, he said.

On the road to change

The program starts with 15 days of orientation spread out over three weeks. In 90 hours of educational programming, participants are taught in five areas: drug and alcohol education; the violence interruption process, which includes conflict resolution and cultural differences; HIV/AIDS education; life skills management, which includes how to deal with daily stress (see box); and treatment readiness, which helps develop the mental frame of mind needed for treatment.

However, participants often don't seem ready for treatment when they enter the program. "They come in here with a particular attitude and distrust of us," Cuevas said. Upon entering the program, Nate said, "I thought they were trying to hook me up. I thought they were trying to send me back to jail." But within about two weeks, Cuevas said, participants start to open up and talk to the staff. Said Cyrus, "A lot of people see it as being locked up. I don't see it that way. If you don't want to be here, you tell them. You have a choice. I saw it as an opportunity."

Just a few years earlier, Cyrus had

graduated from his Chicago high school with honors; he was salutatorian. It was only when he went off to college in Tennessee that he got tangled up in what he called "the fast life." For three years, he took marijuana, cocaine and heroin. "I didn't know I was addicted. I didn't see the chemical dependency. I couldn't stop on my own. When you're in a vicious circle, you can't see." He has been clean since Aug. 11, 1994.

Staff determine if participants are in fact staying clean, including abstaining from alcohol, by collecting and testing urine samples. Most offenders are required to provide daily samples, but continually clean tests can result in less frequent submissions. Those participants who continuously test positive are returned to the county jail or placed in the pre-release center.

Program schedule

Each day, approximately 218 participants report to the day reporting center, which is temporarily housed on the third and fourth floors of the pre-release center at the DCSI, 3026 S. California Ave., Chicago. When a new facility opens in January 1996, the DRC will use the three stories and 60,000 square feet to expand the program. The building, located next to the pre-release center, should have room for 500 to 600 participants per day, Cuevas said.

The DRC is open Monday through Friday with program hours from 8:45 a.m. to 8 p.m. Participant schedules vary from three to eight hours a day, depending on each participant's needs. "If an individual doesn't have drug or alcohol issues, he may be placed in a less restrictive track where employment or vocational training may be the primary focus," Cuevas said.

Classes run 50 minutes each. "Most of the participants see us as a school that they come to every day because they are here basically like school hours," Cuevas said. But unlike regular school, Nate said, the staff's lessons are much more valuable because "they teach you how to live." One of his instructors, he said, is particularly good because he makes things stick. "If I had an attitude problem, he might snap, 'What if we were on the street? I'd blow your head off.'

He doesn't try to teach you out of the book. It's reality."

Each class usually holds 20 to 25 participants, but orientation class can include up to 70. Excessive tardies, absences, inappropriate behavior or noncompliance with program rules may result in a participant's termination from the program and return to jail.

The program length averages 67 days, but some participants have stayed up to 18 months. The ideal time would be six months, Cuevas said. "Having someone here about six months gives us an opportunity to establish a good foundation with them."

Staff security includes six supervisors and 30 investigators. They act somewhat similar to probation officers, initiating day-to-day contact with participants, providing follow-ups, contacting family and counseling participants once a week. The staff, Cuevas said, are not correctional officers. They don't wear uniforms because "we try to provide an atmosphere that makes participants feel at ease and like they are not in a jail setting. And for us, that is important. It helps us develop a rapport with the participants."

TASC is contracted to provide case management and oversight of all program services. TASC subcontracts with other service providers in participants' communities so that once they leave the program, services are close and available. This aftercare plan includes referrals for drug treatment, GED programs and other community services.

The track system

TASC and service providers created the day reporting center's eight-track program structure. Each track provides a regimented schedule of classes and counseling sessions for each offender assigned to it. After the three-week orientation ("Z" track), offenders are matriculated into the needed subsequent tracks until they have been completed.

Nate is on Track B, which is the main treatment step. The track runs six hours a day, 30 hours a week, from 9 a.m. to 3 p.m. Participants meet with their home group and talk with each other about their addictions, offering each other advice on how to solve problems. Most participants fall into this track, where they receive training in Tai Chi, an ancient Chinese discipline of meditative movements practiced as a system of exercises, and acupuncture (as optional recreation); group counseling; and stress reduction therapy.

Continued next page

Life skills management

The following lists areas examined within life skills counseling:

Health prevention — A primary goal of the health studies is to make offenders aware of the risks of HIV and AIDS, particularly among the substance abusing population.

Stress management, behavior control techniques, verbalizing problems — All three areas work to confront and manage crisis situations in their early stages. Offenders are shown the importance of reacting to a stressful situation in a rational verbal manner, rather than immediately acting out physically.

Nutrition — Many of the offenders within the program are parents, which creates the need for offenders to understand the importance of maintaining a balanced diet. Through the classroom activities provided by staff and county dieticians, offenders are shown the importance of this area not only for themselves, but for their children as well.

Development of positive interactions and teamwork — Often, due to criminal and substance abuse behavior patterns, offenders have alienated themselves from any positive relationships with others. Within the DRC, staff teach offenders the necessity of being able to work alongside others. Offenders work with staff to better develop socialization patterns which provide the capability to bridge more stable relationships in areas of employment, community acceptance and personal relationships.

If drug use continues, participants may be placed in the pre-release center until they get their habit under control and can be returned. That's what happened to Nate, who kept testing positive for drugs when he first entered the DRC. He spent 98 days in the pre-release center before he came clean, although the turnaround is usually 30 to 60

straight home to his girlfriend and their sons before heading to a Narcotics Anonymous meeting at night. Though the meeting is not part of the DRC program, Nate said it's important for him to go anyway: "Something in that meeting might change my life." He even hopes to eventually go to college and major in sociology so he can become a

That's decided by the judge. Cuevas noted that 61 percent of participants who successfully complete the program get probation sentences. Said Cyrus, "I think this program shouldn't be taken as a joke because we're really learning. I think it should be looked at as a serious approach instead of jail time. You create monsters in jail."

"The real test is if they stay out of the criminal justice system for more than a few years."

Cuevas feels the program has had short-term success. "We deal with the issues that got them here. We address areas that will help them remain outside the system. This program is successful in changing attitudes, especially how participants view themselves and others. This program is worth the cost because it is an investment in human life and not brick and mortar."

days in pre-release placement. Because participants are usually given a second chance to prove themselves worthy of continuing the DRC program, Nate returned and has been clean ever since.

Cyrus is on Track G, the job-finding track. Besides helping him get two to three job interviews a week for various positions in skilled labor fields, such as carpentry, the DRC teaches participants about male responsibility. This includes lessons in heritage respect, family issues and how to present oneself. Once Cyrus gets a job, he plans to save money to go back to college.

counselor for a program like the day reporting center.

Like Nate, Cyrus also hopes to go back to college, but those plans might be postponed for a while since both men could be sentenced to years in prison for their drug charges. However, Cyrus said he isn't worried about his upcoming court appearance. "I feel so good about myself," he said. Cuevas said he has never known a judge to drop the charges of a participant who successfully completes the program; however, he said sentence lengths can be reduced for those who successfully finish.

Because the day reporting center is less than two years old, Cuevas said it's hard to measure its success so far in long-term rehabilitation. "Ask in two years and see where these guys are. See where they are down the road," he said. "The real test is if they stay out of the criminal justice system for more than a few years." ■

— Additional reporting by
Jeff Travis and Jamilah Owens

For more information, write Ruben Cuevas, Director, Day Reporting Center, 3026 S. California Ave., Chicago, IL 60608, or call (312) 890-7946.

"What it does for the guys"

"The best thing about this program is what it does for the guys," Cuevas said. "When they leave here, they know a lot more about drugs and the harm drugs can do to them. Because of the program's intensity, participants undergo some self-discovery."

Nate admits he still thinks about using drugs, but dismisses the idea. "It's just a thought," he said. "I'll never do it again." His determination shows when he talks about how he helped a drug-addicted friend who had just started the program. Nate said his friend told him over the phone that he couldn't come clean, that he had to get some drugs. "I kept him on the phone for two hours until he got sleepy. I made sure he wasn't using. I helped him to the best of my ability." Later, Nate said he called the friend's mother to make sure he was OK.

"There's a lot more to life," said the wide-eyed father of twins, who excitedly talks about going to museums and playing basketball, things he hadn't done in years. "My life is going beautiful." Now, after he leaves the DRC in the afternoon, Nate goes



Investigator Kim Passananti goes over a participant's history card. By the end of a participant's first day, an investigator will have verified his three references.

Photo courtesy of DCSI

Pre-Release Center

Drug-addicted offenders live in a minimum-security facility while getting drug counseling and rehabilitative services instead of jail time.

by Kristi Turnbaugh

The walls are decorated with colorful posters boasting positive sentiments and self-esteem-building sayings such as "People need people, not drugs and alcohol" and "Recovery is a journey, not a destination." The floors are clean, almost sparkling. With people walking around in khaki scrubs, the just-renovated building feels like an old hospital. But here, visitors are only allowed on Saturdays and Sundays. This, the pre-release center, is a minimum-security residence providing treatment to chemically-dependent pretrial inmates from the Cook County Department of Corrections.

The pre-release center opened in September 1993 in response to the fact that 24 percent of 1992 Chicago arrestees needed drug treatment (according to the National Institute of Justice's Drug Use Forecasting program). The center, run under the Cook County Sheriff's Department of Community Supervision and Intervention in cooperation with drug counseling organization Gateway Foundation, is designed to help less serious male offenders break their drug cycle addictions and lead drug-free lives, said Kenneth Duras, program director.

The center also aims to alleviate overcrowding in the men's division of the county jail, said Captain James McGuire. Currently, its population of 9,000 is about 1,500 over capacity.

Any male CCDOC arrestee with a substance addiction held on a cash bond of less than \$150,000 can volunteer for the program. Most participants are in their 30s, Duras said; other demographic information was not available. Generally, no one is court-ordered to participate, and program administrators weed out those who seem to be nonreceptive to treatment or potentially disruptive to the entire program. "We never take anyone who doesn't want to be here," Duras said. "We can't afford to take up that space."

The three-floor dormitory, located in the CCDOC's south campus complex in Chicago, has room for 300 offenders.

Capacity has doubled since the program started in 1993. "We never have a problem filling those beds," Duras said. He added that the program has a "mile-long list" of pretrial detainees awaiting program placement. The rooms, which resemble those in college dormitories, house two offenders, who sleep in bunk beds. Other, larger rooms can house five to eight people.

Order in the "community"

Since the goal of the center is to change participants' negative patterns of dependency it operates as a behavior modification program, said Gateway Assistant Director Dawn Truschke. Residents must be self-sufficient; services like laundry, food service and cleaning are participants' responsibility. The staff's primary role is supervisory.

Gateway staff, who are on-site at all times, enforce the program's strictly-adhered-to daily schedule to create a sense of discipline for timeliness and punctuality. This includes meeting times for group and individual counseling, free activity time, assigned work details, inspections and meal times. (See box for a listing of some resident rules and program terminology.)

Each floor is under 24-hour programming, so participants can move about only on their assigned floor. Because they cannot pass between floors without permission from sheriff's officers, three separate communities actually exist within the unit. While *community* may seem to be a strange term when talking about a correctional program, staff strive to create an intimate relationship to help instill a feeling that each resident has a stake in the success of all other residents. "If a guy comes here and doesn't want help, he's denying someone else bed space who's trying to change his life," said Andrew, who's been with the program for nine months. "Some guys have attitudes like, 'Why should I change?'" said John, a resident in the program for more than three months. "But they get help

because they see others like them." Through this supportive atmosphere, residents also perceive that personal failure will not only lead to disappointment within themselves but also with the floor as an entire group.

Residents who have proven themselves to be responsible may be given authority positions on the floor. Positions are separated between work-related tasks, such as clean-up monitor and phone monitor, and governing tasks, such as secretary. Not being assigned a job signals to residents that they are not putting forth enough effort or still have failings. Governing positions are given to those able to interact with other floor residents to serve as "secondary counselors." Residents may feel more comfortable discussing a problem with a peer before contacting a staff person.

The positions also serve as incentives for residents; obtaining one provides offenders

Terminology

To instill a common culture within the DCSI drug treatment residency, a unique vocabulary is used to signify the actions and responsibilities of all participants. During the initial orientation, all people are provided a list of term definitions and are required to memorize it and make use of the terms within both their day-to-day interactions and group counseling sessions. Examples of some terminology are:

Pull-up — Being responsible and aware of your behavior and of those around you.

Get on top of it — Taking action to stop habitual faults, mistakes, and negative actions.

Selling Wolf Tickets — Verbally threatening violence toward another person.

Carum Shot — Speaking indirectly about another person instead of confronting them.

Haircut — A verbal reprimand for displaying poor behavior or a negative attitude.

with a sense of accomplishment and reward. It is a symbol offenders use to show their success within the treatment residence.

Daily schedule

Residents must be out of bed daily by 7:45 a.m. with both feet on the floor. From 9 a.m. until 10:30 a.m., residents meet for what Gateway calls "a.m. development." Residents make general announcements, discuss what's on their minds and recite the Gateway philosophy while staff quietly sit in. "It sets the tone for the day," Truschke said. "It's like a mini pep rally."

During the week after lunch and clean-up, residents meet again at 1 p.m. with counselors to discuss educational issues, such as AIDS awareness and relapse prevention. On Fridays at this time, residents meet for what's called "cluster" groups. Any resident who has a grievance with another resident writes it down and then can calmly confront him about it. "They're forced to make a change for better or for worse," Truschke said. For the rest of the afternoon, residents talk over any other problems in static groups. In addition, self-help groups from Narcotics Anonymous, Alcoholic Anonymous and Cocaine Anonymous come in three times a week.

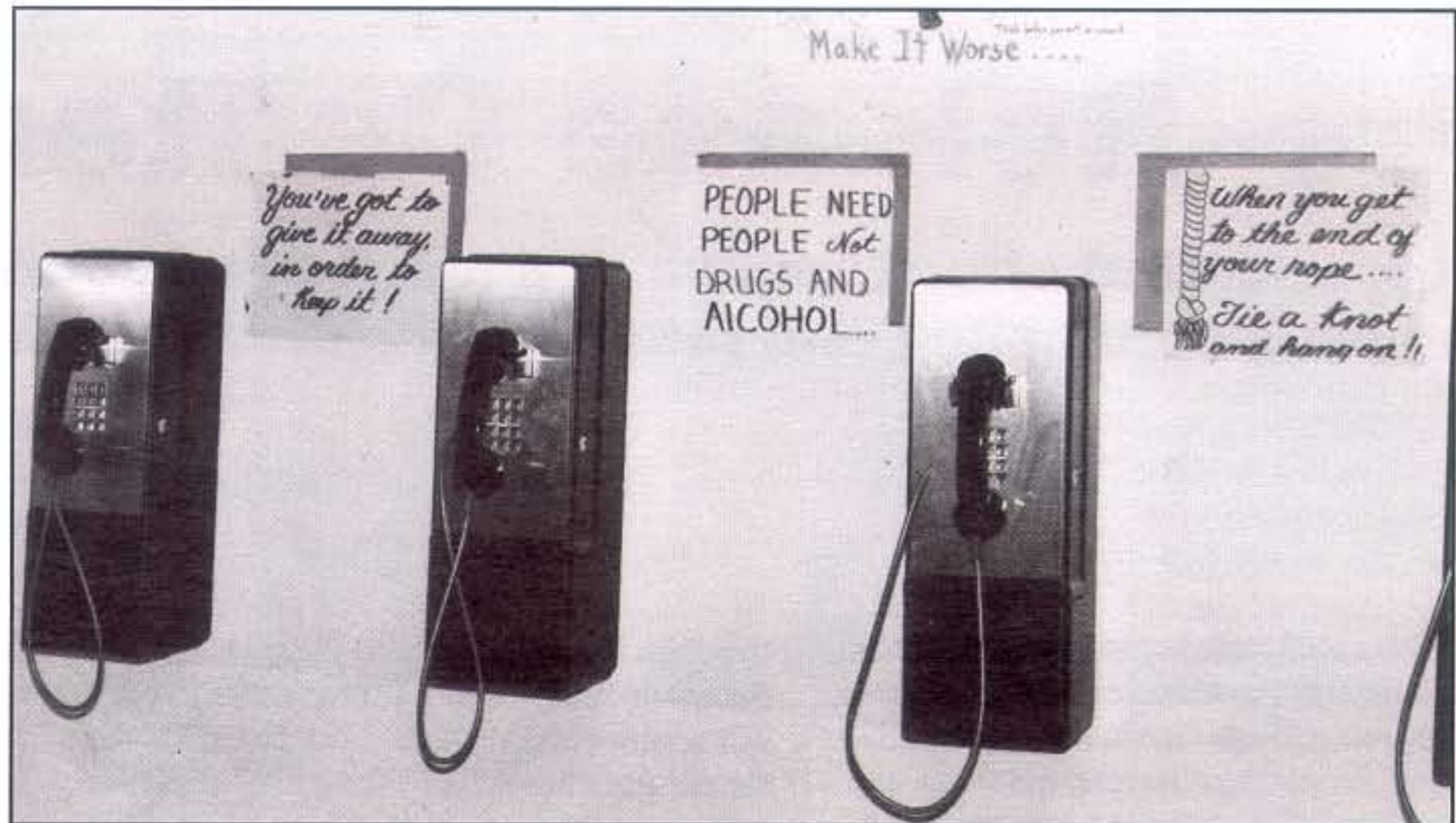
Residents have free time at night, when they can watch TV and play games, but only after all counseling and daily clean-up work have been completed. "There's not much time to lie around," Truschke said. Residents must be in bed by 10:45 p.m.

Counseling

The program's addiction counseling serves to develop inmates' respect for themselves and others. The regulations that guide resident interactions are based on mutual peer and staff respect and function so residents may communicate with each other at all times. Gateway counselors make contact with floor residents on both individual and group levels. While individual sessions aim to resolve more serious personal issues, all residents meet as a group with counselors at least three times a day.

While Gateway looks to Alcoholics Anonymous' 12-step program to help break residents' drug addictions, the pre-release center focuses only on the first three steps:

- 1) We have admitted that we were powerless over our addiction, that our lives had become unmanageable.
- 2) We came to believe that a power greater



Positive sayings are posted throughout the pre-release center to help encourage positive attitudes.

than ourselves could restore us to sanity.

- 3) We made a decision to turn our will and our lives over to the care of God as we understood him.

"You will not recover without those three," said John, 30, a former cocaine addict who's been in the program for more than three months. "I haven't thought this clear in six years."

When he was charged with burglary in fall 1994, John had already been clean for two months. Still, he asked to be placed in the pre-release center not only because it seemed better than sitting in jail but because it "gives you a structure, corrects how you're living," he said. He credits the center for his staying clean for five months now.

Andrew, 45, agrees that the program works. "It's done me a lot of good," he said. A heroin and cocaine user for 30 years, Andrew said he was relieved when he was jailed after being charged with possession of a stolen motor vehicle in spring 1994. He had already been sent to prison six times for nonviolent felony convictions, but this time he had finally decided to quit using drugs. Andrew actively solicited placement in the pre-release center. "I was sincere in recovering, and I was spared because of that." In the center since May, he said, "Before I came I had made up my mind to stop using drugs. But I needed to learn how not to use." Andrew has been clean ever since.

"We look at how drugs played a part in getting them here today," said Truschke of Gateway's counseling. That counseling requires group sessions be led by a different resident every session so that each man interacts and stands before the group. He

opens the floor for discussion and makes sure residents stay attentive to all discussions, thereby integrating a greater sense of self-sufficiency among them. As with many public speaking venues, certain people are more forthcoming, while others find it difficult to direct the session. Counselors believe that pushing residents this way works to reinforce a sense of discipline and commitment toward following through on tasks residents would rather avoid. For some, this is the first time they have faced a situation in which they must verbalize and explain their ideas.

Another key component of group counseling is the *pull-up* sessions, which let residents air their grievances with one another. Residents must sit facing each other and keep constant eye contact during the session; they are required to state the grievance and not veer from the singular issue. After the grievance is stated, the other resident can defend or apologize for his actions or behavior. Neither of the residents may use hand gestures or raise their voices at any time. After both parties are given the opportunity to address the issue, other residents may voice their opinions on how to resolve the situation and avoid future conflict. These sessions force offenders to confront and reply to criticism while developing the appropriate skills for conflict resolution.

"I like what they do," Andrew said, fidgeting with his eyeglasses. "The staff is fair, and I understand why they do what they do."

While some of the program's unique aspects may not be what the general public considers addiction counseling, both Gateway and DCSI staff believe that one of the best ways to combat a substance

addiction is to improve a resident's self-image. "You don't have to use drugs to have fun," Andrew said. "I've had the best laughs of my life here. The best laughs are when you're sober," he said. And John said he used to think that by taking drugs he could improve his relationships. "But I thought wrong," he said. "I could never admit that until now."

Problems and growth within the residence

Because residents are on a pretrial status with the criminal courts, their dates of leaving the program are not defined in advance; most program participants are pulled before having served the optimal program length, which is 120 days. "I don't know if we'll ever be able to achieve that," Duras said. The average stay is 57 days. Truschke said that the little time residents stay in the center is a downside. "It's so hard to build a cohesive group because it's so in-and-out," she said.

Andrew and John have both stayed longer than average; Andrew is especially the exception. With nine months in the pre-release center under his belt, he has been in longer than almost anyone else currently enrolled. He has already been to court for his possession of a stolen motor vehicle charge, and the judge mandated him to treatment instead of sentencing him to incarceration. Andrew, happy with the judge's order, will leave the center when a bed becomes vacant in service provider Treatment Alternatives for Special Clients' inpatient treatment program. He hopes to eventually join the pre-release center's staff.

Duras said 68 percent of participants who leave the program go back out into the community. "We consider everyone who leaves the program to have completed it," he said. However, he did not have any recidivism statistics so it is unclear whether the program

helps participants stay out of the criminal justice system.

"Not only does DCSI help relieve overcrowding at the Cook County jail, the programs help participants with self-discipline and skills to lead productive lives.

"Because they are not in jail, does not mean they're getting a break; DCSI programs are often very demanding on participants."
— Cook County Sheriff Michael Sheahan

Duras said the only complaints he has heard from residents about the pre-release center are minor ones, such as the building being too cold. And he said he has heard no public criticism of the pre-release program. Perhaps surprisingly, no participants have ever been AWOL, Duras said. "They love it here," he said with a laugh. "Very rarely does anyone want to leave. They can leave and go back to the Department of Corrections. But it doesn't happen often."

"There are times when I do want to run out the door," said John, his wavy blonde hair pulled back in a ponytail. "But the same thing is waiting for me." The man who used cocaine for three years paused and looked

out an office window. "I've got to start something new. There's got to be something better." John hopes that, like Andrew, he will be mandated to treatment when he goes to court.

Future

Once participants leave the center, Gateway refers them to other treatment and counseling programs such as Narcotics Anonymous, Alcoholics Anonymous and Cocaine Anonymous. McGuire feels the aftercare plan is an integral component of the center's program; he also would like to see the entire program expand, since there are only 300 beds available at a time and there are several thousand CCDOC inmates who need drug treatment. With the center's limited resources, Duras said, "I think

we're doing as much as we can do." He said he would like to see follow-ups on participants who leave the program.

"I'm eager about getting on with my life," Andrew said. "I also understand that I've hurt a lot of people. I've improved my relationship with my kids and my mom. Now my mother truly believes in me," he said. "I seem like a different person now."

Through the continuous cooperative efforts of DCSI and the Gateway Foundation, offenders within CCDOC can increase their likelihood of beating their substance addictions. Said Duras: "We hope once they get back on the streets, they won't stand on

the same corner they stood on to get them here in the first place or that they will not hang around with the same crowd. We hope that we can have an impact on their lives in some way." ■

— Additional reporting by Jeff Travis and Jamilah Owens

For more information, write Kenneth Duras, Director, Pre-Release Center, 3026 S. California Ave., Chicago, IL 60608, or call (312) 890-6386.



Photo by Kristi Turnbaugh

Gateway counselors meet with residents on both individual and group levels.

Legal Consequences campaign ends

A four-year public awareness campaign to educate Illinoisans about the legal consequences of drug abuse, which was sponsored by a grant from the Illinois Criminal Justice Information Authority, has come to an end.

Consider the consequences ... the legal consequences of drug abuse strived to remind people that a drug conviction in Illinois can result not only in a fine and probation, but also can mean lengthy prison terms and the loss of personal property, driving privileges and school and job opportunities.

Started in 1991, the campaign used a variety of materials to inform the public and professional world about these consequences. Funded by a grant from the federal Anti-drug Abuse Act program administered by the Authority, the intensive campaign highlighted Illinois anti-drug laws, warning residents that "drug abuse laws are tougher than you think."

One segment of the campaign focused on issues identified as important to high school students. Legal Consequences staff made more than 500 presentations about drugs and driving, criminal penalties, asset forfeiture and related topics to students, teachers, parents and various community groups. A specific legal consequences curriculum guide was included in driver's education classes statewide, and Authority staff conducted regional workshops to

train driver's education instructors on the consequences of using drugs and driving.

The campaign used original radio, television and newspaper ads, brochures, posters, and other media to reach people across the state. A direct mail campaign also distributed information to Illinois high schools, police departments and businesses. English and Spanish versions of "Consider the Consequences" advertisements were heard or seen by 5 million people a day statewide.

Campaign staff also worked with law enforcement agencies, businesses, schools and community groups to keep them informed about new anti-drug legislation. A handbook, *Creating Safe Neighborhoods, Streets, Schools, Workplaces Using Illinois' Drug Laws*, was the result of this collaboration. The general public and public information organizations ordered more than 500,000 copies. In addition, more than 1.4 million brochures, fact sheets, posters and other materials were distributed statewide before the campaign ended in January 1995.

As part of the campaign, Authority staff worked with the Chicagoland Chamber of Commerce to develop a guide for businesses on the Illinois Drug-Free Workplace Act. Several organizations used the information to develop their own drug-free workplace policies.

Illinois Criminal Justice Information Authority Chairman Peter B. Bensing praised the program's content. "The Legal Consequences of Drug Abuse campaign has proven to be one of the most important drug prevention campaigns conducted in Illinois," he said. "It provided vital and current anti-drug law information to those who enforce these laws and those who must consider the consequences.

"The campaign came at a time when Illinois' anti-drug laws had stronger sanctions than their federal counterparts," he added. ■

— Jim Nayder

Although the formal public information campaign has ended, the Authority has a limited supply of the "Creating ..." booklets available. For information call (312) 793-4451. A Spanish language version is available.

Consider the Consequences highlighted several user accountability measures, including:

- Loss of cash, conveyances, real estate and/or other properties through new forfeiture laws;
- Revocation or suspension of professional employment licenses and registrations;
- Suspension or loss of driver's license or driving privileges;
- Liens against real estate holdings through nuisance abatement legislation;
- Felony convictions and lengthy sentences for manufacturing or delivering controlled substances to minors on or near school properties through tougher *Safe School Zone* laws;
- New penalties for manufacturing and distributing anabolic steroids;
- New anti-gang legislation encompassing drug trafficking, weapons/assaults and safe school zone violations;
- Penalties to Illinois businesses for not complying with the Drug-Free Workplace Act.

Verdict on the Council: It works!

Since 1992, the number of motor vehicle thefts in Illinois has dropped by 16 percent, equating to a savings of \$53 million. Additionally, 4,655 stolen and contraband vehicles worth more than \$32 million have been recovered by multi-agency task forces.

The decline in motor vehicle thefts and the high number of recovered stolen vehicles can be attributed in part to the Illinois Motor Vehicle Theft Prevention Act. Because of steadily rising auto theft rates, the Illinois General Assembly passed the Act in 1990; it took effect on Jan. 1, 1991. The Act established an 11-member Illinois Motor Vehicle Theft Prevention Council that manages a special fund comprised of contributions from insurance companies that write physical damage coverage for private passenger automobiles in Illinois. The companies pay \$1 annually for each vehicle insured for comprehensive coverage. Using those guidelines, the Council's trust fund receives approximately \$5.2 million in contributions annually from insurers.

Strategy

Each year, the Council adopts a statewide motor vehicle theft prevention strategy based on written input, public hearings and data analyses. The Council makes grants to implement programs consistent with this plan.

Since its inception, the Council has made 70 separate grant awards of more than \$24 million in five broad areas:

- *Law enforcement* — multi-jurisdictional task forces, special investigative activities and specialized prosecution efforts;
- *The infrastructure supporting law enforcement* — the collection, analysis and sharing of criminal intelligence information regarding motor vehicle theft; and training for patrol officers and investigators covering vehicle theft and insurance fraud;
- *Public education, awareness and prevention* — Park Smart program, the Beat Auto Theft program and community-based prevention programs;
- *Evaluation and research* — evaluations of funded programs, research involving interviews with convicted auto thieves and other projects;
- *Innovative programs* — the Vehicle for change diversion program and other efforts.

More than 90 percent (\$21 million) of funds awarded to date have gone into the law enforcement area. These funds mostly support law enforcement investigators. A total of 165 people currently are supported, including:

- 114 special agents and auditors that perform sworn and civilian investigative functions;
- 15 assistant state's attorneys who prosecute motor vehicle theft and insurance fraud cases; and,
- 36 support personnel including intelligence analysts, data input operators, paralegals, clerical staff and others.

Results

Decreases in motor vehicle thefts

Counties with funded programs experienced no increase in thefts in 1993 and 1994, while counties without programs saw a 15 percent increase in vehicle thefts. For motor vehicle theft rates per

100,000 people, Illinois dropped from 13th to 15th among the 50 states between 1991 and 1992. For 1993, the state dropped to 18th.

Increases in investigations/arrests

Staff at Council-funded programs have initiated 3,967 criminal investigations and 88,145 audits and inspections of vehicle-related businesses. Funded programs have resulted in the arrest of 1,898 individuals.

Increases in convictions and sentences to prison

Council-funded programs resulted in the conviction of 671 people to date (many cases are still pending). The number of people receiving prison sentences for motor vehicle theft and related offenses has increased dramatically; 4 percent of all property crime admissions to state prison in 1984 were for motor vehicle theft while in 1993, this percentage was 15 percent. The average prison sentence for a motor vehicle theft conviction doubled between 1984 and 1993. For 1993, offenders sentenced for motor vehicle theft charges had longer average sentences than all other property crime offenders or drug offenders.

Significant number of recovered stolen and contraband vehicles

Council-funded programs have resulted in the recovery of 3,220 stolen motor vehicles and 1,435 contraband vehicles. These recoveries have been valued at more than \$32 million. The average number of days between the theft and recovery of the stolen vehicles dropped from 24 days to 15 days between 1993 and 1994. For 1992, the average was 30 days.

Improved infrastructure supporting law enforcement efforts:

There is increased access to local, state and federal information systems through mobile data terminal technology. There also is improved collection and sharing of intelligence information regarding vehicle theft and insurance fraud between law enforcement agencies and the insurance industry, coordinated by the Illinois State Police's Motor Vehicle Theft Intelligence Clearinghouse in Springfield. Project Park Smart advises and educates the public to lower the risk of becoming victims of vehicle theft.

Summary

The Illinois Motor Vehicle Theft Prevention Council helped increase the number of criminal investigations, arrests, prosecutions, convictions and sentences for vehicle theft, insurance fraud, and related crimes; improve the quality of complex cases prosecuted and their conviction rates; increase the inspection and audit of vehicle-related businesses; increase the frequency and quality of vehicle theft investigation training; heighten public awareness about vehicle theft and insurance fraud and their impact on consumers; improve the infrastructure supporting law enforcement efforts including access to intelligence information, crime analysis, mapping, and federal, state and industry data bases.

Five more years

The insurance industry-public sector partnership embodied in the Motor Vehicle Theft Prevention Act is working. The citizens of Illinois should continue to reap the benefits of these efforts, and the Council asks for your support of an amendment to the Motor Vehicle Theft Prevention Act to extend it for another five years. ■

— Gerard Ramker

Safe Neighborhoods Law may impact felony courts

January 1 rang in more than just the start of a new year in Illinois. During its last session, the Illinois General Assembly passed an anti-crime package called the Safe Neighborhoods Law that impacts juvenile crime, gangs, and drug and alcohol abuse, as well as an area that will most likely have the greatest effect on felony courts statewide — firearm offenses. Many of the most common ones, such as Unlawful Use of a Weapon (UW), are now classified as felonies instead of misdemeanors — and therefore involve a completely different set of judicial procedures, as well as more stringent consequences for those who commit them.

While many public officials may welcome this law in their efforts to decrease firearms violence, some are concerned about the potential strain these measures

will place on felony courts, jails and prisons — and the increased caseloads for prosecutors, public defenders, pretrial services providers and probation caseworkers.

Data from the Cook County court system show there were 7,984 misdemeanor gun cases handled in 1994. Most of these offenses would likely be classified as felonies and tried in felony courts under the new law. During the first month the act was in effect (January 1995) there were 465 new Cook County felony gun cases that would have been misdemeanors prior to that date.

According to one court official, the most immediate impact of the new law is the amount of preparation for prosecutors and public defenders. In a misdemeanor case, preparation time is minimal and there is usually just one hearing. With felonies, there is at least one extra step between ar-

rest and trial; the state's attorney's office has to review the charges and decide whether or not to proceed. Once the case goes forward, there usually are several hearings. And while conditional discharge is a common outcome for a guilty finding in a misdemeanor weapons case, with felonies, there will more than likely be a prison sentence, followed by probation.

Other areas of court operations are impacted, as well. Police will have more prisoners to transport back and forth to court appearances, since those held on felony charges cannot bond themselves out for small sums at the station house. Jail populations will have at least a temporary increase during the intake process, as people charged with felonies are much less likely to be released on individual recognition, or I-bonds. ■

How the new law impacts firearms-related offenses

Unlawful use of a weapon

Most UW offenses were upgraded from a Class A misdemeanor to a Class 4 felony. The charge applies to anyone who carries or possesses any type of firearm in a vehicle or concealed on or about his person, except when on his land or in his own home or place of business. Felony status also applies to possession (concealed or otherwise) of firearms as well as stun guns or tasers on any public street, alley, or other public lands within a municipality. As before, any possession of these weapon types is a felony if the person is hooded, robed, or masked in such a manner as to conceal his identity. A second or subsequent violation is now a Class 3 felony, instead of Class 4. Additionally, some penalties for felony possession have been increased to Class 3 from Class 4 if they are committed in or near schools, public parks, courthouses or public housing.

Armed violence

Perhaps the most dramatic change will come about for Armed Violence charges and convictions. Prior to Jan. 1, the seriousness of the charge depended on the category of weapon; the most serious was a Class X felony, a charge carrying a minimum mandatory six-year prison sentence. Now, violations involving these Category I weapons (which include handguns, sawed-off shotguns and rifles,

firearms small enough to be concealed on a person, semi-automatic firearms and machine guns) require 15-year mandatory minimum prison sentences. Category II weapons violations are Class X felonies, with mandatory minimum 10-year prison sentences. These weapons include all other rifles, shotguns and all other firearms as well as stun guns and tasers and most large-blade knives commonly used as weapons.

Finally, bludgeons, blackjacks and similar items are classed as Category III weapons; violations involving their use are Class 2 felonies.

Unlawful sale of a weapon

The law increased penalties for unlawful sales of firearms. Most illegal sales were raised from Class A misdemeanors to Class 4 felonies. However, selling or giving a concealable firearm to any person under 18 or any firearm to a person under 18 who does not possess a Firearm Owners Identification (FOID) card is increased from a Class 4 to a Class 3 felony. A "Safe Zone" provision was added that created a Class 2 felony for unlawful sales of firearms on or within 1,000 feet of schools, public parks, courthouses, or public housing property.

FOID card violations

One measure substantially raises the penalties for violations of the Firearm Owners Identification Card Act. Previ-

ously, all violations were Class A misdemeanors. Now, possession of a firearm without an accompanying FOID card becomes a Class 3 felony when:

- the person's FOID card was revoked or subject to revocation;
- the person's FOID card has expired and is not otherwise eligible for renewal; or
- the person has never previously been issued a FOID card, and is not otherwise eligible.

Defacing firearms

The bill increased the charge for defacing identification marks on firearms from a Class A misdemeanor to a Class 2 felony and applies to anyone who knowingly or intentionally changes, alters, removes or obliterates the name of the maker, model, manufacturer's number or other identification mark.

Violations of bail bond

Penalties were increased for Violation of Bail Bond when a firearm is involved. Prior to Jan. 1, most instances were Class A misdemeanors. Now, anyone who violates a condition of bail bond by possessing a firearm commits a Class 4 felony. A second violation is a Class 3 felony.

Gun running

The Safe Neighborhoods Law creates the offense of Gun Running, a Class 1 felony.

continued next page

Authority submits \$24.6 million plan to fight drug and violent crime in Illinois

In August, President Clinton signed into law an amendment to the Anti-Drug Abuse Act of 1988 that appropriated \$450 million in federal assistance to the states for drug law enforcement and violent crime control for the federal fiscal year 1995. Illinois is receiving \$18.4 million of the federal funds — an increase from the \$14.7 million the state received in 1994 — plus more than \$6.1 million in local and state matching funds, to be administered by the Illinois Criminal Justice Information Authority.

The Authority has approved Illinois' Statewide Strategy to Control Drug and Violent Crime detailing the \$24.6 million plan to fight drug abuse and violent crime in Illinois and prepared it for submission to the U.S. Department of Justice.

The 1995 strategy continues to emphasize the important role of law enforcement in the fight against illegal drugs. But the plan also recognizes that prosecutors, public defenders, the courts, and state and local corrections agencies need additional resources to respond to the unprecedented rise in drug cases that has resulted from dramatic increases in drug arrests.

To ensure the continuity of ongoing anti-crime efforts, the strategy continues many successful programs funded in previous years — MEGs and task forces, multi-jurisdictional drug prosecutions, anti-violence initiatives, offender treatment, and program evaluations, for example. In fact, continuations of existing programs account for approximately \$12.7 million of the 1995 federal funds. Nevertheless, the strategy does address a variety of critical needs with the limited dollars available for expansions and new initiatives. These include gang and violent offender prosecution and specialized probation for convicted sex offenders.

The purpose of the federal program is to expand enforcement of state and local anti-drug laws and to improve the functioning of the criminal justice system with an emphasis on violent crime and serious offenders. The act specifies 26 types of activities that may be funded. Specific programs funded under the act can provide for additional personnel, equipment, training, technical assistance and information systems. These resources support the apprehension, prosecution, adjudication, and detention and rehabilitation of persons who violate drug and violent crime laws, and assist victims of such crimes.

In the 1995 strategy, less than 5 percent of the state's funds (\$923,000) will be used by the Illinois Criminal Justice Information Authority to administer the state program. As in previous years, the Authority is using considerably less than the 10 percent federal law allowed for program administration. As required by the act, 64.5 percent of the remaining federal funds (more than \$11.3 million) will be allocated to local units of government, and

about 35.5 percent (more than \$6.2 million) will be allocated to state agencies. Every three federal dollars must be matched by one local or state dollar.

As in past years, 5 percent of the 1995 federal funds — a total of \$923,300 — must be used for the improvement of criminal history record information. The Authority is continuing to work with an 18-member Ad Hoc Committee on Dispositional Reporting to implement a records improvement plan.

Identifying Illinois crime problems

Again this year, the Authority followed an extensive and open procedure in developing the Statewide Strategy to Control Drug and Violent Crime. Along with holding panel discussions on crime-related topics and accepting written submissions from agencies and individuals representing virtually all components of the criminal justice system, the Authority collected and analyzed available data on the nature and extent of drug abuse and violent crime in Illinois, and on how effectively the criminal justice system is addressing those problems.

Using this information, the Authority identified 30 major problems or critical needs facing Illinois' criminal justice system with respect to illegal drugs and crime, including the increase in violent crime and the needs of crime victims. For each of the 30 problems or needs, the Authority identified specific objectives of the Illinois drug control strategy and then proposed different ways to meet those objectives. Using the problem statements, objectives and broad implementation plans, the Authority was then able to narrow the broad focus of the federal act by naming specific program areas that are the focus of Illinois' strategy. Twenty-three of the 26 program areas contained in the Anti-Drug Abuse Act of 1988 were selected and approved by the Authority at its September 1994 meeting.

The Department of Justice has 45 days from the date the Illinois strategy was submitted to review and approve it. In the meantime, the Authority will begin the process of designating individual agencies to administer the identified programs. The Authority expects to begin negotiating interagency agreements with designated agencies and awarding federal funds in the spring and summer of 1995.

For more information, or to obtain a copy of the complete strategy, contact the Federal and State Grants Unit, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Suite 1016, Chicago, IL 60606-3997. ■

Law, from previous page

It is committed when someone transfers three or more firearms in violation of the Unlawful Sale of a Weapon provision of the Safe Neighborhoods Law.

Surrender of firearms by defendants

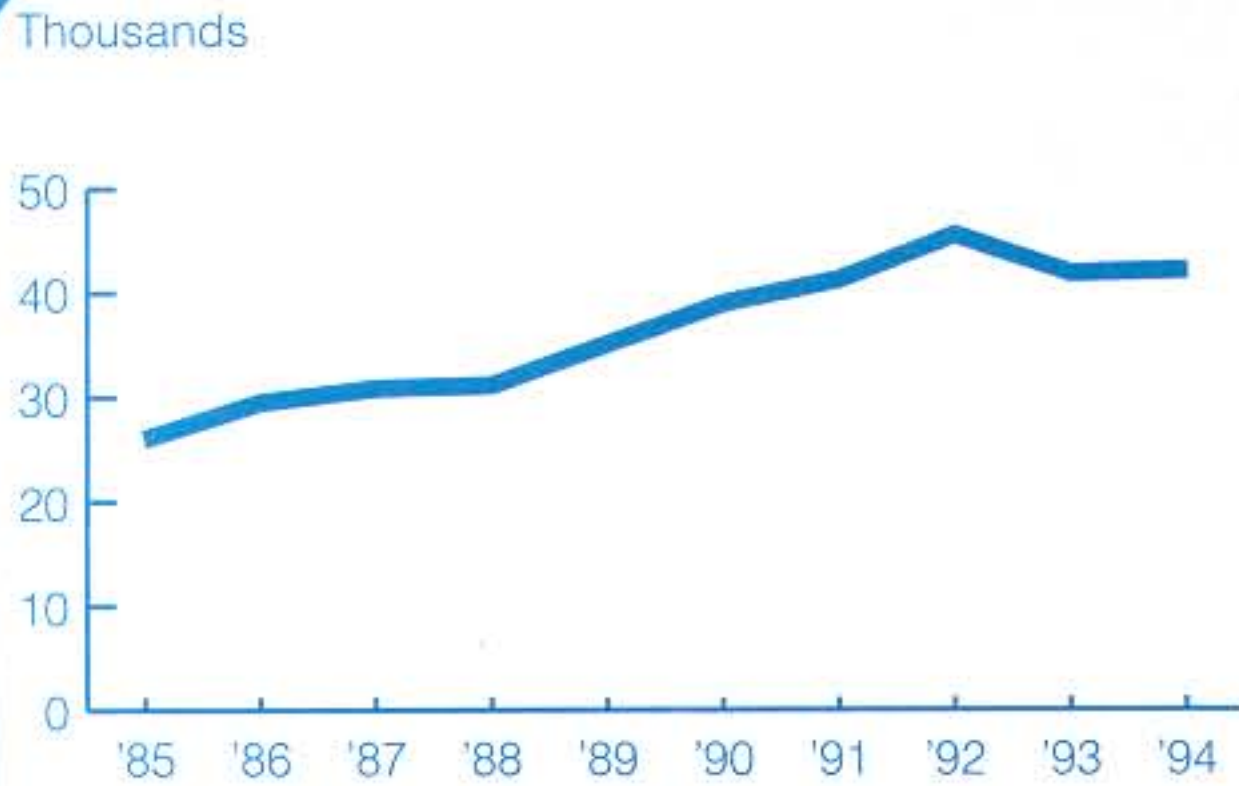
The new law creates a bail bond condition requiring defendants to surrender all firearms to police if they have been charged with a

forcible felony, stalking, aggravated stalking, domestic battery, certain violations of the Cannabis Control Act or the Controlled Substances Act, and all violations of Article 24 of the Criminal Code (the section pertaining to deadly weapons). The court may, however, decide against entering such an order if circumstances do not warrant or it is impractical. ■

— Mark Myrent

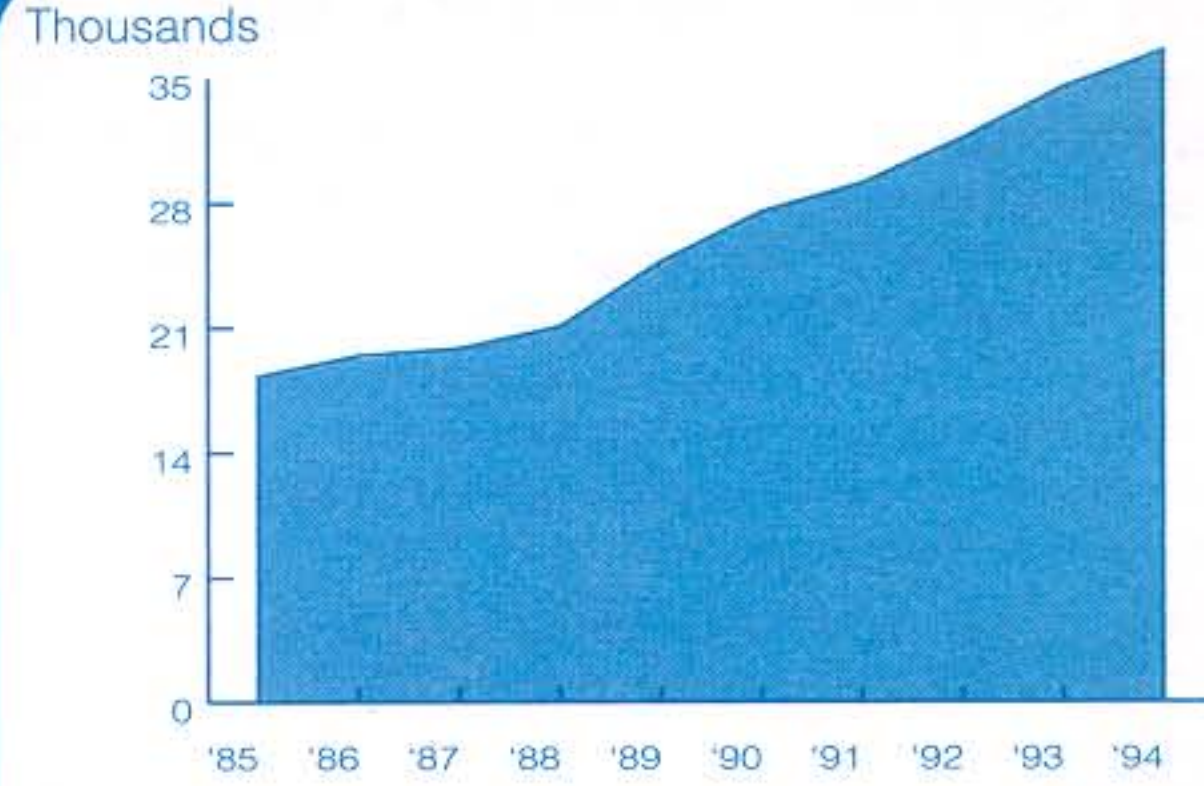
Trends

Active Felony (Adult) Probation Caseloads



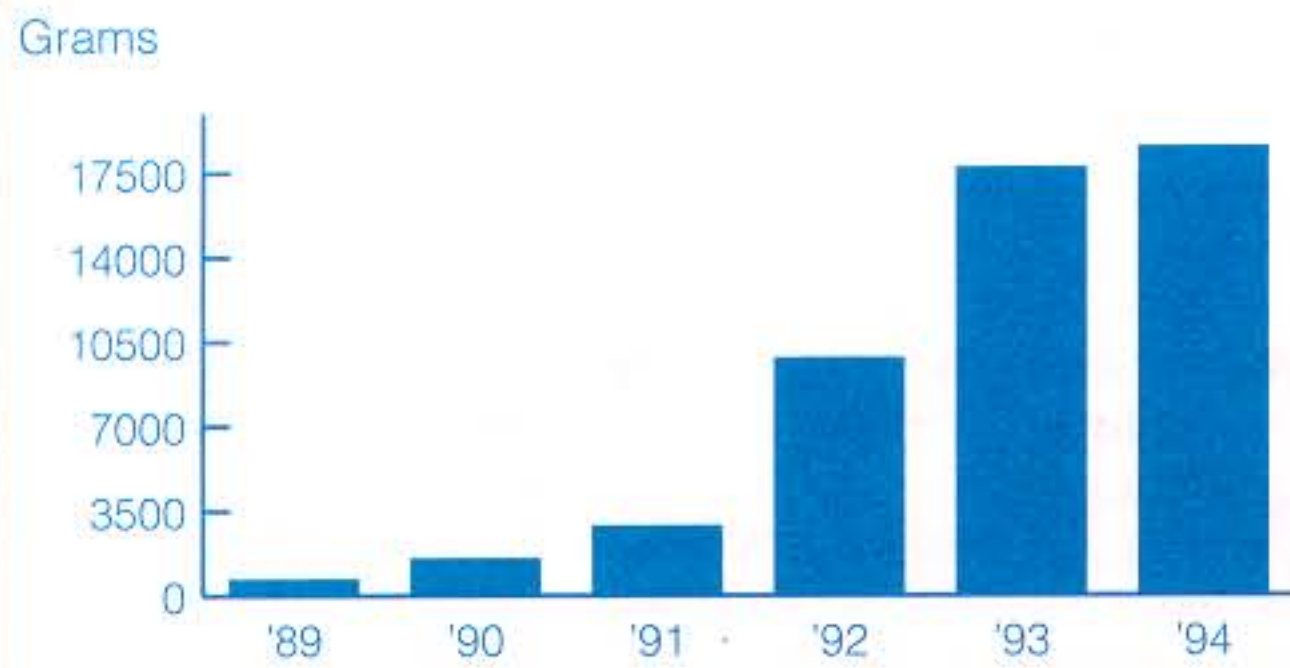
Source: AOIC Annual Probation Statistics

State Prison Population in Illinois (Adult)



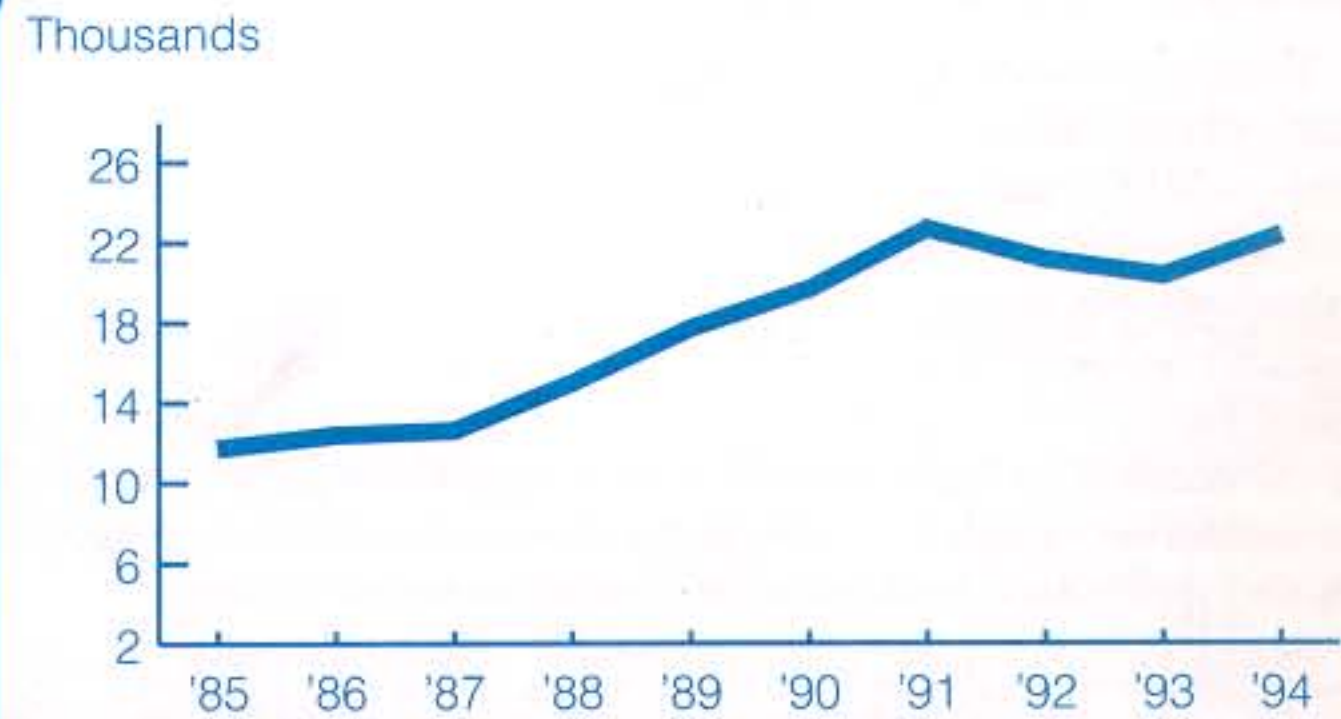
Source: Illinois Department of Corrections

Crack Cocaine Seizures Submitted to ISP



Source: Illinois State Police; includes totals for all of Illinois, except Chicago

Firearm Confiscations in Chicago



Source: Chicago Police Department



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