

The Compiler

Illinois Criminal Justice Information Authority

Summer 1997

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Act 150. SEX OFFENDER REGISTRATION ACT

Section

150/1. Short title.

150/2. Definitions.

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150/4. Discharge of sex offender from Department of Corrections facility or other facility or other duties of official.

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150/6. Duty to report; change of address; duty to inform.

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Sex Offender Registration Act
Registration Form

Photo required at initial registration

Initial Registration	Change of Address
Name	DOB
	Sex
	Race

Duty to Register

Signature of registrant

New treatment programs and laws designed to protect the public from sex offenders abound. Yet questions remain about what really works. This issue of *The Compiler* takes a look at what's happening in Illinois.

THE COMPILER is published by authority of the State of Illinois by the Illinois Criminal Justice Information Authority.

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Created in 1983, the Illinois Criminal Justice Information Authority is a state agency dedicated to improving the administration of criminal justice. The Authority works to enhance the information tools and management resources of state and local criminal justice agencies, and it serves as a statewide forum for criminal justice coordination, planning and problem solving. It also is responsible for research, information systems development and administration of federal anti-crime funds. The Authority's specific powers and duties are spelled out in the Illinois Criminal Justice Information Act [20 ILCS 3930/1 et seq.].

The Illinois Criminal Justice Information Authority is governed by a 15-member board of state and local leaders from the criminal justice system, plus experts from the private sector. Authority members help develop priorities and monitor their progress. The agency's day-to-day work is carried out by a full-time professional staff working out of the Authority's Chicago office.

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Authority publishes *Trends and Issues 1997*

The Authority recently published *Trends and Issues 1997*, a comprehensive overview of crime trends and criminal justice issues in Illinois over the past 10 years. This 232-page report takes a look at all aspects of criminal justice in Illinois, including law enforcement, prosecution, courts, and corrections.

The report depicts decreases in violent crimes, an escalation of the street gang problem, the impact of crack cocaine, and the relationship between gangs, drugs and violence. A chapter of the report is dedicated to juvenile justice issues. *Trends and Issues 1997* will be a valuable resource for policy-makers, practitioners of criminal justice in Illinois, and others with an interest in criminal justice issues.

This is the fifth *Trends and Issues* published by the Authority, but the first since 1991. For a copy of *Trends and Issues 1997*, contact the Authority at 312/793-8550.

ALERTS expansion

The Authority recently expanded and enhanced the ALERTS mobile data system in partnership with the city of Aurora, and the counties of Ogle, Kankakee, Lake, and DeKalb. Through their initiatives, agencies in these areas now enjoy the benefits of mobile data technology.

The Authority remains committed to the growth of the ALERTS network. The Information Systems Unit is working with other state agencies, particularly the Illinois State Police, to find ways of funding the ALERTS "build-out," while also working with many local agencies to find innovative ways to expand the system.

Funding for Domestic Violence Court

The Authority has funded two programs to augment staff of the Cook County State's Attorney at the Domestic Violence Court. The action was in response to a sharp rise in cases in that court under a new Illinois Supreme Court rule.

Until April of this year, offenders arrested on misdemeanor domestic violence charges had the option of obtaining their release by paying nominal bond fees at the arresting police stations. Often, the quick release of these offenders failed to protect victims and served only to escalate the family violence for which offenders were arrested. Victims advocates argued that the quick bond option also failed to address the chronic nature of domestic violence and prevented the criminal justice system from effectively intervening in potentially dangerous situations.

On April 15, 1997, Illinois Supreme Court Rule 528 changed this situation by requiring that misdemeanants charged with domestic violence appear before judges for bond hearings. The implementation of this rule immediately swelled the caseload at the Cook County Domestic

Violence Courts to unmanageable proportions. On the day before the implementation of the rule, the daily caseload of the Domestic Violence Court in Chicago was 48 prisoners, six of whom were overnight arrests, and 42 were from the Cook County Department of Corrections. One week after enforcement of the rule, the daily caseload had jumped to 164 prisoners, 34 from overnight arrests and 130 from Cook County Corrections.

Using Anti-Drug Abuse Act and Victims of Crime Act funds, the new programs will help pay for additional assistant state's attorneys and a victim advocate to handle the increased caseloads. Both programs began July 1.

Family Violence Symposium

Judges, law enforcement officers, prosecutors, and probation officers, took part in a family violence symposium May 22-23 at Triton College in River Grove. The event also brought together participants from disciplines beyond the criminal justice system, including educators, clergy and medical personnel, to try and develop a comprehensive approach to family violence and discuss problems and innovations in handling domestic violence cases. The symposium was coordinated by the Administrative Office of the Illinois Courts and sponsored by Cook County Circuit Court Chief Judge Donald P. O'Connell, the Fourth Municipal District, and Triton College. The event was funded by the Authority, Triton College, and the Illinois Attorney General's Office.



Photo by Kristi Turnbaugh

Jan White, chief adult probation officer in Tazewell County, discusses the need for a more aggressive arrest policy for domestic violence offenders. She conducted a workshop at the symposium on domestic violence.

Gang Witness Protection Pilot Program

The Authority has been legislatively mandated to evaluate the witness protection pilot program established under the Crime Witness Protection Act. Originating from a recommendation of the Governor's Commission on Gangs, the Gang Crime Witness Protection Act was signed into law by Gov. Edgar on June 27, 1996.

The aim of the pilot program is to offer gang witnesses protection from intimidation and physical harm, in return for their assistance in prosecuting gang offenders. The program

is administered by the Administrative Services Division of the Illinois State Police.

The evaluation will examine how frequently the pilot program is used, as well as its perceived impact on state's attorneys' abilities to prosecute gang offenders.

Women's Health study

Under a grant from the National Institute of Justice, the Authority is in the midst of a two-year study of violence against women, which is a major health concern. The Chicago study is being conducted under the direction of Senior Research Analyst Carolyn Rebecca Block, in collaboration with Chicago medical and public health agencies.

The project will identify factors that place women abused by an intimate partner in danger of life-threatening injury or death. This information will be used by criminal justice and health care professionals to develop collaborative strategies to identify and intervene in domestic violence situations.

Evaluation of Specialized DUI Probation

The Authority is evaluating the Specialized DUI Probation Programs of the Administrative Office of the Illinois Courts' Probation Division. The specialized programs, operating in 19 Illinois counties, were designed to better identify, monitor, intervene with, and refer drunk drivers to treatment facilities.

Different from traditional probation supervision, the specialized programs require increased levels of personal and telephone contact between the probationers and specialized probation officers. During the initial six months of supervision, probationers are required to have a minimum of 12 office visits and an additional three home visits with probation officers. In addition, officers routinely verify the probationer's employment, attendance at counseling, completion of ordered public service, repayment of fines and restitution, as well as regular arrest checks to make sure terms of probation have not been violated.

Violence Prevention Conference

The Second Annual Statewide Violence Prevention Conference, with a theme of "Building on Our Strengths," will be held Nov. 12-13 at the Clarion/Holiday Inn O'Hare in Rosemont. The conference will focus on identifying assets and strengths to prevent violence in families, schools and communities. The conference, a multidisciplinary gathering of participants from across Illinois, is sponsored by the Illinois Council for the Prevention of Violence. The Authority is a co-sponsor.

For more information, or to participate in the conference, please contact Radhika Sharma at (312) 986-9200, ext. 20.

Editor's note to librarians: This is the first issue of *The Compiler* since Vol. 16, No. 2, "Fall 1996." ■

Corrections

Prison treatment program seeks to change sex offender behavior

By Cristin Monti

"I knew I was going to rape someone," Jerry said in a low voice as he stared at the floor. Seated in a large circle of 16 fellow sex offenders at the Big Muddy River Correctional Center in far southern Illinois, Jerry, 33, was discussing the night he robbed, kidnapped and raped a 59-year-old bartender. Wearing dark blue prison-issue pants and a short-sleeved shirt, he appeared uncomfortable, straightening his back occasionally from his slouched position.

"I remember thinking 'I want to be in control.' I chose a bar I'd never been to before because I knew no one would recognize me. I drank for hours and talked to the bartender throughout the night, waiting for the opportunity."

Jerry paused to take a deep breath before admitting, "After I raped her I thought about killing her because I knew there was little or no way I would be able to get away with it."

Jerry is one of 75 convicted sex offenders who have voluntarily entered the Big Muddy River Sex Of-

fender Treatment Program. The residential program focuses on preventing a relapse of sexually deviant behavior through victim empathy and the retraining of deviant arousal patterns in sex offenders.

Public safety issue

Currently, 8.7 percent of the male inmate population of the Illinois Department of Corrections is confined for sex offenses. Because IDOC research indicates sex offenders have a 50 to 85

percent chance of reoffending without it, sex offender treatment has become a significant public safety issue to criminal justice officials. Big Muddy River started offering treatment to sex offenders in Au-

gust 1993, following a pilot program at Graham Correctional Center. The program is funded by a federal grant from the Authority.

While recidivism rates are not yet available to measure the program's effectiveness, treatment specialists are confident that participants who use the skills taught in the program will be less likely to reoffend.

"Without treatment, the chances of these men making more victims and returning to prison is much higher," said program administrator Almeda Ball. "Treatment is very important to reduce the number of victims in society."

In a 1994 evaluation study lead by program analyst Henry Cellini, 82 percent of sex offenders in treatment at Big Muddy River said the information they received was relevant to controlling their offensive behavior. One-third indicated they had developed strategies to prevent relapse while another two-thirds said they were effectively working toward developing them. Seventy-five percent reported having

the ability to understand why they committed their offenses, and more than half reported they were able to identify high-risk situations for reoffending.



Photo by Kristi Turnbaugh

Group therapy sessions are an integral part of the sex offender program at Big Muddy River Correctional Center.

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Cristin Monti was an intern in the Authority's Office of Public Information.

Cellini's study also indicated that all inmates participating in the program had either developed empathy for others or were actively working toward it. The program's motto, "No more victims," sets the tone for treatment.

Victim empathy

"Therapy in this program is a lot different from traditional therapy, where the therapist wants to take the pain away," said treatment counselor Toni Musgrave, who stressed that victim empathy training is the program's most important component. "Victim empathy focuses on the consciences of the offenders so they feel remorse."

Inmates participate in several empathy training exercises throughout treatment, such as defining victim empathy by writing about how their victims may have felt during their most violent sex offenses.

One hundred other inmates are in the program after having been civilly committed to Big Muddy River under the Sexually Dangerous Persons (SDP) Act. The act allows judges to incarcerate persons who have a history of sexually deviant behavior but have not been convicted of a sex offense. Treatment has been mandated under the SDP Act for committed individuals, known as SDPs, who are not released until mental health and court officials agree that they have been rehabilitated. Some SDPs have been committed for 20 years or more.

When beginning treatment, participants are assessed to determine offense history, sexual experience, attitudes toward women and knowledge of human sexuality. Correctional psychologist and SDP Program Coordinator Mark Carich said many sex offenders try to minimize and justify their offenses early in treatment.

"A lot of SDPs come in here with the wrong motivations," said Carich. "They are centered on getting out. They lie, deny things and distort information to make it look like they are good guys."

Sex offenders undergo an initial 90-day treatment orientation which serves to try and break through the denial and distorted thinking patterns. During this time, participants are educated on myths common to both sex offenders and other members of society, such as "Rapists are healthy, lusty young men sowing their wild oats," "A woman can stop a rape if she really wants to," and "Rapists only go after young women who are drunk at bars."

Behavior modification

Sex offenders later receive individual behavioral therapy where the retraining of sexual arousal patterns takes place. Techniques for retraining their arousal patterns include the use of a plethysmograph, an instrument similar to a blood pressure gauge, which involves placing a small band around the end of a man's penis to measure his reactions to pictures deemed appropriate or inappropriate. The tool helps offenders identify the feelings that precede their offensive behaviors. When the offender finds himself becoming aroused inappropriately, he can condition himself against the arousal by breathing ammonia vapors.

"The goal of the program is to break the chain of abuse," said Carich. "Most of our guys have been victims of sexual abuse themselves, at least 90 percent. If they don't stop where they're at, they are going to abuse more and the cycle will go on and on and on."



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— Mark Carich, program coordinator

Treatment counselor Toni Musgrave, left, and psychologist Mark Carich, work with sex offenders at Big Muddy River Correctional Center.

Photo by Kristi Turnbaugh

Inmates are also required to keep a journal, complete sex offender-specific workbooks and write an autobiography including their life experiences, criminal behavior and family value systems. Other "homework" assignments include exercises that focus on power and control, coping skills, resolving conflict and how intimacy does not equate to sex. These exercises provide tools for inmates to use while striving to achieve a lifestyle of nonoffending, known in the program as abstinence.

Treatment participants are housed in two wings of a separate unit for sex offenders and substance abusers. Ball noted that sex offenders typically do not fit in with other types of criminals, and are often harassed in the general prison population.

Nearly 600 of the 1,700 inmates housed at Big Muddy River are incarcerated for sex offenses. Empty beds remain in the sex offender unit, which houses up to 200, however. Ball attributed the absence of interest in the voluntary program to a simple lack of motivation.

"You can't force sex offenders into treatment," Ball said. "They have to want treatment. They have to admit they have a problem and be willing to abide by the rules of the program."

Inmates must participate in support groups prior to receiving referral into the program. Topics include marriage and parenting, post traumatic stress disorder, and health education for inmates with diabetes, epilepsy, and depression. These support groups are also integrated with the sex offender program. Counselors said participation in these kinds of groups shows a sincere desire for treatment.

Group therapy

Once in the program, inmates attend about four hours of group therapy each week. Treatment counselors lead

discussions on assault cycles, victim empathy, anger management, dysfunctional thinking patterns, social skills and sex education. These discussions often include details of the inmates' offenses and deal with personal issues that may provide reasons for their offending behavior, such as a history of being sexually abused themselves.

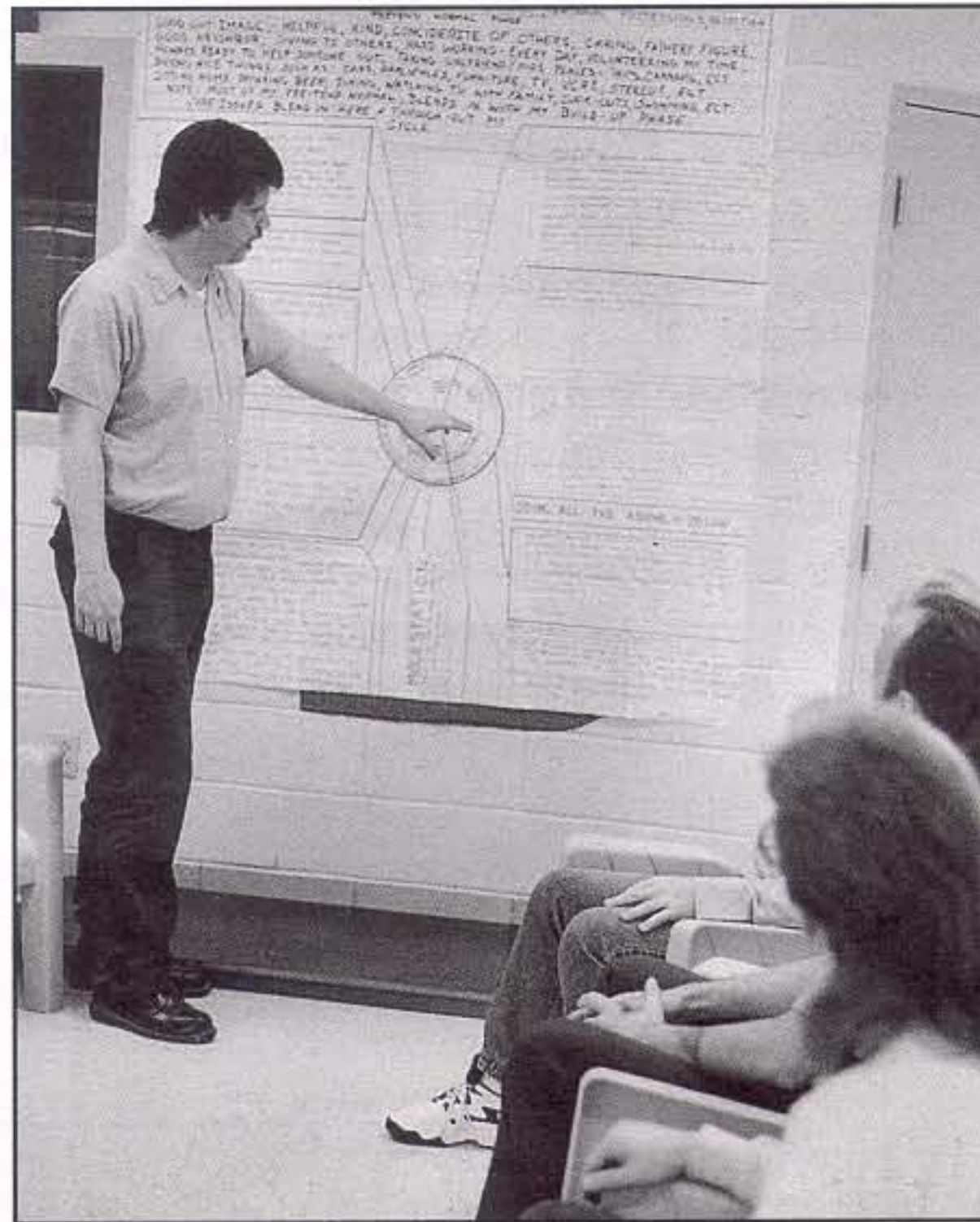


Photo by Kristi Turnbaugh

Trevor describes to fellow inmates the "assault cycle model" he created as part of his sex offender treatment program at Big Muddy Correctional Center. The model outlines criminally abusive behaviors he is working to overcome.

Jerry, for example, who is serving a 20-year sentence, has been in the sex offender program for over a year. In treatment, he recognized that his pattern of raping older women could be linked to core issues he has with his mother.

"I was molested by five men [as a child]," said Jerry. "My mother had asked and asked if anything happened, but I denied it. When I finally told her she got mad at me. She didn't do anything about it. When I was molested

again, she asked me what I was doing to make these things happen. I thought it was my fault."

Participants agree that group therapy plays a vital role in breaking patterns of denial in sex offenders.

"You can't lie to another sex offender," said Trevor, a burly 33-year-old with thick, brown hair. A three-year veteran of the program, Trevor is serving 15 years for one count of aggravated criminal sexual assault, and claims to have 55 more victims who were between the ages of 10 and 16 when he molested them. "Everybody watches everybody and we confront each other."

Lifelong process

But there are no miracle cures. Therapy, while effective, isn't going to change one's character overnight. In fact, experts say recovery is a lifelong process. Thus, the average treatment time of two to five years is extended even upon the inmate's release from prison. Parolees are expected to seek outpatient treatment, and take periodic polygraph tests to determine whether they have reoffended while on parole.

Recovery is a lifelong struggle, and many offenders will be battling a tendency to abuse others for the rest of their lives. But those who are participating in the program say it's a start. Trevor, who blames traumatic sexual experiences in his childhood for his deviant behavior, strongly believes the program has helped turn his life around.

"I think treatment should be mandatory for everyone, not just SDPs," he said. "You just can't do it on your own. I was in [the program] almost two years before I started straightening up. For any sex offender to even remotely change his ways, he needs a program. That's the bottom line." ■

Probation

Managing sex offenders in the community

By Kristi Turnbaugh

Controlling and managing sex offenders has become a significant public safety issue in Illinois and across the nation. Even though more convicted sex offenders are under some form of community supervision than behind bars in Illinois, the state has not adopted any uniform caseload standards for sentencing and managing them.

To help change that, two years ago the Cook County Adult Probation Department (CCAPD) and the Administrative Office of the Illinois Courts began developing a specialized treatment and supervision program for sex offenders on probation.

"We agreed that the state needed to start recognizing that sex offenders need intensive supervision," said Kathy Roland, a 10-year veteran with the CCAPD. Because sex offenders' crimes are violent, and offenders are likely to reoffend, Roland said the state needed a model program under which other agencies could start their own.

The Adult Sex Offender Program (ASOP), manages sex offenders sentenced to probation for victimizing children and adolescents in their families. Since March 1997, the Cook County program has been accepting offenders convicted of criminal sexual

assault and aggravated criminal sexual abuse of a family member. To keep caseloads smaller and more manageable, only sex offenders newly convicted in the criminal court at 26th Street and California Avenue in Chicago, and receiving four-year probation sentences, are eligible. The Authority funds the program through federal grants.

The CCAPD and the Cook County State's Attorney's Office earmark eligible cases at the preliminary hearing stage and work with judges to ensure

"We're watching them"

Upon sentencing, the offender must comply with ASOP's extensive rules, which include living away from the victim and staying away from him or her at all times, and having no contact with anyone under the age of 18. Additionally, offenders must meet face-to-face with their probation officers at least three times a week; adhere to a court-ordered curfew; submit to drug, polygraph, and plethysmograph tests (see box, page 9); allow probation officers to search them, their residences

"This is very different from regular probation. We have a team approach with the courts, counseling, and law enforcement. It's more intensive. It's more intrusive."

— *Kathy Roland, unit supervisor*



Photo by Cristin Monti

that the most appropriate offenders get treatment. According to probation officer Megan Healy, the only thing that prevents an eligible offender from being placed is if he refuses to obey program rules. "We work it all out before the sentencing," she said. "There are no surprises. They know exactly what they are getting into."

and cars; undergo individual and group counseling for at least two years; and participate in a court-approved counseling plan for two additional years.

"This is very different from regular probation," said Roland, unit supervisor of the specialized program. "We have a team approach with the courts, counseling, and law enforcement. It's more intensive. It's more intrusive."

Kristi Turnbaugh is a public information officer with the Authority.

"We're watching them all the time," said Healy, one of the four specially trained probation officers with ASOP. "They have more eyes on them now."

In the first year of the program, probationers must meet face-to-face with their probation officers at least three times a week, at the probation department or at the offender's home or place of employment. Offenders must regularly provide verification of employment, and if they are unemployed, they may be required to attend appropriate job training classes. The probation officer checks arrest records weekly to make sure the probationer hasn't reoffended.

Probationers must be home by 7 p.m. each night and cannot leave until after 7 a.m., unless otherwise approved by the probation officer. One probationer, for example, works the night shift, so he must be away from his apartment between normal curfew hours. His probation officer, Healy, checked into it and decided that would be all right. "We don't jeopardize anyone's employment," she said. The program requires that employed participants pay for both their treatment and the victims' treatment and that they continue to support their families. "It's important for the offenders to take responsibility," said Roland.

Officers can show up at the home anytime to make sure the offender is obeying his curfew. "They don't really expect us to go over to the home," said Roland. "One guy said,

'Boy, you really do come out at night.' Yeah, we do."

ASOP officers also try to gauge the offender's progress by asking them very personal questions, such as how often they masturbate, and what their thought process is, said Roland.

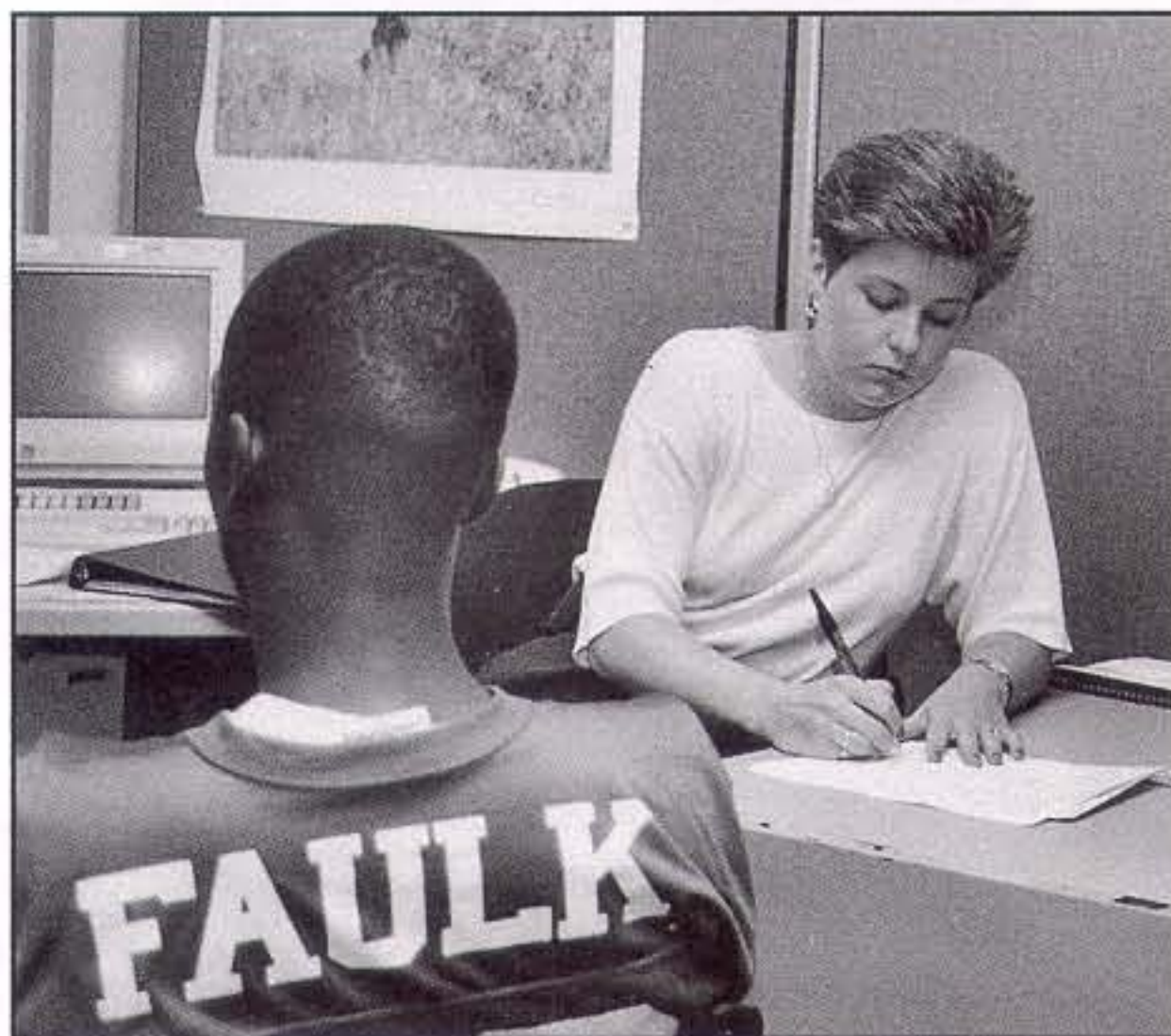


Photo by Cristin Monti

Probation officer Megan Healy interviews a probationer in the Adult Sex Offender Program in Cook County.

"Sex offenders aren't used to such intrusive questions," said Larry Gomberg, CCAPD deputy chief, who's been with the department for 23 years. "Their level of denial is challenged." While probation officers try to help offenders work through their denial, probation officer Kellie O'Donnell said the real breakthroughs come with therapy. Probationers must undergo group counseling once a week and individual counseling twice a month at one of five CCAPD-approved treatment facilities.

Four-year program

Probation sentences are typically two years. But many experts believe a four-year treatment program, like that mandated by ASOP, is essential in trying to change their behaviors. Becky Palmer, director of programs and administration for the Oak

administration for the Oak

Park-based Center for Contextual Change, one of the treatment providers for ASOP, has counseled sex offenders for 10 years. She said that part of the problem with regular two-year probation is that offenders aren't sentenced to treatment. Rather, she said, it's common for probation officers to give sex offenders three referrals to counseling centers and expect them to get treatment. "Because of the type of people sex offenders are, they will call all three, decide they're too expensive, and not want to go. By the time they get into treatment, they only have one year left [on their sentence]. This program doesn't allow them to mess around with the system as much."

Both individual and group counseling are part of ASOP's strategy. While individual counseling stresses victim empathy, and addresses offenders' assault cycles and their own victimizations, Palmer said it takes group therapy to really break through the first roadblock: the offender's denial of committing a sex crime. "[They say] they didn't do it. They believe that the charges have been trumped up, or they've been set up." But because the therapy groups also include seasoned sex offenders, the newer offenders are challenged and put on the spot. "No one knows better than a sex offender when another sex offender is lying," Palmer said.

So far, ASOP's team approach to controlling sex offenders seems to be working. Of the 17 offenders who entered the program from March to mid-June, only one had been caught violating program rules — he missed

Resource available

Managing Adult Sex Offenders on Probation and Parole: A Containment Approach, edited by Kim English, Suzanne Pullen, and Linda Jones, is available from the American Probation and Parole Association for \$30. For more information or to order a copy, contact APPA, c/o The Council of State Governments, 3560 Iron Works Pike, P.O. Box 11910, Lexington, KY 40578-1910. Or call (606) 244-8207.

"No one knows better than a sex offender when another sex offender is lying."

— *Becky Palmer, Center for Contextual Change*

his curfew. Although the probationer was not accused of hurting another person, he didn't get a second chance. Within nine days, the judge had ordered him back into court, revoked his probation, and sentenced him to prison for three years, Roland said.

"It all adds up to the offender recognizing how serious we are," said Gomberg. "They get the picture."

As of mid-June, all program participants were male, African-American or Hispanic, and aged 16 to 65, said Healy, who has been with the department for three years. The one juvenile in the program was convicted as an adult for the criminal sexual assault of his niece and therefore deemed eligible. Roland said she expects the program to have about 80 participants within 10 to 12 months. The unit will be able to take a maximum of 160 cases in all — 40 cases per probation officer.

So far, most participants have pled guilty to their charges to get into the program and to avoid going to trial. Robert, 35, is one of these. Convicted of the aggravated sexual abuse of his 14-year-old stepdaughter, he had been incarcerated at the Cook County Department of Corrections for five months when his attorney told him about ASOP. In the program for two months, he meets with his probation officer at CCAPD twice a week, and the probation officer completes four to five home checks a week. Robert lives alone in an apartment, but still sees his wife, who is the mother of his victim. Healy said that as long as Robert doesn't go near the victim, there's nothing the system can do to prevent him from seeing the victim's mother. However, if visits

ever put the victim at risk, ASOP officers will intervene. Although he has not yet started counseling, Robert said he can already see a difference. "I've come to the reality of what happened," he said. "It won't happen again."

Will it work?

When probationers' four years are up, and they have met all conditions of their sentences, that is the end of treatment; there is no follow-up. Due to statutory limits on sentencing, that's all the system can do, said Arthur J. Lurigio, an associate professor in criminal justice at Loyola University Chicago and director of research for CCAPD. "Our best hope is that [offenders] will be able to control their behaviors, will realize the irrevocable harm done to victims, and will continue treatment on their own."

But many experts in the criminal justice system are still skeptical that short-term probation sentences for sex offenders will work. Since they believe sex offending is a lifelong condition and little evidence exists that treatment works, they say a four-year sentence is not enough to prevent recidivism.

Judge Daniel M. Locallo of the Circuit Court of Cook County, who has sentenced one offender to the new program, said it's too early to say whether the program will make a positive difference. "If the program works, great...but the question is, 'Will he reoffend?'" Another Cook County judge, who asked not to be identified, said that he found it troubling that so much money and effort is going into the program when sex offender treatment results are inconclusive. (The Authority is con-

The basis for ASOP

The Cook County Adult Probation Department based its innovative program on three particularly successful probation programs for child sex offenders in Utah, Vermont, and most notably, Arizona. When the Arizona State Legislature passed a law in 1987 mandating lifetime probation for child sex offenders, the Maricopa County Probation Department responded by developing a specialized sex offender program both to protect the community and to ensure that offenders received effective treatment.

The highly structured program relies on team supervision and includes offender assessment, in which the department determines the extent of offenders' crimes and their risks by studying psychiatric profiles and using polygraph tests and the plethysmograph, an instrument that electronically measures offenders' penile arousal to audio-visual stimuli; intensive surveillance, which requires offenders to register with the police department in the city in which they live and obey curfews; specialized treatment, which includes group therapy and homework; and services for victims and their families.

ducting an evaluation to determine the program's effectiveness.)

Roland agrees that because the program is so new, and no participant has completed it, it's difficult to determine its success. "The numbers aren't there yet," she said. "As one judge said, 'There is no magic pill.' But we're trying this approach, with all the components. Hopefully, this will be an answer." ■

New initiatives take multifaceted approach to sex offenders

By Martin Goldman

The Authority, in its capacity as the administrator of federal law enforcement grants in Illinois, has been involved in several efforts to influence the behavior of adult and juvenile sex offenders. The following is a brief overview of some current programs.

Internet Criminal Activity Unit

The Internet Criminal Activity Unit is a program under the Illinois Attorney General's Office that will work with a multi-agency task force to identify, investigate and prosecute purveyors of child pornography over the Internet. The second focus of this unit will be to investigate and prosecute individuals using the Internet to solicit minors for the purpose of sexual exploitation. This program is scheduled to begin in July 1997.

Strategic Investigative Response Team

The Strategic Investigative Response Team is a joint program of the Illinois State Police and the Illinois Attorney General's Office that began in October 1995. The focus of this program is to enhance the investigation and prosecution of sex offenders in the southernmost 26 counties in Illinois. During the first year of the program, the ISP team educated local law enforcement agencies about their responsibilities under the Sex Offender Registration Act and the Community Notification Act. The ISP team held 82 regional training programs for 704 local police personnel and completed 374 intelligence reports for local agencies. Most importantly, they opened 70 child sexual assault cases, which, as of June, had resulted in 13 convictions. They were instrumental in apprehending 33 fugitives and verifying the addresses of 365 sex offenders. The grant to ISP pays for five investiga-

tors and a criminal intelligence analyst, as well as contractual and travel costs.

The AG's component began in December 1996 and has involved working with state's attorneys in the target counties to coordinate prosecution of sex offenders. They have participated in 10 cases, two of which have been closed. The grant pays for two attorneys, contractual costs and travel.

Specialized Juvenile Supervision

The Specialized Juvenile Supervision program for juvenile sex offenders opened at the Illinois Youth Center in Harrisburg in October 1996. The purpose of this program is to provide a therapeutic environment for juvenile sex offenders. Treatment consists of three phases, with a strict aftercare program for those juveniles entering the Illinois Department of Corrections' Cook County Juvenile Parole District. As of June, the program in Harrisburg had worked with 20 youths, two of whom had been moved into the aftercare phase. The grant pays for treatment staff in Harrisburg and additional parole agents in Cook County.

Specialized Sex Offender Probation Programs

Funds have recently been designated to five county probation offices to create specialized units to focus specifically on sex offenders sentenced to probation. An analysis of probation caseloads reflected a large number of sex offenders on probation, without necessary supervision to prevent recidivism. Winnebago, Lake, Vermilion, DuPage and Coles counties were selected due to their overall sex offender caseloads and ability to commit officers to the specialized units. These programs are currently being established and should be operational by August 1997.

These specialized programs will allow probation departments to designate and train one or two probation officers to work specifically with sex offenders. This will allow the officers to increase surveillance of the offenders to prevent relapse. These programs will be heavily involved in treatment of the offender and ensuring compliance with each facet of the probation order.

Cook County Day Reporting Program

The Illinois Department of Corrections has identified the need for consistency in the treatment of released sex offenders. The PreStart Special Needs Program will address the supervision and treatment needs for approximately 150 paroled offenders released into Cook County.

Since its inception in September 1996, the program has assessed 70 potential participants and has admitted 40. The program includes a case manager, four therapists, a polygrapher, an office associate and one parole agent. Other costs include polygraph and plethysmograph expenses, lease of space and other equipment necessary to start up the program. ■

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Sexual abuse among children

What we know and how we should respond

By Susan Faupel

Early in this decade, child welfare professionals and others began to discover that an alarming number of children and adolescents, even children as young as 4 or 5, exhibited sexually troubling problems and aggressive sexual behavior. Also troubling was the realization that these children were often suffering from the acute symptoms of sexual abuse. For years, professionals have responded to these children as victims, and employed traditional case management and psychotherapeutic intervention. Despite these efforts, the problem has persisted, and escalated. We now face a growing number of young adults who exhibit patterns of sexually predatory behavior and are unresponsive to treatment. Questions to consider as we respond to sexually aggressive youth are:

- ◆ How do we accurately diagnose the exact nature of sexually aggressive behaviors?
- ◆ How can we distinguish inappropriate sexual behavior from normal childhood sexuality?
- ◆ How do we most appropriately and effectively treat their sexual problems?
- ◆ Where can we safely place children who sexually abuse others?

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Current knowledge

While we have grown more aware of the sexually aggressive behavior in adolescents, there has been little data available to guide us in responding to this behavior. Additionally, too many lay people and professionals alike continue to find it difficult to believe that children and adolescents are actually sexually abusive. It is easier for us to accept that young children may be reacting to being abused, and therefore, not responsible for their own aggressive behavior.

The idea that children may intentionally, with forethought, and in anger, sexually harm other children is difficult to accept. Many people believe that children who are identified as sexually abusive will be given a "label" that will prohibit them from having a fair chance in life. As a result of these attitudes, children's sexually aggressive behaviors have been rationalized, minimized, denied, or ignored. Meanwhile, more and more children become victims of sexually abusive children.

From looking at the current body of knowledge, there are some conclusions that can be derived about sexually abusive children. One of these conclusions is that sexual problems seem to manifest in individuals in whom three primary constellations of dysfunction come together, facilitating the development of patterns of sexually aggressive behavior. This constellation includes:

- 1) A disruption in the child's normal psychological developmental course

which affects the development of their personality;

- 2) A disruption in the development of social competence; and
- 3) A disruption in sexual development that results in the emergence of a pattern of sexual arousal toward aggressive themes.

Learned behavior

All behavior, including sexual abuse, is learned through exposure to models of behavior. Repeating a learned behavior is frequently reinforced. This seems to be particularly true in the case of sexual abuse. Being sexually abusive can provide immediate rewards in the form of sexual gratification. It also satisfies other non-sexual needs by helping to alleviate emotional distress. Thus, sexual abuse seems to emerge in childhood as an individual's attempt to self-medicate against stress. Because sexual gratification is such a powerful reinforcer, the longer the individual uses abusive sexuality as a coping strategy, the more integrated the behavior becomes into the individual's lifestyle.

Another conclusion about sexually abusive youth is that sexual abuse is the culmination of a pattern of behavior. A negative event in a child's life may trigger a chain of reactions that result in a sexually abusive incident. For example, a parent may scold a child, or perhaps other children are receiving more attention. This may prompt the child to engage in negative thinking about him or herself. He/she may then

start to blame other people for their own negative feelings. Feelings of anger, sadness, and anxiety may result. If the child has been a victim of their own abuse, negative associations from the abuse may occur. This may lead to abusive and aggressive sexual behavior.

Because sexually abusive behavior is effective in alleviating the child's emotional distress, and also provides sexual gratification and pleasure, the behavior is reinforced. Even in young children, where this pattern of behavior may be present in only its most rudimentary form, it may become a more conscious and sophisticated pattern as it is "successful" for the child. For many children, sexually abusive behaviors may be the only coping strategy that "works" for them.

Thus, the behaviors are very persistent and become central in the child's life. These patterns can be very difficult to interrupt.

Causes

The causes of child sexual abuse remain elusive. There is no simple relationship between a single cause and effect. Multiple theories have been proposed that explain the roots of sexually abusive behavior.

Certainly the role of socialization cannot be overlooked. Although some perpetrators of child sexual abuse are females, the majority of abusers are boys. Girls are more likely to be the victim of abusive behavior. Abusive childhood sexual behaviors are fostered within a society that values power and those things that are male, while denigrating things female. We tend to expect a little "hanky-panky" from boys and are quick to dismiss abusive behaviors with the attitude of "boys will be boys." We are quick to assume girls "invite" the behavior and label them as promiscuous. Such victim blaming is not uncommon, even when the victim is a child. We live in a highly

sexualized society, where women, and even children, are groomed and portrayed as sexual property and objects.

"Family dysfunction" is also commonly used to describe why children are sexually abusive, but this can be difficult to interpret. Finklehor, et al. report that children seem to be at increased risk to offend if they have lived without one or more of their natural parents, have a mother who is unavailable, or perceive their family life as unhappy. There is some indication,

Successful behavior management appears to be dependent upon the child acknowledging the problem, assuming responsibility for his/her actions, and developing internal controls.

however, that family composition and interaction may be less significant than the presence of violence in the home, both violence between parents and violence towards children. Awad and Saunders (1991) suggested that physical violence is more common in the background of young sex offenders than is sexual victimization.

The "victim to victimizer" theory of sexual abuse receives much attention among both lay people and professionals. The links between the experience of physical victimization and later sexually abusive behavior needs further clarification. Research studies vary greatly on the number of offenders who are previous victims. Although high proportions of sex offenders report childhood abuse, this is seldom the majority. Some studies have failed to find sexual victimization more frequently in adolescent sex offenders than other delinquents. It appears, however, that the majority of male children who are sexually assaulted do not become sexual offenders (Vizard, Monck, and Misch, 1995).

Many other similar theories abound. Abel, Mittelman, and Becker (1985) have postulated that inappropriate beliefs about sexual behavior, poor social assertive skills, and lack of sexual knowledge contribute to deviant sexual behavior. Fehrenback, Smith, Monastersky, and Deisher (1986) found poor academic achievement, school and behavior problems, social isolation, and a history of sexual or physical abuse common in the histories of the adolescent sexual

offenders they evaluated. It is not clear, however, to what extent these factors contribute to the development of a sexually aggressive pattern.

Juvenile sexual offenders are not a homogeneous group. Some adolescents who commit sexual crimes

may have a true paraphilia; that is, they have recurrent fantasies and urges to engage in deviant sexual behavior and may prefer the deviant activity over non-deviant sexual acts. Other adolescents who commit sexual crimes engage in the deviant sexual behavior as part of an overall pattern of delinquent or conduct-disordered behavior. Social isolation may serve as a contributing factor. Adolescents who lack the requisite skills to interact with their peers may befriend younger children and then sexualize those relationships. None of the theories are meant to be all inclusive. There are often multiple factors that may contribute to both the commission of sexual crimes and the development of a deviant sexual interest pattern (Becker, 1988).

Questions remain

There is still a great deal we do not understand about sexually abusive children. Many more questions remain than have been answered. How do adolescent offenders compare to adult offenders? How do young children differ from their adolescent counter-

parts? What about female perpetrators? What is the relationship between children who engage in sexually problematic or aggressive behavior, and other delinquents?

Perhaps the most critical question that remains largely unanswered is how we effectively treat children exhibiting these sexually problematic or aggressive behaviors. At this point we have discovered no "cure" for the sexually abusive behavior. Our best hope seems to be in learning to manage the behavior. Successful behavior management appears to be dependent upon the child acknowledging the problem, assuming responsibility for his/her actions, and developing internal controls. To achieve this kind of accountability, the involvement of the child's social support network, as well as the community at large, is absolutely critical.

Need for societal change

It is interesting that the same "thinking errors" engaged in by young sex offenders are used by society, both professionals and lay people alike, to ignore sexually problematic or aggressive behaviors among children. Perhaps a primary reason that children abuse other children is because they can. Not only is it successful in meeting their needs — both sexual and non-sexual — but they can get away with it. We have been slow to acknowledge the existence of these behaviors, and reluctant to impose consequences. Few young child sex offenders acknowledge their behaviors and voluntarily work to alter their behaviors. There has simply been no reason for them to do so.

As parents, caregivers, and professionals, we must all be willing to acknowledge and accept the problems of our children. We must learn to distinguish between behavior which is sexual behavior in children, and behavior which is sexually problematic or sexually aggressive. Children who are engaging in problematic or aggressive sexual behaviors must be identified.

We must make the benefits for not offending greater than the benefits of offending. And we must impose negative consequences for sexually abusive behaviors. Sexually abusive patterns must be interrupted. We cannot expect these children to voluntarily choose other options for getting their needs met unless we give them the motivation. Offenders in treatment programs will say that they would not have stopped abusing on their own. Many state that they wish someone would have stopped them before the behavior got beyond their control. The greatest leverage we have for imposing consequences is through the justice system. Whenever possible, sexually abusive incidents must be reported to the juvenile justice authorities, and the perpetrator must be held accountable. Placement, supervision and treatment plans must be developed to protect other children from harm, and treatment services must be provided for the offenders. Appropriate intervention with young sex offenders is at the heart of victim advocacy.

Even without all the answers, we know that far too many children in our society are being victimized, and growing numbers are learning to victimize others. Amidst all we don't know, there is actually much we can do. We can model non-violence in all of our relationships and create safe, loving, and nurturing environments for our children to grow and prosper in dignity and respect. We can teach our children healthy attitudes about sex. We can promote body integrity, personal rights and physical safety. We can give children healthy avenues for dealing with their emotions and expressing their feelings. We can promote equality between men and women. We can insist that the media take responsibility by evaluating the images of physical violence or sexual aggression that are accessible to children, and by educating society about the impact that abusive behavior has on others. We must choose leaders that will make our

nation's children a priority if we are to ameliorate the problem of abuse in our society.

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Financial incentives encourage state compliance with federal law

By Kristi J. Kangas

The federal Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act, known as the Jacob Wetterling Act, was enacted as part of the Violent Crime Control and Law Enforcement Act of 1994.¹ The Jacob Wetterling Act provides states a financial incentive to establish 10-year registration requirements for persons convicted of certain offenses against minors and sexually violent offenses, and to establish more stringent registration requirements for persons found to be "sexually violent predators." States must comply with the Jacob Wetterling Act by Sept. 13, 1997, unless a two-year good faith effort extension is obtained. Otherwise, noncomplying states face a 10% reduction in "Byrne" block grant funding,² and resulting surplus funds will be reallocated to states that are in compliance. In May of 1996, the Jacob Wetterling Act was amended to require the release of registration information necessary to protect the public from registered sex offenders. Provisions of this amendment, known as "Megan's Law,"³ must also be met by Sept. 13.

The Jacob Wetterling Act includes the following requirements:

- ◆ State sex offender registration programs must require persons convicted of certain criminal offenses against mi-

nors, persons convicted of sexually violent offenses, and sexually violent predators to comply with registration requirements.

- ◆ States must require sexually violent predators to register until such persons are determined to be no longer sexually violent predators. All other registrants must register for a period of 10 years.

- ◆ State law enforcement agencies must mail quarterly nonforwardable verification forms to sexually violent predators and annual forms to all other registrants, which must be returned within 10 days.

- ◆ States must follow specific procedures when registrants make in-state and out-of-state moves.

- ◆ Registration information must be released that is necessary to protect the public. The identity of the victim must not be released.

Registration began in 1986

Illinois has had a sex offender registration system in place since enactment of the Habitual Child Sex Offender Registration Act in August 1986.⁴ This Act required persons convicted a second or subsequent time for the offenses of criminal sexual abuse, criminal sexual assault, aggravated criminal sexual abuse, and aggravated criminal sexual assault, or attempts to commit such offenses, when the victim is under 18 years of age, to register for a period of 10 years. Also, courts and the Illinois Department of Corrections

had to obtain registration information and to submit this information to the Illinois State Police. Registrants were required to report address changes and violation of the registration act constituted a Class A misdemeanor.

Several years later, the Illinois sex offender registration system was strengthened in several ways. First, the class of offenders subject to registration was broadened, as the Habitual Child Sex Offender Registration Act was amended and became the Child Sex Offender Registration Act.⁵ With this change, first-time child sex offenders were required to register. Other amendments required the ISP to enter registration information into the Law Enforcement Agencies Data System (LEADS),⁶ broadened the class of offenders subject to registration by adding child pornography to the list of offenses that required registration,⁷ and expanded access to registration information to federal and other states' law enforcement agencies.⁸ Therefore, even prior to enactment of the Jacob Wetterling Act, Illinois had a fairly comprehensive sex offender registration system.

Scope of law expanded

Subsequent to enactment of the Jacob Wetterling Act, additional legislation brought Illinois further into compliance with federal requirements. For example, the registration act was changed from the Child Sex Offender Registration Act to the Sex Offender Registration Act when the registration

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system was expanded to include both adult sex offenders and sexually dangerous persons.⁹ Also, additional felony offenses, and attempts to commit those offenses, were added to the list of offenses for which registration was required.¹⁰ In addition, the penalty for a second or subsequent violation of the registration act was increased to a Class 4 felony.

Several months later, additional legislation brought Illinois further into compliance with federal requirements. Felony offenses of kidnapping and unlawful restraint, and attempts to commit such offenses, when the victim is under 18 years of age and the defendant is not a parent of the victim, were added to the list of offenses for which registration was required.¹¹ The offense of predatory criminal sexual assault of a child was created, and included in the list of offenses for which a person was required to register, along with the offense of first-degree murder of a child. It also prohibited name changes for persons subject to the registration act, and increased the penalty for violation of the registration act, making any violation a Class 4 felony. Aside from these changes affecting the registration system, this legislation created the Child Sex Offender and Murderer Community Notification Law. This significant enactment allowed law enforcement agencies to provide the Department of Children and Family Services, schools, child care facilities, and the community with certain information regarding registered child sex offenders.

Recent legislation

The Illinois General Assembly has passed legislation — expected to be signed by Governor Edgar this summer — that should place Illinois in compliance with the Jacob Wetterling Act, as amended by Megan's Law. The key points of this, and other recent legislation, are described in the following article beginning on page 17.

Aside from federal requirements that the above legislation addresses, the Jacob Wetterling Act was amended by the Pam Lychner Sexual Offender Tracking and Identification Act of 1996, to include additional sex offender registration requirements.¹² These requirements are tied to Byrne funding, as were the original provisions of the Jacob Wetterling Act, and states must comply with them no later than three years after their enactment, unless a two-year good faith extension is obtained. Once regulations for the Pam Lychner Act have been issued, formal analysis of these requirements will begin.

Notes:

1. Public Law 103-322, eff. Sept. 13, 1994.
2. The Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, authorized by the Anti-Drug Abuse Act of 1988 and administered by the Bureau of Justice Assistance, assists states and local units of government in carrying out programs designed to improve the criminal justice system.
3. Public Law 104-145, eff. May 17, 1996.
4. Public Act 84-1279, Art. I, approved and eff. Aug. 15, 1986.
5. Public Act 87-1064, Sec. 1, eff. Jan. 1, 1993.
6. Public Act 87-1065, Sec. 2, eff. Sept. 13, 1992.
7. Public Act 88-467, Sec. 35, eff. July 7, 1994.
8. Public Act 88-76, Sec. 10, eff. Jan. 1, 1994.
9. Public Act 89-8, Art. 20, Sec. 20-20, eff. Jan. 1, 1996.
10. Public Act 89-8 added the following offenses:
 - 11-6 (indecent solicitation of a child)
 - 11-9.1 (sexual exploitation of a child)

- 11-15.1 (soliciting for a juvenile prostitute)
 - 11-18.1 (patronizing a juvenile prostitute)
 - 11-17.1 (keeping a place of juvenile prostitution)
 - 11-19.1 (juvenile pimping)
 - 11-19.2 (exploitation of a child)
 - 12-33 (ritualized abuse of a child)
11. Public Act 89-462, eff. June 1, 1996.
 12. Public Law 104-236, eff. Oct. 3, 1996. ■

New law allows commitment of sexually violent offenders after prison sentences

Gov. Edgar on June 30 signed legislation that allows state authorities to indefinitely commit certain sex offenders to secure facilities after they have served their prison sentences.

Under the Sexually Violent Persons Commitment Act, sex offenders with mental disorders in Illinois could be held in secure facilities for as long as they are deemed a threat to society. The offender would receive treatment within six months after initial commitment, and the case would be reviewed at least once a year.

The new law is similar to a Kansas law that was recently upheld as constitutional by the U.S. Supreme Court.

The Illinois law takes effect Jan. 1, 1998.

Sex offender registration in Illinois

By Mike Welter

In 1986, the Habitual Child Sex Offender Registration Act was passed into law. Two convictions for certain sex offenses against a child and certification by the court were required for registration. In 1993, the law was amended requiring only one conviction

in Illinois. Changes to the Act included the following:

- ◆ Offenses requiring registration were increased;
- ◆ Persons convicted of a felony sex offense or attempt are required to

- ◆ Provisions of the Act are retroactive for 10 years from the date of conviction if the offender is sentenced to probation, or, if confined, for 10 years from the date of release.

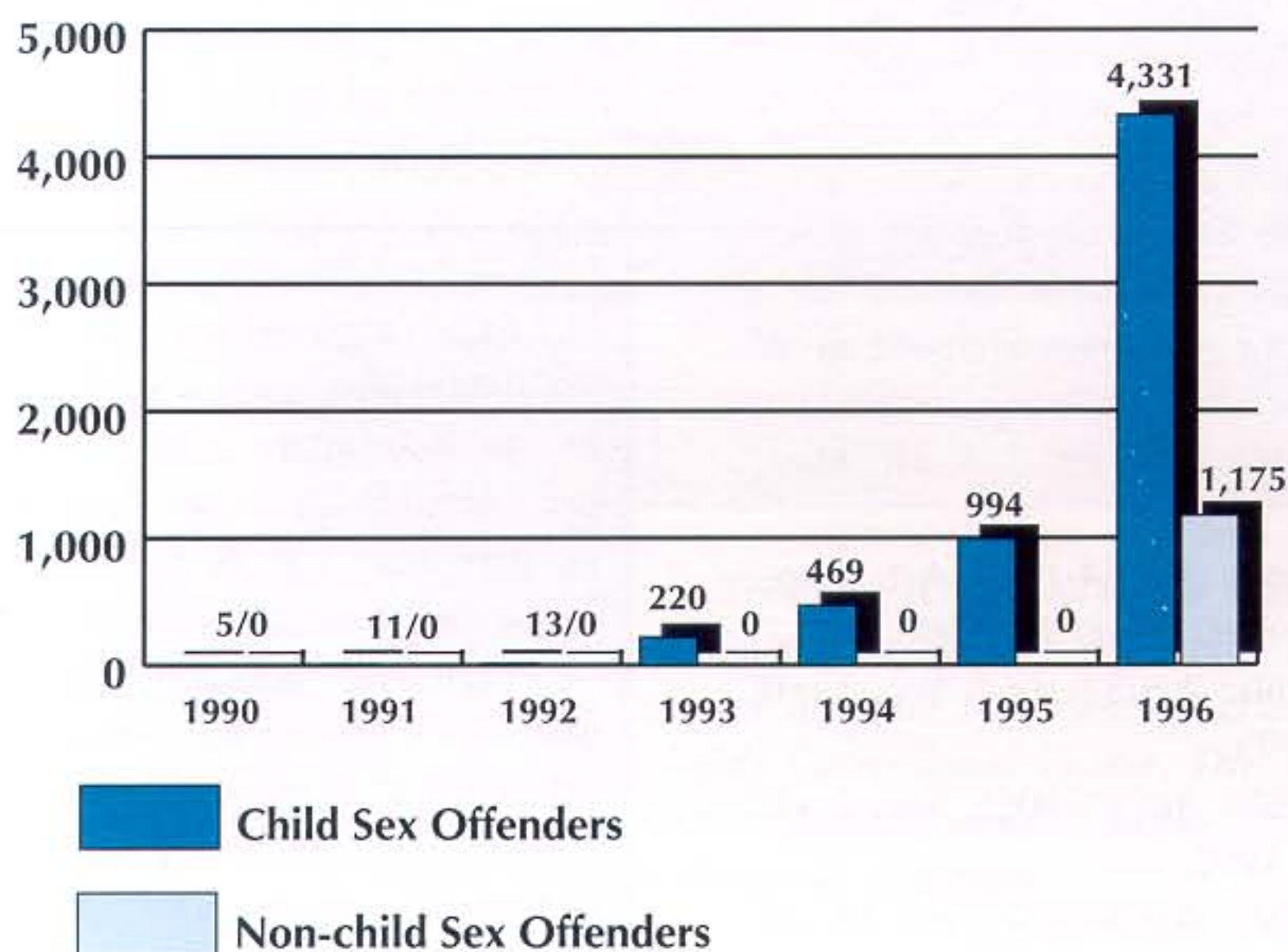
The retroactive provisions of this legislation were the impetus for a "manhunt" of enormous proportion. On Dec. 31, 1995, 1,774 sex offenders were registered. On Jan. 1, 1996, an estimated 12,000 additional sex offenders were required to register. This posed a formidable task for the criminal justice community. The vast majority of county probation offices have only been automated for a short period of time. As a result, a manual search of records was required to identify those required to register. Early probation and correction records did not contain information regarding the age of the victim. Therefore, determining who was a child sex offender subject to community notification was made more difficult.

Law enforcement agencies took an active approach toward registering sex offenders. The search for these sex offenders identified persons who were found to be deceased, deported, reincarcerated in facilities throughout the United States, had changed names, had changed address multiple times, etc. Despite these difficulties, registration activity during the first year was significant (see graph).

Registration information

Experience and research indicate slightly more than 14,000 sex offenders will be required to register in Illinois as the result of existing legislation. Following is a synopsis of

**Sex Offender Registrations in Illinois
1990-1996**



Source: Illinois State Police

tion for registration. Then on Jan. 1, 1996, the Child Sex Offender Registration Act was amended, indelibly changing sex offender registration in

register, regardless of the age of the victim;

- ◆ Sexually dangerous persons and other persons adjudicated without a finding of not guilty are also required to register;
- ◆ Persons convicted of equivalent crimes in other states or federal court are required to register; and

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information contained in the Law Enforcement Agencies Data System (LEADS) Caution File.

- ❖ 8,455 persons have registered as sex offenders.
- ❖ 3,444 persons have been entered into LEADS who are required to register and have not registered.
- ❖ An additional 4,092 records have been provided by county probation offices indicating registration may be required. Preliminary analysis of this information, however, suggests only 1,869 (44.4 percent) of these persons will actually be required to register.
- ❖ Approximately 700 sex offenders who have moved to Illinois will be required to register because of qualifying convictions in other state or federal courts.

Research on the 4,092 records received from probation offices has been made more difficult because of problems with criminal histories. More than 50 percent of these records require manual review by the circuit clerk to determine whether a felony conviction actually occurred. Additionally more than 22 percent of these records do not contain an accurate date of birth or other data necessary to confirm the identity. These manual reviews and additional research have sorely taxed resources allocated to implementing the provisions of the act. Completion of this work is anticipated in seven to eight months, barring significant additional responsibilities.

The following information provides some insight into the complexion of the registry. Much of this information parallels that recently released by the Bureau of Justice Statistics, U.S. Department of Justice. The statistics are current as of June 30, 1997:

- ◆ 7,239 (85.6 percent) registrants committed crimes against children;
- ◆ 3 percent of sex offenders required to register are female. All of

their victims were less than 18 years of age;

- ◆ Of those who have not registered, 212 have been reincarcerated and 955 have moved to other states; and
- ◆ Of those who have registered, 179 have been reincarcerated and 161 have moved to another state.

Notification law

The Illinois Child Sex Offender and Murderer Community Notification Law took effect June 1, 1996. The law makes the name, address, date of birth and offense of registered child sex offenders available to the public. The release of this information is designed to inform the public regarding the potential predatory threat posed by sex offenders who prey on children. Law enforcement agencies have access to a countywide list of sex offenders. In Cook County the list is divided into three regions: northern Cook County, southern Cook County and Chicago. Law enforcement agencies run a summary inquiry in LEADS for child sex offenders. This query generates a list of child sex offenders and the information that can be released. Three distinct provisions for the release of information are established.

Mandatory release. Law enforcement agencies provide a list of child sex offenders registered in their jurisdiction to every school and child care facility located in their county (township for unincorporated Cook County and municipality for incorporated Cook County.) These lists are provided during February, May, August and November. Agencies are required to appoint a liaison to provide assistance to schools and child care facilities located within their jurisdictions. The Illinois State Police provides the statewide list to the Illinois Department of Children and Family Services.

Discretionary release. Law enforcement agencies have the

discretion to release the information to anyone likely to encounter a sex offender. Some agencies such as the Kankakee Police Department have contacted various groups who serve the youth in their community. Provisions were established to provide their representatives with the list on a recurring basis to screen employees and volunteers.

Public access. Anyone can request access to the list from a police department or sheriff's office. The requestor must report to the agency in person and present appropriate identification. The agency maintains a log of requests. The agency can either allow the requestor to view the list or provide a copy of the list. Law enforcement agencies can charge a nominal fee for access to the list. They must establish written procedures governing implementation of the act and law.

Future requirements

The federal government has passed the Jacob Wetterling Act, as amended by Megan's Law, which establishes additional responsibilities for states. States must adhere to the requirements by Sept. 13, 1997, or face the possibility of losing 10 percent of Byrne Block Grant Funding. The Illinois legislature has passed several initiatives, which await Governor Edgar's signature. Illinois should be in compliance with the Act, if the recommended legislation is enacted. Additionally, the law was amended in late 1996 to improve several technical provisions of the legislation. These changes took effect June 1, 1997.

Provisions effective June 1

- ❖ Community notification will apply to all child sex offenders required to register. In the past, notification was only allowed for child sex offenders who had actually registered.
- ❖ Legislation clearly specifies no prohibition exists regarding the secondary dissemination of information.

Pending legislation

(Effective with governor's signature)

- ❖ The sex offender registration fund will be established. Funds will be obtained through minimum fines and annual registration fees. At least 50 percent of funds are earmarked for police departments and sheriff's offices.
- ❖ Sexually dangerous persons must register every 90 days for the duration of their natural life.
- ❖ The definition of a sex offender is expanded to include persons convicted of misdemeanor sex offenses.
- ❖ Community notification requirements are expanded to include all sex offenders, not just child sex offenders.
- ❖ The sex offender will be required to show positive proof of identification which substantiates proof of residence at registration.
- ❖ Sex offenders must be notified of their responsibility to register if they establish a residence outside of Illinois.
- ❖ Language is clarified regarding the local agency's responsibility to enter registration information into LEADS.
- ❖ Treatment facilities will be required to notify sex offenders of their duty to register upon release and provide a copy of the notification form to the ISP for LEADS entry.
- ❖ Annual non-forwardable letters will be sent to every registered sex offender to verify their address. Quarterly letters will be sent to registered sexually dangerous persons.
- ❖ Sheriff's offices will provide a list of sex offenders within their jurisdiction to schools and child care facilities within their counties with the exception of Cook County. In Cook County, the Chicago Police Department will be responsible for notifying entities within Chicago. The Cook County Sheriff's Office will be responsible for the remainder of Cook County.
- ❖ ISP will be granted access to other state of Illinois databases for the pur-

pose of implementing the provisions of the act and the law.

Benefits of registration

The issue of sex offender registration has been hotly debated. It is too early to evaluate the benefits of sex offender registration, or whether all this effort has reduced victimization. In the short period of time the program has been in existence, however, numerous successes have occurred. Data contained in the caution file provide valuable information to develop suspect lists when crimes are committed. Mapping and assessments are possible that can provide a visual picture of the threat, helping communities focus resources and implement other provisions to improve public safety.

Release of the information, especially to schools, child care facilities and youth groups is making it more difficult for sexual predators to obtain victims. Numerous incidents have already occurred, where sex offenders have been denied employment in sensitive positions, terminated from similar positions or denied participation in volunteer activities involving children. Additionally, sex offenders have been found to be residing in buildings, such as YMCA facilities, that host numerous youth functions, and at home child-care facilities. In each case, the timely release of information has resulted in termination of these arrangements.

The status of sex offenders becomes known any time contact is made with a law enforcement agency and LEADS is queried. Numerous successes have occurred because officers had this information available to them. Officers from a suburban Chicago police department went to a sex offender's home to notify the person of his requirement to register. The officers noted numerous young boys hanging around the residence. They notified the parents of these boys, only to learn one of the boys had been victimized. An investigation

resulted in the quick arrest of this sex offender. Although victimization had occurred, it was ended quickly as a result of registration laws and the officers' decisive action.

Another sex offender was ticketed for speeding. The offender had a ski mask, towels, carpet runners, and other items, in the back of his vehicle. These materials, by themselves, did not appear to be relevant. However, armed with the additional knowledge available through LEADS, the trooper investigated further. The offender was on parole and had been transferred to Illinois from Massachusetts. Stipulations of parole precluded the offender from traveling more than 100 miles from his residence without permission. The traffic stop was 125 miles from his residence. The offender's parole has been revoked and he is in prison in Massachusetts serving the remainder of his time.

Registration coordinators

Each ISP district, with the exception of District 15, has assigned an officer as the Sex Offender Registration (SOR) Coordinator. This officer is available to provide assistance to police departments and sheriff's offices regarding all aspects of sex offender registration or community notification. They coordinate enforcement activities designed to locate and either register or arrest non-compliant sex offenders. They are available to coordinate local training and can provide technical assistance or legislative updates. ISP districts also provide discretionary lists to various agencies and maintain an updated list of non-compliant sex offenders within their respective districts. Criminal justice agencies are encouraged to contact the district SOR Coordinator to request assistance, training or to answer any questions. ■

CJWeb Handbook**Internet guide for criminal justice users**

By Roger Przybylski

Recognizing the vast potential of the Internet for the criminal justice community, the Illinois Criminal Justice Information Authority and the University of Illinois at Chicago, Office of International Criminal Justice, recently completed a collaborative project designed to help the criminal justice community harness the Internet. Supported with funds from the U.S. Department of Justice, Bureau of Justice Assistance, the goal of the project was to model applications that criminal justice agencies could use to establish and maintain a viable presence on the World Wide Web.

We selected one state agency and one local agency to work with us in a collaborative design and prototyping process that would demonstrate applications and lead to the development of innovative Web sites for each participating agency. We wanted to identify and explore the myriad content, policy and technical issues that would emerge during the process, and then publish a handbook based upon our project experiences.

We worked with the Illinois Attorney General's Office to make opinions, press releases and other information available to the public. We also worked with the Elmhurst Police Department to demonstrate how local law enforcement agencies can provide on-line service delivery to the community. We created a Web site for the Authority's Research and Analysis Unit to demonstrate a variety of applications, including electronic publishing. The Web addresses (Uniform Resource Locators, or URLs) for the three Web sites developed during the project are:

- **Illinois Criminal Justice Information Authority:** <http://www.acsp.uic.edu/~icjia>
- **Illinois Attorney General:** <http://www.acsp.uic.edu/~ag>
- **Elmhurst Police Department:** <http://www.acsp.uic.edu/~epd>

In addition to the three prototype Web sites, the major product to come out of the project was the electronic CJWeb Handbook. The Handbook presents information,

ideas and Web building techniques that were derived from project activities. Like the Internet itself, the Handbook is a work in progress. It presents an array of disparate material — some policy-oriented and some technical — which will help criminal justice officials think about how to adopt this technology for their own purposes. The Handbook makes extensive use of hypertext capabilities to refer users to examples of Web pages and specific applications relevant to criminal justice agencies. The applications presented in the Handbook are modeled in the Web sites built and refined during the course of the project. Links to a comprehensive array of technical reference documents also are included.

We believe that by demonstrating how criminal justice agencies can harness the Internet, we can increase the scope and sophistication of Internet use in the criminal justice community, and help criminal justice agencies carry out their work more efficiently and effectively.

Topics discussed in the Handbook include:

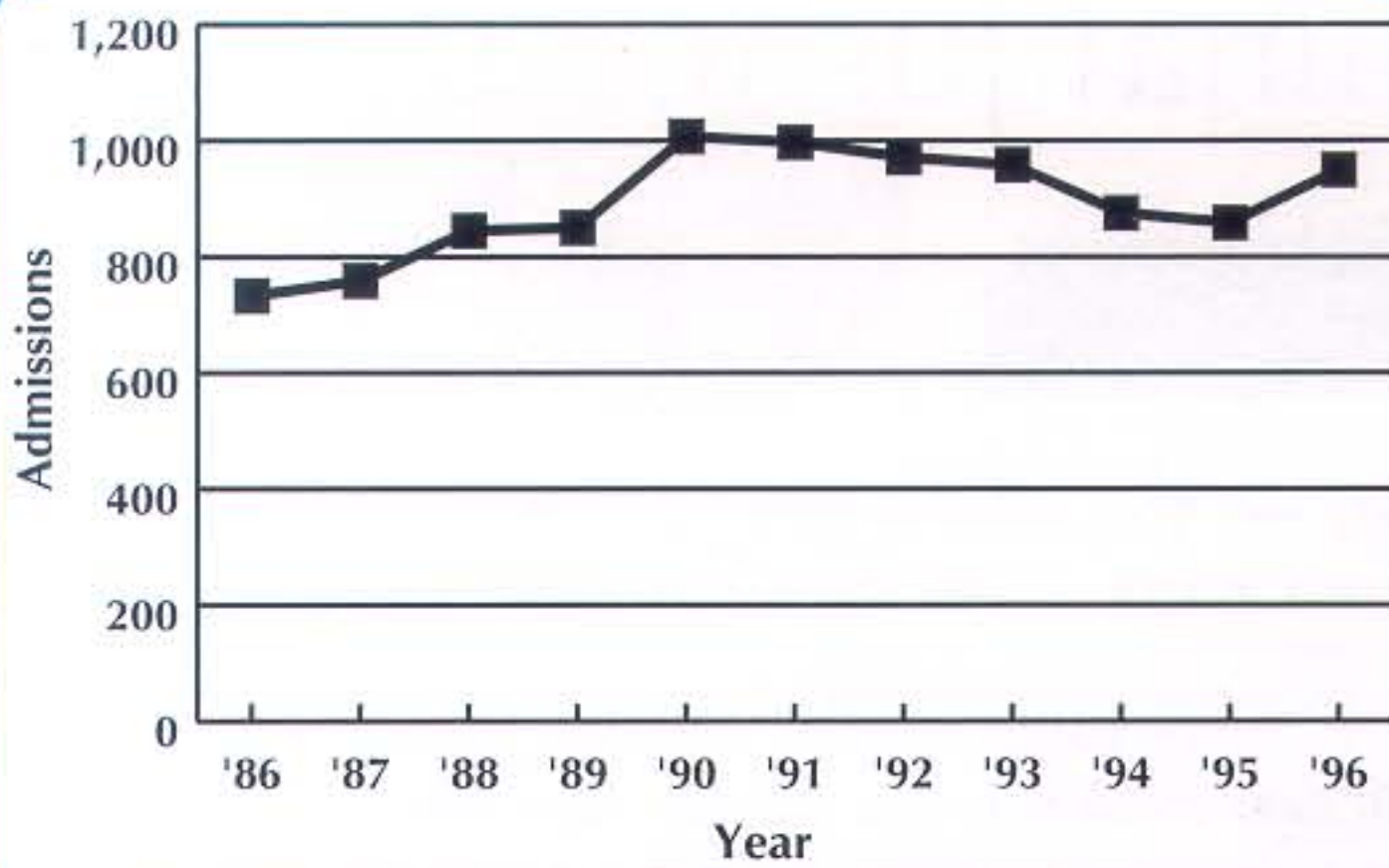
- An overview and history of the Internet and the World Wide Web;
- Findings from our Internet survey of Illinois law enforcement agencies;
- Explanation and illustration of how successful deployment of a Web site requires a strategic plan;
- Human and technical resources required to develop and maintain a viable Web site;
- Design principles to create a professional looking site that is user-friendly and that keeps people coming back;
- Methods for promoting Web sites and evaluating their success;
- A full glossary of Internet terms;
- Hardware and software considerations; and
- A comprehensive registry of major criminal justice (and related) Web sites around the world.

Although the CJWeb Handbook is ready for national distribution, we are committed to updating and refining the document based on evolving technologies and the feedback of Handbook users. The URL for the Handbook is <http://www.acsp.uic.edu/cjweb/handbook/>. ■

Roger Przybylski is director of the Authority's Research and Analysis Unit.

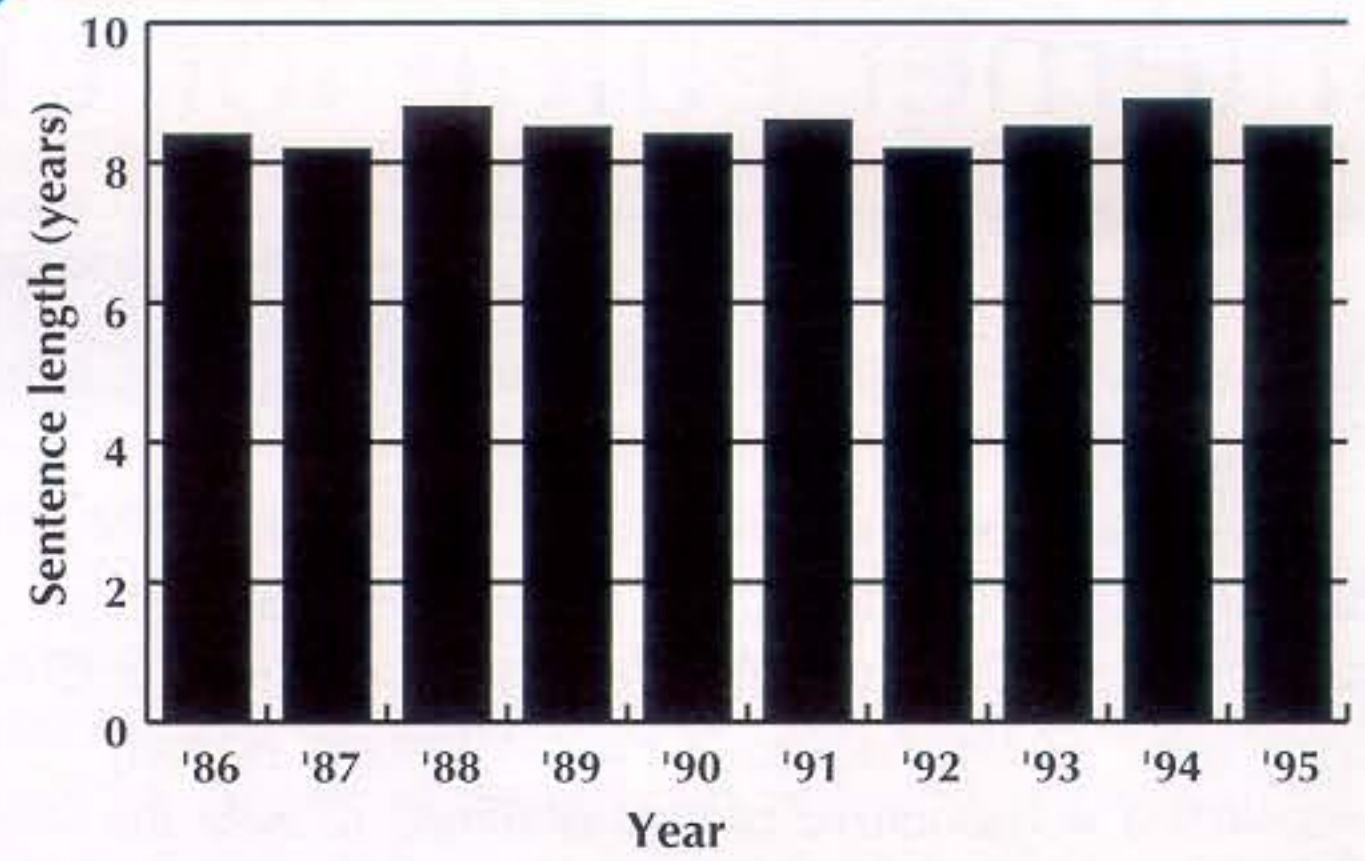
Trends

Admissions to the Illinois Department of Corrections for sex offenses



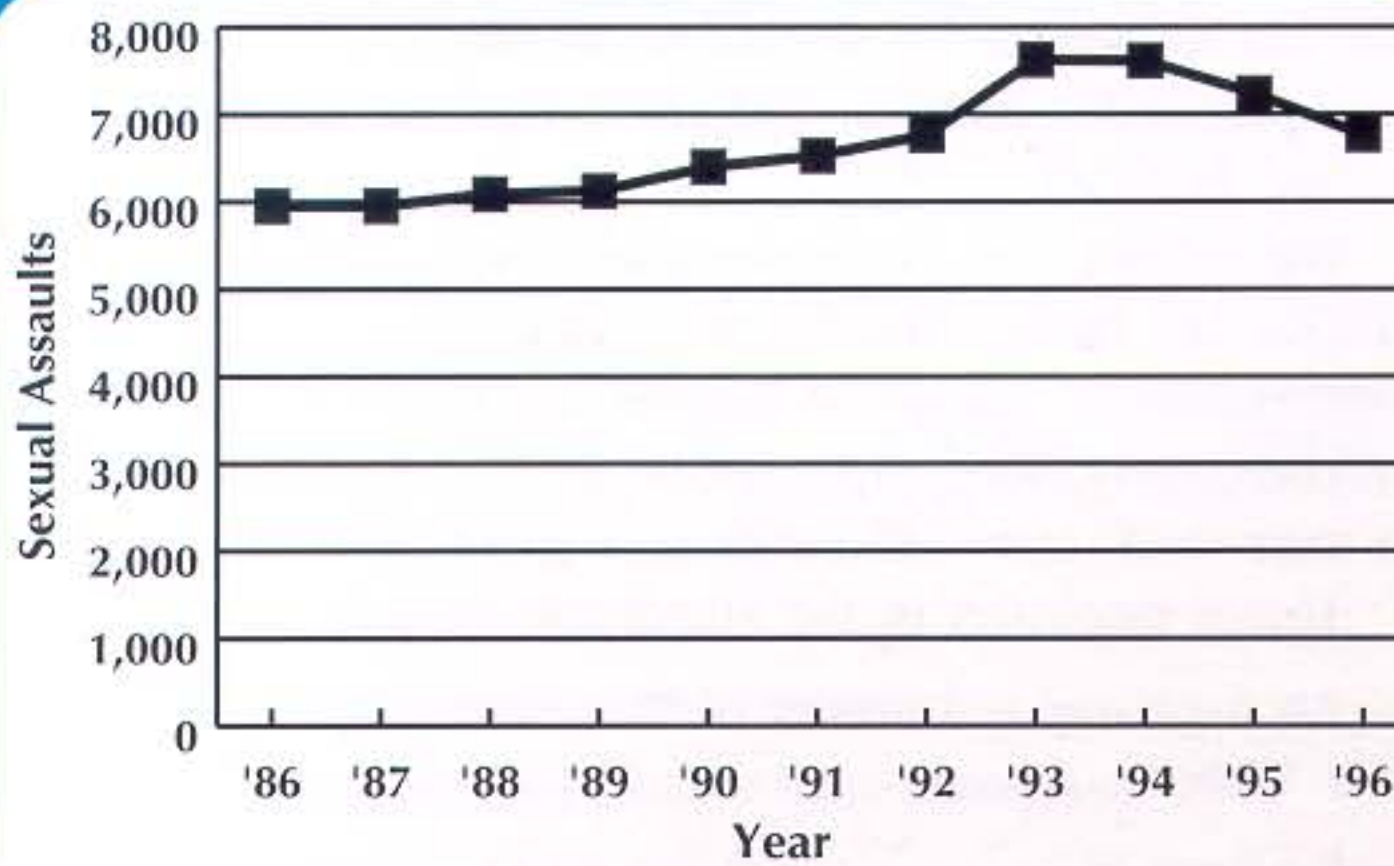
Source: Illinois Department of Corrections

Average length of prison sentences for sex offenders



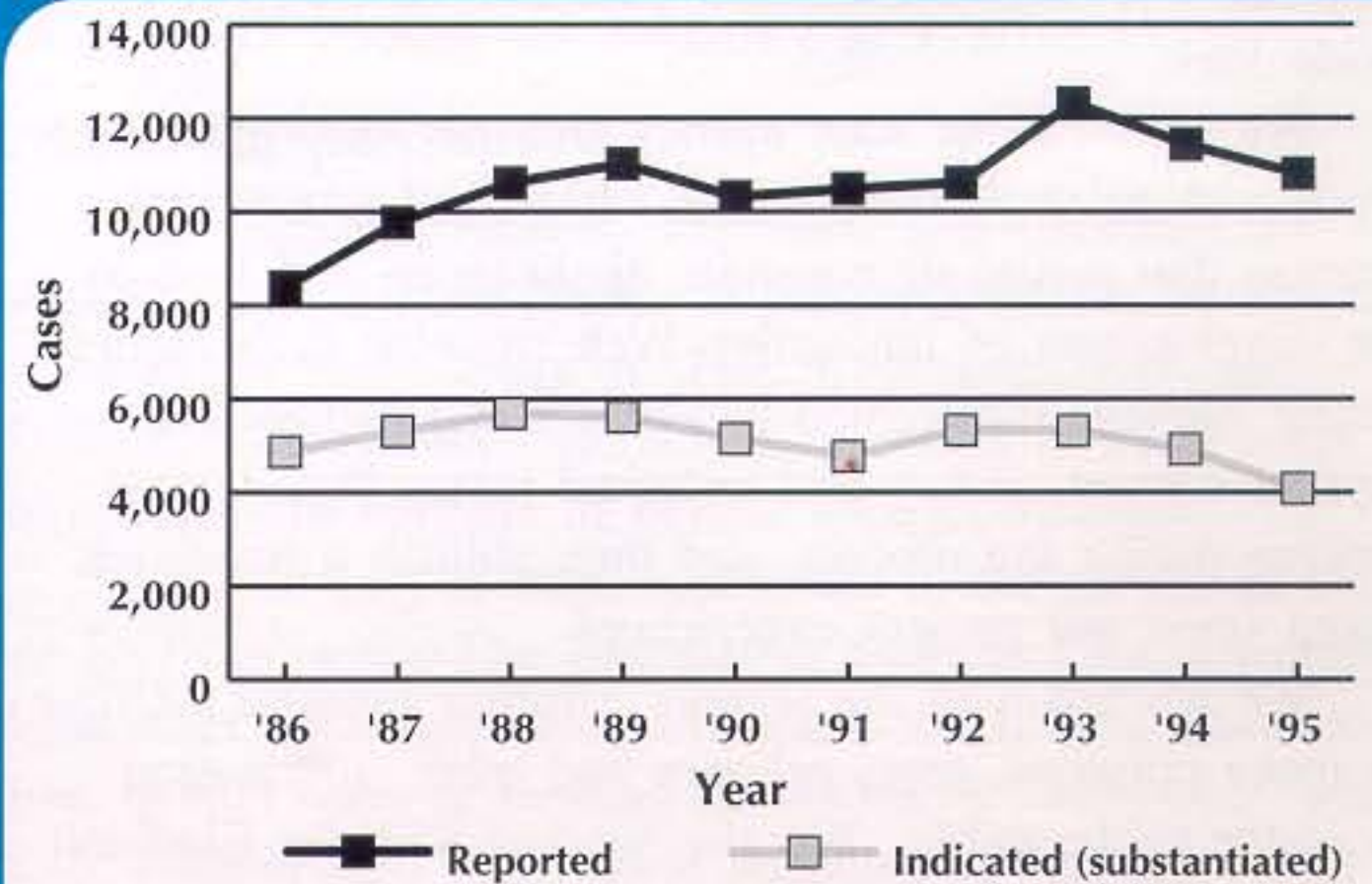
Source: Illinois Department of Corrections

Reported criminal sexual assaults in Illinois



Source: Illinois State Police

Cases of child sexual abuse in Illinois



Source: Illinois Department of Children and Family Services



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