

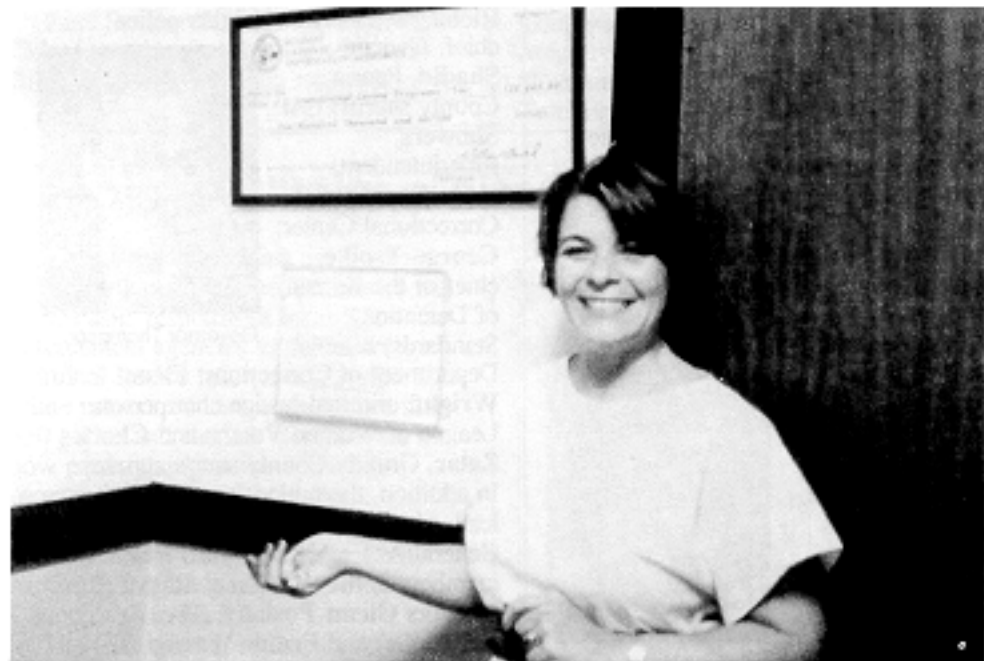


# The Compiler

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Patricia Berg, executive director of Transitional Living Programs, displays the symbolic check the Authority presented to the group to help exploited youth in Chicago.

## Authority awards \$1.2 million to aid State crime victims

Nearly \$1.2 million in Federal funds have been committed to organizations that help crime victims in Illinois, and another \$75,000 will be used to finance a Statewide victim education program, State officials announced in April. The money is part of more than \$1.8 million the Federal government has allocated to the State this year under the 1984 Victims of Crime Act (VOCA).

The Illinois Criminal Justice Information Authority, which is administering the victim assistance funds in Illinois, has earmarked the remaining \$600,000 for emergency services for rape victims, training of victim advocates, and other assistance. The Authority expects to announce the recipients of these funds later this year.

Several groups will share the \$1,158,400 in commitments the Authority announced at an April 21 news conference at the State of Illinois Center in Chicago.

- The Illinois Coalition Against Domestic Violence will receive \$366,200. The coalition, founded in 1979, includes 46 shelters for domestic violence victims in 43 Illinois counties.

The VOCA money will be used to help victims seek out orders of protection and ensure their enforcement. Several studies have indicated that often the best way to prevent further violence in domestic disputes is to separate the parties involved. The Federal funds will also be used to teach victims about the

*See Aid to victims, page 10*

## Authority endorses fingerprinting policy

The Illinois Criminal Justice Information Authority in March adopted a policy supporting criminal background checks based on fingerprints for people working in "sensitive positions," but said several "technical barriers" must be resolved before such fingerprint checks could be conducted successfully.

Authority members unanimously approved a resolution that "all people working in sensitive positions should have adequate and sufficient background checks which would include fingerprinting." The Authority also directed its Legislation and Regulations Committee to "identify the technical issues involved in implementing such background checks and to coordinate the resolution of those issues by recommending the passage of appropriate legislation."

The issue of fingerprinting certain workers came up at the Authority's March 14 meeting following reports that 10 Chicago-area school employees--six Chicago public school teachers, a

*See Fingerprinting, page 9*

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## News in brief

### Mileage limits on arrest warrants examined

Legislative action is needed to resolve problems associated with issuing and executing arrest warrants in Illinois, especially the use of mileage limitations to indicate how far a police department will travel to pick up a fugitive, the Illinois Criminal Justice Information Authority said in an advisory published in April. Last July, Illinois Attorney General (and Authority member) Neil F. Hartigan issued an opinion stating that only courts, and not law enforcement agencies, could place mileage limitations or other conditions on the execution of a warrant entered into Illinois' Law Enforcement Agencies Data System (LEADS). The Authority formed an *ad hoc* committee to study various issues surrounding the use of warrant mileage limitations on LEADS wanted person records.

The committee recommended that, to promote the safety of law enforcement officers who may encounter fugitives in the field, all arrest warrants should be entered into LEADS. But the committee report also noted that there are "practical and public policy implications with respect to entering all warrants into LEADS," especially the cost to agencies for transporting a wanted person back to the jurisdiction that entered the warrant. Until appropriate legislation is passed, the committee recommended that all agencies using LEADS be told that only court-imposed mileage limitations may be included in LEADS wanted person records.

*Copies of the Authority's advisory on LEADS warrant mileage limitations are available from the Authority's Information Resource Center.*

### Schaumburg police accredited

The Schaumburg Police Department in February became the first law enforcement agency in Illinois to be accredited by the Commission on Accreditation for Law Enforcement Agencies. The commission is a non-profit organization, based in Fairfax, Va., that promotes excellence in law enforcement. To become accredited, Schaumburg police had to meet 944

standards regarding law enforcement policies, programs, and procedures.

The Authority, in a resolution approved at its March 14 meeting, commended the police department for "its outstanding achievement and dedication to improving the quality and administration of law enforcement." Robert M. Hammond is the chief of the Schaumburg Police Department, which is also a member of the Authority's Police Information Management System (PIMS) network.

### Two agencies join PIMS

Police departments in two more Chicago suburbs have joined the network of agencies already using the Authority's computerized Police Information Management System (PIMS). The Glenview Police Department, in north suburban Cook County, and the Glendale Heights Police Department, in DuPage County, recently signed contracts for PIMS. Both departments are expected to begin using the system this summer. Thirty-two law enforcement agencies in Illinois now belong to the PIMS network, which maintains crime data and allows agencies to share information with one another.



Governor Collins

### People

Governors James R. Thompson of Illinois and Martha Layne Collins of Kentucky were chosen in March to head a new nationwide safety and education program to protect young people. The National Center for Missing and Exploited Children made the announcement in Chicago at the first national convention on missing and exploited youth. . . . Lake County State's Attorney (and Authority member) Fred L. Foreman was selected in April to chair a 21-member task force to review State detention standards for local jails and lockups and to explore alternative financing methods for local governments to use in modernizing their jails. Governor Thompson also named 16 other task force members: Gary Anderson, mayor of Decatur; John Annerino, Will County Board chairman; Ron Bean, executive director

of the Illinois Development Finance Authority; John Clemons, Jackson County state's attorney; Thomas Hornsby, 15th Circuit Court judge; Dallas Ingemunson, Kendall County state's attorney; Mearl Justus, St. Clair County sheriff; Lester "Butch" Kimmel, Whiteside County sheriff; Michael Mahoney, executive director, John Howard Association; Thomas Monahan, assistant executive director, Cook County Department of Corrections; Roger Richards, Fairview Heights police chief; George Shadid, Peoria County sheriff; Cal Showers, superintendent, Vermilion County Correctional Center; George Troike, chief of the Bureau of Detention Standards, Illinois Department of Corrections; Fleur Wright, criminal justice chairperson, League of Women Voters; and Charles Zalar, Grundy County state's attorney. In addition, the majority and minority leadership in both houses of the Illinois General Assembly appointed four members to the task force: State Senators Glenn Poshard (D-Carverville) and Frank Watson (R-Carlyle) and State Representatives John Cullerton (D-Chicago) and Jeffrey Mays (R-Quincy). Governor Thompson said he will ask the task force to complete its review by the end of 1986. . . . Governor Thompson in February appointed two new citizen members to the Authority. They are Mt. Prospect Mayor Carolyn H. Krause and Chicago attorney Dan K. Webb, the former U.S. attorney for the Northern District of Illinois and the former director of the Illinois Department of Law Enforcement (now the Department of State Police).



Governor Thompson

### Upcoming

The 1986 training calendar of the International Association of Chiefs of Police includes three courses to be offered in Chicago: *Crime Analysis*, Aug. 12-15; *Developing Police Computer Capabilities*, Sept. 16-19; and *Executive and Dignitary Protection*, Sept. 23-25. To register or inquire, call the association toll-free at 800-638-4085. . . . The American

See News briefs, page 8

## Juvenile justice information policies can be confusing and counterproductive, Authority reports

Current laws and policies governing juvenile justice information in Illinois are confusing and often counterproductive, making it difficult for criminal justice and social service agencies to get the information they need to treat juvenile offenders effectively, a new study by the Illinois Criminal Justice Information Authority says. The Authority also found that while many criminal justice professionals support the passage of uniform juvenile justice regulations and the creation of Statewide or regional information systems for juvenile records, several policy considerations must be addressed first.

The Authority's study is the first attempt in several years to look carefully at the State's various juvenile justice information policies and to offer ideas about how they can be developed into an integrated system, said John Firman, the Authority's director of research. He said the Authority wanted to examine how current policies affect the collection, maintenance, storage, and access and exchange of juvenile justice information by law enforcement agencies, the courts, and social service agencies. The Authority also sought to present legislators and other officials with policy alternatives for making juvenile justice information policies more coherent and effective, Mr. Firman said.

The Authority's study, published in May, comes at a time when juvenile offenders in Illinois appear to be committing more violent crimes and when attitudes about handling young criminals seem to be changing.

According to the report, juveniles age 5 to 16 represented approximately 22 percent of the State's population in 1974, but only about 19 percent in 1984. But the percentage of those arrested for violent crimes who fell within this age group increased from 20 percent in 1974 to more than 22 percent in 1984. The percentage of arrests for property crimes involving juveniles followed population patterns, decreasing from almost 40 percent in 1974 to 32 percent in 1984.

Perhaps even more drastic has been the shift in official thinking about how juvenile offenders--and the information about them--should be treated. When Illinois established the nation's first

totally separate juvenile court system in 1899, the goal was to protect "children" from being punished as adults and to help rehabilitate them.

Today, a variety of laws, regulations, and policies try to meet that objective by making information on juvenile offenders confidential, the Authority said. These procedures evolved gradually, as each agency handling juvenile justice information developed its own system for managing such records.

Mr. Firman said many criminal justice professionals now believe that policies promoting the confidentiality of juvenile justice information actually work against juveniles, because such policies prevent persons with a legitimate need to know from obtaining the information necessary to deal with young offenders effectively. "Not only are juvenile offenders 'slipping through the cracks' and not receiving needed social services," said Mr. Firman, "but public safety is threatened when repeat and violent juvenile offenders remain unknown to different segments of the justice system."

The Authority's report follows more than a year of study, including four public hearings, a survey of more than 200 law enforcement agencies, and a symposium of juvenile justice professionals from Illinois and

*See related story, page 4*

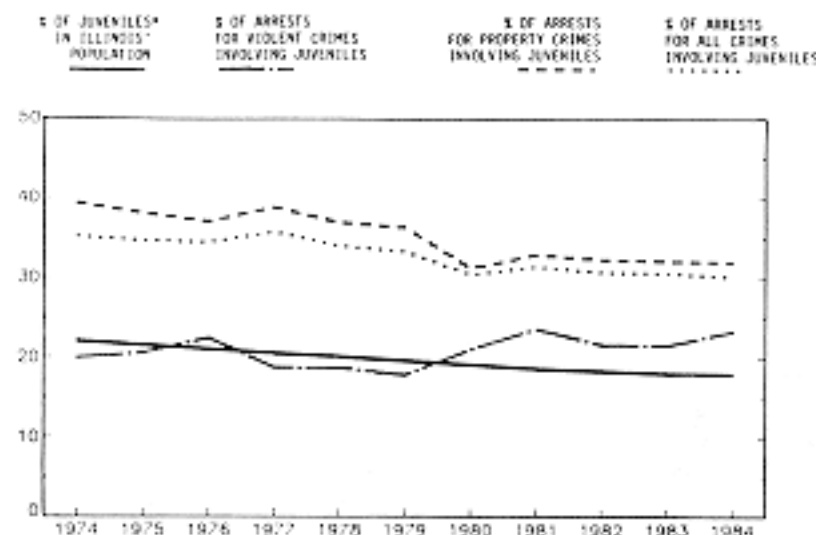
elsewhere. The report identifies 16 information problems that affect juvenile justice in Illinois and offers alternative policies for consideration. Some of the major issues raised include the following:

- Scattered laws governing juvenile data. At the heart of the matter, according to the Authority, is the variety and inconsistency of regulations governing juvenile records that are scattered throughout Illinois' statutes. The Authority said juvenile justice professionals often have difficulty determining exactly which law governs a particular situation.

And even after the proper statute has been located, interpreting that law can present problems, the Authority said. For example, State law prohibits law enforcement agencies from obtaining juvenile records from other law enforcement agencies, except in connection with a crime that would be a felony if committed by an adult. This *felony limitation* does not, however, say anything about communicating non-felony information orally. As a result, procedures for sharing juvenile justice information with other law enforcement

*See Juvenile justice, page 8*

**Violent crimes involving juveniles have increased recently.**



\*\*Juveniles\* represent 5- to 16-year-olds.

## How the State's largest juvenile records system works

The Chicago Police Department's Youth Division operates one of the most sophisticated internal juvenile records systems in the State, the Illinois Criminal Justice Information Authority said in its recent report on juvenile justice information policies.

Approximately half of the juveniles taken into custody in Illinois are apprehended by Chicago police. The department's Youth Division maintains computerized and manual records on more than 400,000 juvenile arrests and referrals. During 1985, the eight civilians and eight youth officers who take in, file, and disseminate juvenile information processed more than 45,000 records, according to Lieutenant William Bransfield of the Youth Division.

Juvenile records are maintained in a central database and are backed up by an extensive manual file at police headquarters, 1121 S. State St. Information on a juvenile who has contact with police is entered into the computer by the youth officer of the police area in which the juvenile was picked up. The information is also entered on a form, which is then sent to

the Youth Division headquarters for its manual card files. If the area youth officer cannot enter the computerized data because of time constraints or technical problems, headquarters can make the entry when it receives the card.

The department maintains records of both arrests and child-care placements. According to Lieutenant Bransfield, approximately 25 percent of the arrest records are of children who have been sent to juvenile court. The other 75 percent involve cases that were adjusted by police.

If a child who receives a station adjustment has had no other arrests, the card and associated computer file are purged when the child reaches age 17. The record of a child who has been arrested and sent to court remains in the computer file until he or she reaches age 25. The manual card remains in the main juvenile file until the child reaches age 17 and is moved to the "over-age" file until the person turns 25.

Only minimal information from a child-placement report is entered into the computer. Child-placement cards remain on file until the subjects reach age 18.

The Youth Division shares child-placement data with the Illinois Department of Children and Family Services, which also maintains its own records.

In addition, Chicago police share information on juvenile felony offenders with other police departments in the Cook County area. Commander Joseph Mayo of the Youth Division said this practice is nothing new.

"We've been sharing information with approximately 60 police departments, and we've been doing it since long before anyone else has," he said. "We share, and the way we share is pretty substantial."

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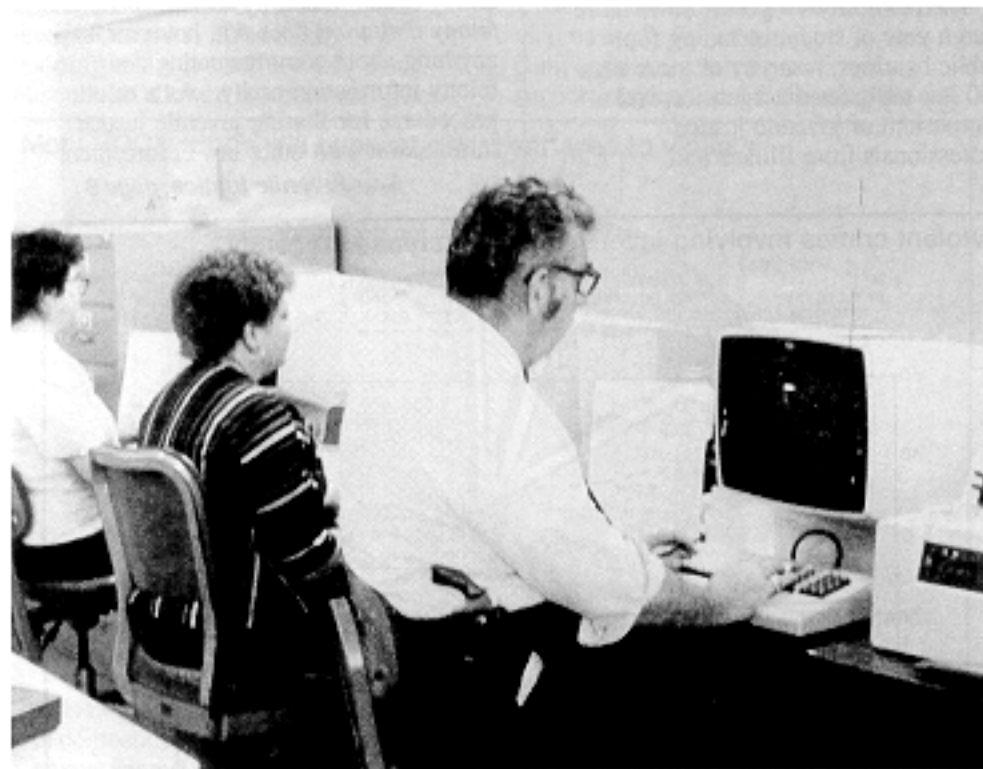
**- Commander Mayo**

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The Youth Division carefully protects the confidentiality of the information it shares with other police departments, according to Commander Mayo. To get Chicago's information, the police chief of another department must send a letter listing the youth officers who need access to Chicago's juvenile records. Each of the officers is then assigned a unique code that he or she must use when telephoning Chicago police headquarters for information when investigating a felony. A Chicago youth officer verifies the code before giving out any data.

Information is available from either the card file or the computer database. An advantage of the computer, according to Youth Officer Maurice O'Keefe, is that it can retrieve records based on information besides the juvenile's last name. For example, if the only piece of information an officer has is an address, the computer can list all records it has of juveniles living there.

Officer O'Keefe said the department is in the process of installing a new program that will enhance the computer's search capabilities by permitting searches using more than one parameter. This enhancement will not only speed up searches, but will also facilitate improved statistical research, he said. □



Officer Maurice O'Keefe and other Youth Division personnel check data on the Chicago Police Department's computer system for juvenile records.

## The longer out of prison, the less likely to return: report

Former offenders who can avoid criminal activity for more than two years following their release from prison probably stand a good chance of never being arrested or incarcerated again, a new report from the Illinois Criminal Justice Information Authority indicates. However, the study also shows that most former inmates who return to crime do so within the first few months after getting out of prison.

Using a methodology known as *survival analysis*, the Authority measured the rate of recidivism, defined by both arrest and incarceration, among a sample of 539 former Illinois prison inmates during the 27 to 29 months following their release.

When recidivism was defined as the first arrest of an offender following his release, the Authority found that the rate of arrest decreased over time. Within the first three months following their release, 19 percent of the former inmates in the Authority's study had been arrested; 32 percent were arrested within the first six months and more than 40 percent within the first nine months.

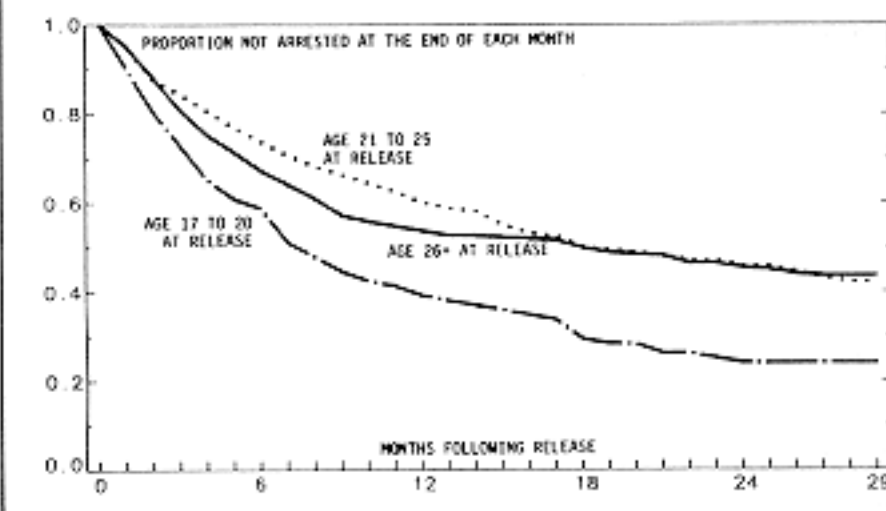
The rate of arrest then declined over the next 18 to 20 months. By the end of the 27- to 29-month period, about 60 percent of the releases had been arrested.

The Authority projected that very few of the former inmates who had not been arrested by the end of this 27- to 29-month period would ever be arrested again. Using a model developed by Professor Michael Maltz of the University of Illinois at Chicago, it was estimated that approximately one-third of all former offenders in the sample were not likely to be arrested again.

The Authority's study, which was published in April, is the second in a series of reports from the agency's Repeat Offender Project, a detailed examination of the criminal behavior of a cohort of prisoners released from the Illinois Department of Corrections between April 1 and June 30, 1983. The report, written by research analyst John Markovic, examines the survival analysis technique and its application to recidivism research.

Up until now, survival analysis has been used most often in biomedical and engineering research to measure, for example, the survival rates over time for cancer patients receiving different treatments. The Authority used the technique to determine the proportion of

Younger offenders are arrested sooner following release.



offenders who were arrested or incarcerated in each successive month following their release from prison.

That way, the Authority could go beyond more traditional recidivism studies, which typically measure only the proportion of offenders who return to crime by the end of a specified follow-up period, such as a year. Instead, the Authority used survival analysis to gauge recidivism rates during the follow-up time.

The Authority's study also revealed that:

- Releasees age 17 to 20 were more likely than older inmates to be arrested during the follow-up period, and they were arrested at a faster pace. About 76 percent of the youngest offenders had been arrested during the 27- to 29-month period; 55 percent were arrested within the first nine months. By comparison, 57 percent of the releasees age 21 to 25 had been arrested by the end of 27 to 29 months, 34 percent within nine months. Among releasees age 26 and older, 58 percent were arrested during the 27 to 29 months after their release, 43 percent within nine months.

- Inmates released from maximum-security prisons were more likely to have been arrested by the end of the follow-up period. Sixty-five percent of the maximum-security prisoners, 59 percent of the medium-security releasees, and 41 percent of the minimum-security offenders were arrested within 27 to 29 months. Maximum-security releasees were also arrested at a faster rate than inmates from the other two groups. At the end of nine months, 47 percent of

the former maximum-security inmates had been arrested again, compared with 38 percent of the medium-security and 25 percent of the minimum-security prisoners.

- Seventy-six percent of the inmates who had been incarcerated for property offenses were arrested by the end of the follow-up period, compared with 66 percent of those incarcerated for violent crimes. Property offenders were also arrested at a slightly faster rate. After nine months, 50 percent of property offenders and 37 percent of violent criminals had been arrested.

- Offenders with several prior arrests and State prison incarcerations were more likely to be arrested again than releasees with less extensive criminal histories. These notoriously repeat offenders were also arrested at a faster rate. Nearly 61 percent of the releasees with 10 or more prior arrests had been arrested within nine months following release; 42 percent of those with 5 to 9 prior arrests and 28 percent of those with 1 to 4 prior arrests were arrested within that same period.

- Approximately 40 percent of the releasees in the sample had been incarcerated again in State prison during the 27 to 29 months following their release. The rate of incarceration was highest between the 6th and 18th months. □

Free single copies of the Authority's report, *The Pace of Recidivism in Illinois*, are available from the Authority's Information Resource Center.

## Study examines quality of pretrial data

The arrest, charge, and criminal history information that judges rely on when making bail decisions is generally available to bond court judges in Cook County, but the *quality* of the data--especially State rap sheets--is sometimes lacking, a new study indicates.

The Illinois Criminal Justice Information Authority analyzed 514 randomly selected felony cases that were terminated in the Cook County Circuit Court during 1982. The study focused on the quality and availability of the information used by judges in bond hearings.

According to the Authority, three types of information are crucial for determining a defendant's bail:

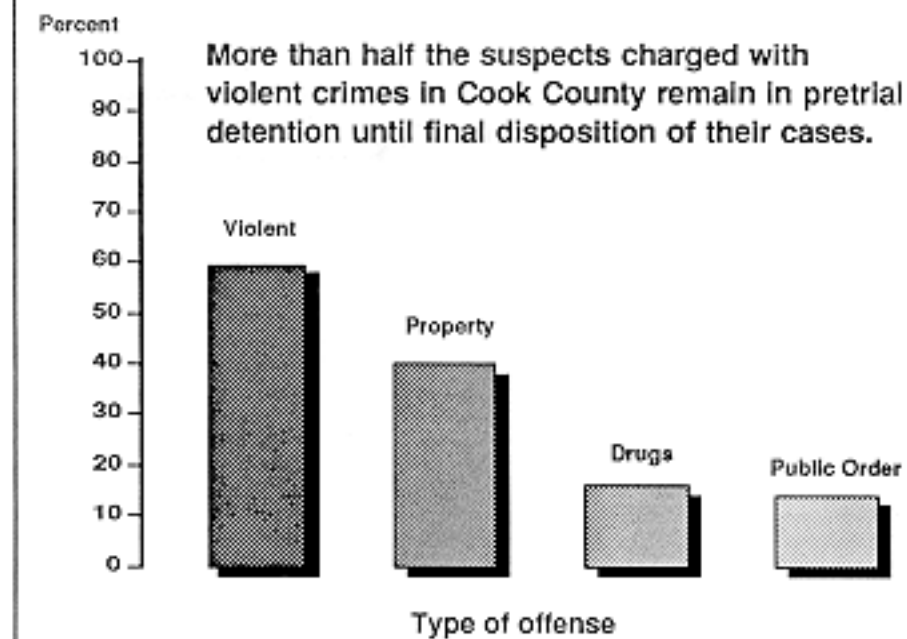
- **Current charge data.** Judges typically get this information from police arrest reports and sworn complaint forms. Court files contained these documents in 62 percent of the cases studied.

But, according to the study, the charge information from these sources is sometimes limited, and the data seem geared more for police use while the offender is in their custody than for use by judges in determining bail. For example, an arrest report often contains details about a defendant's conduct during the arrest but lack specific information about the crime itself, such as the extent of victim injury.

The study recommends police be made aware that information from their arrest reports does affect bond decisions by judges. In fact, a State law enacted last September *requires* judges to consider factors such as the extent of victim injury and the circumstances of the offense when setting bail (*see page 7*). The Authority's study suggests that police officers should provide more detailed accounts of arrest events so judges can better evaluate the danger defendants may pose to the community if released on bail.

- **Criminal history information.** Court files included criminal histories in almost 90 percent of the cases the Authority examined. But the quality of the rap sheet information varied, depending on its source.

Chicago Police Department rap sheets contained mostly complete and accurate data on previous court dispositions, bond forfeitures, and parole or probation



status. Previous arrest, charge, and sentence data from these records almost always matched court file information, and only 10 percent of the 1,835 arrest events on the Chicago rap sheets that were analyzed were missing court dispositions.

State criminal history information, however, was often incomplete or inaccurate. This finding supports the conclusions of the Authority's four previous audits of the Computerized Criminal History (CCH) system, the State central repository for rap sheets. The audits showed that more than 50 percent of the State rap sheets lacked dispositions and that some CCH records contained inaccurate or incomplete identification information, such as race or other physical descriptors.

The Authority recommends that the accuracy and completeness of rap sheet information be improved so that bond court judges have a reliable account of each defendant's criminal history. The study also notes that improvements in State criminal history data should result from the ongoing redesign of the CCH system. The redesigned system, which is scheduled to begin operation later this year, will monitor delinquent dispositions and reduce the number of record inaccuracies.

The new CCH system will also be able to collect information about bond forfeiture warrants and to track a defendant's bail history, although local agencies will not be required to report this information. The Authority,

however, recommends that state's attorneys and courts voluntarily report bail histories to the new CCH system.

- **Social background data.** Unlike charge and criminal history information, which is usually available through "official" sources such as arrest reports and rap sheets, social background information--income, marital status, community ties, etc.--is reported by the defendant during the pretrial process.

The Authority found that use of this information in determining bail varied considerably among courtrooms. For example, some judges looked mostly at marital status or family commitments, while other judges focused more on age or employment status. The study said that no one set of factors is used consistently by judges during bond hearings.

The Authority recommends that standard procedures be adopted for gathering and using social background information during the pretrial process. To aid this effort, the Authority has earmarked \$130,000 in Federal money it is administering for a model program to gather personal background information on defendants appearing in selected bond courts in Cook County.

In addition, a bill now before the Illinois General Assembly would require each Circuit Court to establish a pretrial services agency to provide judges with accurate background data on defendants (*see page 7*). The Authority's study recommends that such agencies maintain a record of each defendant's bail history,

including bail amounts, the names of bond court judges, and the defendant's release dates. Although some court files contain this information now, the Authority found the data to be disorganized and difficult to compile.

In addition to looking at the quality of information used by Cook County judges when setting bail, the Authority also examined the results of the bond decisions in the 514 cases it studied. The Authority found that:

- The amount of bail declined as the seriousness of the offense decreased. Suspects charged with violent crimes received higher bail amounts than other defendants; \$25,000 was the amount set

most frequently for violent suspects.

- Eighty-three percent of all defendants spent at least one day in pretrial detention; 48 percent remained in custody after the first week.

- Sixty percent of suspects charged with violent offenses remained in pretrial detention until the final disposition of their cases, compared with 39 percent of those charged with property offenses, 15 percent of suspected drug offenders, and 14 percent of those charged with public order offenses.

- The proportion of defendants in custody until final disposition dropped as the statutory seriousness of the offense decreased. Eighty-one percent of Class

X, 50 percent of Class 1, 48 percent of Class 2, 34 percent of Class 3, and 20 percent of Class 4 defendants remained in pretrial detention until their cases were completed.

- Twelve percent of the defendants who were ultimately *not* convicted remained in custody through final disposition, compared with 32 percent of those who were eventually convicted. □

*The final report on the Authority's Pretrial Decision Data Project should be available in July. For free single copies of the report, contact the Authority's Information Resource Center.*

## State legislators debate bail reform measures

Bail reform once again tops the list of criminal justice issues before the Illinois General Assembly this year.

In 1985, State lawmakers enacted a law that expands the factors judges must consider when setting bond for criminal defendants. This year, the General Assembly is considering several bail reform proposals, including a constitutional amendment that would grant judges greater authority to deny bail to accused felons who pose a threat to the community.

Here are brief summaries of some of these measures:

- Public Act 84-945. This law, which took effect last September, establishes uniform factors that a judge must consider in determining bond amounts and release conditions. These factors include: the circumstances of the offense; the condition of the victim; the likelihood that greater charges will be filed; the weight of evidence against the defendant; the defendant's family and community ties, employment, financial resources, character, mental condition, and past conduct; conviction record; record of past court appearances; and any attempts to avoid arrest, prosecution, or incarceration.

The law, sponsored originally by Representative Richard Mautino (D-Spring Valley), also permits bond court judges to consider all "relevant and reliable" evidence, regardless of whether it would be admissible under the rules of evidence governing criminal trials. Finally, the law stipulates that if a person commits a separate felony while free on bail, any sentence for the second

offense shall be consecutive to the sentence for the original offense.

- Senate Joint Resolution 22. This proposed change to the Illinois Constitution would allow judges to deny bail to suspected felons who, if released, would pose a "real and present threat to the physical safety of any person." The change would apply to a person charged with any felony offense that, upon conviction, carries a mandatory prison sentence without conditional or revocable release. Under current law, bond court judges can refuse bail only to defendants who are eligible for either life imprisonment or capital punishment.

The measure, sponsored by Senator John Davidson (R-Springfield), passed both houses of the General Assembly in May and now goes before Illinois voters this

November. To become part of the Constitution, it must be approved by either three-fifths of the people who vote on the question or one-half of all voters.

- House Bill 2573. This measure, sponsored by Representative John Cullerton (D-Chicago), would establish a pretrial services agency in each Circuit Court to provide bond court judges with information about defendants appearing before them. This information would include both criminal history and social background data.

Currently, defendants report social

history information such as employment, marital status, or community ties at the actual bond hearings. And, no uniform procedure exists to ensure that either criminal history or social background information is accurate.

Under the proposed bill, the pretrial services agency would gather and report this information uniformly, so that judges would have the data they need to make sound bail decisions. Following the pretrial hearing, the agency would then monitor the arrest records of local law enforcement agencies to see if a defendant has been charged with any new offense while out on bond. The agency would also verify that suspects released on bail adhere to the conditions of their release.

- House Bill 539. Sponsored by Representative Larry Bullock (D-Chicago), this bill would allow crime victims to recover all or part of the defendant's bail bond to cover damages suffered from the crime, after the victim reduces his claim to judgment.

- House Bill 912. This measure, sponsored by Representative Thomas McCracken (R-Westmont), would prohibit courts from reducing bail in murder cases following a pretrial suppression of evidence, if there is other evidence of the defendant's guilt. □



Rep. McCracken



Rep. Cullerton

## Juvenile justice

*Continued from page 3*

agencies may vary from jurisdiction to jurisdiction.

The Authority said a possible short-term solution would be to compile a manual containing all of the statutes, regulations, and policies governing juvenile justice information and to create a juvenile justice training program for criminal justice personnel. Over the long term, the Authority suggests that officials reconsider current regulations and incorporate them into one omnibus Juvenile Justice Information Act.

- Sharing of information among criminal justice and social service agencies. Many laws now prohibit law enforcement agencies from accessing information maintained by social service agencies and other law enforcement agencies. Similarly, social service agencies may not copy or inspect law enforcement or juvenile court records unless the juvenile court assigns a specific social service agency to supervise or care for a minor. Furthermore, social service professionals, juvenile justice officials, and *bona fide* researchers currently have no means of tracking the same juvenile or group of juveniles throughout the juvenile justice network and into the adult system. The report suggests State laws could be changed to permit social service and law enforcement agencies to share some information that would enhance the potential for treating the juvenile, without violating the confidentiality of sensitive treatment records.

Regarding other information sharing issues, the Authority said further study may be needed. For example, many law

enforcement professionals who testified at the public hearings said escape and warrant information on juveniles should be available and verifiable between agencies. Some officers also suggested that increased mobility of juvenile offenders makes it possible for repeat offenders to escape detection and be treated as *first-timers* in different municipalities that do not share information. Court officers and service personnel also cited delays in obtaining necessary background information on

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**"Public safety is threatened when repeat and violent juvenile offenders remain unknown to different segments of the justice system."**

**- John Firman  
Director of research**

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juveniles, especially from private organizations. Finally, court services personnel said they often have difficulty obtaining probation histories for the same juvenile in different jurisdictions.

- Fingerprints. The Authority said juvenile justice officials often find it difficult to check the identity of juvenile offenders who may have offense histories in other jurisdictions. Although local law enforcement agencies may share fingerprints with one another, fingerprints of a juvenile may not be sent to State or Federal criminal justice agencies unless the minor is being tried as an adult. The Authority said one possible solution officials may consider is creation of a uniform Statewide system for juvenile fingerprints.

- Storage of records. Witnesses at the Authority's public hearings offered

no consensus regarding expungement vs. sealing of juvenile records. The Authority, however, has consistently advocated sealing rather than destroying all types of criminal history records. Law enforcement and court officials who support sealing point out that criminal courts often consider juvenile records when sentencing an adult. For researchers, destruction of records hampers studies of serious and repeat offenders.

How to store computerized juvenile records separately from adult arrest records also poses a problem, and current policies now vary from jurisdiction to jurisdiction. The Authority notes that the American Bar Association recommends using different access codes and programs for juvenile and adult data on the same computer database.

- A comprehensive juvenile justice information system. Many juvenile justice professionals believe comprehensive Statewide or regional juvenile justice information systems would improve communication of information among agencies and provide uniform storage of data. But the Authority's report points out that a variety of issues must be examined in detail when considering such systems. The Authority suggests an interdisciplinary committee be formed to analyze many of the unsolved questions, such as which agency should administer the system, what types of minors should have records in the system, and what offenses should be included. □

*Free single copies of the report, Juvenile Justice Information Policies in Illinois, are available from the Authority's Information Resource Center.*

## News briefs

*Continued from page 2*

Correctional Association is offering two correspondence courses through Eastern Kentucky University for correctional officers and correctional supervisors; each course represents 40 hours of in-service training and 3.2 continuing education units from the university. For details, call Lori Austin toll-free at 800-ACA-5646. . . . June is National Burglary Prevention

Month; for information, call the National Burglary and Alarm Association at 202-296-9595. . . . The National Association of Town Watch will sponsor another National Night Out on Aug. 12, when citizens are urged to light their porches and sit outside for one hour; for details on this crime prevention event, call 215-649-6662. . . . The next two Authority meetings have been scheduled for June 3 and Sept. 19 at the Authority's Chicago office.

## New Publications

Single copies of the Authority's 1985 annual report are now available; contact the Authority's Office of Public Information. . . . The National Governors' Association and the National Criminal Justice Association (NCJA) have published a new study, "State Laws and Procedures Affecting Drug Trafficking Control: A National Overview." To order or inquire, call the NCJA at 202-347-4900. □



## Fingerprinting

Continued from page 1

janitor, and three suburban teachers--had been arrested or dismissed already this year in connection with child sexual abuse charges. In 1985, according to the reports, four school employees were arrested in the Chicago area on similar charges.

"The Authority's role in this area should be to remind people who support fingerprinting--and I suppose people opposed as well--that there are technical barriers that have to be considered," said Illinois Director of State Police James B. Zagel, who also chairs the Authority's Legislation and Regulations Committee. "You can't simply sit at your desk and say, 'Today we are going to start fingerprinting people,' and have made a sensible decision."

Authority Chairman William Gould outlined several of these technical problems in a March letter to State legislative leaders.

Last year, the General Assembly approved several bills requiring background checks on various types of employees. One law requires

background checks based on personal information, not fingerprints, for all applicants for school district jobs. This year, lawmakers are considering more criminal



State's Atty. Foreman

background check proposals, including one bill (HB 2584) that would require both prospective and current school district employees to consent to a criminal background check, this time using fingerprints.

The technical issues raised by the Authority included:

- Who will do the actual fingerprinting? At the March meeting, Lake County State's Attorney (and Authority member) Fred L. Foreman questioned the Chicago Board of Education's apparent use of "personnel experts," not trained fingerprint professionals, to take prints of job applicants. "Trained professionals are required both for taking the fingerprints needed for proper identification and for classifying and comparing the fingerprints that are submitted,"

Chairman Gould wrote in his letter. He also said local police and sheriffs' departments should be reimbursed for any administrative and financial costs associated with such fingerprinting.

- Who will analyze and compare the fingerprints? HB 2584 calls on the Department of State Police (DSP), which operates the State's central repository of fingerprint records, to conduct the background checks. But DSP Director Zagel said more



Director Zagel

**"You can't simply sit at your desk and say, 'Today we are going to start fingerprinting people' and have made a sensible decision."**

fingerprint technicians would be needed to handle the additional requests, and it could take 12 months or longer to hire and adequately train the new workers.

- What effect will an increased number of background checks have on the criminal history resources available to law enforcement agencies? Director Zagel said resources devoted to his department's criminal history program are already being strained, and new requests for background checks for non-criminal justice agencies could erode services to agencies that are investigating crimes or performing other duties. "In my department right now we have to work overtime to keep up with the demand for criminal history records from police departments," he said.

Other Authority members said the cost of disrupting regular services for law enforcement agencies would not be worth the benefits of investigating teachers and other employees in sensitive positions. "If there is a substantial disruption of the present normal processing of fingerprints, we stand a good chance of turning loose more wanted felons who are dangerous and violent because we won't get fingerprint returns in time," said Authority member Allen H. Andrews, who is superintendent of police in Peoria. "It would not be a good social trade-off to prevent relatively few crimes in one area and create many more victims in other

areas because we failed to recognize serious offenders," he added.

- What will be done with the information collected about an employee or job applicant after it has been used? Chairman Gould said that while some of the fingerprinting proposals call for the destruction of such records once the background check has been completed, other bills would require the DSP to maintain the information and report subsequent contacts the person has with the criminal justice system. "Uniform standards for the retention of applicant fingerprint cards need to be established to protect the privacy rights of the individuals involved," he said.

- Will people have the chance to review the information collected about them and to correct any inaccuracies? Chairman Gould said the Authority "is very concerned that only accurate and complete information is disseminated." To ensure the quality of this information, the chairman said the Authority will "continue its programs to audit the accuracy and completeness of the State central repository for criminal history records and to monitor disposition reporting." He said the Authority will again publicize the State's procedures, in effect since March 1976, that allow citizens to review and correct their own rap sheets. A brochure explaining these procedures will be distributed this summer.

Some Authority members who supported background checks warned against viewing the fingerprinting of teachers and others as a "cure-all."

Chicago Police Supt. (and Authority member) Fred Rice said, "The majority of the school employees who were arrested so far had no prior criminal background. So, if you are looking for just the fingerprinting of potential employees, I think it would be shortsighted."



Supt. Rice

But Cook County Sheriff (and Authority member) Richard J. Elrod said the mere existence of background checks could deter some potential abusers from applying for sensitive jobs. "When you tell somebody they are going to be printed, they just may not even apply--it could have a deterrent effect," he said. □

## Aid to victims

*Continued from page 1*

criminal justice system, to support legal advocates who accompany victims to court and meetings with police and prosecutors, and to provide services to child victims of domestic violence.

When asked how programs to help domestic violence victims obtain orders of protection would have been funded if the VOCA funds had not been made available, Barbara Shaw, the coalition's executive director, replied, "They wouldn't. These programs just wouldn't exist."

• The Illinois Coalition Against Sexual Assault will also receive \$366,200 in VOCA funds. The coalition, formed in 1979, now consists of 26 rape crisis centers in 21 counties.

The new funding will be used for educational and counseling programs for sexual assault victims. In particular, funds will be used to encourage rape victims to report the crime and testify against sex offenders, said Polly Poskin, executive director of the coalition. A recent Bureau of Justice Statistics report estimated that more than 52 percent of the rapes committed in 1983 were not reported to police.

In making the presentation to the sexual assault coalition, Cook County Sheriff Richard J. Elrod said, "Not reporting crime is itself a crime that must not be allowed to continue." The

failure to report sexual assaults not only deprives victims of needed support, but also makes it more difficult for the criminal justice system to apprehend and prosecute offenders, said Sheriff Elrod, who chairs the Authority's Budget Committee.

• Transitional Living Programs (TLP), which has been working with exploited youth in Chicago's Lake View, Lincoln Park, and Uptown neighborhoods for the last decade, will receive \$100,000 in VOCA money.

According to TLP Executive Director Patricia Berg, most of the young people the organization helps are targets of pornography, prostitution, and street crime. For many, returning to their families is not a solution, because they left home originally after being victimized by a family member.

The group will use the VOCA funds to provide intensive counseling and specialized shelter for these youth. In addition, TLP will continue to work closely with Cook County officials to help them apprehend and convict child exploiters.

• Several groups, including state's attorneys' offices, will share \$326,000 for programs to coordinate victim services in counties where such help is not currently available. Services to be funded will include explaining to victims what will be happening in court, helping victims apply for monetary compensation, referring victims to support services, and facilitating the

swift return of property being kept as evidence. Dallas Ingemunson, Kendall County state's attorney and chairman of the State's Attorneys Appellate Service Commission, accepted the commitment on behalf of the groups.

On May 5, the Authority's Budget Committee designated the first 10 state's attorneys' offices that are eligible for this portion of the Federal funds. Qualifying for up to \$22,500 each to support a full-time victim service coordinator will be the state's attorneys' offices in Livingston, Madison, Marion, Sangamon, Stephenson, Vermilion, and Whiteside counties. Prosecutors' offices in three other counties--Coles, Fulton, and Lee--have qualified for up to \$12,000 each to fund part-time victim service coordinators.

The commitments announced in April fall within the four priority program areas the Authority had earlier selected for VOCA funding, said Authority Chairman William Gould, who joined Sheriff Elrod in presenting symbolic checks to the four groups.

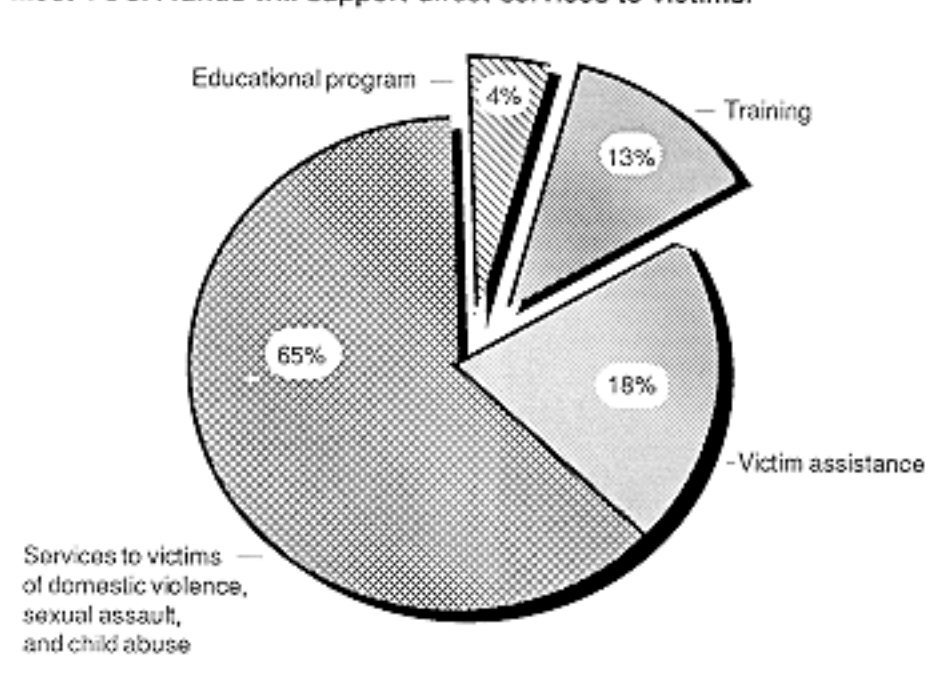
Programs that provide direct services--counseling, housing, and other assistance--to victims of domestic violence, sexual assault, and child abuse will receive 65 percent of the State's VOCA funds. Eighteen percent of the money is going to other types of direct assistance programs, especially for victims in areas of the State that currently do not have such services.

Training of state's attorneys, law enforcement officials, and victim service providers will get 13 percent of the funds. Finally, 4 percent has been allocated for a program, run by the Authority, to educate victims of their rights and the services available to them.

"The results of our efforts should be twofold," said James B. Zagel, Illinois director of state police and a member of the Authority. "We'll provide the State's crime victims with the recognition and support they need, and we'll make more victims a part of the criminal justice process, so they can help us better apprehend and prosecute criminals."

Also unveiled at the April news conference was the first product of the Authority's victim education effort: a brochure that explains the State's Bill of Rights for Victims and Witnesses of Violent Crime. Among other things, this 1984 law requires that victims be notified of the progress of their cases and that they be allowed to present a statement in court outlining how the

Most VOCA funds will support direct services to victims.



victimization affected their lives.

The Authority distributed thousands of the brochures in May to state's attorneys, victim service providers, and legislators, who in turn will make them available to their constituents. In presenting the new brochure, Lake County State's Attorney (and Authority member) Fred L. Foreman said, "If victims are unaware that the law is on their side, they won't realize that the criminal justice system is there to serve them."

State Senator William Marovitz (D-Chicago), who sponsored the Victims Bill of Rights along with Representative

Jane Barnes (R-Palos Heights), praised the Authority's victim education efforts. "This bill is one of the most progressive and comprehensive pieces of victims' legislation in the country," he said. "With the help of the brochure being premiered here today, the word will get out to the very population this law was intended to serve."

Also taking part in the April 21 ceremonies were Authority members Fred Rice, Chicago police superintendent, and Robert Nall, Adams County sheriff, as well as Al Apa, executive director of the Illinois Local Governmental Law Enforcement Officers Training Board. □

## Illinoisans "take a bite out of crime"

More Illinois residents are learning to "take a bite out of crime," thanks to the enthusiastic response of local law enforcement agencies to the Illinois Criminal Justice Information Authority's crime prevention campaign. More than 330 police and sheriffs' departments are now participating in the Statewide program by distributing in their communities brochures and other materials containing safety tips from McGruff, the National Crime Prevention Council's *spokesdog*.

The Chicago Police Department and the Cook County Sheriff's Department in particular have supported the Authority's crime prevention work. The police department donated the resources of its Video Services Division to update nationally produced public service announcements with Illinois crime prevention information. The Community Services Section of the sheriff's department and its teen Explorer post helped deliver McGruff materials to participating police departments throughout Cook County.

Since February, the Authority has distributed more than 400,000 personal safety brochures, *How to be Streetwise—and Safe*, to law enforcement agencies and citizens. The brochure, which is also available in Spanish, provides tips on how to reduce your chances of becoming a crime victim while walking, jogging, driving a car, riding public transportation, and doing other activities.

In April, the Authority began distributing more than 500,000 bookmarks containing home safety tips from McGruff. Crime prevention materials scheduled for distribution later

this year include vacation safety tips (June), child safety bookmarks (August), Halloween safety tips (October), and holiday safety tips (December).

All McGruff materials are free and are available in bulk to Illinois law enforcement agencies. Citizens may also obtain single copies of all crime prevention brochures. □

For more information about the availability of McGruff materials or the Authority's crime prevention campaign, call (in Illinois) Louise S. Miller at 1-800-4-McGruff.

## The 1984 Victims of Crime Act

The Victims of Crime Act (VOCA) of 1984 established a fund that contains fines the U.S. government collects from Federal criminals. Fifty percent of the total during each Federal fiscal year is made available for victim compensation programs, and 50 percent is set aside for victim assistance programs.

In Illinois, the Court of Claims and the Attorney General's Office administer the VOCA's victim compensation program. Governor James R. Thompson last year designated the Illinois Criminal Justice Information Authority to administer the State's victim assistance funds.

Any public or private organization, or a combination of the two, is eligible to receive victim assistance funds, if they also:

- Can demonstrate a proven record of assistance to crime victims;
- Have other financial support besides the Federal funds;
- Use volunteers;
- Promote *coordinated services* for victims; and
- Help victims seek compensation benefits.

The VOCA also requires that special attention be given to victims of domestic violence, sexual assault, and child abuse.

Eligible services that can be supported with the funds include crisis intervention, emergency transportation to court, short-term child care, temporary housing, assistance in criminal proceedings, and payment for forensic rape examinations. In addition, training programs for people who provide victim services and education programs to alert victims of the rights and services available to them can be funded. □



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## Proportion of serious offenders in Illinois prisons is increasing

Illinois is experiencing a slow but steady increase in the proportion of serious and violent offenders in its prisons, an analysis of quarterly reports from the Illinois Department of Corrections (IDOC) shows.

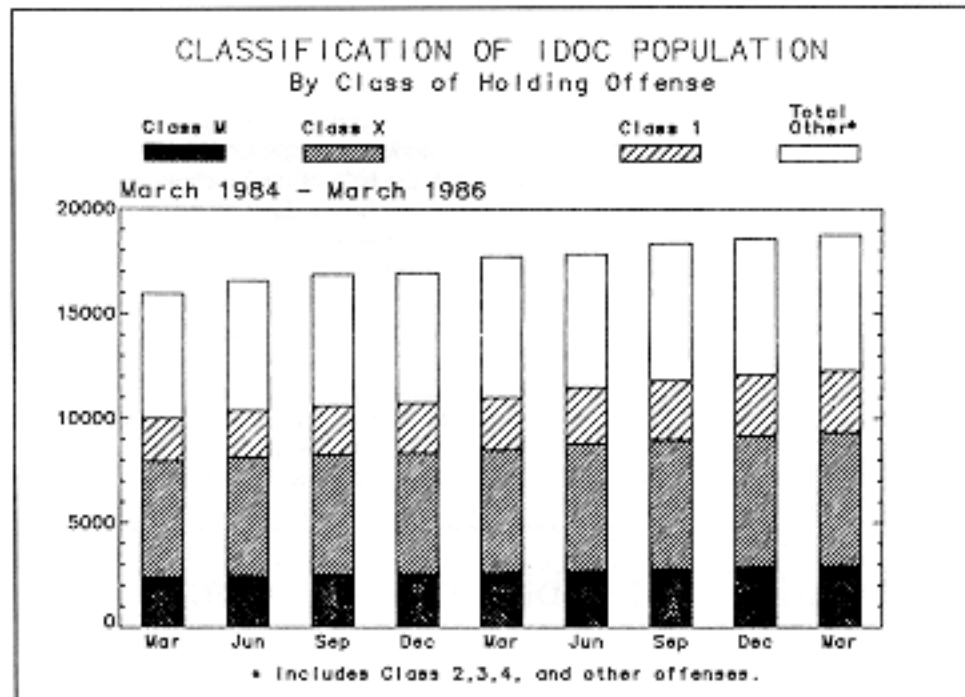
As of March 1986, 65.6 percent of the State's prison inmates had been convicted of one of the three most serious classes of offenses—Class X, Class M, or Class 1. In March 1984, the figure was 62.8 percent.

[Class X includes violent crimes such as deviate sexual assault, armed robbery, and attempted murder. Class M refers to murder. Class 1 includes other serious felonies such as criminal sexual assault, residential burglary, and manufacturing or dealing controlled substances.]

Within the last two years, the number of inmates convicted of Class X crimes grew from 5,594 to 6,435. In March 1986, the number of Class X inmates

### Statistical scoreboard —

nearly equaled the combined number of inmates convicted of the three least serious categories of felonies—Classes 2, 3, and 4 (these include simple robbery, theft, criminal damage to property, etc.). Class X prisoners (35 percent of the total population in March 1984) and the group of Class 2, 3, and 4 inmates (37.2 percent in March 1984) each represented slightly more than 34 percent of the March 1986 population.



Similarly, the number of Class M and Class 1 prisoners increased during this two-year period. The number of convicted murderers jumped from 2,387 in March 1984 to 2,930 in March 1986, or from 14.9 percent to 15.6 percent of the overall population. The 2,954 inmates convicted of Class 1 crimes represented 15.7 percent of the March 1986 prison population, up from 2,045 inmates (12.8 percent) in March 1984.

Accompanying this growth in the proportion of serious offenders in prison has been an apparent lengthening of the average prison stay. As more and more serious offenders are admitted to prison, the length of time the average inmate spends in IDOC custody increases. Exits from prison are also affected by the

jump in serious offenders, because a larger proportion of less serious inmates are now leaving the prison system. Therefore, even if the number of admissions to prison were stable or even decreasing, the overall prison population could still grow.

Three factors influence the makeup of any prison population: the current number of inmates, the number of new inmates entering the system, and the number of inmates exiting the system. Changes in policy or legislation that affect any one of these elements also influence the entire prison system. Therefore, any solution to the problem of increasingly violent prison populations must account for all three factors. □



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