



AUTHORITY PROPOSES DATA QUALITY PROGRAM

A STATEWIDE program to help local agencies in managing and reporting criminal history record information has been proposed by the Illinois Criminal Justice Information Authority.

Under the plan, the Authority would work directly with police, sheriffs, state's attorneys and Circuit Court clerks to examine their criminal history record-keeping practices and to help them improve the accuracy and completeness of the data they report to the State.

The Authority already conducts annual audits of the State's central rap sheet repository, operated by the Department of State Police (DSP). This repository, called the Computerized Criminal History (CCH) system, contains arrest, conviction and incarceration information reported by criminal justice agencies throughout Illinois.

Expanding the Authority's audit program to include local agencies would enhance the overall quality of criminal history information in Illinois, said J. David Coldren, the Authority's executive director.

"I CANNOT overestimate the importance of maintaining accurate and complete criminal history records, especially for serious offenders," Mr. Coldren said. "In many ways, no other source of criminal justice information is relied upon as much in the day-to-day decision-making of government officials.



Assistant U.S. Attorney General Lois Herrington (left) visited Chicago in October to kick off a nationwide teen crime prevention campaign featuring McGruff, the anti-crime dog. Joining Ms. Herrington are (left to right) Richard Gay and Jennifer Wasielewski, youth volunteers from the Chicago area, and Cook County Sheriff (and Authority member) Richard J. Elrod. (Photo by Ben Zajac)

"But the quality of State rap sheets is only as good as the information local agencies report to the CCH system," he said.

The Authority's four previous CCH system audits have documented various data quality problems. For example:

- Approximately half of all arrests entered on the computer system are never followed up with disposition reports, even though State law man-

dates that local agencies submit complete disposition information.

- More than half the system's records cannot be fully computerized, mainly because local agencies do not always report the events following an arrest or because of constraints in the system's design (for example, an incarceration event cannot be posted if prosecution and court data have not been previously entered on the computer).

- Identification and physical description information about offenders is sometimes inaccurate, out-of-date or missing altogether.

"TO IMPROVE the quality of the CCH system, the State needs a broader, more comprehensive data quality program," Mr. Coldren said.

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News in Brief

ACCIDENT REPORT FEES ALLOWED: Beginning July 1, law enforcement agencies in Illinois may charge as much as \$5 for each copy of a traffic accident report they supply to insurance companies or the general public. Agencies also may charge as much as \$20 for each report of an accident investigated by a reconstruction officer or team. The new law that creates the fees (Public Act 84-1044) takes precedence over the general fee restrictions of the Illinois Freedom of Information Act (FOIA). The Illinois Criminal Justice Information Authority recommended the accident report fees be allowed after the Authority discovered that many municipalities had reduced or eliminated these types of fees in response to the FOIA, which permits agencies to charge only actual reproduction costs for public documents. For a free, two-page advisory explaining the new traffic accident report fees, contact the Authority at 312-793-8550.

CRIME DOWN IN 1984, SURVEY SHOWS: There were an estimated 4.1 percent fewer crimes nationwide in 1984 than in 1983, according to National Crime Survey (NCS) statistics released by the Bureau of Justice Statistics (BJS) last October. BJS officials said the 1984 total of 35.5 million crimes was the lowest in the 12-year history of the NCS and was 14.5 percent lower than the 41.5 million crimes estimated in 1981, the survey's peak crime year. The *household* (4.3 percent), *personal* (4 percent) and *violent* (0.9 percent) crime categories all were down in 1984, the bureau reported, although the individual crimes of rape (16.7 percent), motor vehicle theft (6.1 percent) and aggravated assault (1.2 percent) rose. Twice a year, the NCS interviews approximately 128,000 people 12 years of age and older to see if they were crime victims within the last year. Many criminologists, policymakers and other officials now view the NCS as a more reliable source of Federal crime statistics than the Uniform Crime Reports (UCR), which represent crimes reported by more than 98 percent of the law enforcement agencies nationwide. The NCS figures are better, UCR critics have said, because the survey measures both reported and unreported crimes. Another BJS report released in December indicated as many as two-thirds of the nation's crimes are never reported to the police, and thus are not reflected in UCR totals.

PRETRIAL SERVICES GRANT: The National Institute of Corrections has awarded a grant to the Washington-based Pretrial Services Resource Center to provide technical assistance to pretrial program managers and to help local and state officials explore pretrial responses to jail crowding. The center, a non-profit group established in 1976, offers published information, phone consultation and on-site assessments in areas such as pretrial screening and supervision practices; classification, case-tracking and follow-up procedures; pretrial release risk criteria, and bail guidelines. For information, contact the Pretrial Services Resource Center, 918 F St. N.W., Suite 500, Washington, D.C., 20004-1482 (telephone 202-638-3080).

PEOPLE: Roy O. Gulley, director of the Administrative Office of the Illinois Courts (AOIC) for the last 18 years,



Supt. Andrews



Supt. Rice

retired in December to join a Springfield law firm. Before coming to the AOIC, Mr. Gulley spent more than 15 years as a trial court judge; he also served as chief judge of the 2nd Judicial Circuit in southern Illinois. William Madden, the AOIC's deputy director under Mr. Gulley, has been named acting director while the Illinois Supreme Court chooses a permanent director. . . . President Reagan in January appointed Cook County Sheriff (and Authority member) Richard J. Elrod to the President's Child Safety Partnership. Over the next year, the 26-member group will collect information and report on a variety of child safety, abuse and neglect issues. . . . Two other Authority members--Peoria Police Supt. Allen H. Andrews Jr. and Chicago Police Supt. Fred Rice--are among 41 police chiefs, scholars, news commentators and other law enforcement experts featured in *Police Leadership in America: Crisis and Opportunity*, a 520-page volume of essays published recently by the American Bar Foundation (ABF) and Praeger Press. Other contributors from Illinois include Albert Alschuler and Norval Morris, University of Chicago School of Law; Keith Bergstrom, Oak Park police chief; Richard Brzezczek, former Chicago police superintendent; Jack Fuller, *Chicago Tribune* editorial page editor; and William Geller (editor) and Wayne Kerstetter of the ABF. For more information, call the ABF at 312-988-6520. . . . Judy Yeager, a crime prevention expert from Champaign, was elected 1st vice president of the International Society of Crime Prevention Practitioners at its November annual meeting in Phoenix, Ariz.

UPCOMING: *Invest in Our Future*, the first national conference on missing and exploited children, will take place March 2-5 in Chicago. The conference, which is sponsored by the Illinois Department of State Police's I-SEARCH (Illinois State Enforcement Agencies to Recover Children) unit and the National Center for Missing and Exploited Children, will feature research, crime prevention strategies and other topics regarding child safety. For information, contact Moorevents, Inc., 400 N. Michigan Ave., Suite 2300, Chicago, Ill., 60611 (telephone 312-644-5997). . . . *Perspectives on Rape, Rape and Society* and *Rape: The Victim and the Offender* will be the main topics of the International Congress on Rape, to be held April 7-11 in Jerusalem, Israel. For information, contact the Secretariat, International Congress on Rape, P.O. Box 394, Tel Aviv 61003, Israel (telephone 03-650862, telex 33803). . . . Authority meetings for 1986 have been scheduled for March 14, June 3, Sept. 19 and Dec. 9; contact the Authority (312-793-8550) for any schedule changes.

Federal Money To Help Agencies Obtain New Computer Systems

WITH THE help of new Federal money, 14 state's attorneys' and five sheriffs' offices in Illinois may be getting new computer systems in 1986.

The state's attorneys have signed notices of intent with the Illinois Criminal Justice Information Authority to install the Rapid Automated Prosecution System (RAPS), a microcomputer-based information system the Authority is now developing. RAPS will manage case information, notify crime victims and witnesses of the progress of their cases and coordinate scheduling, among other things.

The five sheriffs have signed similar notices of intent for the Authority's Correctional Institution Management Information System (CIMIS). This system, also designed for use on microcomputers, will speed up the booking process at county jails, keep track of inmates' housing assignments, generate inmate activity schedules and support other administrative tasks.

Including hardware, software and support, total costs will range from \$46,000 to \$72,000 for each RAPS site, and from \$82,000 and \$134,000 for each CIMIS setup. The actual expense for each county will depend on the size and needs of the participating state's attorneys' and sheriffs' offices.

BUT HALF the total outlay in each county will be paid for with Federal money from the Justice Assistance Act (JAA) of 1984, a new program of aid for state and local criminal justice initiatives. The JAA requires that the other half of the costs be covered with matching local funds.

The 14 state's attorneys to sign notices of intent for RAPS are from Adams, DeKalb, Kankakee, Lake, LaSalle, Macon, Madison, McHenry, St. Clair, Tazewell, Vermilion, Whiteside, Will and Winnebago counties. In addition, the State's Attorneys Appellate Service Commission, a State agency, has signed a notice of intent to obtain RAPS.

The five sheriffs to express interest in CIMIS are from Adams, Lake, Sangamon, St. Clair and Will counties.

The Authority currently is negotiating interagency agreements with these 20 agencies. Both RAPS and CIMIS are expected to be up and running in 1986.

THE JAA program was approved by Congress and President Reagan in October 1984 as part of the Comprehensive Crime Control Act of that year. Lawmakers set funding for the first year at \$67 million nationwide.

In January 1985, Governor James R. Thompson designated the Authority to oversee JAA implementation in Illinois. The Authority promptly held eight public hearings throughout the State to get ideas regarding which of the 18 eligible program areas the State should focus its \$2.3 million first-year share of JAA funds.

The Authority in September voted to use about half of that money for computerized information and work-

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Sam Buckwalter, Former ILEC Director

SAM BUCKWALTER, former acting executive director of the Illinois Law Enforcement Commission (ILEC), died of a stroke Nov. 21 in Chicago. He was 39.

Mr. Buckwalter served the State of Illinois for nearly seven years. From December 1974 through April 1979, he was the chief financial officer of the former ILEC, a predecessor of the Illinois Criminal Justice Information Authority.

In May 1979, Governor James R. Thompson appointed Mr. Buckwalter to replace James B. Zagel (now State Police director) as the ILEC's executive director. Mr. Buckwalter held that post until January 1980, when he left government to enter law school. He received his juris doctor, with honors, from Chicago-Kent College of Law in 1982 and was admitted to the Illinois bar in 1983.

He returned to State government in 1982 as a special assistant to J. David Coldren, the Authority's executive director. Mr. Buckwalter also served as an assistant administrator in the Illinois Bureau of Employment Se-

curity from May 1983 through June 1984, after which he entered private law practice in Chicago.

"SAM APPROACHED the various twists and turns of his career as adventures--opportunities to bring reason to the unreasonable, to make sense out of the senseless and to right whatever wrongs came his way," Mr. Coldren said at a Dec. 2 memorial service at the University of Illinois at Chicago.

A native of Philadelphia, Mr. Buckwalter graduated from Penn State University in 1967. He then joined the U.S. Air Force, where he worked in the Space and Missile Systems Organization and the Office of Aerospace Research. He was honorably discharged as a captain in 1971.

Before joining the ILEC, he also worked as director of grants and research contracts at the College of William & Mary, Williamsburg, Va., and as a procurement specialist with the Federal Law Enforcement Assistance Administration.

MR. BUCKWALTER is survived by his wife, Jane Rae, a daughter, Hettie, and a son, Sam. Other survivors include his mother and two brothers.

A scholarship in Mr. Buckwalter's memory has been established at the Chicago-Kent College of Law. Contributions may be made to IIT/Chicago-Kent College of Law, 77 S. Wacker Dr., Chicago, Ill., 60606 (attention Ms. Marti Brodsky).



Mr. Buckwalter

COMPUTER SYSTEMS

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load management systems for state's attorneys, sheriffs and police Statewide. The remaining Federal funds are being used this year for a Statewide crime prevention campaign, training of criminal justice officials and a program to identify and process serious and violent offenders in Cook County.

"In public hearings throughout the State, we heard local officials say over and over again that they need computer capabilities, not just to automate their criminal offender records but to handle administrative tasks like budgeting and word processing as well," said J. David Coldren, the Authority's executive director. "Our RAPS and CIMIS programs, in conjunction with the JAA, offer these officials the computer support they need at a reasonable price," he said.

"And the real beauty of this program is that it's coming together through a combination of Federal, State and local efforts," Mr. Coldren added.

The new RAPS product is a microcomputer version of an information system the Authority developed in the early 1980s for the Cook County State's Attorney's Office. Because the new system is designed for use on microcomputers, it is more suitable--and affordable--for state's attorneys' offices outside Cook County, Mr. Coldren said.

WHEN COMPLETED, RAPS will allow state's attorneys to:

- Automatically prepare notices telling victims and witnesses of court appearances and case progress. The *Victims' Bill of Rights* that the Illinois General Assembly approved in 1984 requires prosecutors to provide this type of notification in a timely manner.
- Automate many repetitive and time-consuming tasks, such as producing plea documents, case fact sheets, caseload calendars and other reports.
- Collect and report caseload statistics to improve overall office management.
- Interface with legal research databases and perform word processing.

Spending Cuts May Halt JAA Program

LESS THAN 18 months after enacting the Justice Assistance Act (JAA) of 1984, the Reagan Administration and Congress appear ready to pull the plug on the new program of Federal aid for state and local criminal justice.

The apparent move follows Congressional passage of an unprecedented piece of legislation designed to balance the Federal budget and eliminate the estimated \$200 billion deficit by 1991. President Reagan signed the bill into law on Dec. 12.

The budget-balancing measure--called the Gramm-Rudman-Hollings (GRH) law after its chief sponsors,

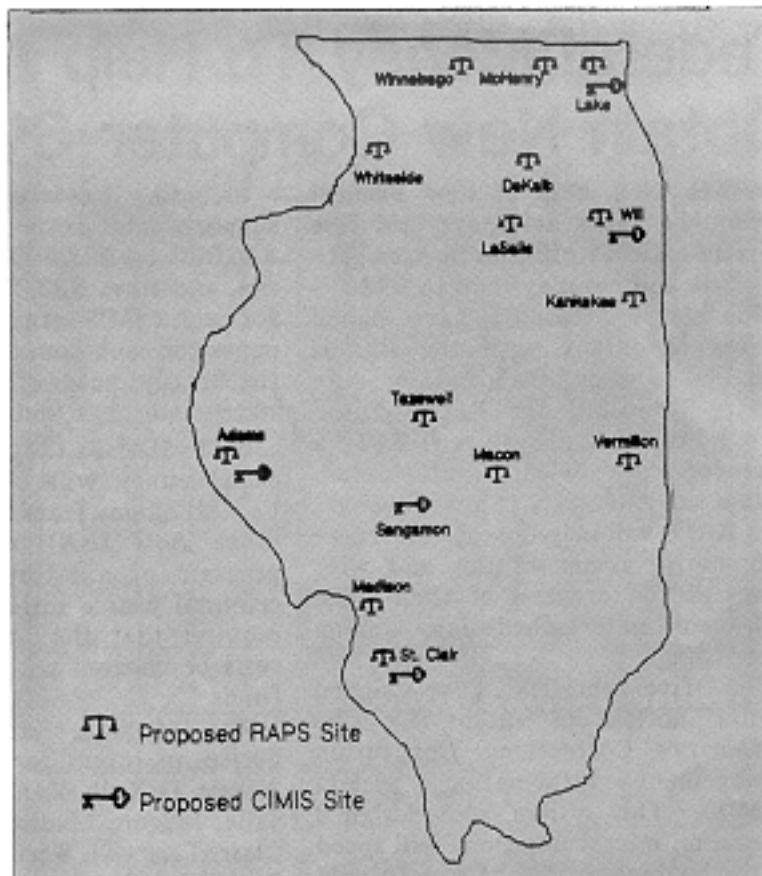
Sens. Phil Gramm (R-Texas), Warren Rudman (R-N.H.) and Ernest Hollings (D-S.C.)--creates specific deficit-reduction targets for Federal fiscal years 1986 through 1990. If these goals are not met through spending cuts or tax increases, automatic budget cuts will take effect.

ACCORDING to a National Criminal Justice Association (NCJA) report, Reagan Administration efforts to achieve the deficit reduction targets of the GRH law are likely to hit hardest some 30-to-50 Federal "discretionary" programs, including the JAA. The NCJA expects the President will seek to terminate all state

grants authorized by the JAA beginning in fiscal 1987, which starts Oct. 1.

Fiscal 1986 JAA money also could be affected by the GRH measure, although its precise impact was not known at press time. In December, Congress and President Reagan appropriated \$60 million for the JAA during the current fiscal year, down from \$67 million in fiscal 1985, the first year of the program.

However, any budget cuts will not affect the \$2.3 million Illinois received in fiscal 1985 JAA money. The State has approximately two more years to use these funds.



THE NEW CIMIS product also is patterned after larger computer systems the Authority developed for both the Cook County and Illinois departments of corrections. The microcomputer version of CIMIS will:

- Maintain descriptive information about each jail inmate, including medical, offense and criminal history data.
- Keep track of each inmate's housing location.
- Automatically calculate each inmate's release date.
- Generate a daily schedule of activities, including court appearances, medical appointments, visits and other events.

Both RAPS and CIMIS also can link users with other criminal justice information systems, such as the Statewide LEADS (Law Enforcement Agencies Data System) telecommunications network.

Authority Meeting Roundup

Police Tell Fingerprint System Plans

THE CHICAGO Police Department and the Illinois Department of State Police (DSP) are a few steps closer to installing the State's first computer systems for storing and analyzing fingerprints, officials said recently.

Appearing at the Dec. 6 meeting of the Illinois Criminal Justice Information Authority, Chicago Police Capt. John Morrissey and DSP Director James B. Zagel outlined their agencies' respective schedules for acquiring the automated fingerprint identification systems. Such systems have been widely credited with solving crimes in California, Alaska and elsewhere by allowing investigators to quickly match fingerprints from a crime scene with prints stored on the computer.

Chicago's proposed system will keep the fingerprints and criminal history records of up to 600,000 offenders, Capt. Morrissey said. The department plans to store all fingerprints in the form of digitized minutiae, while the prints of the city's most chronic offenders may be stored on optical disks as well. Optical disks display actual fingerprint images to help technicians speed up identification.

Capt. Morrissey said police officials are currently negotiating a final agreement with NEC Information Systems, a subsidiary of the Japanese computer company. The department expects to spend about \$4.5 million for the system.

CONVERSION of the department's manual fingerprint cards to the computerized format was scheduled to begin in February. Construction of a computer site at Chicago Police Headquarters, 1120 S. State St., should begin in mid-March, and system hardware should be installed beginning in May.

Following an on-line testing period, the system should be operational by August 1, according to Capt. Morrissey.

The DSP is following a similar implementation strategy, "but we are not quite as far along in the process," said Director Zagel, who is also a member of the Authority.

He said major suppliers of the fingerprint systems were wrapping up



Capt. Morrissey

their preliminary presentations to the DSP. The department then must select a vendor and identify a physical site for the system. After these issues are resolved, the DSP will take 12-to-14 months to convert its manual records and to train fingerprint technicians and latent print examiners. The General Assembly appropriated \$2.3 million during the current State fiscal year to begin the whole process.

BUT WILL the Chicago and State Police systems be compatible?

"Compatibility is not a significant problem if it turns out that we buy the same system," Director Zagel said. "But problems may arise with two different systems and if individual departments seek to tap into our system and then buy a different terminal." In that case, special interface hardware and software would be required.

* * * *

ATTEMPTING to wrap up what some members called "the longest running soap opera in State government history," the Authority on Dec. 6 approved a new strategy for getting its proposed Criminal History Record Information (CHRI) Act passed into law.

The Authority and its predecessor agencies have spent more than seven years trying to hammer out a suitable

version of the act, which would open up some criminal history files to the public and would establish comprehensive guidelines for accessing the information. Different versions of the act were introduced in the last two legislative sessions, but objections from journalists, civil libertarians, legislators and others derailed the legislation both times.

One part of the new strategy removes from the proposal a provision that calls for the sealing, rather than the physical destruction, of some criminal history records. Authority member James B. Zagel, the State Police director, said some legislators favor the principle of expungement so strongly that they have rejected the entire CHRI Act proposal because of its sealing provision. The Authority instead will tackle the sealing vs. expungement issue in separate legislation (see page 9).

THE ILLINOIS Press Association also has opposed the act, mainly because it fears information traditionally open to journalists from local authorities would be closed. The press association also has said the act does not open up enough information, since it calls for the release of conviction data only. Civil libertarian groups, however, have said the act exposes too much information, which they fear could be used in discriminatory employment, housing and other decisions.

To frame these and other matters, the Authority instructed its staff to draft a report documenting the *pros* and *cons* of each controversial issue. This report will help guide the General Assembly as it reconsiders the CHRI Act.

Director Zagel, who chairs the Authority's Legislation and Regulations Committee, called for patience. The CHRI Act, he said, is "one of those things that eventually everybody thinks is a good idea. It just takes eight years to see that this is something that ought to be done."

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New State Police Computer System To Offer Sex-

WHEN Illinois lawmakers passed the Intergovernmental Missing Child Recovery Act of 1984, they included in the legislation a little-noticed provision: Local law enforcement agencies are to report detailed sex-crime information to the State, and the State is to establish a "central automated data repository" for use in identifying and apprehending sex offenders.

Since then, the missing persons program, called I-SEARCH (Illinois State Enforcement Agencies to Recover Children), has garnered Statewide attention by helping to locate approximately 300 children. The plan for reporting sex crimes, meanwhile, has been largely ignored.

But that's about to change, if Department of State Police (DSP) officials have their way.

The department's Division of Criminal Investigation (DCI) is rejuvenating its Sexually Motivated Crime Analysis Reporting (SMCAR) program and is going on the road in early 1986 to alert local law enforcement agencies. Under the program, police and sheriffs will be asked to submit a special form for each sex-related crime they investigate. The DCI will computerize the information, check it against a database of sex crimes and offenders, and provide the local agency with any leads the computer generates.

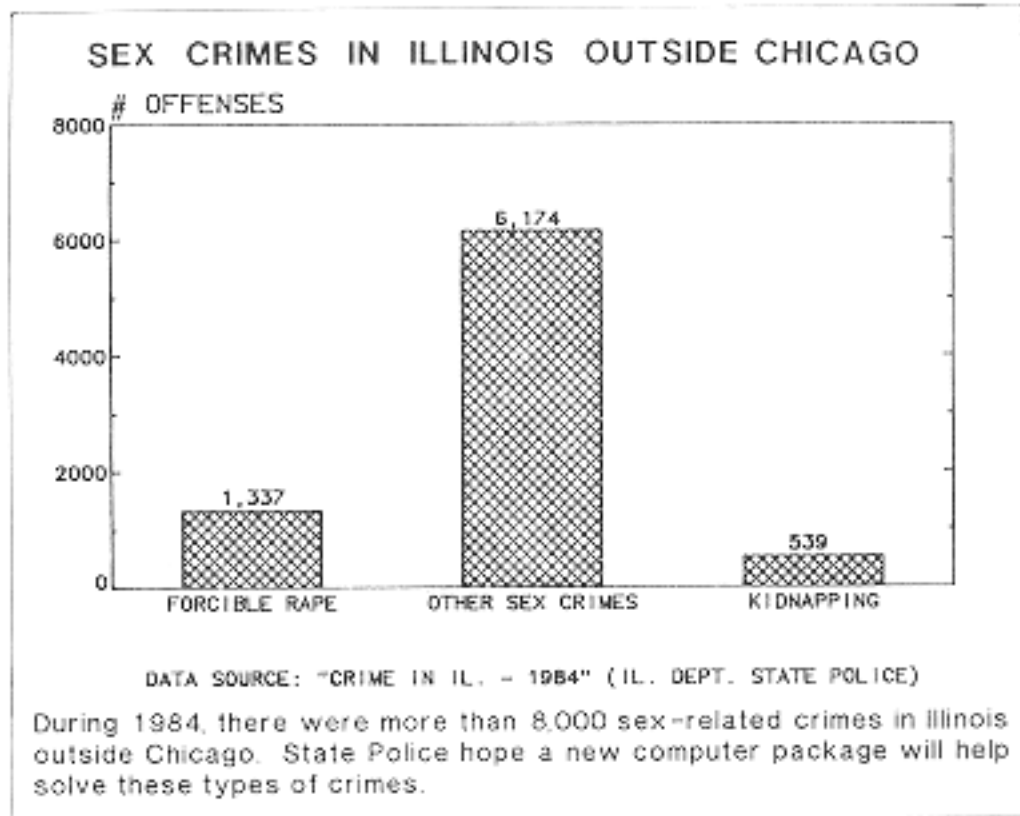
"WITH THE increased interest in children's issues in general, we've got the vehicle to get this program going again," said Supt. William Doster of the DCI.

"Our job now is to get local law enforcement involved," he said. "After all, they're the lifeblood of our Sexually Motivated Crime Analysis program."

The SMCAR system is patterned after a successful program in Michigan. The Illinois program dates back to 1980, when the DCI created the first SMCAR form and mailed it to law enforcement authorities throughout the State.

"We got a fairly decent response at first, but then it dropped off," Supt. Doster said. "But when I-SEARCH was created, it mandated that the sex-crime report be submitted."

With the help of I-SEARCH officials, the DCI has revised the report-



ing form and has drafted rules for how the SMCAR information will be reported, stored and disseminated. The next step, according to Supt. Doster, is to "get my zone commanders out in the field and sell the program to local law enforcement agencies."

HERE'S HOW the SMCAR system is designed to work:

- Whenever a sexual assault, child sexual abuse, kidnapping or other sex-related crime occurs, regardless of the age of the victim, the law enforcement agency investigating the crime completes the SMCAR form and mails it to the DCI in Springfield. The form covers both the physical description of suspects plus information about the circumstances--or *modus operandi*--of the crime. According to Ron Ellis, an I-SEARCH official, the form will "make sure all the right questions are asked."

- Next, the DCI enters data from the form into the DSP's mainframe computer. The new information is checked against existing records on the database to see if there are similar entries. Matching is done using an IBM software analysis product called APL/DI (A Program-

ming Language/Data Interface). This package can select the records of known offenders who match the physical characteristics of the suspect, or it can identify any incident with an M.O. similar to the current crime.

- If the system turns up any matches, the DCI sends the leads back to the agency that submitted the form. The same leads also may be forwarded to other agencies that previously reported similar sex-related incidents.

DCI Cmdr. Gerry Greim noted that the SMCAR program is "not a primary investigative system." Rather, he said, it is designed "to augment the traditional investigative capabilities of local law enforcement."

GEORGE RUSSELL, a DSP data processing analyst who works with the program, put it another way: "We are taking information from several different sources and making it available to the experts, the investigative analysts out in the field."

The database that DCI officials can search against contains approximately 400,000 records collected from several different sources. About 1,300 of these records are actual

Crime Leads

SMCAR forms submitted by local agencies.

Nearly 83 percent of the database records are from the criminal history files of known sex offenders in Illinois. Miscellaneous DCI investigative records, parolee files, missing persons data and warrants for sex offenders compose the remainder of the database.

Cmdr. Greim said the SMCAR database provides "one of the broadest possible searches" for sex-related crime information in Illinois. He said data from the State's Computerized Criminal History (CCH) system are loaded into the database every week to ensure it contains up-to-date rap sheet information.

SUPT. DOSTER said one unique feature of the SMCAR system is that it attacks the problem of identifying sex offenders from two perspectives. "Using this system, we can profile either the sex offender or the sex crime itself," he said. In addition to providing more leads, the system also can detect cross-jurisdictional crime patterns that individual agencies may not be able to recognize, he said.

To speed up processing and reduce turnaround time, the DCI has installed minicomputers in its four areas and remote terminals in all 20 DCI zones. This way, according to Cmdr. Greim, the DCI can download data from the larger computer in Springfield and conduct sex-crime analyses on the regional systems.

An added benefit of the minicomputer network is that it gives DCI agents electronic mail capabilities for the first time. Agents can now transmit messages pertaining to any investigation--not just sex crimes--electronically rather than through the postal service. "This is a great boon to our investigative efforts," Cmdr. Greim said.

He said the DCI also is exploring some new methods for gathering and analyzing sex-crime data. For example, the division "is looking into artificial intelligence systems that can do something like inductive logic," Cmdr. Greim said. Artificial intelligence techniques would weigh dif-

ferent crime factors according to their importance, based on previous experience, and would enhance analysis of *M.O.* data, he said.

OTHER techniques the DCI will be investigating during the next few years include using the Statewide LEADS (Law Enforcement Agencies Data System) telecommunications network to allow local agencies direct access to the sex-crime data. Adding to the database information from nearby states also is being considered.

In the meantime, State Police officials are busy trying to get the word out on the revitalized SMCAR program.

Cmdr. Greim said the DCI has finished drafting final rules for the program. These rules, along with the new reporting form, will be sent to local agencies in early 1986. Although technically the mandatory reporting went into effect in mid-1984, "until the rules are finally established, local agencies that do not submit reports are not out of compliance," he said.

The DCI also is forming a committee of criminal justice officials to monitor operations of the SMCAR program. The committee, which may include representatives from local law enforcement agencies, the Illinois Criminal Justice Information Authority, the DCI and other groups, will analyze issues such as data quality and dissemination practices and will suggest ways to improve the system, Supt. Doster said.

ONE REASON officials are optimistic about the new SMCAR program is increased resources. Three DCI analysts and 18 special agents are assigned full-time to the I-SEARCH and SMCAR programs.

"Increased manpower makes a big difference to us," Cmdr. Greim said. "Previously, we didn't have the resources and the manpower to run the program the way it should be run. Now I think we do."

* * * *

For more information about the SMCAR program, call the I-SEARCH Analytical Section at 217-782-6053.

AUTHORITY MEETING ROUNDUP

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IN OTHER action at its December meeting, the Authority voted to form an *ad hoc* committee of its members to study the issue of mileage limitations that local police and sheriffs' departments have traditionally placed on the computerized entries of some arrest warrants. Last July, Illinois Attorney General (and Authority member) Neil F. Hartigan issued an opinion stating that only the courts, and not law enforcement agencies, could place limitations on warrants entered on the Statewide LEADS (Law Enforcement Agencies Data System) telecommunications network.

Some agencies, however, say they need the mileage limitations because it often costs too much to retrieve fugitives from long distances, especially if they are wanted for minor offenses only. The committee, which is chaired by Peoria Police Supt. Allen H. Andrews Jr., will meet with police, sheriffs, state's attorneys and others to try to work out acceptable policy recommendations.

the Compiler

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UCR Redesign Continuing, Official Says

FEDERAL efforts to improve the Uniform Crime Reports (UCR) are continuing, but money is still needed to complete the system redesign, a Justice Department official said recently.

Ben Renshaw, deputy director of the Bureau of Justice Statistics (BJS), came to Chicago on Dec. 6 to bring members of the Illinois Criminal Justice Information Authority up to date on the UCR redesign project.

A BJS/FBI task force, working with a private research firm, began studying the current UCR system in 1982, amid complaints the reports are not a good gauge of crime. Critics have said UCR statistics, which are reported by individual agencies to the FBI, are flawed because they do not measure unreported crime and because some jurisdictions intentionally alter their data.

FOLLOWING a three-year effort, the task force drafted a blueprint that proposes three basic changes in the current UCR setup. First, agencies will submit records detailing each incident and arrest that occurred during a given month, instead of sending in only monthly summaries.

Second, the new program calls for

"two-tier reporting." Under this plan, most agencies will report basic offense and arrest information as they have in the past, but with minor changes in definitions and formats. However, all larger agencies and a sample of smaller ones also will report many offenses not previously covered by the UCR.

Finally, the blueprint proposes that structured data quality methods be employed and monitored.

According to Mr. Renshaw, the key now to implementing the new UCR system is money. "We have been principally involved in trying to embed a \$3 million request [for UCR implementation] in the fiscal '87 Federal budget," which begins Oct. 1, he said. The Justice Department has approved the funding proposal, but it still must get an OK from Congress and the President.

IN THE meantime, Federal officials are taking some steps to speed up eventual introduction of the new UCR system:

- The FBI has contracted for the development of a data dictionary using the data elements that local users recommended during the study.
- The bureau plans to select a single



Ben Renshaw, deputy director of the Bureau of Justice Statistics.

state to serve as a prototype for new UCR operations.

• The FBI and the BJS will release UCR and National Crime Survey statistics jointly this spring; the crime survey, the other major source of Federal crime statistics, attempts to measure both reported and unreported crime.

Data specifications for the new UCR system are expected by May or June, Mr. Renshaw said.

DATA QUALITY

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"We've got to examine not only the records already in the central repository, but also the reporting practices of agencies that submit criminal history data to the repository," he said.

The Authority's data quality program would be carried out in three steps:

- Developing standards for how local agencies report and maintain criminal history record information; these guidelines would serve as a comprehensive reference source and would help standardize local agency reporting practices.

- Training local agencies in how to manage criminal history information and how to report it to the DSP.

- Conducting traditional data quality audits using techniques and methodologies the Authority has developed over the years; representa-

tive samples of local agencies would be evaluated for conformity with the criminal history reporting and record-keeping standards established by the Authority.

All police, sheriffs, state's attorneys and Circuit Court clerks in Illinois would be eligible for auditing assistance under the Authority's plan. The program also would cover non-criminal justice agencies that are authorized by statute to receive rap sheet data from the State.

MR. COLDREN emphasized the Authority's purpose is not to classify individual agencies as poor record-keepers. Rather, he said, the program is designed to help local agencies improve their criminal history record-keeping practices, which in turn would benefit all users of CCH data.

THE TIMING of the Authority's proposal also is important, Mr. Coldren said, since record-keeping systems at the State and national

levels are now being substantially redesigned. Modifications to these systems will bring major changes in the record-keeping procedures of almost every criminal justice agency in Illinois, he said.

For example, the DSP is redesigning the CCH system and expects the new program to be operational in the summer or fall of 1986. The Authority's data quality program could train local agencies in how the new CCH system works, and it could improve the quality of information on the system by helping ensure agencies report accurate and complete criminal history data, Mr. Coldren said.

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For a copy of the Authority's Statewide data quality proposal or for more information, contact Gerard Ramker at the Authority.

Authority Proposes Sealing Of Arrest Records

THE ILLINOIS Criminal Justice Information Authority is proposing legislation that would replace the current practice of expunging records of arrests that do not result in convictions with a system of maintaining the information for research purposes, but sealing it from public scrutiny.

By a unanimous vote at its Dec. 6 meeting, the Authority approved a resolution instructing its staff to draft legislation that "clarifies the language of the current expungement law from the perspective of promoting the sealing of original records of arrest and non-conviction information rather than requiring the destruction of such information." The proposed legislation will be submitted to the Authority and the Governor "with the recommendation that it be introduced in the next legislative session of the General Assembly."

Currently, when a criminal defendant is not convicted, State law requires that all photographs, fingerprints and other records relating to the arrest be physically removed

from official State files and that related records of the arresting agency and the Circuit Court be destroyed. Under the Authority's proposal, these same records would be maintained for use in criminal justice research, but would be sealed from general examination by non-law enforcement persons.

AUTHORITY officials cited three main reasons for preferring sealing over expungement.

- **Research data.** The Authority's resolution said the expungement of non-conviction information has a "serious detrimental impact on necessary and important public policy research."

"To conduct the kind of meaningful research that will help reduce crime and improve justice, researchers need the complete picture--both conviction and non-conviction data," said Scott M. Levin, the Authority's deputy executive director in charge of policy and research. He said non-conviction information is needed for many types of criminal justice re-

search, including measuring recidivism, predicting the dangerousness of suspects and evaluating police conduct and staffing levels.

Mr. Levin said the Authority's sealing proposal likely would limit any access to non-conviction information to "legitimate researchers" who could prove a need to know identifiable information. In most cases, he said, the data made available to researchers would not identify individual record subjects.

- **Public accountability.** Destroying arrest records lessens the accountability criminal justice agencies must accept for their actions, expungement critics have argued. For example, in cases where police are accused of systematically making false arrests, expunging some records may destroy valuable documentation of police conduct. Mr. Levin also said expunging arrest records goes against the recent trend toward opening up more government information.

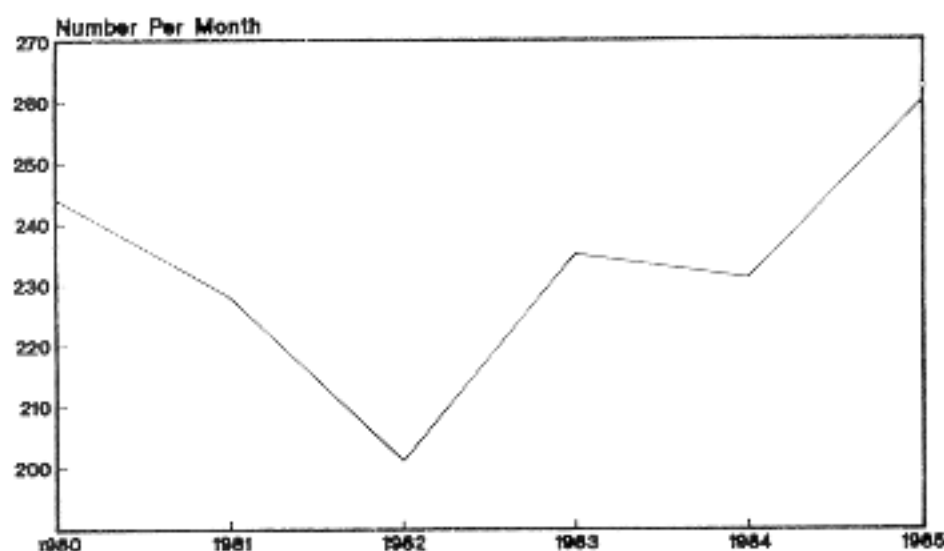
- **Practicality.** Many officials, including Department of State Police (DSP) Director James B. Zagel, have questioned whether it is even possible to completely expunge records stored on modern computerized information systems.

The DSP, for example, maintains criminal history records in several places, including on-line computer files, backup storage tapes, microfilm and manual folders. Gary McAlvey, chief of the DSP's Bureau of Identification, said a piece of microfilm can be physically removed from department files. But with a computerized record, the bureau simply removes a person's name from the index that points to that record. "Technically, the record may sit somewhere on file, but it is not accessible to anyone," he said.

Other officials said that because the current law applies only to arresting agencies, accounts of the crime are still readily available, even if all original records of arrest are expunged. These other sources include police blotters, prosecutors' files, jail records and news media accounts.

PAUL FIELDS, the Authority's general counsel, said another reason

**AVERAGE NUMBER OF EXPUNGEMENT ORDERS
1980-1985**



Source: Illinois Department of State Police

The number of court-ordered expungements of criminal history records appears to be rising, latest figures show. The Authority is

recommending legislation that would replace expungement with a practice of sealing the information.

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Chicago Homicide Patterns Analyzed

DURING the 1920s, when Chicago earned an international reputation for violence, 30 or more people were often murdered in the city in a typical month. While that number declined over the next three decades, it increased again in the early 1960s, and by 1965, homicide in Chicago had returned to the levels of the notorious *Roaring '20s*.

But the increase didn't stop there. Over the next 10 years, the number of homicides in the city doubled, to more than 75 in a typical month of 1974. Following a brief decline, murder was on the rise again, reaching nearly 75 a month again in 1981.

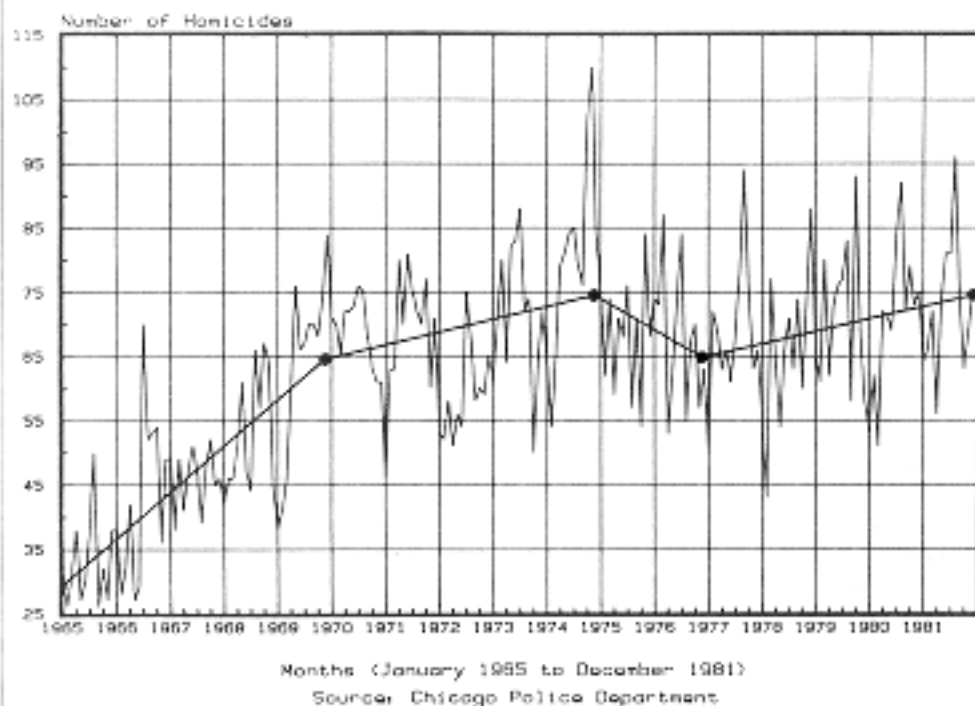
These changes, and some of the reasons behind them, are explored in a new Illinois Criminal Justice Information Authority report, the second of a two-part study of all 12,872 homicides known to Chicago police from 1965 through 1981. The report describes how homicide patterns changed during the 17-year period and how crime circumstances, demographic variables, weapon use and other factors affected these patterns.

The first part of the study, released last July, analyzed the aggregate relationship among homicide victims, offenders and circumstances.

ACCORDING to the second part of the Authority's study:

- There were three peaks in Chicago homicide between 1965 and 1981--in 1970 (828 murders), 1974 (963) and 1981 (871). The 1970 peak resulted from increases in almost every type of homicide, especially assault homicide (those that begin as a fight or brawl) and robbery homicide. Because assault homicide generally declined after 1970, the 1974 peak was fueled mostly by increases in robbery homicide, especially those committed with a firearm and those involving black or Latin male victims aged 25 to 34. The 1981 peak resulted largely from increases in homicide involving Latin victims and offenders and in black robbery homicide.

HOMICIDES OCCURRING IN CHICAGO, 1965 - 1981



- Teen/youth gang-related homicide contributed to each of the three peaks, even though their number followed no smooth pattern over the 17 years. For example, less than 20 incidents were reported each year from 1965 through 1967, but more than 50 occurred during each of the next four years. The highest yearly total was 83 in 1981.

- Rapid increases and decreases in Chicago homicide as a whole occurred only in homicides committed with a firearm. Murders involving other weapons changed little during the 17 years.

- The *demographic hypothesis*, by itself, cannot explain changes in Chicago homicide. This hypothesis holds that young males--especially black teens and young adults--are most likely to commit crime. Therefore, the number of homicides should have increased in the 1970s, because of the high proportion of *baby boom* males in the population, and then should have leveled off in the 1980s as the crime-prone population declined.

But when specific types of homicide were examined, the Authority found that population increases often coincided with homicide decreases and that population decreases coincided with homicide increases for specific race, gender and age groups. For example, during the early 1970s, black-

on-black assault homicide decreased, while black-on-black robbery homicide increased. In other words, two types of murder involving the same population group changed in opposite directions at the same time.

- For all population groups, peaks in multiple-offender robbery homicide followed, within a year or two, peaks in multiple-offender assault homicide. This lag supports the argument that violent youth gangs often develop into adult criminal organizations.

- Homicide patterns in Chicago were similar to those of other large U.S. cities, especially northern cities like Detroit and Philadelphia.

- Chicago homicide generally does not fluctuate with the seasons, except for one specific type--murders that occur out-of-doors or in a vehicle.

HOMICIDE patterns were analyzed using *time series pattern description*, a computerized methodology the Authority helped develop. This methodology indicates whether a pattern changed over time (for example, from an increase to a decrease) and, if there was a change, roughly when it occurred.

* * * *

Single copies of the two homicide reports are available free of charge from the Authority.

SEALING

Continued from Page 9

the Authority is recommending the sealing legislation is that the existing expungement law is confusing, cumbersome and difficult to interpret. He said the statute, which dates back to the 1930s, establishes different expungement procedures for the DSP and local law enforcement agencies.

For example, the law requires the DSP to *return to the defendant* all photographs, fingerprints and other records related to the arrest; local agencies, meanwhile, must *destroy* the affected records. In addition, the State must expunge the records regardless of the person's prior criminal history, while local agencies can object to an expungement petition if the person has been previously convicted.

The result, Mr. Fields said, is that different records for the same person could exist in State vs. local repositories. He said the sealing plan would standardize State and local practices.

ANOTHER irregularity with the current law is that local agencies can expunge records only after receiving a court order. The DSP, on the other hand, is supposed to automatically expunge all records related to arrests that end in dismissal, acquittal or other non-conviction.

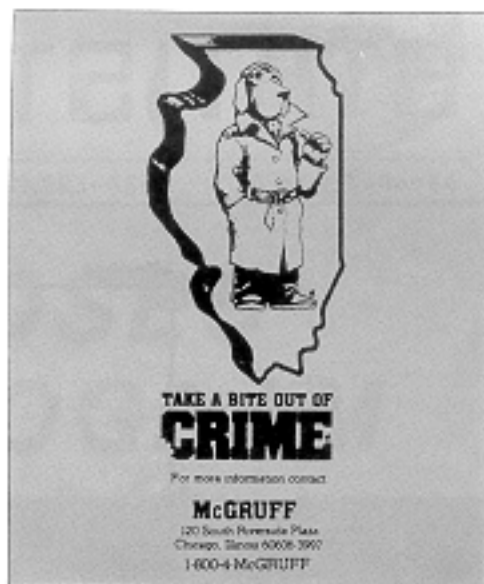
But this automatic expungement provision has proven unworkable, Mr. McAlvey said, mainly because "we are

not getting 100 percent disposition reporting" from state's attorneys and courts. "Our policy has been for the last 15 years that there is no such thing as automatic expungement in Illinois," he said. Instead, the DSP, like local agencies, expunges records only on court order.

Mr. McAlvey could not place a dollar figure on the cost of conducting expungements, but he said the job requires one full-time person. "It is much easier to seal than to expunge," he added.

Mr. McAlvey also said a major operational problem with State expungement practices is the difficulty in locating the persons to whom records are to be returned. He said many defendants provide authorities with false addresses or they move often, and the process of getting current address information can be expensive and time-consuming. Under a system of sealing, the DSP would simply have to flag certain records as protected, thus eliminating the need to gather and return the information, he said.

THE Authority's proposal comes at a time when the number of court-ordered expungements seems to be increasing in Illinois. The DSP received 2,860 expungement orders during the first 11 months of 1985 (statistics for December were not available at press time), or an average of 260 per month. That figure is 12.5 percent



higher than the 1984 monthly average of 231 and is 6.5 percent higher than the 1980 monthly average of 244, the second highest during the six years for which complete data are available.

Director Zagel said the Authority still faces a difficult task convincing some State lawmakers to go along with the sealing proposal.

"This Authority has unanimously and repeatedly taken the position that expungement should never occur in public records; that one should never actually attempt to destroy a public record; and that, in fact, under modern systems of record keeping, you simply do not expunge records anyway. We now have a selling job to do with the General Assembly as to why sealing is the only viable option that remains," he said.

STATISTICAL SCOREBOARD

Continued from Page 12

puterized check using the person's name, race, sex and date of birth, if available. If the computer turns up any persons on the State's criminal history files who match this description, the BOI pulls these individuals' fingerprint cards and compares them with the prints the local agency sent. If the suspect's identity can be verified through the fingerprint comparison, the BOI sends the offender's rap sheet back to the arresting agency over the Telefax system.

If the initial computer check does not produce a *hit*, the bureau then classifies the suspect's fingerprints and searches its files for similarly classified prints. Again, if the suspect can be positively identified this way, the BOI transmits the person's criminal history record back to the local agency. However, if the fingerprint search turns up nothing, the bureau responds that no matching entries could be found.

BECAUSE TELEFAX represents a vital link between local agencies and the offender information needed not

only for positive identification but also for bond-setting and other decisions, quick response by the State to facsimile requests is crucial.

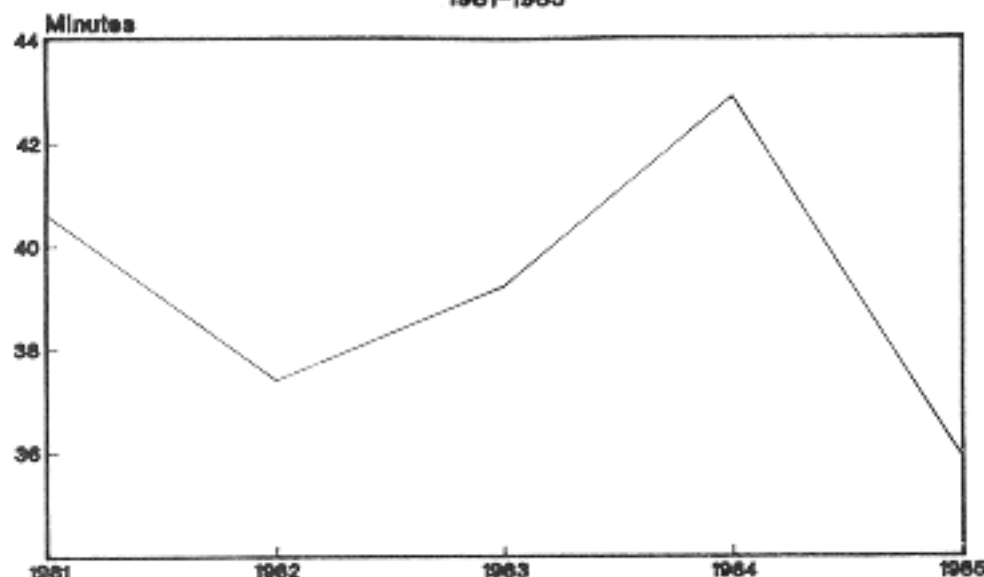
The Telefax system automatically logs both the time the BOI receives each request and the time it sends back a response. Using these logs, the bureau calculates the average monthly response time, which is then reported in its monthly activity report. This monthly average does not include responses to requests from the Illinois Department of Corrections.

The 1985 average response time of 35.9 minutes was based on the 13,747 Telefax requests the BOI received during the first 11 months of the year (statistics for December were not available at press time). The average monthly processing time during 1985 ranged from a high of 41.3 minutes in January to a low of 32.3 minutes in October. The October figure was the second lowest in the five years studied, ranking only one-tenth of a minute behind the average for July and August of 1981.

STATISTICAL SCOREBOARD

AVERAGE TELEFAX RESPONSE TIME

1981-1985



Source: BOI Monthly Activity Reports

THE STATE'S BUREAU of Identification (BOI) responded to facsimile requests for offender identification and criminal history information faster in 1985 than in any of the four previous years for which complete data are available.

According to an Illinois Criminal Justice Information Authority analysis of BOI monthly activity reports, it took the bureau an average of 35.9 minutes to answer each information request submitted via the State's Telefax network during 1985.

That figure is 16.3 percent lower than the 1984 average of 42.9 minutes and 11.6 percent lower than the 1981 average of 40.6 minutes. The averages for 1982 and 1983 were 37.4 and 39.2 minutes, respectively.

In addition, the record response time occurred even though the total number of Telefax requests remained about the same in 1985 as in previous years. The BOI received an average of 1,250 requests per month during

1985. In 1983 and 1984, the monthly volume was slightly higher (1,251 and 1,293, respectively), but in 1981 (1,244) and 1982 (1,118), it was lower.

The Telefax system is a network of facsimile fingerprint transmission devices that link local criminal justice agencies with the BOI, a Department of State Police unit that maintains State criminal history data. The Authority has overseen placement of the facsimile devices since 1983. Currently, there are 40 Telefax sites in Illinois.

HERE IS HOW the system works.

Whenever a law enforcement agency apprehends a criminal suspect, there are two things it must do immediately: positively identify the person and obtain his or her criminal history record. Local agencies in Illinois can do this by sending a copy of the suspect's fingerprints to the BOI via a Telefax facsimile unit.

After the bureau receives the prints, it runs a com-

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