



HALF OF FORMER INMATES ARRESTED WITHIN 1 1/2 YEARS

NEARLY HALF the inmates released from Illinois prisons are arrested again and approximately one-third are back in prison within 18-to-20 months, according to the first set of findings from a new study of repeat offenders in the State.

The Illinois Criminal Justice Information Authority study also found that inmates with long criminal records are more likely to commit crimes again--and do so sooner after their release--than either first offenders or persons with less extensive criminal histories.

"These initial findings indicate there is a relationship between the likelihood of an offender returning to prison and the number of his or her prior arrests," J. David Coldren, the Authority's executive director, said.

"Our findings also seem to confirm the hypothesis that a small portion of offenders are responsible for a disproportionately large number of crimes in Illinois," he said.

THE AUTHORITY'S study, called the Repeat Offender Project, is following a random sample of 769 inmates who were released from the custody of the Illinois Department of Corrections between April 1 and June 30 of 1983. Authority researchers are monitoring the post-release criminal activity of this group by periodically checking each releasee's State computerized criminal history record.

The first part of the study, which was published in October, analyzes all reported arrests and State prison incarcerations for 537 of the inmates

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during the first 18-to-20 months following their release. [The Authority excluded from the initial analysis those releasees who received their final discharge during the three-

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Take a Bite Out of Crime, Illinois

by LOUISE S. MILLER
Criminal Justice Specialist

A CLEARINGHOUSE offering information and technical assistance to citizens and agencies interested in crime prevention has been established by the Illinois Criminal Justice Information Authority. In addition, the Authority has proposed a Statewide crime prevention media campaign featuring McGruff, the trench coat-clad *spokesdog* of the National Crime Prevention Council.

The new crime prevention efforts are part of the Authority's overall implementation of the Justice Assistance Act (JAA) of 1984, a Federal block grant program for states and municipalities. Earlier this year, Governor James R. Thompson designated the Authority to administer Illinois' share of JAA funds, estimated to be \$2.3 million this year.

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Authority Executive Director J. David Coldren welcomes McGruff, the anti-crime dog, to Illinois. (Photo by Ben Zajac)

News in Brief

WARRANT MILEAGE LIMITS NIXED: Law enforcement agencies cannot place mileage limitations or other conditions on the execution of a criminal warrant entered on Illinois' Law Enforcement Agencies Data System (LEADS), Illinois Attorney General Neil F. Hartigan has ruled. In an opinion issued in July, Attorney General Hartigan said, "Since a warrant is an order or command by a court to every peace officer in the State of Illinois to arrest the defendant and bring the person before a court of competent jurisdiction, it is my opinion that no law enforcement agency may place mileage limitations or other conditions upon the execution of the warrant; the only party which may stipulate limitations or conditions is a court with competent jurisdiction." The opinion was in response to a question about mileage limitations from James B. Zigel, director of the Illinois Department of State Police (DSP), the agency that operates the LEADS telecommunications network. Law enforcement agencies have used mileage limitations in the past to indicate they will not spend the resources necessary to pick up a defendant named in one of their warrants if the person is apprehended outside a limited area.

OTHER LEADS CHANGES: Recent changes in the LEADS network improve access to out-of-state criminal history record information and upgrade missing person reporting in Illinois. Procedures for requesting criminal history records from other states through the National Law Enforcement Telecommunications System were changed July 1. Previously, Illinois users had to send an administrative message to an out-of-state agency requesting one of its criminal records and then wait for a manual transcript to be sent. Under the new inquiry system, agencies can issue direct requests to out-of-state repositories and receive some criminal records on-line via LEADS. Meanwhile, on August 21, the DSP began requiring LEADS users to enter cancellation codes that identify why a missing person entry was deleted from the system (for example, the person returned home or a body was found and identified). This change was recommended last year by the Illinois Criminal Justice

Information Authority in a report to the General Assembly. The Authority said the cancellation notices were needed so that better statistics on missing persons could be maintained. For more information about these LEADS changes, call Jim Blakley at the DSP, (217) 785-4850.

RURAL CRIME STUDY: Most farmers realize their property is often the target of criminals, but the extent of the precautions they take varies, a survey by a University of Illinois graduate student has found. For example, 93 percent of the 266 survey respondents locked their homes, but only 53 percent locked farm buildings. The survey also found that police response to rural crime is often slow, usually more than 25 minutes. It recommended that sheriffs' departments and the university's Cooperative Extension Services promote farm crime prevention programs. For more information about the study, contact Ray C. Spencer at (217) 333-1705.

ILLINOIS AGENCIES SEEK ACCREDITATION: Thirty-three law enforcement agencies in Illinois--the most from any state--are in the process of seeking accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). The commission has fully accredited 12 agencies thus far (none from Illinois), and another 308 agencies have applied for accreditation. CALEA rules prohibit the commission from releasing the names of agencies still in the accreditation process. The commission is a non-profit organization that promotes excellence in law enforcement through accreditation. It has established 944 standards regarding policies, programs and procedures that agencies must meet to become accredited. For more information, contact the CALEA at (703) 352-4225.

NEW RESEARCH DIRECTORY: The Criminal Justice Statistics Association (CJSA) has published its annual *Directory of Criminal Justice Issues in the States*, a comprehensive, state-by-state listing of criminal justice research. The directory summarizes programs and policy research carried out in 1984 by the Statistical Analysis Centers in 42 states. A subject index lists more than 270 different projects in 26 subject areas. For information, or to order the directory, call the CJSA at (202) 347-4608.

Many Illinois Arsonists Are Juveniles

NEARLY 50 percent of those arrested for arson in Illinois are aged 16 or younger, and the State's typical juvenile firesetter appears to be a white male 13-to-15 years old, the Illinois Criminal Justice Information Authority has found.

Between 1977 and 1983, the percentage of arson arrests Statewide involving juveniles ranged from a high of 52 percent in 1979 to a low of 43.4 percent in 1981, according to the Authority's analysis of Illinois Uniform Crime Reports arson data. These percentages are similar to national statistics on juvenile arson arrests, the Authority said.

The 321 juveniles arrested for ar-

son in 1983 were concentrated mostly in Chicago and its suburbs. Arson arrest rates, based on the number of arrests per 100,000 juveniles, show that Downstate Illinois had a much lower rate (8.6) than either Chicago (12.4) or the six collar counties of suburban Cook, DuPage, Kane, Lake, McHenry and Will (a combined rate of 11.4).

Statewide, 71 percent of the juvenile firesetters arrested in 1983 were white (in Chicago, 48 percent were white), and 93 percent were male. In addition, 34 percent were aged 13 and 14, 30 percent were 15, 17 percent were 16, 15 percent were 10-to-12 and 4 percent were 9 or younger.

STATISTICS also show arson is one of the offenses cleared least often by an arrest (about 17 percent of reported offenses nationally), a fact that suggests the juvenile arson problem is probably greater than the volume of arrests indicates.

The Authority analyzed the juvenile arson data to help Illinois' arson prevention organizations, including the Governor's Arson Advisory Board and the Advisory Committee on Arson Prevention. Illinois also has 30 anti-arson programs operating under the National Juvenile Firesetter program administered by the Federal Emergency Management Agency.

Authority Releases New Version Of Police System

by JULIE SCHOFIELD
Assistant Editor

THE ILLINOIS Criminal Justice Information Authority has released a new version of its Police Information Management System (PIMS), a computer package that automates police record keeping and allows agencies to share crime data with one another.

The new system, called PIMS II, includes both new features and enhancements to existing system capabilities. The Authority released the original PIMS in 1981 to four test site users. Today, 30 law enforcement agencies in Northern Illinois have contracted to use the system (*see this page*).

One new PIMS II feature will allow police departments to produce computerized crime maps. Map icons (symbols) of different shapes and sizes are used to indicate types of crimes, time periods when they occurred and number of offenses. Departments can use this type of graphic data for analyzing crime, deploying patrol and tactical units, planning overall department operations and other applications.

Currently, the Authority produces maps on the main computer at its Chicago office, and mails them to the participating departments. But in the future, according to PIMS Project Director Stephen Tapke, the Authority plans to let individual agencies create their own maps on personal computers located in their offices.

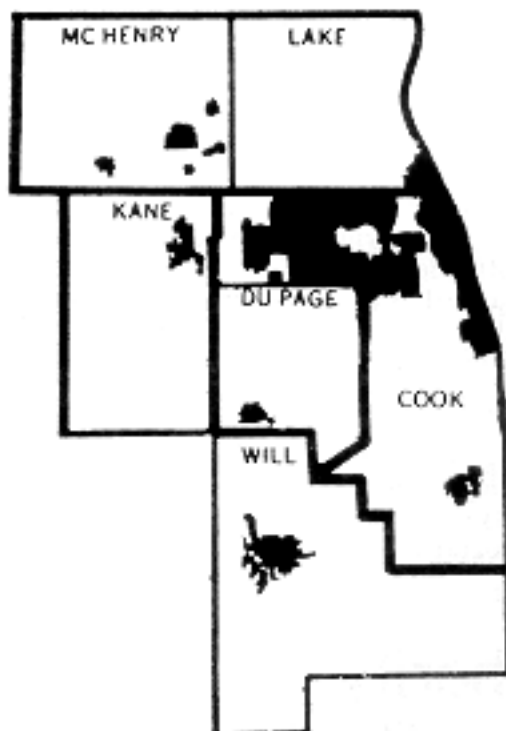
ANOTHER NEW feature provides PIMS users with on-line access to information about particular locations. For example, users can inquire about an address and display warning information concerning prior incidents that happened at the address and any dangerous materials, guard dogs or other potential hazards that may be found there.

Armed with information, communications dispatchers can notify officers of dangerous situations before they arrive. The location data also help promote public safety by giving authorities information about children, senior citizens or handicapped persons at an address.

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THE PIMS NETWORK

Arlington Heights PD
Buffalo Grove PD
Calumet City PD
Crystal Lake PD
Des Plaines PD
Dolton PD
Elgin PD
Elk Grove Village PD
Evanston PD
Fox River Grove PD
Glencoe PD
Harvey PD
Highland Park PD
Hoffman Estates PD
Huntley PD
Joliet PD
Lake in the Hills PD
Morton Grove PD
Mt. Prospect PD
Naperville PD
N.E.M.E.G.
Oakwood Hills PD
Palatine PD
Park Ridge PD
Rolling Meadows PD
Schaumburg PD
Streamwood PD
Wheeling PD
Wilmette PD
Winnetka PD



PIMS Expands into 3 Counties

EIGHT MORE police departments have joined the Illinois Criminal Justice Information Authority's Police Information Management System (PIMS) network. The new departments bring to 30 the number of Illinois law enforcement agencies that are using, or have signed contracts to use, the Authority's computerized system.

Seven of the new PIMS users are from counties not previously represented in the network. The Highland Park Police Department, with 55 full-time sworn officers, is the first PIMS agency from Lake County, and the 74-member Naperville Police Department is the initial DuPage County user.

The first PIMS agencies from McHenry County are the Crystal Lake (34 full-time sworn officers),

Fox River Grove (7), Huntley (6), Lake in the Hills (10) and Oakwood Hills (1) police departments. Under a unique arrangement, the Crystal Lake Police Department will serve as the central site for equipment and data entry for all five McHenry County users.

The Wheeling Police Department, with 37 full-time sworn officers, also has joined the system. It is the 21st PIMS agency from Cook County.

EXCLUDING the Northeastern Metropolitan Enforcement Group (NEMEG), another PIMS user, agencies belonging to the PIMS network now serve slightly more than 1 million Illinois residents. NEMEG is a cooperative of Cook County law enforcement agents who battle drug trafficking countywide.

--Julie Schofield

McGRUFF: Crime Prevention Campaign Begun

Continued from Page 1

The Authority in February held eight public hearings throughout the State, and then selected four program areas in which to concentrate JAA funds. One of these programs is to provide "community and neighborhood programs that enable citizens and police to undertake initiatives to prevent and control neighborhood crime." (The other three program areas involve training of criminal justice personnel, developing information and workload management systems, and identifying and processing serious offenders.)

"The underlying philosophy of the Authority's crime prevention effort is that citizens can take positive actions to combat crime--both crime against themselves and crime against their communities," said Barbara B. McDonald, administrator of the Authority's Office of Federal Assistance Programs.

Authority Joins Coalition

THE ILLINOIS Criminal Justice Information Authority in September joined the National Crime Prevention Coalition. The coalition is a group of more than 100 national and state organizations and Federal agencies that promote the National Citizens' Crime Prevention Campaign featuring McGruff, the anti-crime dog.

The Authority is the third coalition member from Illinois. The other two are the Illinois Attorney General's Office and the Illinois Crime Prevention Officers Association (ICPOA), which became a member earlier this summer.

Harry Stoutmyer, president of the ICPOA, attended the induction ceremonies at the coalition's June annual meeting in Washington D.C.

ALSO AT THE meeting was Judy Yeager, assistant director of the Illinois Attorney General's Crime Prevention Council. Ms. Yeager, who is a member of the ICPOA and the Champaign County Crime Prevention Council, was moderator for a panel on "New Vistas for Neighborhood Watch."

IN ITS application to the Federal government for Illinois' JAA funds, the Authority proposed a three-part crime prevention program: a mass media campaign featuring McGruff, informational seminars and recognition awards honoring people active in crime prevention, and training of police-citizen crime prevention teams.

McGruff's *Take a Bite Out of Crime* media campaign has been successful at the national level, Ms. McDonald said, but McGruff has received only limited exposure in Illinois. The Authority, therefore, will tailor the national McGruff materials to the needs and interests of Illinois residents.

One objective of the media campaign is to increase public awareness of crime prevention through advertisements, public service announcements and other informational materials. Beyond merely alerting citizens, the campaign will also encourage them to take positive actions based on crime prevention tips presented in the media materials and to seek more information.

The Authority, working with an advisory committee of Illinois crime prevention experts, already has begun fulfilling this information clearing-house function.

THE AUTHORITY has established a toll-free telephone number--1-800-4-McGRUFF--so police, citizens and others can obtain informational materials, referrals to local crime prevention programs and other technical assistance. People can also write to McGruff, 120 S. Riverside Plaza, Chicago, Ill., 60606-3997, for information. All materials used in the Illinois campaign will be distributed through the Authority and participating law enforcement agencies.

Authority staff are also displaying Illinois McGruff materials at crime prevention conferences throughout the State. For example, information from McGruff on senior citizen safety was exhibited in July at the Governor's Senior Citizen Day in Chicago. In October, the Authority exhibited materials on teen safety and teen involvement in crime prevention at the International Youth Year conference in Chicago.

In addition to its toll-free crime information number--1-800-4-McGRUFF--the Authority in October unveiled a new Illinois McGruff logo.



The second part of the Authority's crime prevention effort involves a series of informational seminars to be held throughout the State, with each one culminating in recognition awards ceremonies. "This part of our program is a logical outgrowth of the media campaign, bringing the theory of citizen involvement in crime prevention at the local level to the people who can make it happen," Ms. McDonald said.

"While the media campaign will provide on-the-spot crime prevention tips and encourage citizens to obtain more information, the emphasis here will be on hands-on information about specific crime prevention strategies," she said.

THE ONE-DAY seminars will be oriented toward two primary groups: local governmental and criminal justice officials (who control the resources needed to implement crime prevention programs) and citizens (who must participate if the programs are to be successful). The seminars will feature experts discussing crime prevention strategies that have been successful in different communities.

Each seminar will culminate in recognition awards ceremonies to publicly honor outstanding citizen volunteers and public officials active in crime prevention.

The third component of the Authority's program will provide intensive, ongoing training to people who can promote and organize crime prevention programs at the local level. In cooperation with the Illinois Local Governmental Law Enforcement Officers Training Board, a curriculum for crime prevention training will be developed and courses will be offered Statewide.

Authority's Lab Offers Microcomputer Help

by JULIE SCHOFIELD

Assistant Editor

THE ILLINOIS Criminal Justice Information Authority will soon unveil a microcomputer demonstration laboratory in which officials can test out microcomputers and their uses in criminal justice.

"The Authority's Information Technology Center will be a place for criminal justice managers from throughout Illinois to get some hands-on experience with microcomputers for criminal justice applications," Authority Executive Director J. David Coldren said.

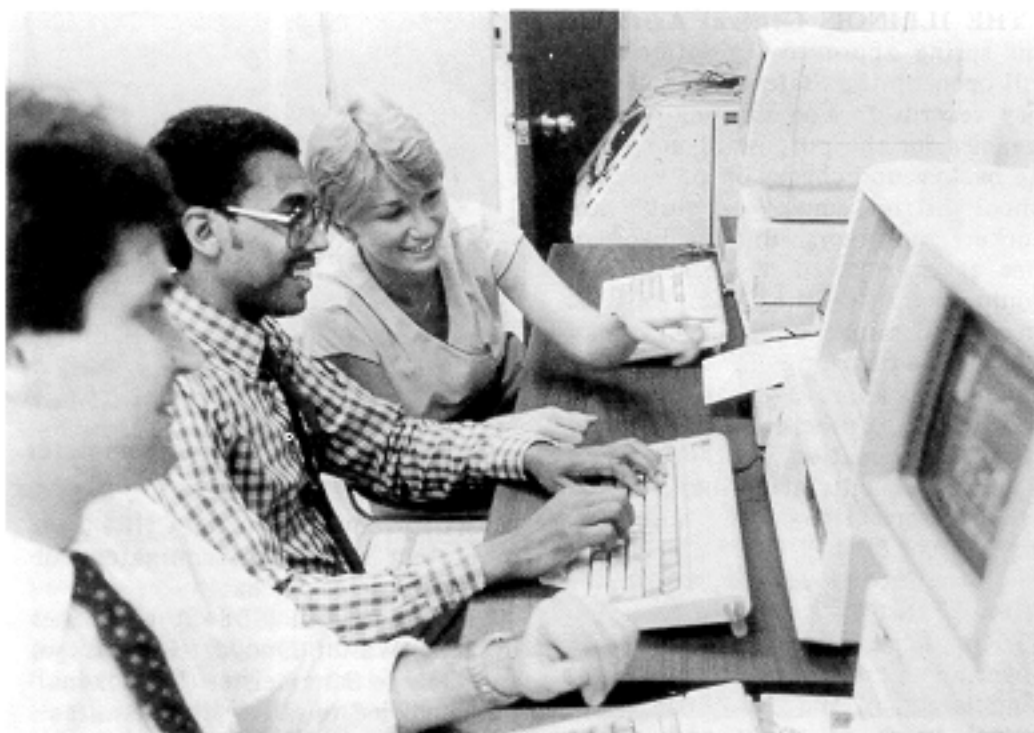
Mr. Coldren said the facility will feature microcomputers such as the IBM PC/XT and PC/AT, the Hewlett-Packard Touchscreen and the Macintosh from Apple. He also said the laboratory will feature dozens of popular software packages, including:

- Electronic spreadsheets such as Lotus 1-2-3 and VisiCalc.
- Integrated packages such as Symphony and Framework.
- Database management systems, including CONDOR 3, dBASE II, dBASE III, KnowledgeMan, R:base Series 4000 and R:base Series 5000.
- Languages such as BASIC, LISP and Pascal.
- Word processing programs such as MemoMaker, Microsoft Word, PFS:WRITE and WordStar.
- Graphics packages, including Diagram and Picture Perfect.

TECHNICAL staff at the facility, called the Information Technology Center, will provide demonstrations of these products and any specialized microcomputer application packages that have been developed. The idea, Mr. Coldren said, is to give criminal justice managers a chance to test out microcomputer-based systems before they make any purchases.

"We are in the midst of a microcomputer explosion," Mr. Coldren said. "But few criminal justice managers know what systems are out there, let alone what systems best suit their needs.

"The Authority's microcomputer laboratory will give these people a testing ground for trying out available hardware and software," he added. "Most importantly, they can get hands-on experience in this setting."



Authority staff members John Markovic, Anthony Jenkins, and Karen Pritchard try out some of the agency's microcomputers. (Photo by Ben Zajac.)

THE INFORMATION Technology Center will be located at the Authority's office in Chicago and should be fully operational by the end of this year.

Mr. Coldren said there are numerous applications that criminal justice agencies could develop on microcomputers. A sheriff's office, for example, could develop a fleet maintenance or inventory control system on a microcomputer. Or a police department could create a microcomputer-based evidence inventory system. Microcomputers also are valuable for clerical tasks such as letter-writing and report-typing.

Mr. Coldren said the Authority has already assisted some people interested in microcomputers. Earlier this year, for instance, the Authority helped the Chicago Police Department's Office of Professional Standards create design specifications for a microcomputer system to manage police misconduct cases handled by that office.

The laboratory also will be used to demonstrate microcomputer applications for two of the Authority's operational information systems: the Correctional Institution Management Information System, which keeps

track of inmates at State prisons and local jails, and the Rapid Automated Prosecution System, which tracks court cases for prosecutors.

* * * *

For more information about the Authority's Information Technology Center, contact Jim Metcalfe at the Authority's office.

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General Assembly Approves Access Bills, Rejects CH

THE ILLINOIS General Assembly this spring approved legislation that will open up the State's criminal history records to non-criminal justice agencies for the purpose of conducting background checks on prospective school district employees, child-care workers and others. But the Legislature again rejected a measure that would guarantee the general public access to criminal conviction records.

Before adjourning in July, lawmakers also approved changes in the membership of the Illinois Criminal Justice Information Authority and passed other bills affecting criminal justice information in the State (see pages 7 and 8).

For the second year in a row, the Criminal History Record Information (CHRI) Act failed to reach the Governor's desk. The act, which was formulated by the Authority after several years of study and public hearings, would have established the first comprehensive Statewide guidelines for disseminating criminal history record information to the public.

Current Illinois law generally prohibits public access to State rap sheets maintained by the Illinois Department of State Police (DSP), but does not restrict dissemination of local records by other criminal justice agencies. Consequently, criminal history data may be available in some parts of the State but not in others.

Besides allowing anyone--citizens, the media, private employers and others--to review the criminal conviction records of offenders in Illinois, the CHRI Act also would have standardized the procedures for requesting and disseminating criminal history records and would have set access fees and audit requirements for users of the information.

THE AUTHORITY'S proposal was originally introduced in both legislative chambers, but the House version (HB2423 and HB2424) did not pass out of committee. The Illinois Manufacturers' Association opposed the bills because it feared the act would place an undue administrative burden and additional liability on employers that would use criminal history information in employment decisions. The Authority's original proposal placed strict audit and



Sen. Dudycz



Sen. Sangmeister



Rep. Cullerton



Rep. Hawkinson

reporting requirements on CHRI users to protect against discriminatory or unlawful use of the data.

The Senate bill (SB848), supported by Sens. Walter Dudycz (R-Chicago) and George Sangmeister (D-Mokena), was modified to satisfy the manufacturers' concerns while keeping the basic reporting requirements for CHRI users. The amended bill passed both the Executive Committee and the full Senate.

SB848 arrived in the House, where it was sponsored by Rep. Carl Hawkinson (R-Galesburg) and was assigned to the Judiciary II Committee. Committee Chairman John Cullerton (D-Chicago) endorsed the measure after making changes to grant qualified researchers access to non-conviction information (these data would be restricted from general scrutiny) and to seal rather than expunge certain records.

The Illinois Press Association, however, strongly opposed parts of the bill, saying the public also should be given access to non-conviction information for at least one year. The House committee eventually tabled the measure.

Supporters in the Senate made one last attempt to pass the bill by including it in the conference committee report for another bill, SB17. But while the amended report passed the Senate, it was rejected by the House. (The conference committee report on SB17 was defeated a second time, after the CHRI Act language was removed, because of opposition to other controversial measures that were added to it.)

WHILE failing to endorse the Authority's comprehensive CHRI Act

proposal, lawmakers did pass several other bills to grant selected non-criminal agencies access to the criminal records of certain people. These bills affect:

- School district employees. The General Assembly passed a major school reform package (SB730), which Governor James R. Thompson then signed into law. Part of this bill requires local school districts to ask the DSP to conduct criminal conviction checks on all new teachers and others seeking school jobs. The law took effect in August.

- Child-care facilities. Governor Thompson also signed into law a measure (HB52) that gives the Department of Children and Family Services access to both arrest and conviction information about persons seeking licenses for child-care facilities and those applying for jobs as child-care workers. The law also requires the Governor to appoint a committee to report on the background investigation program. The background checks take effect July 1, 1987, while other provisions of the bill became effective Oct. 1.

- Local liquor license applicants. Another bill (HB743) allows local liquor control commissions to receive conviction information about any applicant for a new liquor license or a license renewal. Governor Thompson made technical changes to the bill using his amendatory veto power. If the General Assembly concurs with the changes, the bill will take effect in July 1986.

- Pawnbrokers. The Governor also signed into law a measure (HB1362) that authorizes law enforcement officers to provide pawnbrokers with

RI Act Again

information about any theft convictions a potential customer may have. The bill, which takes effect Jan. 1, also prohibits pawbrokers from accepting articles from persons known to have been convicted of theft.

AUTHORITY Chairman William Gould praised the General Assembly and the Governor for "expanding access to criminal history records, especially to protect our State's children." But Mr. Gould also said the State still needs a comprehensive access plan, such as the one embodied in the Authority's CHRI Act proposal. He said, for example, the new access bills have certain procedural and technical differences that will make implementation of the measures even more difficult than if a single, standard plan were adopted.

"While the goals of these bills are worthy and should be supported, the measures also seem to create a cacophony of rules and procedures even more confusing than the current law," Mr. Gould said. "This situation only bolsters the Authority's contention that we need a comprehensive act that will establish uniform Statewide policies and procedures for providing access to criminal history record information in Illinois," he said.

DSP officials said it is too early to tell exactly how many additional requests for CHRI they will have to process each year under the new access measures. But Gary McAlvey, chief of the DSP's Bureau of Identification, which manages the State's criminal history program, said the General Assembly has not appropriated any new funds to handle the inevitable increase in requests. He said that without additional funds, the bureau will either have to defer the non-criminal justice requests or cut back its service to criminal justice agencies, the primary users of CHRI.

Mr. McAlvey also noted procedural problems with some of the bills. For example, he said SB730 requires school districts to supply the DSP with only the job applicant's name, date of birth and Social Security number. But to make a positive identification, the bureau's computer system also requires entry of the person's sex and race.

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New Law Changes Authority's Membership

GOVERNOR JAMES R. Thompson in September signed legislation striking the requirement that the Illinois Criminal Justice Information Authority include three members of the judiciary. The law replaces the three jurists with the director of the Illinois State's Attorneys Appellate Service Commission and two more members of the public appointed by the Governor. [At press time, Governor Thompson had not named the two new citizen members.]

The legislation (HB1413) also allows the Illinois attorney general, an automatic Authority member, to designate a replacement with full voting privileges if the attorney general cannot attend meetings of the Authority or its committees. In September, Attorney General Neil F. Hartigan named Jill Wine-Banks, his first assistant, to be the designee.

Under the new law, Kenneth Boyle, director of the state's attorneys commission since 1980, becomes the newest member of the Authority. Director Boyle previously served as state's attorney of Macoupin County and was a member of the Illinois House of Representatives from 1970 through 1976.

THE 1982 LAW that created the Authority mandated that three of the Authority's 15 members be from the Illinois judiciary. They were a justice of the Illinois Supreme Court, the chief judge of the Circuit Court of Cook County and a Circuit Court judge of a county other than Cook.

But last year, members of the judiciary began questioning the jurists' role on intergovernmental agencies such as the Authority. Illinois Supreme Court Justice Thomas J. Moran, an original Authority member, resigned from the agency last December, citing a possible conflict of interest if he participated in any Authority action that later ended up before the State's highest court.

Then in January, the Illinois Supreme Court, in its annual list of recommendations for improving the State's judicial system, suggested all three judicial members be removed from the Authority. Besides Justice Moran, the other two members were Chief Cook County Circuit Judge Harry G. Comerford and Judge



Kenneth Boyle is the Authority's newest member.

Richard Eagleton of Illinois' 10th Judicial Circuit.

EVEN WITH the changes in the Authority's makeup, the agency's total membership stays at 15. The members include the directors of the Illinois Department of Corrections, Department of State Police and State's Attorneys Appellate Service Commission; the sheriff and state's attorney of Cook County; a sheriff and state's attorney from outside Cook County; the Chicago police superintendent; another police chief; five members of the public; and the attorney general, or his designee.

At the Federal level, meanwhile, a three-member panel of the 11th Circuit Court of Appeals in Atlanta ruled in May that the membership of two Federal judges on President Reagan's Commission on Organized Crime was unconstitutional because it violated the constitutional separation of powers and cast doubt on their impartiality as judges. The U.S. Justice Department has said it will seek further review of the decision, which could affect the commission's chairman, 2nd Circuit Court of Appeals Judge Irving R. Kaufman, and Potter Stewart, a retired U.S. Supreme Court justice who sits occasionally on various Federal appeals courts.

Lawmakers Act on Other Criminal Justice Bills

IN OTHER developments at its spring session, the 84th General Assembly:

- Approved HB335, which authorizes State and local law enforcement agencies to charge up to \$5 for copies of traffic accident reports and up to \$20 for reports of accidents investigated by a reconstruction officer or team. The bill was recommended by the Illinois Criminal Justice Information Authority after staff analyzed the impact of Illinois' Freedom of Information Act (FOIA) on law enforcement agencies. The analysis showed that many municipalities had modified longstanding procedures and reduced or eliminated their fees for accident reports because the FOIA allows agencies to charge only actual reproduction costs for these documents. Governor James R. Thompson used his amendatory veto power to make technical changes to the bill, which was sponsored by Rep. Thomas Ewing (R-Pontiac).

- Adopted House Joint Resolution 1, which directs the Authority to cease its evaluation of the State's Intensive Probation Supervision (IPS) program and calls on the Center for Research in Law and Justice at the University of Illinois at Chicago to conduct the study. The Authority last fall voted to request State funding to study the effect of the IPS program on Illinois' prison population. The IPS program, created by the Legislature in 1983, places certain offenders in highly structured community supervision programs in an effort to reduce prison crowding. The resolution, sponsored by Rep. John Matijevich (D-North Chicago), does not require the Governor's approval.

- Rejected SB17, which would have allowed certain misdemeanants to petition the chief judge of the Circuit Court in which they were convicted to have their arrest and conviction records sealed 10 years after completing their sentences. The bill, sponsored by Sen. John D'Arco (D-Chicago), originally called for the expunction of these records, but was amended at the request of the Authority to bring it in line with the agency's preference for sealing records as a way of maintaining criminal justice databases necessary

for research. While the provisions of SB17 were widely supported, a conference committee report on the bill failed to pass because other controversial measures were added to it.

- Passed SB1285, which amends the Intergovernmental Missing Child Recovery Act, a 1984 law that requires law enforcement agencies to enter reports of missing persons immediately into the Statewide computer network LEADS (Law Enforcement Agencies Data System). One change requires courts to check LEADS missing person entries before granting custody of a child to an out-of-state party. The measure was sponsored by Sens. Judy Baar Topinka (R-Riverside) and William Marovitz (D-Chicago) and by Senate President Philip Rock (D-Oak Park); the law was signed by Governor Thompson on August 16 and took effect immediately.

- Passed HB2108, which would have required principals in school districts having a population of 500,000 or more to report incidents of intimidation against school officials to local law enforcement authorities and to the Illinois Uniform Crime Reports program maintained by the Illinois Department of State Police (DSP). However, the measure, which was sponsored by Reps. James DeLeo (D-Chicago) and Steven Nash (D-Chicago), was vetoed by the Governor.

- Tabled SB225, which would have required that fingerprints and physical descriptions of arrestees be submitted to the DSP only for felony and Chapter 4 (anti-theft) violations of the State's Motor Vehicle Code. The bill, sponsored by Sen. Frank Savickas (D-Chicago), also would have prohibited expunction of the arrest record of anyone convicted of a misdemeanor or municipal ordinance violation if the person previously had been convicted of a felony motor vehicle offense. The measure was also defeated in the conference committee report for SB17.

- Tabled SB550, sponsored by Sen. LeRoy Lemke (D-Chicago). This bill would have required judges to order that presentence reports be available for public inspection unless the judge found that to do so would constitute



Rep. Ewing



Sen. D'Arco

a clearly unwarranted invasion of the personal privacy of someone other than the defendant.

- Also rejected SB1441, which would have allowed the disclosure to victims and witnesses of photographs contained in the law enforcement records for the purpose of identifying juvenile offenders or investigating any crime. The bill was sponsored by Sen. Marovitz (D-Chicago).

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IN SOME bills, Mr. McAlvey said, the Legislature did not specify where fees the bureau collects for conducting background checks will be deposited. As a result, the money will automatically go into the State's General Revenue Fund, instead of the special Law Enforcement Services Fund established specifically for such fees.

Authority Chairman Gould said that because of problems in implementing access in a piecemeal fashion, the Authority will continue to push for passage of a uniform criminal history access bill. He said the Authority is forming an *ad hoc* committee of both supporters and opponents of the current CHRI Act proposal, and said a questionnaire will be sent to these groups so they can state their concerns. This survey will help guide the Authority as it revises the CHRI Act for reintroduction in the General Assembly, he said.

Serious Crime Down Last Year in Illinois

REPORTS OF serious crime in Illinois outside Chicago declined 6 percent from 1983 to 1984, the fourth straight year of apparently falling crime in the State, according to Uniform Crime Reports (UCR) data released by the Department of State Police (DSP) in September.

Chicago statistics, which were figured separately, showed an increase of 16.9 percent in reported Index crimes, from 243,554 in 1983 to 284,802 last year. Reports of violent Index crime in Chicago rose nearly 54 percent, while reported property Index crime jumped 9.7 percent.

However, State officials and the Chicago Police Department said the increase in Chicago resulted largely from more accurate reporting procedures begun in 1983, amid reports Chicago police were routinely undercounting serious crimes. Police Supt. Fred Rice said that because the new reporting system was not implemented until September of that year,

1983 and 1984 totals cannot be compared.

The DSP said there were 3,950 reported serious crimes for every 100,000 State residents outside Chicago in 1984, compared with 9,477 crimes per 100,000 Chicagoans. Outside the city, the number of reported offenses in the eight Index crime categories declined from 354,633 in 1983 to 333,198 in 1984.

THE VIOLENT Index crime rate in Illinois excluding Chicago fell 1.4 percent last year. Murder (14.3 percent), robbery (6.2 percent) and forcible rape (1 percent) were all down; aggravated assault was up 1.1 percent.

The State's property Index crime rate fell even more, 6.4 percent, fueled by decreases in burglary (11.6 percent), larceny/theft (5.2 percent) and arson (4.9 percent). Motor

vehicle theft was up 2.8 percent.

Meanwhile, the FBI said in July that reported serious crime nationwide fell 2.8 percent last year, marking the third consecutive annual decline. But violent Index crime rose 0.4 percent nationally, with forcible rape increasing 7 percent. The nation's property Index crime rate fell 3.1 percent.

These latest FBI and DSP figures come only months after a U.S. Justice Department study group said the UCR statistics are seriously flawed and the system for compiling them needs to be changed. For years, critics have said the UCR do not present a true picture of crime because they fail to measure incidents that are never reported to the police and because some jurisdictions purposefully alter the figures they report to state repositories and the FBI.

PIMS II: New Features Aid Police

Continued from Page 3

PIMS II also collects data on the amount of time officers and investigators devote to activities other than responding to calls. For example, the system logs the time spent on investigations, report writing and traffic enforcement. Police administrators can combine this information with other system data to produce reports on the activities of all officers.

The new system enhances many current PIMS features as well. For example, PIMS II improves capabilities for tracking the stage an investigation has reached and for showing which officers are scheduled to appear in court and when. The new system also enhances search capabilities involving vehicles. Now, officers can create a list of possible vehicles associated with a crime using only partial information, such as the color or make of the vehicle.

PIMS II IS being installed first at the Calumet City, Dolton, Elgin, Morton Grove and Wilmette police departments. Conversion of the other

departments from the original system to PIMS II is scheduled to continue through Jan. 1.

PIMS II is written in *TRANSACT*, a fourth-generation programming language that is more "English-like" than many other languages. The new system also uses a conversational format in which users respond to one prompt at a time displayed by the system. Under the original system, users entered one complete "form," or screen, containing several data fields.

Like the original system, PIMS II includes both the basic functions of a police information system and special features for Illinois agencies. The system maintains information about all persons a department arrests, the criminal incidents and service calls the agency responds to, police activity, stolen property and other data. The system also permits PIMS agencies to share most of this information with one another.

In addition, PIMS II links user agencies with other State and national law enforcement computer systems, such as the Law Enforcement Agen-

cies Data System in Illinois and the National Crime Information Center. PIMS II also generates Uniform Crime Reports data automatically.

THE AUTHORITY underwrites research and development costs for PIMS II, while local agencies using the system contribute to operational costs through monthly user fees. The Authority operates PIMS on computer hardware located at its Chicago office. Local agencies access the system via terminals in their headquarters.

Besides the new features already developed, other new PIMS II capabilities are being considered, Mr. Tapke said. One proposed feature would maintain information for administering local arrest warrants. Another proposed function would manage evidence, as well as seized and recovered property. More detailed information-gathering on traffic accidents and citations also may be incorporated into PIMS II.

* * * *

For more information about PIMS II, contact Stephen Tapke at the Authority's office.

RECIDIVISM: Authority Studies Repeat Offenders

Continued from Page 1

month period from which the sample was drawn, but who were already out of prison and on parole prior to that time.] The study also examines each releasee's prior criminal history and looks at the demographic makeup of the sample. Based on this information, the Authority is looking for factors that might help predict the probability that a former prison inmate will commit crimes again.

According to the initial findings, 48 percent of the 537 releasees were arrested sometime during the 18-to-20 months following their release. These 258 offenders were responsible for 496 post-release arrests consisting of 715 offense counts.

THE NUMBER of after-release arrests per inmate ranged from one to 13. Of the 258 releasees who were arrested during the follow-up period, 53 percent were arrested once, and 37 percent were arrested two or three times.

Property crimes accounted for more than half of the post-release offense counts, while 21 percent involved violent crimes. Another 7 percent of the offense counts were drug-related, and 18 percent were for other types of crimes.

In addition, 32 percent of the sample, or 173 releasees, were incarcerated again in State prison within 18-to-20 months. Five percent of these 173 repeat offenders were imprisoned twice during the follow-up period.

Besides examining the raw number of post-release arrests and imprisonments, the Authority also explored the relationship between the number of previous arrests and incarcerations and the likelihood of committing crimes again.

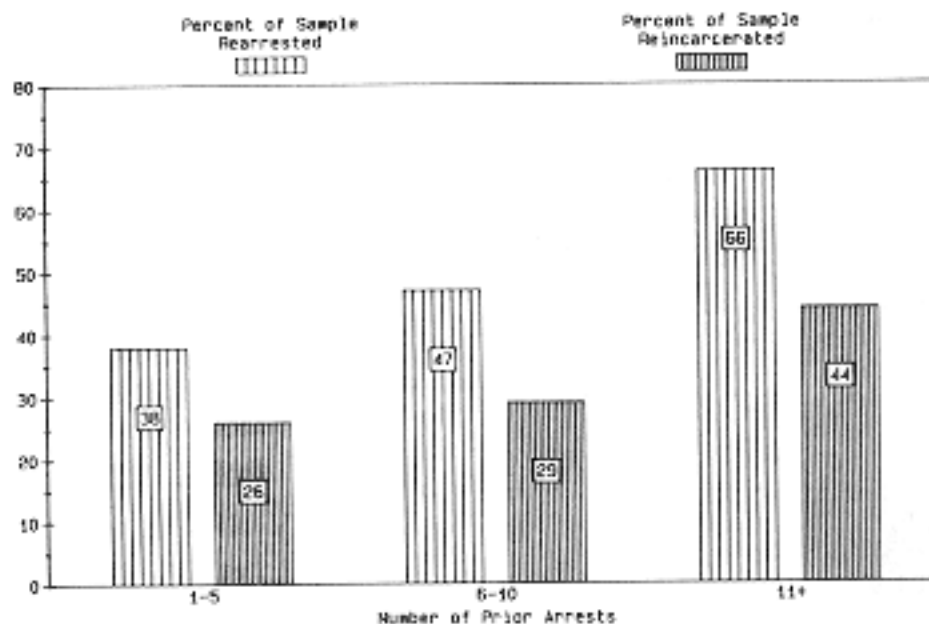
FOR THIS analysis, the Authority examined the prior criminal histories of all 537 releasees. The offenders were classified into several groups: those with 5-or-less, 6-to-10 and 11-or-more prior arrests; those with 2-or-less, 3-or-4 and 5-or-more prior incarcerations; and combinations of these groups.

Examination of these different groups revealed that the releasees with the most previous criminal activity were more likely to be arrested and incarcerated within the 18-to-20 months following their release.

Continued on Page 11

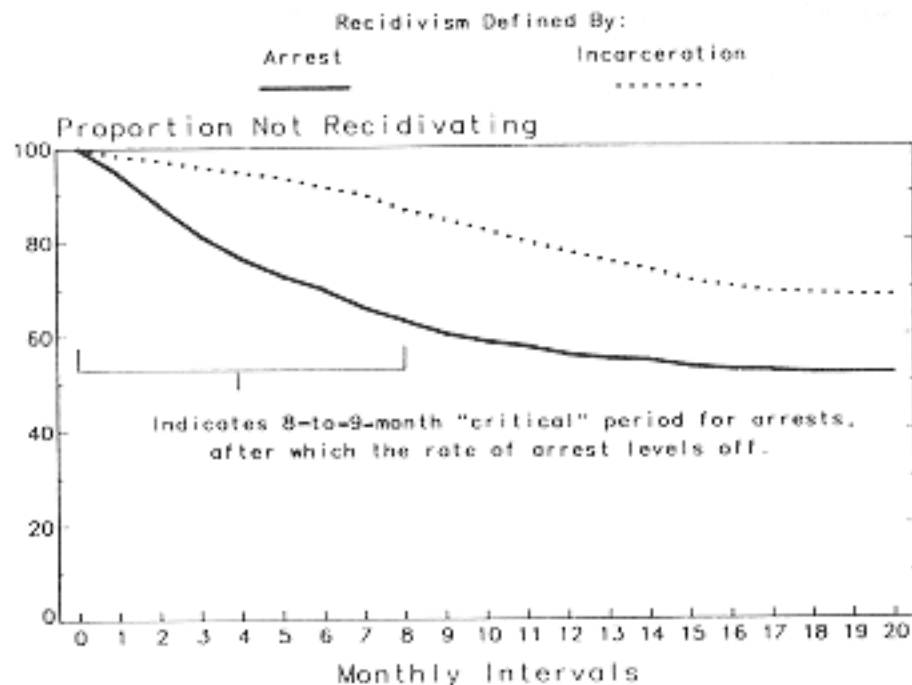
Offenders with Many Prior Arrests Were Most Likely to Recidivate

Percent of Sample Arrested and Incarcerated, By Number of Prior Arrests



Most Post-Release Arrests Occurred in the First 8-to-9 Months

The Pace of Recidivism of the Entire Sample



RECIDIVISM: Authority Reports Initial Findings

Continued from Page 10

For example, one high-crime group--those with 11-or-more previous arrests and three-or-more prior incarcerations--constituted 10 percent of the sample, but accounted for 20 percent of those who were arrested after release. Seventy-seven percent of this high-crime group were arrested within 18-to-20 months of their release, compared with 46 percent of the rest of the sample.

The Authority also found that not only were these high-crime releases more likely to be arrested and incarcerated sometime during the follow-up period, they also were arrested or imprisoned much sooner after release than were the other offenders.

IN ADDITION to these findings, the Authority's study revealed that:

- Nearly 40 percent of the arrests that occurred during the follow-up period happened within the first 8-to-9 months, with the first 3-or-4 months being the most critical. About 20 percent of the sample were arrested by end of the second month, and another 15 percent were arrested during the next four months.

- Most of the post-release incarcerations occurred between the fifth and 15th months. This pace, when compared with the pace of post-release arrests, probably reflects the natural system flow between arrest and imprisonment in those cases where an arrest leads to incarceration.

- The demographic profile showed that 96 percent of the releases were male; 56 percent were black, 39 percent white and 4 percent Hispanic; 80 percent were 18-to-34 years old; and about 75 percent were single.

- According to Illinois Department of Corrections data, the average educational level of the releases, defined as the last grade completed, was 10.6 years; more than two-thirds of the releases had not completed high school.

- The 537 releases had 4,747 prior arrests recorded on State criminal history files, or an average of almost nine previous arrests per release. The vast majority had more than one prior arrest, and roughly one-third had 10 or more.

- About 40 percent of the sample had at least one recorded adult arrest

before reaching age 18. The average age of the releases at the time of their first arrest was 20.

MR. COLDREN said the entire Repeat Offender Project will provide, for the first time, comprehensive data on the subsequent criminal careers of persons released from Illinois prisons.

"Every day, officials in Illinois make hundreds of decisions about offenders, decisions that require data on recidivism," Mr. Coldren said. "But many of these decision makers must count on their intuitions or perceptions about repeat offenders because reliable data have not been available."

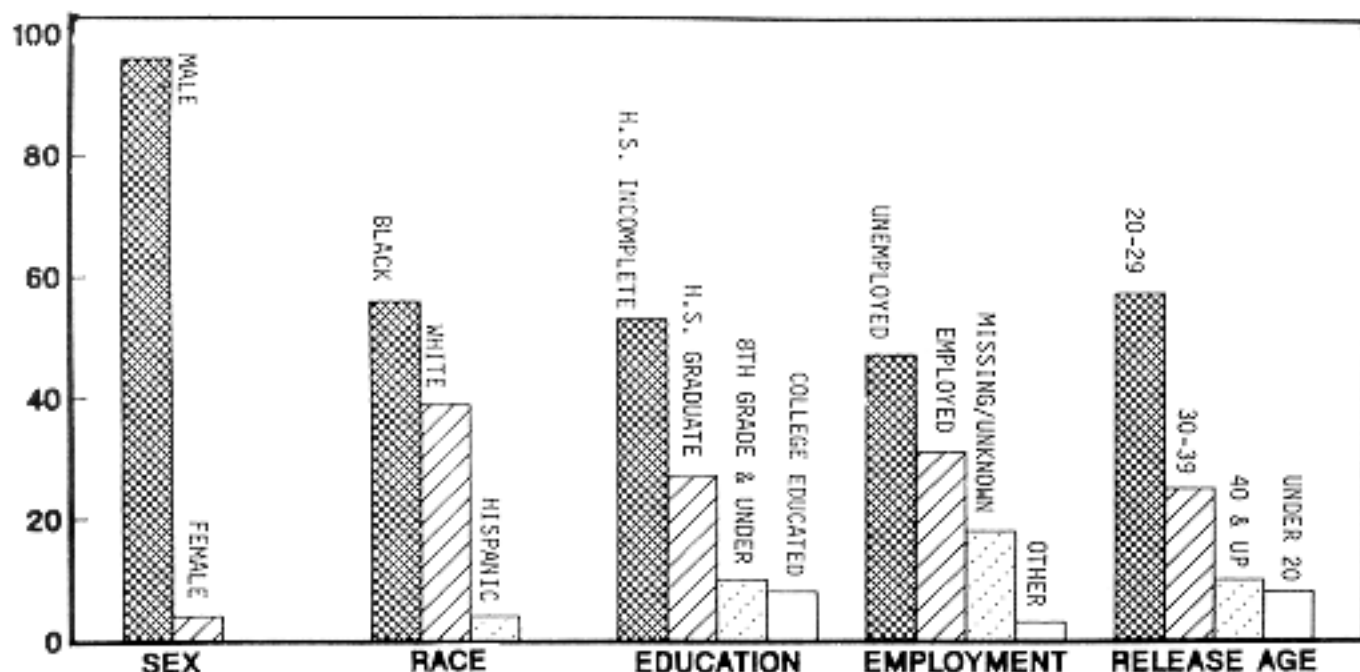
"This project will produce one of the most complete summaries ever in Illinois of recidivism among a cohort of prison releases," he said.

* * * *

Details about this first set of Repeat Offender Project findings are contained in a research bulletin, which is available free of charge from the Authority. Subsequent findings from the project will be covered in other reports.

Most Releases Were Male, Black, Unemployed, and 18-to-34 Years Old

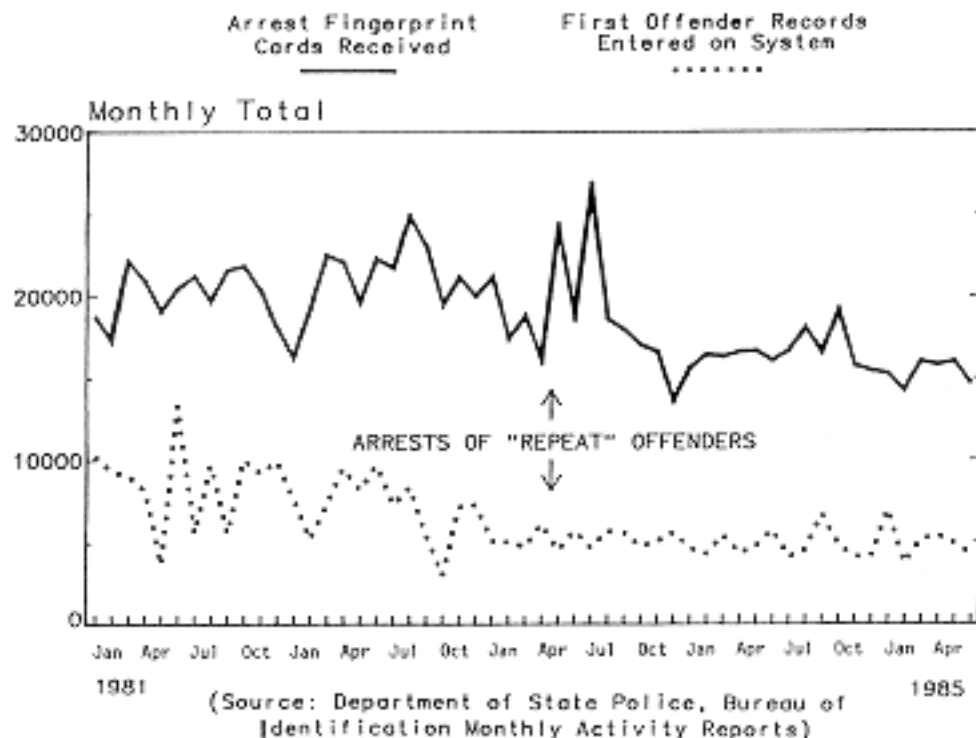
A Demographic Profile of the ROP Sample



STATISTICAL SCOREBOARD

CCH Processing

Total Arrests Reported versus First Offenders Established



THE ILLINOIS CRIMINAL Justice Information Authority's Repeat Offender Project is examining recidivism in Illinois by following the criminal activity of a sample of former prison inmates after they were released from the Illinois Department of Corrections during a three-month period in 1983 (see page 1). This issue's *Statistical Scoreboard* examines the problem of repeat offenders from a different perspective.

The Computerized Criminal History (CCH) system maintained by the Illinois Department of State Police (DSP) serves as the State's central repository for criminal history records. By statute, all policing bodies in Illinois are required daily to furnish the DSP with copies of fingerprints of those persons arrested for all felonies and many misdemeanors.

EACH MONTH, the DSP's Bureau of Identification in Joliet records how many arrest fingerprint cards it

receives for processing. The bureau also calculates the number of fingerprint cards which result in the creation of a new record on the CCH system (in other words, the number of "first offenders"). By plotting these two figures over time--arrests of all offenders vs. arrests of first offenders--we get a rough idea of the number of arrests involving repeat offenders. This number is the difference between the total number of arrests and the number of arrests involving persons who don't have a State rap sheet.

As the line chart indicates, the vast majority of arrests reported to the DSP between January 1981 and June 1985 did not involve first offenders, but instead were for persons who already had established CCH records. While the difference between the two lines varied somewhat from month to month, the general pattern remained throughout the four and one-half year period.



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