

# The Compiler

Illinois Criminal Justice Information Authority

Summer 1995

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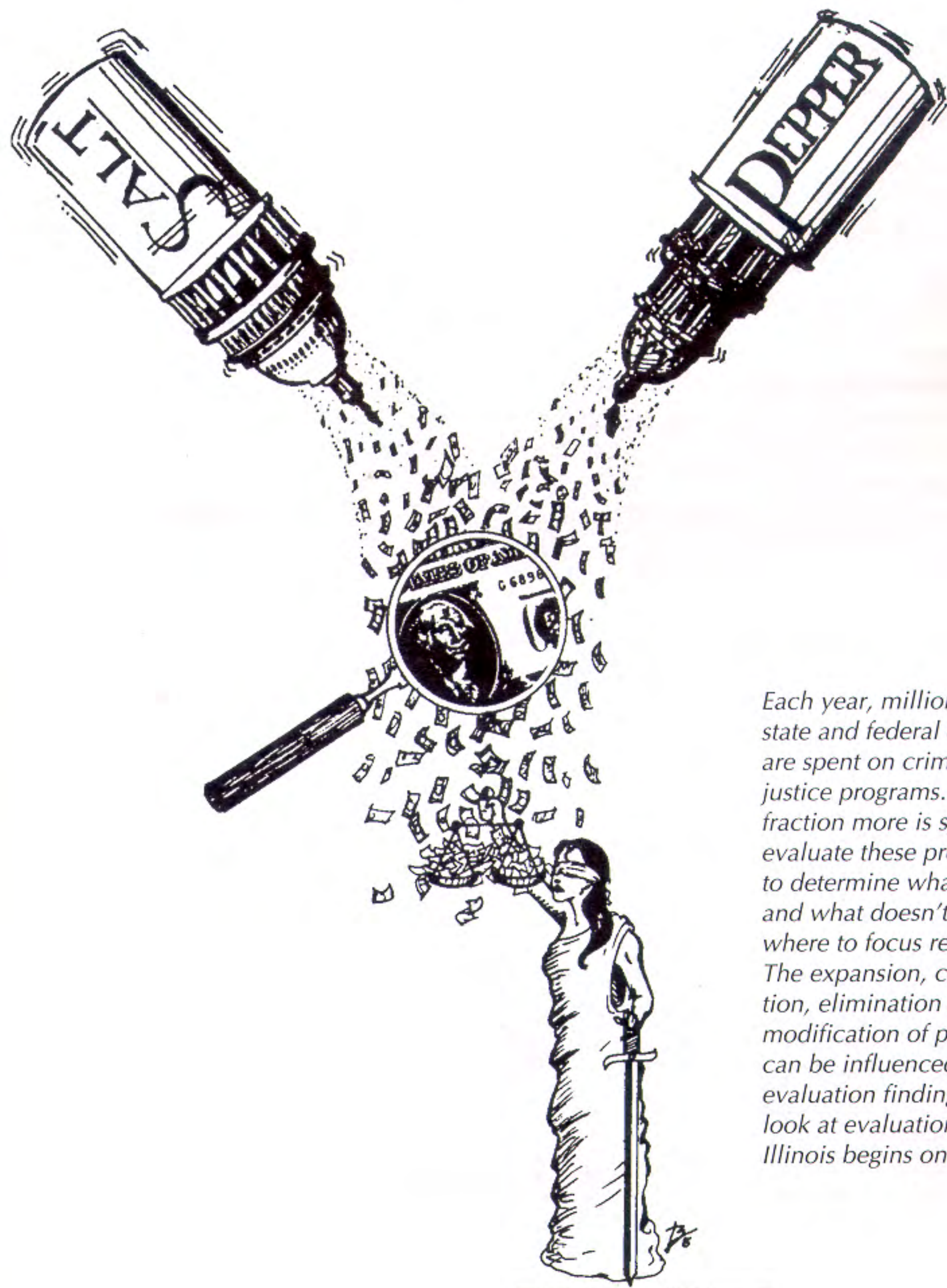
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## Evaluation up close



Each year, millions of state and federal dollars are spent on criminal justice programs. A fraction more is spent to evaluate these programs to determine what works and what doesn't and where to focus resources. The expansion, contraction, elimination and modification of programs can be influenced by evaluation findings. Our look at evaluation in Illinois begins on page 4.

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 (Ill.Rev.Stat., ch. 38, par. 210-1 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 members reappointed

Gov. Jim Edgar has reappointed four members to the Authority and reappointed Peter B. Bensinger as Authority chairman. Bensinger is the president of Bensinger, DuPont & Associates, a Chicago firm that assists industries with drug and alcohol abuse policies. He is serving his fourth year as Authority chairman.

The other reappointments were: 1) Barbara Engel; 2) Roger Richards; 3) Arthur Smith; and 4) Michael Waller. Engel has worked as an advocate of crime victims' rights in Illinois for 20 years. Richards is serving his 17th year as chief of police in Fairview Heights and also serves as chairman of the Authority's Budget Committee. Smith, a former Chicago police officer, is the president of six Chicagoland companies involved in the transportation industry. Waller was elected Lake County state's attorney in 1990 and serves as the chairman of the Authority's Operations and Audits Committee. All four members were first appointed to the Authority in 1991.

### Baker, Claps elected to NCJA board

Thomas F. Baker, Authority executive director, was recently named to the board of the National Criminal Justice Association, a Washington-based group representing states on crime control and public safety issues. Joe Claps, who served between 1991 and 1995 as the Illinois Attorney General's designee to the Authority, was re-elected to the board.

The nonprofit organization, formed in 1971, provides a formal mechanism for developing unified state policies on topical criminal justice issues. The NCJA also informs Congress, governors, and other national, state and local public and private interests of the states' public safety needs and accomplishments.

### Authority helps fund statewide DUF study

In cooperation with the Center for Substance Abuse Treatment (CSAT), the Authority provided funds through monies from the Anti-Drug Abuse Act of 1988 to Treatment Alternatives for Special Clients (TASC), a service provider, to develop a seven-county drug use forecasting (DUF) study. The DUF program, funded by the National Institute of Justice, is a national multi-site study of the estimated number of arrestees who used one or more drugs at the time of their arrest. Chicago has been a DUF site since program inception in 1987 and has tested more than 5,000 arrestees. The Chicago site provided useful information on offender drug use, but since it could not accurately indicate statewide trends, TASC developed a study to test 1,550 arrestees in seven downstate counties. Testing was conducted between February and June 1995.

The study was designed to replicate a previous statewide test administered between September 1990 and July 1991, with certain adjustments made to help increase the test results' validity. The previous study estimated that between 45,000 and 68,000 Illinois arrestees were using one or more drugs at the time of their arrest. In addition to testing for drug use, the sample also was tested for HIV incidence. Funding also has been provided to Chicago for 225 HIV tests among its DUF sample. Results of the statewide study should be known by the fall.

## Federal agencies form on-line violence prevention network

Several federal agencies have joined together to form the **Partnership Against Violence Network (PAVNET)**, a working partnership between the U.S. departments of agriculture; education; health and human services; housing and urban development; justice; and labor. The PAVNET on-line system, which resides on the Internet and is accessible to both business and personal computer users, provides electronic information to local government and community groups about ongoing programs, technical assistance and funding.

The on-line services stemmed from an Interdepartmental Working Group on Violence report presented to President Clinton and the Domestic Policy Council in January 1994. The report highlighted the need for the federal government to provide information on federal resources and to produce new resource guides and how-to manuals about promising activities to reduce violence. PAVNET also has published a user's guide and a two volume resource guide on programs and funding.

The resource guide and on-line formats present introductory and funding information on programs in the following categories: community violence, family violence, substance abuse and victims. For further information on PAVNET resources, contact the National Criminal Justice Reference Service (NCJRS) at 800-732-3277, or write NCJRS, Box 6000, Rockville, Maryland 20849-6000. PAVNET's Internet address is pavnet.esusda.gov.

## Illinois domestic violence victims' advocate receives national award

Joyce Cowan, a pioneer in domestic violence services for the past 11 years, recently received a 1995 Victim Service Award from the U.S. Department of Justice, Office of Victims of Crime. Cowan, one of eight winners selected nationwide from more than 200 entries, was nominated by the Authority.

The award honors individuals whose work on behalf of crime victims displays exceptional commitment and effectiveness and advances victims' rights and services.

Under Cowan's directorship, Family Rescue has become the largest and most comprehensive program for survivors of domestic abuse in Illinois. Its programs include emergency housing and walk-in counseling services. The program also sponsors the Ridgeland Transitional Housing Program. Now in its second year, it provides on-site counseling, day care, and before- and after-school services. Family Rescue also trains police officers, counselors and victim advocates on crisis intervention and follow-up services to at-risk families through the Domestic Violence Reduction Program, which is funded by the Authority. Earlier this year, *NBC Evening News* ran a story highlighting Cowan's work.

President Bill Clinton and Attorney General Janet Reno presented the awards in Washington, D.C., as part of National Crime Victims Rights Week (April 23-29).

## Engel receives public service citation

The University of Chicago recently awarded an Alumni Public Service Citation to Barbara Engel ('75), who has been a leading crime victim advocate for 20 years. Engel, an Authority member since 1991, has worked to change state laws and law enforcement procedures and to increase support services for violence victims in Illinois and beyond.

Engel served as director of women's services at the Metropolitan Chicago YWCA from 1978 to 1988, where she regularly faced issues of rape, domestic violence and child molestation. Using her ideas and clients' experiences, she developed rape- and domestic violence-sensitivity training for counselors, police officers, state's attorneys and judges. She worked with community-based rape crisis services to form a statewide network under the auspices of the Illinois Coalition Against Sexual Assault and helped build the Chicago Foundation for Women. Engel has co-authored sexual assault statutes for Illinois — among the most respected of their kind in the country — and has consulted with other states to develop similar laws.

## Chicago Alternative Policing Strategy co-managers honored by PERF

Two Chicago Police Department employees recently received the Police Executive Research Forum's highest award for their work as co-managers of Chicago's community policing program. Barbara McDonald, director of research and development, and Charles H. Ramsey, deputy superintendent of the Bureau of Staff Services, received the Gary P. Hayes Memorial Award, which honors outstanding efforts to improve the quality of police services. The award is named after PERF's founding executive director, who died in 1985.

McDonald and Ramsey are credited with leading the CPD in tackling an enormous task: transforming the country's second-largest police department from a centralized, reactive agency into a decentralized, proactive force devoted to problem solving, crime prevention and improving the quality of life for Chicago residents. The two oversee staff, develop training curriculum, act as community liaisons and monitor funding and marketing for CAPS. PERF Executive Director Chuck Wexler praised McDonald, former deputy executive director of the Authority, and Ramsey, calling their work "an example for other cities of how innovation can be embraced and applied on a massive scale."

## CPD receives 1994 Governor's Award

Gov. Jim Edgar recently presented the 1994 Governor's Award of Excellence in organizational achievement to Superintendent Matt L. Rodriguez and the Chicago Police Department for its innovative training in the Chicago Alternative Policing Strategy. The award, one of three annual governor's awards for outstanding contributions to law enforcement training, recognizes the two-year-old community policing program's strategy of giving officers information immediately and without taking them off the streets, and by inviting residents to get involved with crime prevention. ■

# Evaluation as important tool in criminal justice planning

As an objective means of documenting program success, identifying problems and guiding refinements, evaluation is important to a variety of stakeholders.

by Roger Przybylski

**E**valuation is a powerful tool for planning, developing and managing criminal justice programs. As an objective means of documenting success, identifying problems and guiding refinements, program evaluation is important to a variety of stakeholders.

A good definition for evaluation can be found in the National Institute of Justice's guidelines for evaluating criminal justice programs. Evaluation involves the systematic assessment of whether and to what extent projects or programs are implemented as intended and whether they achieve their intended objectives. This entails asking questions about programs, and collecting and analyzing information to learn about program operations and to discover program results.

Program managers need this information to guide program development and to demonstrate success. Policy-makers and funding sources need it to identify what works and where to focus resources. The expansion, contraction, elimination and modification of programs are often influenced by evaluation findings.

In Illinois, criminal justice policy-makers have more than recognized the need for evaluation — they have supported it by funding a statewide initiative to evaluate drug and violent crime control programs. Illinois' Drug and Violent Crime Control Impact Program, as the effort is called, is administered by the Illinois Criminal Justice Information Authority's Research and Analysis Unit. Since the program began in 1990, nearly \$2.5 million in funds from the federal Anti-Drug Abuse Act of 1988 and a state

match have been invested in the comprehensive evaluation of 16 programs. More evaluations are planned for the future.

Typically, Authority evaluations examine programs' processes and impacts.

## Process evaluation

In one comprehensive book on the topic, *Utilization-focused Evaluation*, author and researcher Michael Quinn Patton provides an excellent overview of process evaluation, which involves the systematic observation of a program's implementation and activities. The focus is on internal dynamics and how actual operations are organized and carried out. In process evaluations, the aim is to discover what

together, and how people perceive the program. Additionally, process evaluations look at how an outcome is produced rather than just the outcome itself. Through this system, the process evaluator tries to unravel what is actually happening by identifying major patterns and important nuances.

A process evaluation, he says, requires sensitivity to both qualitative and quantitative changes; it means becoming intimately acquainted with details of the program. Process evaluation, he adds, looks not only at formal activities but informal patterns and unanticipated consequences.

Process evaluation establishes the foundation for impact studies and puts evaluators in a better position to accu-

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The primary purpose of evaluation is to provide feedback to decision makers about program operations and their effectiveness so that their decisions can be as fully informed as possible.

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actually is happening and how that compares with what was planned or expected. Process evaluations provide feedback for developmental purposes and a blueprint for program replication.

Patton points out that process evaluations focus on why certain things are happening, how the parts of a program fit to-

rately interpret program results.

## Impact evaluation

Ultimately, the question of whether a program is working or not has to be answered through impact evaluation, which attempts to discover outcomes and to at-

tribute them to the program, rather than outside influences. In other words, impact evaluations aim to provide stakeholders information that clearly confirms that the program (or specific activities) does or does not work.

Impact evaluations typically involve a causal analysis. This poses difficult measurement problems, and choosing and implementing an appropriate technique is a challenging task. The most powerful impact studies use measurement techniques or research designs that are modeled after laboratory experiments. These research designs, known as experimental or quasi-experimental, are superior for inferring causality, but are extremely expensive to implement.

It is not uncommon for a full-scale process and impact evaluation to take two or more years to conduct, at a cost of \$200,000 to \$300,000. Even at that cost, Illinois' investment in evaluation has been modest. Since 1990, that investment has represented less than 5 percent of the federal anti-drug abuse dollars that have come into Illinois.

### The Authority's evaluation process

The primary purpose of evaluation is to provide feedback to decision makers about program operations and their effectiveness so that their decisions can be as fully informed as possible. To be useful, evaluations must meet the needs of decision makers. Thus, it is important for the information needs to be clearly identified and prioritized, so that appropriate research questions can be framed and the technical requirements and resources needed to answer them can be properly identified and allocated.

Toward this end, the Authority's evaluation initiative is a collaborative effort involving criminal justice policy-makers, practitioners and researchers. Simply put, policy-makers help establish evaluation priorities, program administrators help set the parameters for an individual program's evaluation, and researchers at a university or private research firm conduct the actual evaluation.

Criminal justice policy-makers across the state work with Authority staff to identify research and evaluation priori-

ties. Typically, innovative programs or those of compelling statewide interest are at the top of the list for evaluation.

Once a program has been earmarked for evaluation, Authority staff work with program administrators to establish both relevant research questions and the study's general scope. This planning and collaboration is an essential part of the evaluation

process. It is also essential that evaluators work closely with those who understand the program's objectives, operations and clients, as well as the organizational and political climate in which the program operates. A valid and reliable evaluation is not conducted in a vacuum. There is a need for objectivity but not isolation. Stakeholders must be brought together to collectively de-

*continued on next page*

## Evaluations funded by the Illinois Criminal Justice Information Authority through the Anti-Drug Abuse Act of 1988

Evaluation	Funded amount
Cook County State's Attorney's Narcotics Nuisance Abatement Program	\$232,204.00
Springfield Weed and Seed Initiative	19,999.67
Range, Nature, and Performance of Alternatives to Incarceration Strategies	49,840.00
Joliet/Aurora Community Policing Program	367,940.00
IDOC PreStart Program	249,727.00
DASA-Funded Substance Abuse Treatment Programs Serving IDOC Work Release Centers	77,941.00
Gang Violence Reduction Program Years 1-3	270,623.00
DuPage County Domestic Violence Protocol	10,500.00
Chicago Alternative Policing Strategy Years 1-3	323,429.00
The Impact of Gateway Program at Dwight C.C. and the Substance Abuse Program in the Impact Incarceration Program at Dixon Springs	2,000.00
An Implementation Guide to Community-Oriented Policing	99,935.00
Metropolitan Enforcement Groups and Drug Enforcement Task Forces in Illinois	224,972.00
Greater East St. Louis Anti-Drug Initiative: Enforcement Component	222,831.00
Intensive Probation Supervision and Intensive Drug Abuser Probation Programs	196,104.00
Drug Use Forecasting (DUF) Statewide Expansion Study	90,727.00
Assessment and Description of Class 4 Drug Offenders in the Illinois Dept. of Corrections	15,946.89
<b>Total allocated</b>	<b>\$2,454,719.56</b>

fine the questions the evaluation will attempt to answer and the manner in which effectiveness will be measured.

### Request for Proposals

Once the focus of the evaluation is jointly designed, Authority staff prepare a Request for Proposals (RFP). The RFP outlines what program administrators and the Authority are looking for in the evaluation and solicits qualified researchers to develop and submit a proposal for conducting the evaluation. Parameters of the research — including the application and review process, relevant areas of inquiry, and time frames for completion, along with the amount of money budgeted to support the project — are included in the solicitation. Evaluation RFPs are distributed to the academic and research commu-

Each proposal submitted to the Authority is read by a review panel consisting of key Authority staff and outside experts. It is scored along the following dimensions: project understanding; technical merit of the study design; qualifications of key personnel; management plan and capability; and the adequacy of cost estimates. The research team determined to have developed the best proposal is then contracted with to conduct the evaluation.

During the course of the project, Authority staff monitor the progress of the research and work closely with the evaluation team on both administrative and scientific issues. This ensures that problems are resolved and that the research ultimately meets the needs of all stakeholders. In many projects, the process is facilitated by an advisory group consisting of representatives from the research team and the pro-

working as well as what can be improved. Taken together, these evaluations offer some common lessons:

- First, programs seem to be making a difference where there is collaboration and cooperation. Programs that span different agencies, different components of the justice system, and even different disciplines — particularly those that take advantage of partnerships with the community — seem to be the most successful. While this may not be apparent in terms of statewide reductions in crime and violence, it is clearly evident at the neighborhood level, where residents feel safer and have gained a more positive attitude about their communities.

- Second, we should not be overly ambitious when looking for success stories. Rather than expecting to see large statewide reductions in violence or the availability of drugs, we should be looking for impact at the program or neighborhood level. Thus, when community residents strongly feel that a program is responding to their concerns by taking drug dealers off the street corners, that can be taken as an important indicator of success.

- Third, while evaluation is an important program development tool, it is not an isolated event that can be performed once and then forgotten. Rather, evaluation should be part of a feedback loop that guides program development and operation on an ongoing basis.

While programs and resources will always be diverse, every program can engage in evaluation to some degree. The key is to recognize the efficacy of evaluation. Properly designed and executed, evaluations are neither disruptive nor dangerous, but rather the program manager's best vehicle for documenting success and getting the necessary feedback to identify and resolve problems.

If stakeholders can objectively demonstrate their program's effectiveness, they will be in a better position to compete for limited resources. And if stakeholders can identify problems early on, they will be in a better position to make changes that will help serve both their clients and the public. ■

— Roger Przybylski is director of the Research and Analysis Unit at the Illinois Criminal Justice Information Authority.

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**A valid and reliable evaluation is not conducted in a vacuum. It is essential that evaluators work closely with those who understand the program's objectives, operations and clients, as well as the organizational and political climate in which the program operates.**

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nity statewide. A notice also is printed in the state newspaper.

No single approach to answering evaluation questions is best suited to all purposes and all programs. The most appropriate evaluation approach will depend upon many factors, including the types of questions posed, the nature of the program, and the level of resources that can be devoted to getting the answer.

Proposals submitted to the Authority in response to an RFP reflect each research team's individual approach to the evaluation. Each proposal covers the following major areas: research literature relevant to the program and its evaluation; the research methodology and study design proposed for the evaluation; a project management plan that includes proposed work products and milestones; the qualifications of key personnel; and a project budget.

gram being evaluated, as well as key experts on the topic from both the academic and criminal justice communities.

At the conclusion of the project, the research team develops a final report that discusses the evaluation findings and their policy and program development implications. The document is published by the Authority and distributed to a local, state and national audience.

### Lessons learned

The Authority has used the process described above to evaluate programs in virtually every component of the justice system. From assessments of community policing and nuisance abatement to intensive probation and the Illinois Department of Corrections' PreStart program, each evaluation has taught us much about what is

# Evaluators on evaluation

In separate interviews, four evaluators and one practitioner discuss the work of evaluation — the process and the challenges — and their ideas for how it could be improved.

by Kristi Turnbaugh

Evaluating criminal justice programs for their impact and effectiveness could probably never be described as a glamorous endeavor; nonetheless, it is a crucial element in the justice continuum. No matter how significant evaluation is, however, it produces many different attitudes and perceptions among the various stakeholders involved. Sometimes, there is resentment at the thought of “outsiders” coming in and examining minute details of a program. On the other hand, when an evaluation is going well, a partnership can develop that allows a mutual sharing of information that benefits all sides. Therefore, what evaluators finally put down on paper does not come easily. What arrives from the printer in neatly-bound volumes after months, even years, of intensive work and negotiation rarely mentions the challenges and obstacles the evaluators faced while performing their jobs.

Since evaluations are used often to plan, develop and manage criminal justice programs, it seemed appropriate to talk to those in the field who are doing the actual work — the behind-the-scenes researchers hired to make the judgment call on whether programs measure up to their goals and objectives. In several separate wide-ranging discussions, four evaluators and one practitioner (who coordinates programs), talked about the work of evaluation — the process and the obstacles, as well as what they feel can be done to improve it.



photo by Susan Paddor Varick

## Wesley G. Skogan

Skogan is a professor in the political science department and a research faculty member at the Center for Urban Affairs and Policy Research at Northwestern University. He teaches graduate-level courses on research and evaluation methodology and has 20 years of experience in evaluation, including examinations of large-field

experiments in policing and crime control in public housing. He currently serves as principal investigator for the evaluation of the Chicago Police Department's community-oriented policing program, Chicago Alternative Policing Strategy (CAPS). The evaluation was funded in part by the Authority through a grant from the U.S. Department of Justice.

Skogan has written extensively on crime victims, policing and community approaches to crime control. The author of four books on criminal justice-related topics, he has served as a consultant to the Police Foundation, the National Institute of Justice, the Bureau of Justice Statistics, the Administration on Aging, the Dutch Ministry of Justice, the Illinois Department of Law Enforcement, and the Chicago Department of Planning, as well as to numerous nonprofit groups and for university-based research projects.

### **The Compiler: How would you describe the evaluation process?**

*Skogan:* It depends on the program and on what and how it's being evaluated. Sometimes you do this sort of work entirely hands-off; that is, the data you're utilizing comes out of information systems and databases, and you're basically doing statistical re-analysis of existing data. In those cases, you work with the program people to understand exactly what the program was, how it took place and who it was designed to impact. You want to know who the clients were, when it started, when it stopped and how many resources were put into it. You're basically just trying to reconstruct the story of the program.

In others, you tend to be very interactive with the people you're working with. That's especially true when the evaluation starts early, perhaps as early as the planning of the program. Whereas in the first model all you do is document what the program looked like, in the second model, you're able to document how the program came to look that way. That is, you understand the program planning process, and you can observe the program as it's implemented and then watch it grow and develop over time. This gives you the capacity to gather a lot more data over time and data that's responsive to changes in the program. For example, you may be collecting data of a certain sort and then the program takes a new twist or turn. In this kind of evaluation, you're able to reorient yourself to gather data reflecting the new direction the program has taken.

### **What kinds of synergies can help make evaluations effective?**

... Ones where practitioners and evaluators were involved together early, where they worked interactively on the program planning and execution, and where there was ample time to let



photo courtesy of Chicago Police Department

Under the Chicago Alternative Policing Strategy, officers — such as Cmdr. Thomas Byrne and Sgt. Bruce Rottner of the 24th district — work the same beat daily to get to know residents and their community crime problems. The CAPS evaluation showed that crime decreased in three of five prototype districts and citizens felt safer.

the program play itself out and to gather good quality data.

I think the first of those I was associated with was in 1982, when we evaluated a community policing program conducted in Houston, Texas, and Newark, N.J. I'd say my current evaluation of Chicago's community policing effort [CAPS] is similar to those in that we were involved in understanding the program and its components quite early, before the program went into the field.

We were able to gather data — baseline information — before the program began, and then we've been able to stick with it long enough to watch it develop and change, and to be responsive to those changes and developments. [The CAPS evaluation] is most similar in my experience to the one I did 15 years ago. Both were extremely interesting and very provocative, and in their own ways, quite successful programs.

### **On the flip side, what have been frustrating or problematic evaluations to do?**

The most problematic are the ones where it turns out that the organization's commitment to the program is in fact weak or nonexistent, and the program you set out to evaluate winds down or disappears, almost before your eyes. This is because the commitment to actually doing these programs is weak, and their managers often are unable to cope with changes in organizational leadership or changes in the political configuration of the community. So the program simply dies, almost stillborn.

That's extremely frustrating, especially when you've in-

vested a great deal of time and effort in getting ready and gathering baseline data and working with people out in the field to fully understand and document the program, and then you have it die before your eyes. I've been involved with too many of those. It's a very unhappy experience.

### **Do you actually conduct an evaluation in those cases?**

Well, you've got to try to transform what you're doing into something that's useful. Surveys that were designed to provide baseline data might, for example, be transformed into a study of citizens' perceptions and citizens' needs — a kind of needs assessment study — because you've already done them and you can rework and reanalyze the data along those lines. But you know that there's no program out there, so you don't gather any further information. That's one thing you can do. Another is to just close it down; I've seen that happen, too.

### **Do policy-makers use your findings to make programming decisions?**

There are a lot of considerations that go into crafting public policy. I'd hate to live in a world where only evaluators and the things that they can measure and what those measures reflect are involved in making those decisions. Politicians, for example, often take into account factors that are simply beyond the scope of most evaluations. And that's a perfectly reasonable thing to do.

Take, for example, community policing. Is money better spent on community policing or improving schools? That's a question that is, for practical purposes, beyond the scope of evaluators to answer in any systematic way. That's essentially a political call.

### **What would be an example of a program area that evaluation suggests isn't necessarily effective, but that receives funding?**

One area where there is clearly a lot of debate along these lines is boot camps, where systematic evaluations suggest that in the main they don't really have much impact on participants. Yet they continue to be very popular, and we're expanding those programs around the country.

### **In your opinion, then, what might be some reasons why programs would be funded, even though evaluation suggests they're not effective?**

In the case of boot camps, legislators are desperate for something that's less expensive than prison but they can sell to the public to show they're not soft on crime. Boot camp can be an alternative to longer-term and more expensive incarceration. It might not be

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## Chicago Alternative Policing Strategy (CAPS)

Year two evaluation results of the community policing initiative show that crime is down in three of five prototype districts, and residents feel safer in their neighborhoods.

Crime decreased in three of five prototype community policing districts in Chicago during 1994, according to a recent Authority-funded evaluation of the city's massive effort to unite law enforcement officers and the public in battling crime while developing better communication.

The initiative, known as Chicago Alternative Policing Strategy (CAPS), is being studied by a consortium of researchers over a three-year period. Year two results were released recently. In addition to decreased victimization rates and declines in official crime statistics in Austin, Morgan Park and Rogers Park, the study also found that residents in all five districts felt there were fewer incidences of graffiti, open drug dealing and gang activity under the program.

Englewood and Marquette also served as prototype districts; citizens there as well as in the other three prototypes perceived crime to have lessened since community policing was implemented in April 1993.

With CAPS now underway in all 25 Chicago police districts and entering its third year of operation, evaluators note the initiative has undergone a major transition. "In the first year," said Wesley G. Skogan, political science professor at Northwestern University and the Chicago Community Policing Consortium's primary investigator, "CAPS went from being a specialized five-district setup to a massive citywide program undertaking. As an example, during the initial year, 1,500 officers were given community policing training; by the end of the second full year, an additional 9,000 officers received training."

This growth also has allowed the CPD to understand the best ways to provide services to Chicago's population, Skogan said, "because the citywide transition districts have been able to clearly solidify their methods and record several successful community outcomes."

The evaluation — which also received funding from the John D. and Catherine T. MacArthur Foundation, the Chicago Community Foundation, and the National Institute of Justice — is unique, said Skogan, because it examined the program from day one, instead of going back and historically examining programming efforts. "Because of the size and scope of this initiative," Skogan said, "it is much more valuable to document and record the programming steps as they evolve, rather than relying on key persons to recall and reconstruct events and changes which took place several months or years ago."

Charles Ramsey, CPD deputy superintendent of the Bureau of Staff Services, also said that the department thought it necessary to have reliable evaluation results as soon as possible. "The findings from the evaluation have been taken very seriously by the CPD," he said. "As a department, we are looking to develop a program that will stand the test of time. We need to know about and work to correct problems now; coming to us in five years with reasons why the program didn't last in the long run doesn't make any sense."

Both Skogan and Ramsey agreed that one major factor contributing to an effective evaluation has been the cooperation between the research team and the CPD. "The access to meetings and planning sessions by the department has been 100 percent," Skogan said, "and cooperation from all levels of department personnel has been there since the project began."

However, one concern pointed out in the second-year report was that surveyed residents reported being less aware of the community policing program than they had been when polled the previous year. While this finding is currently being examined, Skogan said that this could be because CAPS received so much newspaper and TV coverage in its first year. "Since that time, however," he said, "there has been little, if any, media attention on the program which might better inform citizens about the policing changes taking effect."

With evaluation findings that support what were previously just assumptions, the CPD has been trying to better inform Chicago residents about CAPS. Working with city media specialists, police have been more active in putting out information on Chicago's public access television networks, including the weekly half-hour series *Crime Watch 1995*. The CPD also is talking with other local networks about presenting information to a larger audience. "One of the problems with CAPS," Skogan said, "was that no one in the CPD previously had to worry about or knew how to market the police work and efforts going on through the city. With CAPS, we realize that success is heavily based on the Chicago community knowing about the program and understanding the open access and communication that is available to them."

Planning for CAPS began in the early 1990s, after an external managerial review highlighted what seemed to be a disintegrating relationship between the police department and a large segment of Chicago's population. The CAPS strategy was established to reduce citywide criminal activity and to develop better methods to contact and assist the public.

— Jeff Travis

## Illinois Impact Incarceration Program

Evaluation finds that drug-addicted offenders who completed a boot camp substance abuse treatment program and returned to the community showed lower rates of return to prison for new offenses than offenders who did not complete the program.

**D**rug-addicted offenders who completed a boot camp substance abuse treatment program and returned to the community showed, after 12- and 24-month follow-ups, lower rates of return to prison for new offenses than offenders who did not complete the program or a matched comparison group of general prison releasees, said a recent evaluation.

This finding of the Illinois Impact Incarceration Program at Dixon Springs (IIP) was expected, said researcher Laura Gransky, who, along with Illinois Department of Corrections Research Scientist Bob Jones, conducted the evaluation from May to September 1994. The evaluation was funded by the Authority through a grant from the U.S. Department of Justice.

The program, started in October 1990 by the IDOC, aims to help drug-addicted offenders break their addictions. Since substance abuse is strongly linked to criminal behavior, and criminals rarely seek drug treatment voluntarily, researchers believe that incarceration programs may be the only way to stop criminals' drug habits and therefore, the substance abuse-crime cycle.

The evaluation divided offenders into three major comparison groups: IIP graduates; IIP failures (both administrative removals and quitters); and a matched group of traditional prison releasees. IIP graduates were further divided into three groups based on their level of drug abuse, which had been assessed upon their arrival at the program: Level I (inmates with no identified substance abuse problem); Level II (inmates considered to be probable substance abusers); and Level

III (inmates determined to be probable substance addicts).

After analyzing recidivism among comparison groups who had lived in the community 12 months and 24 months before returning to prison, Gransky and Jones made the following discoveries:

- In both follow-ups, offenders in all three comparison groups between the ages of 17 and 21 exhibited higher rates of return than their older counterparts. "Traditionally, younger offenders are more recidivistic than older offenders," said Jones, "and age generally is a high indicator of recidivism;"

- In the 24-month follow-up, Hispanic IIP graduates appeared to be returning at a higher rate than their black or white counterparts, while the opposite was true for IIP failures (that is, blacks returned at the highest rate, followed by whites, then Hispanics).

For IIP graduates, the data indicated that those assessed at Level III returned at the highest rate. But because there were few subjects in some of the race categories, evaluators could not arrive at any general conclusions. Therefore, Gransky and Jones warned that some results should be interpreted cautiously since the rates of return measures could be inflated. Specific additional findings included the following:

- In the 12-month follow-up, Level I drug offenders returned to prison at a higher rate than Level II or Level III drug offenders.

- In the 12-month follow-up, property offenders assessed at Levels II or III returned to prison at higher rates than their counterparts convicted of either person or drug offenses; in the 24-month follow-up, property offenders at all three

levels exhibited the highest rates of return to prison;

- In the 12-month follow-up, blacks returned at the highest rate across all three levels. However, in the 24-month follow-up, whites assessed at levels I or II returned to prison at a higher rate than their black or Hispanic counterparts. Of Level III offenders, Hispanics returned at the highest rate.

From the evaluation results, Gransky and Jones made the following recommendations:

- Given the increased rate in which Level I drug offenders return to prison for committing an additional offense, special attention should be given to these offenders during assessment. It is recommended that they not only be placed in drug education but receive some level of treatment. Both education and counseling are necessary to help the offender realize the ramifications of his illegal activities on others.

- All IIP failures assessed at Level III should be given priority for substance abuse treatment in prison. Then, once released into the community, they need to receive more intensive aftercare than monthly contacts with IDOC agents.

Since Level III offenders are serious substance abusers, "the four-month treatment they receive in boot camp is just the tip of the iceberg for treating the problem," said Jones. "We recommend that they go right into treatment, the first thing after release, so that we can keep track of them. It takes many, many years of intense supervision to fully address the problem."

— Kristi Turnbaugh

the best alternative, but it's one that they think they can sell to the general public. So, you know, from that perspective, it's not a crazy idea. It's cheaper and less destructive than prison, and they think that they can sell it.

### **How can evaluation be improved as part of the quest to contribute to decreases in crime?**

Well, number one, involve the evaluators and practitioners together as partners in the earliest stages possible.

Number two, encourage the practitioners to demand from the evaluators useful, informative feedback as part of their partner relationship. There's no need for the relationship to be a one-way street.

Third, evaluators need to be able to control their autonomy, their independence, so they can avoid having evaluations go into the wastebasket. This is frustrating for everybody concerned.



### **Arthur J. Lurigio**

An associate professor in the Department of Criminal Justice at Loyola University of Chicago, Lurigio also has been a research associate at the Center for Urban Affairs and Policy Research and an assistant professor of psychology at Northwestern University. He is considered a leading authority on probation and intermediate

sanctions and has 15 years of experience with the probation system in Illinois. He also serves as director of research and evaluation for the Cook County Adult Probation Department and as an ongoing advisor to the Administrative Office of the Illinois Courts.

For the past 10 years, Lurigio has directed several major research projects on community anti-drug programs, criminal courts, alternative sanctions, and crime victims, and has completed research on crime prevention, AIDS, community policing, and mentally ill offenders. He serves as an editor and/or reviewer for several criminal justice journals.

### **The Compiler: Why is it important to do evaluations?**

*Lurigio:* It's impossible nowadays to be able to get large amounts of funding for services without having an evaluation component attached to the project. The issue of accountability was raised in the late '70s. People started to realize then that we can't simply keep funding programs without gathering information about whether they work, and we have to gather information in a way that has scientific merit. We can't depend on people's impressions and opinions.

### **What has been your experience with regard to results from your evaluations being used by policymakers to make deci-**

### **sions about criminal justice programs?**

My experience comes from researchers and practitioners being of a dissimilar mind about how to move forward with respect to policies and programs. My biggest disappointment is that researchers do not have as great or as immediate an impact on practice as they should. However, researchers could do a better job disseminating our findings to policy and decision makers so that our findings can have an effect on programs and services.

...I've seen, for example, research on intensive probation supervision, intensive drug supervision, drug testing and boot camps that suggests these programs, as designed, are really not fulfilling their goals. Their purported objectives are not really being achieved, and yet the programs are continuing without being sufficiently modified or reviewed.

Of course, research data shouldn't be the only kind of information that's generated about whether a program should be implemented or whether it should survive, but they're one piece of information that I think should be given considerable weight.

### **Can you provide an example of an area where you feel the evaluation findings are conclusive?**

Drug testing. Research shows that we don't need to do drug testing on every client at every meeting. And yet we continue to do that in some programs. Drug testing would work to deter drug use if it were implemented on a random schedule. If clients believe there is a possibility for testing, that in itself is a deterrent; research has shown that this is true.

### **Why aren't all criminal justice programs evaluated?**

First, it's because of economics. If people have a choice of spending money on a program or spending money on the evaluation of a program, they're going to want to spend money on the services. There's no question about that. And in a time of limited resources, research is going to get shortchanged even further.

Second, there's a pervasive mistrust of researchers and what they do. Typically, practitioners do not really have an in-depth understanding about the research and evaluation process, and they're suspicious of evaluators and wary of people who come out of an academic setting and try to tell them what they should be doing in the trenches.

That's why I believe that evaluators and researchers in general really have to try to develop closer working relationships with practitioners. We have to show them that there's nothing mystical about the scientific process and that we're trying to generate information that will be helpful to them in their jobs. We're allies rather than adversaries. Our purpose is to improve practice and not to interfere with what they do but rather to facilitate their operations and activities.

### **How do evaluators try to improve the relationship with practitioners?**

You can go to practitioners and talk to them during the planning stages of an evaluation and ask them, "what would you like to

find out about your program, what are some of the questions that you think should be answered?" Or at the very least, you educate people about what you're going to do, and why. Then you'll allay people's fears.

I think if you come in as an outsider, and you have very little contact with people who provide services, you will find a lot of suspicion and mistrust. We need practitioners' cooperation to do

our research. We can't survive without them. I think we need them more than they need us.

I've always thought that one of the most important aspects of being an effective evaluator is being able to generate trust in program providers. Taking time to cultivate a good relationship with administrators and practitioners makes your job easier. In the short run, you may be investing more time than you thought in the

## *Dwight Gateway Substance Abuse Treatment Program*

Evaluation finds that females who completed an in-prison drug treatment program were reincarcerated at a rate lower than those who did not participate.

**F**emales who completed an in-prison drug treatment program were reincarcerated at a rate lower than those who did not participate, said an evaluation funded by the Authority through a grant from the U.S. Department of Justice.

According to the study, participants who completed the Dwight Gateway Substance Abuse Treatment Program returned to prison at a rate of 26.3 percent — lower than those who did not finish. (An offender was considered to have completed the program if one of the following two conditions was met: a) she had spent more than 270 days in the program and remained in Dwight, or b) she had spent more than 180 days in the program and was immediately released from Dwight.) Additional findings were that offenders who spent fewer than 90 days in the Gateway program returned to prison at a rate of 45 percent, and those who stayed in treatment 90 days or more (but fewer than 180 days) returned to prison at a rate of 35.3 percent. These findings, which came as no surprise to program evaluator Laura Gransky, are comparable to national data indicating that time spent in a therapeutic community helps prevent returns to prison.

The residential program, started in September 1988, serves female inmates at Dwight Correctional Center in Livingston County, about 75 miles south of Chicago. Operated by a private substance abuse treatment agency based in

Chicago, the Gateway Foundation, it aims to reduce recidivism by providing intensive treatment to female offenders who have serious substance abuse histories. The Illinois Department of Corrections estimates that 75 percent to 90 percent of all female offenders have a drug or alcohol problem.

Besides finding that Gateway participants and traditional releasees differed in recidivism rates, the evaluation found that inmates 31 years old and older displayed higher two-year rates of return to prison than younger or first-time incarcerated participants. "Although I would usually expect the younger offenders to return more often," Gransky said, "given the presumably longer drug-using behaviors of the older offenders, this is not surprising."

Another finding was that Gateway recidivists were less likely than non-participants to return because they committed a drug offense; the majority of both offender groups originally committed property offenses.

The evaluation was conducted over a one-month period in summer 1994 by Gransky, a University of Illinois at Springfield legal research associate, and IDOC Research Scientist Bob Jones. The report included several recommendations for future programming, including:

- Giving priority for placement to offenders who have more than 90 days left to serve. "If you're in there for only 25 or 30 days, you really can't get to the core of the problem," Gransky said. "I'm not saying that 90 days is substantial either, but you

have to give the beds to the most appropriate inmates and to those who could benefit the most from treatment."

- Following a treatment program structure and composition that encompasses what previous studies have found to be effective as a way to enhance program efficacy.

- Conducting in-depth interviews with Gateway recidivists to find out why they commit new crimes as a way to further understand the drug use-crime cycle. "I think that's very important," Gransky said. "You need to know the motivations behind why the crime is committed if you want to address the core problem."

- Conducting further outcome analyses on other variables of interest (for example, prior arrest record, type of after-care provided).

- Conducting analyses that contain multiple variables so a profile of a typical Gateway recidivist can be delineated. This profile would include multiple offender characteristics which, when taken together, describe those Gateway individuals who appear to be most likely to return to prison.

"Evaluations such as this are necessary as programs expand or grow," Gransky said. "I think you need to know where you're going and what is happening along the way."

— Kristi Turnbaugh

front end of your study, but in the long run, the cooperation is going to be there. And without that, you have nothing. You can't get data. People are not going to give you open and honest answers to your questions. You're not going to have complete accessibility to different aspects of the program.

### **What's been gratifying in your experience with evaluations?**

With CAPS, we've been part of the police department's effort to develop and implement training. We had an avenue through which we could give the department our immediate reaction to what they were doing, and they have made changes based on our recommendations. In particular, we had input into their training design, and they made significant revisions in how they approached training. That's an example of real action research having an immediate impact on practice. And changing their training may have played a role in helping to implement the program citywide more successfully. I'm very heartened by that.

### **What kind of an impact have your criminal justice evaluations had, either on individuals or on the criminal justice system?**

One of the most gratifying was the work I did on AIDS and the probation and court system. I saw a lot of practical changes take place as a consequence of my research. I was able to provide services to people who were at risk for HIV contraction, and I believe I made some differences in people's lives. That was partly because we educated offenders about HIV, and most important, how to prevent the spread of HIV.



photo by Peter Kiar

### **Irving Spergel**

Spergel has been a professor at the School of Social Service Administration at the University of Chicago since 1960; since 1993, he has been George Herbert Jones professor at the School. Considered an expert on street gangs, he has authored more than a dozen books and monographs on street gangs and community problem solving and

has written dozens more articles and research reports. From 1965 to 1993, he served as a consultant to the U.S. Department of Justice; Philadelphia Health and Welfare Council; Missouri Department of Youth Services; School of Social Work, Florida State University; U.S. Department of Health and Human Services, City of Chicago; and the law faculty at Krasnoyarsk State University, Russia.

From 1989 to 1991, Spergel served on the National Youth Gang Advisory Committee for the Boys and Girls Clubs of America and also served on the Planning Committee on Gangs, Drugs, Violence and Communities for the National Research Council's Committee on Law and Justice, National Academy of Sciences.

Over the past 35 years, Spergel has completed research for numerous institutes, foundations and national committees. He currently is project coordinator and program evaluator of the Gang Violence Reduction Program, a project funded by the Au-

thority through the Anti-Drug Abuse Act of 1988 and the U.S. Department of Justice. (The Gang Violence Reduction Program aims to stop gang-related violence in high-crime districts in Chicago through the collaborative efforts of police, probation, social service agencies, grass-roots community groups and a group from the University of Chicago. It encourages young gang members to leave gangs and their pattern of violence.) Spergel also was recently awarded a grant to evaluate the Office of Juvenile Justice Delinquency and Prevention's National Youth Gang Comprehensive Community-based Prevention, Intervention and Suppression Program. The programs, to be tested in five cities, are modeled in part after the Gang Violence Reduction Program.

### **The Compiler: What challenges have you faced with the Gang Violence Reduction Program evaluation?**

*Spergel:* We weren't sure that we'd be able to interview hardcore gang members out in the community. And we weren't sure that we could get their permission to look at police and court records. That proved to be relatively simple, actually — although it meant being flexible and getting them in various places at various times of the day and night. And getting mainly local interviews. But we've had good success. Very few hardcore gang youth refused to be interviewed — probably fewer than six. We've got 104 out of 108 permissions to go to police records of the kids that we interviewed. So that was one obstacle that we overcame. Over 90 percent of the program youth interviewed had police or court records, mainly at the adult level.

Another problem was simply getting police and court data. Court data were easier to obtain. Police data were very difficult to access. But [we] overcame that with the help of the Authority. A major problem also was different names or aliases used by the same youth, and police and court spelling errors. We've had to check back and forth; police and court records aren't always consistent.

Getting program data from the [program's] street workers is very difficult if you're using ex-gang members as workers, because very few are literate, and in general we find social agency people — especially youth workers — very averse to keeping records or giving information on what they're doing. So we've worked out summary devices: we have very brief recording forms, or I debrief them on a regular and frequent basis.

### **What is unique about the Gang Violence Reduction Program?**

The unique thing about this project compared to other gang evaluations is, of course, that we're sole-source evaluators, so we control the program to a large extent, as well as have excellent access to the data. That makes a great difference.

If you look at recent evaluations of gang programs, there is a tendency mainly to use aggregate-level data. They don't get individual-level data, they don't have adequate demographic, program experience or outcome characteristics, etc. The sole-source approach to gang research — in other words, combining action and research — makes a lot of sense in the area of gang research where the acquisition of good program and outcome data is extremely difficult.

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## What would be the ideal circumstances under which to conduct an evaluation?

Select key issues and key programs that are going to possibly make a big difference, provide ample resources for evaluation, and get your evaluation and program operators working together from the very start. Develop your evaluation in terms of a research and development approach; create clear action models based on prior research, good theory and field surveys; create training or implementation materials; and finally, go out and test the models as rigorously as possible.



photo by Kristi Turnbaugh

### Tom Regulus

Regulus is an associate professor in the Department of Criminal Justice at Loyola University of Chicago. For the past 14 years, he has either directed or contributed to several national and local studies of criminal justice issues, including "The National Study of Collective Action and Civil Violence" (1980) at the University of Michigan

and an evaluation of the Illinois juvenile mandatory transfer laws' impact on juvenile prosecutions in Cook County (1988). He was a co-principal investigator (with Lurigio and others) of *An Evaluation of the Cook County State's Attorney's Office Narcotics Nuisance Abatement Unit* for the Authority and served as senior research associate on *The National Study of Youth Gangs Suppression and Intervention Project*.

His forthcoming publications include a national study of prison violence in the early 1980s; an empirical assessment of the effects of youth gangs on student achievement and behavior in Chicago's public schools; an assessment of social biological theories as explanations of racial differences in criminal offending (*SUNY Press*); and an article on youth gang violence (*Encyclopedia of Social Work*).

### The Compiler: What are some obstacles in conducting evaluations?

*Regulus:* There is a difference between evaluations of pre-existing programs compared to evaluations tied in to the actual initiation of a program. With the latter, you go in aware of the limitations that the evaluated agency has as it relates to what you are trying to evaluate, particularly in terms of information availability. In these instances, information and recordkeeping for evaluation can be defined as the program starts.

With agencies where you go in after they've been set up — whether you're doing historical or current program evaluations — of-

ten the quality of data is poor because they have not been concerned with recording information appropriate for evaluation. That's an obstacle to the extent that it results in inadequacies of the data, and then you have to make a judgment from what's available. That can be a very serious obstacle.

A final obstacle is evaluating agencies that don't want to be evaluated.

### How do you deal with that?

It depends. The first strategy is to try to develop good human relations with the agency and try to minimize the extent to which you interfere with the agency's operation while you try to get what you need to conduct the evaluation.

The other strategy has to do with whether or not there are other forms of leverage available to facilitate cooperation. Agencies, for example, that are being evaluated receive funding from the agency that is sponsoring the evaluation. The fact that there's that funding relationship can obviously be helpful. You know, you have to cooperate with those who are providing the funds. You use influence of other people the agency has important relationships with to try to persuade them to cooperate.

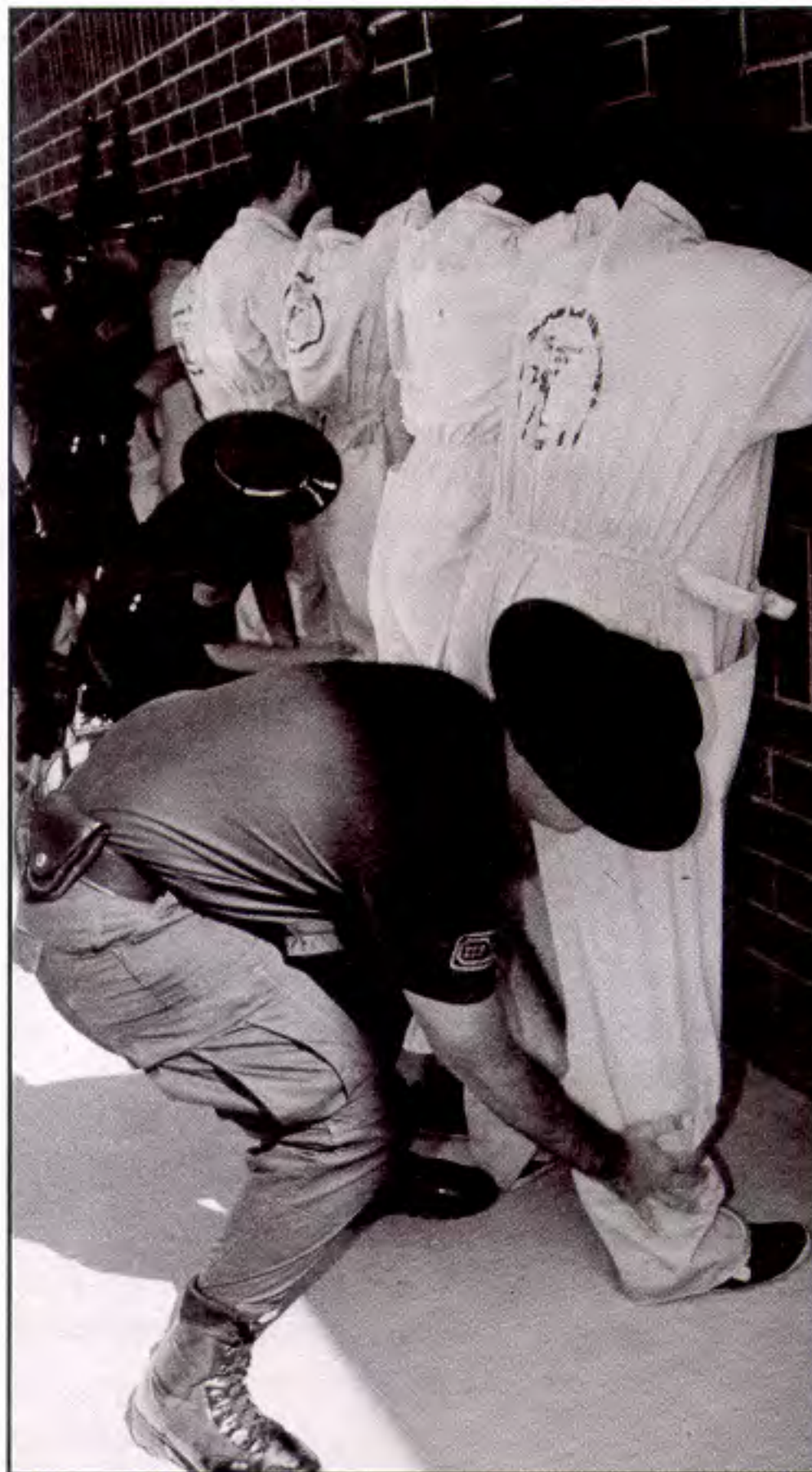


photo courtesy of Illinois Department of Corrections

### Have you ever been in a situation where program people simply did not want to be evaluated?

Not really. We're doing an evaluation right now, on intensive probation supervision and intensive drug abuser probation programs, and in most instances, agencies we've been involved with have been very helpful. There have been a few agencies that have not really participated as fully or as helpfully as they might. We'll have to see what effect that has on evaluations of programs in those agencies.

There are certainly instances where agencies are absolutely not going to participate, and you just do the best you can. I can't recall any situation where ultimately the thrust of an evaluation has been severely handicapped by that. There have been means of getting around it.

The evaluation of the Illinois Impact Incarceration Program found that drug-addicted offenders who completed the boot camp substance abuse treatment program and returned to the community showed lower rates of return to prison for new offenses than offenders who did not complete the program.

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**In the evaluation, then, would it be relevant to say an agency or group didn't want to cooperate?**

It depends upon the nature of that evaluation. If it's a single agency evaluation or an evaluation of a small number of agencies, sometimes you do. Whether you do or not and how you do it, and obviously, your relationship to that agency, are political issues which influence what you do and what you don't do.

**How do you think public policy-makers can best use evaluation findings, and do decision makers use your findings?**

Ultimately, in the purest sense, one would hope that the public policy arena is after the truth and interested in proliferating the best information and knowledge about a particular program so that the best political and policy decisions can be made to im-

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## **PreStart**

Evaluation finds that inmates who participated in Illinois' parole replacement program showed lower rates of return to prison than those who did not participate.

Illinois' corrections program that replaced conventional parole seems to help reduce returns to prison and to lower rearrest rates of Illinois Department of Corrections' releasees, according to a recent evaluation funded by the Authority through a grant from the U.S. Department of Justice.

An examination of the IDOC's PreStart program showed that people who participated in PreStart had a one-year return-to-prison rate of 11.7 percent, compared to 32.3 percent of people released prior to the program's implementation. Additionally, the rearrest rate of PreStart releasees (40 percent) was lower than the nearly 48 percent rate of a comparison group of traditional releasees. However, these trends were reversed when chronic offenders (those with five or more arrests) were examined separately.

Conducted by Dr. Thomas C. Castellano and a research team at the Center for the Study of Crime, Delinquency and Corrections at Southern Illinois University, the study examined the development and effectiveness of the two-phase program, which replaced a more expensive parole system that offered virtually no aid to inmates and releasees before or after leaving prison. PreStart's Phase I prepares in-prison offenders for release into the community;

Phase II offers community-based assistance and offender supervision after release. The program's philosophy is that if offenders are better able to adapt to a law-abiding and employment-oriented lifestyle, they will be less likely to return to prison.

While criminal justice officials are praising PreStart for reducing rearrests and returns to prison, prison releasees who participated in the program also have given PreStart positive feedback. During interviews, releasees said they had positive experiences with pre-release classes and believed the instruction would increase their chances of successfully returning to the community. Most releasees also described services provided in Phase II as being valuable, especially employment skills assistance and placement into drug treatment centers.

PreStart has been funded through a federal grant awarded by the Illinois Criminal Justice Information Authority.

Although releasee feedback has been encouraging and researchers note that the IDOC has done a commendable job, evaluators stress that much work is still needed for PreStart to meet its potential as a reintegration program.

A major problem is the lack of staff resources and funding to properly handle the number of releasees going through the centers. Several PreStart agents reported feeling swamped by the number of releasees

who were expected to report in regularly. (Originally, releasees were to voluntarily report to the centers for services. However, to provide better community supervision measures, IDOC officials required mandatory reporting by telephone and personal visits to agents.) Increased caseloads have limited the amount of time agents can help releasees get placed into drug treatment centers, develop skills and find jobs.

Sixty-nine caseworkers supervise approximately 28,000 IDOC releasees.

Phase II also needs to place development emphasis on the Special Intensive Supervision Unit, which is designed for dangerous or repeat offenders, Castellano said. "If there is one primary area that needs to be addressed by IDOC it is the SISU," he said. "IDOC needs to make sure that the offenders and the measures to supervise them are operated in the manner they were designed."

In summing up PreStart's first few years and discussing what direction the program should move into, evaluators recommend that more resources, especially staff, be added to the program. "If resources for PreStart are neglected," Castellano said, "the state is in danger of having spent a lot of money to develop a program which in the end will turn into a meaningless release mechanism."

— Jeff Travis

prove it and provide a public service. That's the ideal.

The smart evaluators learn ways to get their version of the truth out. Whether or not it ultimately has an impact on the policy arena is another question. Influence in the policy arena is a cumulative process. There is no definitive piece of research which does it. Only research that occurs at the right time, when the system is ready, can make a difference.



photo by Bill Waldmire

### Jim Fahey

Since 1991, Fahey has been program coordinator for the Administrative Office of the Illinois Courts, Division of Probation Services. He coordinates and monitors adult basic supervision and investigation standards in Illinois; researches, develops and standardizes the process and format of Illinois presentence investigation reports; and co-

ordinates and monitors statewide specialized driving under the influence (DUI) programs and specialized drug programs.

Fahey researched, developed and authored the statewide *Drug Testing Guidelines* and annually reviews and approves drug testing programs statewide. He writes, reviews and provides technical assistance on federal or local grants for jurisdictions implementing specialized programs; writes and secures annual grant funding used to supplement the Division's training appropriations; provides ongoing technical assistance to Division training staff and local jurisdictions related to intermediate sanctions, drug courts and administrative hearings; and provides ongoing consultation to intergovernmental agencies, service providers, vendors and researchers.

### **The Compiler: Many evaluators feel that practitioners don't really understand what they're trying to do.**

*Fahey:* Oh yeah. Try explaining a chi-square statistic (an analytical tool) to a practitioner. The things we fear are those which we don't understand, and it is really tough to understand an evaluation design when it deals with some statistical analysis. It's a complicated thing. It's hard setting up an evaluation design, let alone attempting to explain it to someone else who doesn't have a grasp of the evaluation component.

### **Many evaluators also feel that programs would be more effective if evaluators were involved in a program's development from day one. That way they can develop the program with the practitioners. What are your thoughts on that?**

I agree. Anytime you're going to spend state dollars, it's your fiscal responsibility to make sure the program can be evaluated. More importantly, there should be an evaluative component. Otherwise, you're not being fiscally responsible with taxpayers' money. However, no sooner do I say that, than I'd be willing to bet that any number of programs will be done this year and not have an evaluative program up front.

### **Have you come across apprehension on the part of program practitioners who feared their program would be cut because of evaluation findings?**

No, I don't think so; maybe other people believe that, but I don't because people do evaluations to find out if something is working or not. And if something is not working, the understanding is then, 'well, let's fix it.' That's the way I feel as a practitioner. I don't think you ever evaluate something so you can kill it. Then again, maybe that's the case; I can see that being the fear of a practitioner.

However, once a program becomes institutionalized — and most often, programs aren't evaluated until after they reach that point — it's extremely difficult to eradicate a program simply because it was evaluated and the data showed that it didn't work well.

Once a program becomes institutionalized, the program itself becomes important because of the things it provides to the system, whether it's jobs, money, resources, a political power base, whatever. So a program may serve many markets.

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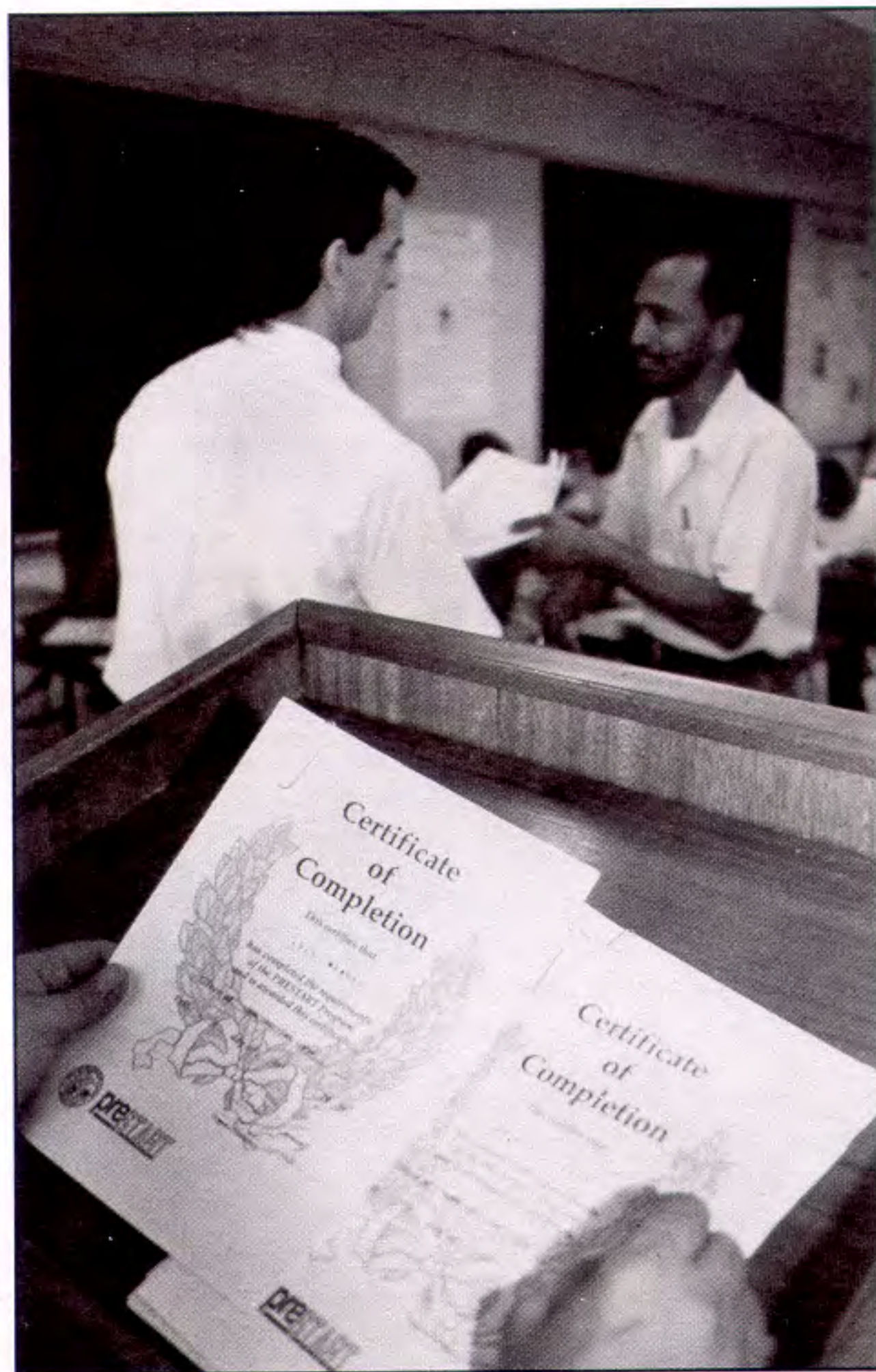


photo courtesy of Illinois Department of Corrections

People who completed PreStart, Illinois' corrections program that replaced conventional parole, showed lower one-year return-to-prison rates than those who did not participate, a recent evaluation found.



# CAPS: Lessons learned

As mentioned in other *Compiler* articles, one organization that used what it learned during the evaluation process was the Chicago Police Department. Working closely with the consortium of researchers conducting a three-year evaluation of CPD's community policing program the department changed aspects of its training to address deficiencies identified early on in the evaluation process.

According to CPD officials, they recognized that evaluation was a critical component in the success of implementing the Chicago Alternative Policing Strategy. They needed timely and accurate feedback on how things were going in the prototype districts before implementing CAPS citywide — thus the need for early evaluation findings.

Officials also recognized that the department did not have the capability internally to gather and analyze large amounts of data. By becoming, in essence, partners with the consortium, said Barbara McDonald, director of research and development, the department then had use of its evaluation capabilities and expertise, as well as its status as an objective, third-party observer of events.

During CAPS' first year, researchers from the consortium provided CPD with ongoing feedback. (This feedback continues today.) One valuable lesson learned from that feedback, according to McDonald, was that communicating the

philosophy of community policing was not sufficient; they also had to define and communicate roles and responsibilities, as well as expectations for beat officers and other personnel.

There was a lot of confusion about roles and responsibilities, she said in a presentation to the Illinois Criminal Jus-



tice Information Authority, and the prototype training did not clear it up. While the training covered the theory (and sometimes the buzzwords) of community policing, it did not specify expected behaviors, she said.

Based on the real-time feedback provided by the consortium, CPD made adjustments in subsequent training programs for supervisors and officers. For example, in sessions on "beat integrity," not only was the theory explained, but field sergeants were told what they were

supposed to do to maintain that integrity.

The evaluation feedback also taught CPD officials that training must be ongoing and must build support for change within the organization. Barriers to reaching that goal included placing patrol officers, sergeants and lieutenants together for training sessions, since it was difficult for people to concentrate on roles and responsibilities when their supervisors were in the same room.

Also, McDonald added, the initial training did not demonstrate that supervisors were important "change agents" at the district station level.

Based on these early findings, CPD again refined the training process by training supervisors first, focusing on their roles and responsibilities, as well as their role as change agents. The supervisors were then used as trainers at roll calls; follow-up training was held in the classroom. Ongoing training and briefings were added for command staff.

At the same time findings were helping CPD refine its officer training program, feedback from the consortium also showed the general public needed to be "trained" as to the benefits of community policing, McDonald said. Just like officers were initially confused about CAPS and their roles and responsibilities, there was confusion in the community. Efforts to address this finding continue. ■

## Evaluators, from previous page

### Do you think that evaluations are as helpful as they could be?

I'm a big fan of evaluations, and I think they're extremely helpful. I probably sound like an evaluator in this respect: the thing I'm disheartened about is that when I would read an evaluation, my first presumption is that it's not all the facts.

I think evaluations are very important, and they should be done on everything. No money should be given [to a program] unless it's being evaluated. If those requirements are set forth — and I'm not just talking about grant funding, but on normal tax dollar appropriations — people are going to get over this initial apprehension and fear that they have of evaluation, because it will become run-of-the-mill — the expectation. ■

— Kristi Turnbaugh is technical editor at the Illinois Criminal Justice Information Authority.

*Editor's note:* With *The Compiler*, we strive to provide not only information of immediate interest to the criminal justice community, but also food for thought on topics coming into the forefront of criminal justice. The above article, we hope, provides a little of the latter. It also may provoke strong reaction from various stakeholders in the evaluation/criminal justice arena. We would be interested in publishing responses to this article; they should be sent to the attention of Sharon Bond, senior editor, *The Compiler*, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Suite 1016, Chicago, IL 60606-3997. We reserve the right to edit submissions for clarity and space.

— Sharon Bond

# Council evaluations show effect of programs in Illinois

The Illinois Motor Vehicle Theft Prevention Council also has funded program evaluations to determine their effect on combatting vehicle theft.

by Gerard Ramker and Diana Mann

In March 1992, the Illinois Motor Vehicle Theft Prevention Council began awarding grants to combat vehicle theft in the state. Before the first grants were even made, however, the Council was concerned with evaluating the impact of funded programs and adopted a variety of rules to help ensure that any funded efforts would achieve desired results. For example, the Council required that: 1) prospective grant recipients submit proposals containing clearly stated and measurable goals and objectives; 2) grantees submit regular performance and fiscal reports; 3) staff perform regular site visits and fiscal reviews; and 4) researchers conduct independent audits of the programs.

As part of its grant application review process, the Council continues to focus on ensuring that grantees can provide evaluative information on how their programs impact vehicle theft.

The Council funds a Motor Vehicle Theft Intelligence Clearinghouse, located at the Illinois State Police, that provides strategic and tactical support to law enforcement programs and statistical information to the Council. These data also are used for evaluation purposes. Additionally, the Council has supported the evaluation of the Law Enforcement Agencies Data System (LEADS) and the Uniform Crime Reporting (UCR) systems as sources of research and statistical information on vehicle theft.

The Council also has allocated grant funds for formal program evaluations. These evaluations were designed to address the organization and operation of

programs as well as the impact programs had on motor vehicle theft and related crimes. Other relevant areas addressed by the evaluations included cooperation and coordination in the enforcement of vehicle theft laws and the operation of the criminal justice system.

Under this umbrella, five funded evaluation projects have been completed thus far:

1. Illinois Auto Theft Task Forces, conducted by the Northwestern University Traffic Institute;
2. Vehicle for Change Program, conducted by Iota, Inc.;
3. Illinois Secretary of State Special Audit Teams, conducted by the Northwestern University Traffic Institute;
4. Statewide Law Enforcement Training Program, conducted by Justex Systems, Inc.; and
5. Impact of Mobile Data Terminal Technology on Motor Vehicle Theft, conducted by Western Illinois University's Department of Law Enforcement Administration.

Response to requests for proposals published by Council staff led to the first four projects; the fifth evaluation project grew out of a graduate student's master's degree thesis. Summaries of each evaluation follow.

## Illinois auto theft task forces

Seven Council-funded multi-jurisdictional auto theft task forces, which began operating in fall 1992, were evaluated by

Northwestern's Traffic Institute. Task forces were set up in DuPage, Kane and Lake counties; East St. Louis ("Metro East"); the Chicago northwest suburban area; the Chicago south suburban area; and the tricounty (Grundy, Kankakee and Will) area of Illinois. Since that time, the Council has funded an eighth task force, which serves the Rockford metropolitan area.

At the time of the evaluation, five task forces were led by a director from the Illinois State Police; one was led by police officers from the Illinois Secretary of State's office; and one was led by a local law enforcement official. All were staffed with officers from local participating law enforcement agencies.

While each task force faced different challenges, from joyriders to organized theft rings, stopping vehicle theft was their primary focus. Most devoted some time to public education, local police officer training and enforcement against street gang-related theft. Some had plans to pursue insurance fraud. Evaluators concluded there was no single "right" approach to operating a task force; a variety of techniques had to be applied to fit the nature of the auto theft problem in each locale.

For many reasons, neither the Illinois Uniform Crime Reports (I-UCR) nor LEADS were deemed adequate by the Institute for capturing auto theft data, so evaluators instead chose to review monthly grant reports and correspondence and to conduct interviews and mail-in surveys with task force officers. Evaluators relied mostly on the opinions of police chiefs and administrators from participating agencies

as an assessment tool.

The evaluators deemed the task forces successful but also made many suggestions to improve operations. The recommendations included: 1) centralize the task forces under a single leadership, most logically the Illinois State Police; 2) help local agencies realize that the task forces will be working on regional, not strictly local, problems; 3) assign all task forces a full- or part-time assistant state's attorney for effective prosecution of cases; 4) write a model procedures manual that can be adapted by each task force; 5) alleviate officers' administrative workload by hiring more general support staff; 6) resolve difficulties in procuring loaned insurance pool vehicles; 7) conduct judicial training on the seriousness of auto theft; and 8) purchase radios with both long-range and specific frequencies for greater communication.

### Vehicle for Change program

Vehicle for Change targets youth between 13 and 16 years old who have been arrested within five Chicago police districts for possession of a stolen motor vehicle. The Cook County State's Attorney's Office conducts intake screening, and eligible juveniles are offered counseling and other client services through United Charities' Midway Center. If a youth completes the nine-month program, the PSMV charges are dropped. The program is available to an offender only once.

IOTA, Inc., an independent research firm, conducted the evaluation from the program's implementation in September 1992 through December 1993. As part of the process, evaluators used questions developed in response to information needed by the Council. Findings were mixed.

The evaluator found a lack of measurable objectives in some program areas, a lack of written policies and procedures specifying staff responsibilities and types and frequencies of client record documentation, and a lack of data that could be used to track provided services and the progress made by the juveniles.

Recommendations included: make program objectives more specific and realistic; select and monitor a better

comparison group; develop and institute policies and procedures for documenting client records and staff responsibilities; and improve tracking of client academic attendance and performance through written linkage agreements with schools and other community groups. Since there are a significant number of Hispanic youth enrolled in the program, the evaluator also recommended consideration of bilingual, bicultural staff. The evaluator could not determine to what extent the program, as described in its application, had actually been put into practice or was "working."

### Secretary of State Special Audit Teams

The Special Audit Teams program developed by the Illinois Secretary of State was designed to audit licensed handlers of vehicle parts. The goal was to reduce the market for stolen vehicles and parts among rebuilders, repairers and scrap processors

to licensing; and tracking the flow of salvage titles and vehicles statewide. The last objective of the program was dropped because record keeping by license holders who handled salvage vehicles was incomplete, and tracking those vehicles and titles became an unproductive use of auditors' time.

Four audit teams were placed in areas of the state with the highest frequency of motor vehicle theft: Chicago metro (16 members), Rockford (four members), Peoria (four members) and East St. Louis (four members).

Northwestern's Traffic Institute evaluated the program by studying monthly performance reports, interviewing audit team personnel, and giving a questionnaire to a sample of license holders. Institute evaluators said the goal of linking auditing outcomes to specific reductions in auto theft was a tenuous one



The Illinois Secretary of State Special Audit Teams evaluation, conducted by the Northwestern University Traffic Institute, examined licensed handlers of vehicle parts. The goal was to reduce the market for stolen vehicles and parts among rebuilders, repairers and scrap processors in Illinois.

in Illinois.

Audit team objectives included examining all vehicles and parts on the premises of the 3,800 Illinois license holders to ensure that none were stolen or contraband; checking business records to ensure that the businesses were following the laws, rules and regulations applicable

given the nature and extent of the auto theft problem; however, they did feel a major accomplishment was achieved because a first-time ever auditing of all vehicle-related business license holders was conducted within the program's first two years.

More than 70 percent of the license holders were found to be in violation of

record-keeping regulations, and many of the violations had gone undetected for years. During their first full calendar year of operation (1993), the audit teams helped identify and recover 126 stolen vehicles, 737 contraband vehicles and 84 stolen or contraband parts. (Contraband means the ownership of the vehicle or part cannot be determined.) The use of nonsworn personnel to perform the audits also was noteworthy because it provided more time for sworn personnel to perform their duties; using these personnel also matched skills, training and pay to the job.

Evaluators found that the program's biggest shortcoming was the conflict between police investigators and the nonsworn auditors. Investigators felt supplanted by less-experienced personnel and obliged to spend their time on follow-up visits, which the investigators perceived as unnecessary because record keeping often improved by the time investigators arrived. Also, the program was not well-received by some auto theft task force members because they did not understand the site selection process used by audit teams. Conversely, audit teams did not always inform task force members when they were in the task force jurisdictions. Evaluators highly recommended improving these relationships; it was noted there already had been some progress in this area.

The absence of a database which could help determine the program's overall effectiveness and plan ongoing operations, as well as keep track of violators and forecast the identity of future violators, also was noted by evaluators. As part of their recommendations, evaluators suggested a more realistic salary structure for auditors, supervisors and audit management. Finally, evaluators recommended that an operation plan be developed for after second and subsequent audits, since fewer violations are expected to be identified.

### Statewide training program

The Council's statewide motor vehicle theft prevention strategy includes training as one of the primary components of infrastructure building; it is considered essential to efforts to combat vehicle theft. A statewide training program was funded in August 1992 in collaboration with the Illinois Law Enforcement Training and

Standards Board. At the time of the evaluation project, 555 people had been trained in one of the eight course offerings developed in the Board's program.

Justex Systems, Inc. evaluated seven areas of the training program: appropriateness, effect, adequacy, effort, efficiency, process and impact.

Based on a thorough needs assessment conducted by evaluators, the training program underwent significant changes. Evaluators found that improvements to course content and training schedules would make the program much more effective. Recommendations were made in the areas of curriculum, targeting and delivery, instructional content improvement, instructional staff, and integration with other Council programming.

Justex recommended:

1. continuing the eight-hour comprehensive course;
2. developing a new 36-hour course, *Motor Vehicle Theft for Investigators*, by collapsing the one-week basic, advanced and specialized courses;
3. discontinuing the photography and VIN restoration courses;
4. developing a new program series, *Motor Vehicle Theft Investigative Seminar Series*;
5. continuing use of mobile training units as a mechanism to deliver training courses; and
6. developing a motor vehicle theft certification program for Illinois police agencies.

The four-volume final evaluation report also included recommended course descriptions and outlines. The Justex evaluation has been incorporated into the statewide training program for 1995, and the Board has been working to implement all of the recommendations.

### Mobile data terminal technology's impact on vehicle theft

Several Council grant awards support mobile data terminal (MDT) technology. This technology includes in-car terminals and host computer equipment, and allows patrol officers and investigators to instantly access federal, state and local information

systems. The issue of interest to the Council was the impact of this technology on motor vehicle theft in Illinois.

The Western Illinois University study evaluated the experience of police agencies in Peoria and Tazewell counties over about a one-year period. The evaluation's focus was ascertaining whether MDT technology had a direct impact on reducing motor vehicle thefts. Other areas of inquiry included checking to see if use of MDT technology increased the recovery of stolen motor vehicles and the apprehension of offenders responsible for motor vehicle theft.

On the specific objectives, the evaluation found little evidence that the technology resulted in decreased vehicle thefts, increased recoveries or increased apprehensions. While vehicle recoveries and apprehensions increased, so did the number of stolen vehicles reported. In other words, the use of MDT technology alone as a principal law enforcement investigative tool was not found to have a significant or direct impact on motor vehicle theft.

In terms of other evaluative considerations, however, MDT technology was found to be an aid to the general law enforcement mission. Specifically, it significantly enhanced communication and increased access to accurate and complete information by patrol officers.

### Summary

The evaluations funded by the Council were designed to address: 1) the organization and operation of programs; and 2) the impact programs had on motor vehicle theft and related crimes, cooperation and coordination in the enforcement of vehicle theft laws, the operation of the criminal justice system and other relevant dimensions. Even before the final reports of the evaluations were completed, Council staff and grantees began implementing recommendations and making program changes. The results have been improved performance and fewer motor vehicle theft in Illinois. ■

— Gerard Ramker is program director for the Motor Vehicle Theft Prevention Council. Diana Mann is a Motor Vehicle Theft Prevention Council program analyst.

# Removing information from a criminal record

Based on frequent inquiries to the Authority, there seem to be common misperceptions about how criminal records are expunged and/or sealed. This article should help alleviate confusion about the process.

by Mark Myrent

**A**rrest records are maintained by local arresting agencies and are archived in the Computerized Criminal History (CCH) system maintained by the Illinois State Police (ISP). A specific Illinois statute (20 ILCS 2630/5) outlines the methods that citizens — under restricted circumstances — can have specific types of arrest records either expunged (erased) or sealed. Additionally, some types of corresponding court dispositions also may be sealed. When records are sealed, they become accessible only by court order, or are available only to criminal justice officials under specific conditions as required by law.

## Why expunge arrests?

Criminal history background checks conducted by potential employers are, in general, limited to an applicant's conviction record, as provided by the Illinois Uniform Conviction Information Act (20 ILCS 2635). Many agencies and organizations, however, can obtain someone's entire "rap sheet" in the course of doing background checks for employment and licensing purposes, and therefore can access arrest records as well. For example, a background check could include the arrest record when someone applies for any of the following:

- national security position;
- position as a municipal, county or state law enforcement officer;
- license from the Illinois Depart-

ment of Mines and Minerals to possess, use or purchase explosives;

- access to arms storage facilities of the United States military;
- license to provide foster care through the Illinois Department of Children and Family Services;
- license from the Illinois Commerce Commission to become a commercial vehicle relocater (tow truck operator);
- license from the Illinois Gaming Board to own, supply or operate legalized gaming (gambling) operations; and
- license from the Illinois Lottery to own, supply or operate a lottery station.

## Expungement eligibility

Various eligibility rules govern the expungement of arrest records for both adults and juveniles, and they are very narrowly defined for adult criminal records. Only those arrests that did not result in a conviction can be expunged. Convictions cannot be erased from a criminal record under any circumstances. Further, to be eligible, the subject cannot have been convicted previously of any criminal (nontraffic) offense. Under Illinois law, an adult is defined as someone who is at least 17 years old.

The record expungement/sealing process can start if charges are dropped or if there is a court acquittal.

## Other circumstances that establish expungement eligibility

There are two additional, less common circumstances that enable an adult to expunge or seal their record:

- If someone uses an innocent person's name while committing a crime, the victimized individual can petition the court to correct all official records of the arresting agency, the ISP, the prosecutor, the trial court, and other criminal justice agencies. This is accomplished by removing the affected person's name from all such records, and inserting the name of the offender, if it is known or can be obtained. This procedure, however, does not prevent an offender's aliases from being listed by criminal justice agencies.

Second, if a convicted offender is granted a gubernatorial pardon that specifically authorizes expungement, the subject may petition the court to expunge the record of arrest from the official records of the arresting agency. Under this circumstance, the court also can order ISP and circuit court clerk records sealed.

## Juvenile records

Juvenile arrest and court records can be expunged under certain circumstances; the eligibility requirements are less stringent than for adults. Two sets of procedures apply.

First, when a person reaches the age of 17, or whenever juvenile court proceedings have been terminated — whichever is later — a person can petition the

court to expunge their juvenile arrest records and/or juvenile court records. This can happen only if the arrest did not result in a delinquency adjudication (or a criminal conviction, if the case was transferred to adult court).

Second, if:

a) a person is at least 27 years old, or 10 years have elapsed since all juvenile court proceedings were terminated or

— usually the chief circuit court judge — can enter an order granting or denying the petition. For juvenile records, the judge may simply order the expungement based on the eligibility evidence without this additional review process.

If the judge decides to issue the order, the clerk of the circuit court mails a copy to the subject, the arresting agency, the prosecutor, the ISP and any other

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## When records are sealed, they become accessible only by court order, or are available only to criminal justice officials under specific conditions as required by law.

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since there was a commitment to the Illinois Department of Corrections (from juvenile court), and;

b) the person has had no adult criminal court convictions since his or her 17th birthday, he or she may petition the court to expunge all juvenile arrest records and juvenile court records (including delinquency adjudications) — unless the charge was first degree murder, or the arrest resulted in adult criminal proceedings.

### The expungement process

The expungement/sealing process is initiated at the circuit court clerk's office in the jurisdiction where the case was tried. Although there are some procedural differences across the state, the process is generally the same. First, a copy of the court disposition is requested. Then, based on the preliminary evidence contained in the disposition, the person can request an expungement petition. There is a fee, however; it varies, depending on the county's population.

After filing the expungement petition with the clerk, copies of the petition must be forwarded to the state's attorney or local prosecutor; the ISP; the arresting agency; and the chief legal officer of the municipality where the arrest occurred. Each of these officials has 30 days to file an objection to the expungement petition. At the end of that 30-day period, a judge

agencies ordered by the judge.

When an expungement order is received by the ISP, a notice is sent to the subject requesting \$40 to cover the cost of processing the expungement. Upon receiving the fee, ISP staff will expunge or seal the appropriate information from the person's state criminal history transcript. Additionally, the ISP forwards a copy of the expungement order to the FBI, which expunges the information from the subject's federal rap sheet.

### Waiting periods for expunging/sealing certain records

In certain circumstances, the expungement/sealing of adult criminal records may require a specified waiting period. Specifically, the waiting period applies to arrests that result in a disposition of supervision, or that result in "special probations" that can be granted by the court one time only for certain offense categories in lieu of a conviction.

Generally, supervision dispositions can be expunged from the records of the arresting agency or the CCH system after a two-year waiting period. Records cannot be impounded by the court until at least two years after discharge/dismissal of the supervision. (Impounding of court records is nearly identical to sealing, in that the records are accessible only by court order, or to criminal justice officials

under specific conditions as required by law.) People receiving supervision for any sexual offense committed against a minor are ineligible for expungement/sealing.

For certain offenses, records of arrest cannot be expunged (nor the court disposition impounded) until five years after termination of supervision. These offenses include domestic battery, criminal sexual abuse, retail theft, driving while under the influence of alcohol or other drugs, reckless driving, operation of an uninsured motor vehicle, operation of a motor vehicle when registration suspended for non-insurance, display of false insurance card, and failure by automobile scrap processors to keep proper records.

Similarly, records of arrest cannot be expunged (nor the court disposition impounded) until five years after termination of special probation dispositions. These are not the standard probation dispositions that are court-ordered following conviction. Instead, they are dispositions granted to first-time offenders who are found guilty of certain offenses. These include specified violations of the Controlled Substances Act, the Cannabis Control Act, and the Alcoholism and Other Drug Dependency Act, as well as commission of aggravated battery of a child or institutionalized mentally retarded person by a care provider. The court may order this "special probation" without entering a conviction judgment — and with the consent of the defendant. Upon fulfillment of the terms and conditions of probation, the court discharges the person and dismisses the criminal proceedings against him, similar to a supervision disposition.

While arrests that are subject to the five-year waiting period can be expunged from the arresting agency's records, CCH arrest records must be sealed by the ISP. This means that those records may be disseminated by the ISP only as required by law or to the arresting agency, the state's attorney, and the court upon a later arrest for the same or a similar offense, or for the purpose of sentencing for any subsequent felony. Also, the IDOC has access to all sealed CCH records pertaining to that individual. ■

— Mark Myrent is a senior research analyst at the Illinois Criminal Justice Information Authority

# Publications available from the Authority

The Illinois Criminal Justice Information Authority annually publishes a large number of research reports, technical manuals, bulletins, newsletters, brochures and general information pieces. Copies of any of these materials are available free of charge by contacting the Authority's Information Resource Center at (312) 793-8550 or by writing the Authority at 120 South Riverside Plaza, Suite 1016, Chicago, IL 60606-3997.

In addition, information on criminal justice computer information systems developed by the Authority, such as the Police Information Management System (PIMS) and Area-wide Law Enforcement Radio Terminal System (ALERTS), is available by contacting the ICJIA Information Systems Unit at the above address and phone number.

Below is a list of recent Authority publications. Most older publications also are still available; please call or write to inquire.

- ▼ *The Organization, Caseloads, and Costs of Probation and Parole in Illinois and the United States.* This report presents information regarding Illinois' probation and parole systems and how they compare to other states' community supervision programs. The report also focuses attention on states that have both services operating under the authority of the same agency compared to states, such as Illinois, that place the services under separate agencies.
- ▼ *Illinois Criminal Justice Information Authority Biennial Report, 1993 - 1994.* This two-year report details the agency's structure and activities, including expenditures, technologies, research and programs. The Authority is an independent state agency whose mission is to improve the administration of criminal justice in the state of Illinois.
- ▼ *Evaluation of the Illinois Department of Corrections PreStart Program.* This report details the first four years of PreStart, a unique program that replaced a parole system that offered virtually no aid to inmates and releasees before or after leaving prison. The study found that inmates released in 1990, before PreStart was implemented, exhibited a higher rate of recidivism than releasees who had undergone PreStart programming, and tended to fail more often shortly after their release from prison. One-year reincarceration figures also showed that members of the before-PreStart sample were much more likely to be reincarcerated within a year of release than members of any sample released while PreStart was in operation.
- ▼ *Community Policing in Chicago, Year Two: An Interim Report.* This 100-page report details the first two years of Chicago's Alternative Policing Strategy (CAPS), focusing mainly on the five prototype districts where program elements were first tested. The study found that there were significant decreases in perceived crime problems in all five prototype areas and crime actually decreased in three of the districts.

- ▼ *An Overview of the Illinois Criminal History Records Information System: Part I of the 1993-94 Criminal History Records Audit.* This overview, funded with monies from the Anti-Drug Abuse Act of 1988, provides background detail on the state's criminal history record system and outlines what areas auditors are measuring and examining. The final audit will be published in late summer 1995.
- ▼ *Illinois Municipal Officers' Perceptions of Police Ethics.* This report surveyed a random sample of more than 1,000 downstate law enforcement officers regarding their attitudes on violations of ethical behavior and what they perceive as suitable punishments. The study's sponsor, the U.S. Department of Justice, Bureau of Justice Statistics, also selected Ohio and Pennsylvania to survey law enforcement officers on this topic.

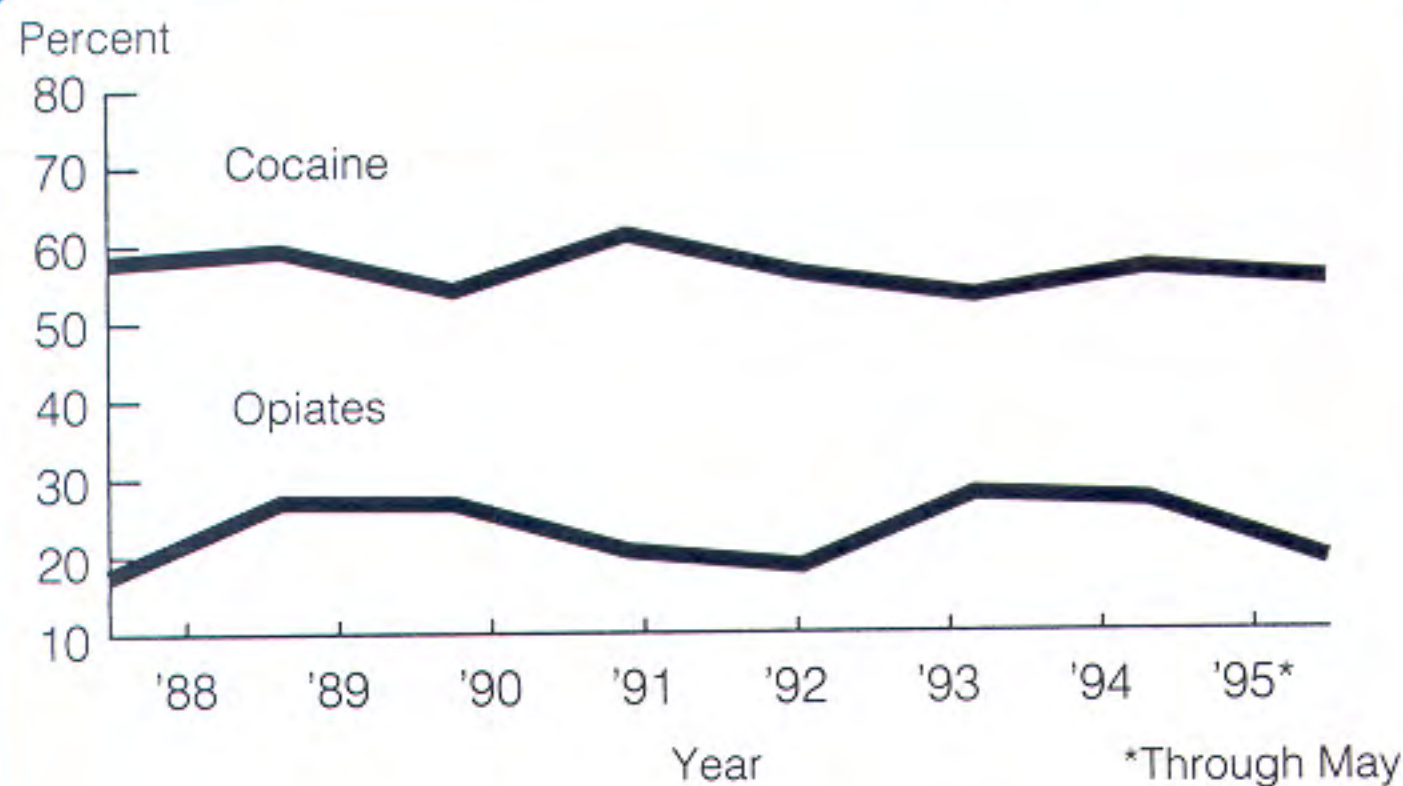
On Good Authority series:

- ▼ *Drug testing and community supervision* (March 1995). This four-page study focuses on drug testing among probationers in Illinois and reports the findings of drug testing efforts among intensive supervised probationers in six Illinois counties.
- ▼ *Drug law enforcement* (June 1995). This four-page study focuses on the impact Metropolitan Enforcement Groups and drug task forces have had on drug crime in Illinois. The study found that out of the 20,000 cases opened and investigated by state drug enforcement units from 1988 to 1994, investigators made more than 17,300 arrests. ■

## Legal Consequences publication available through ERIC

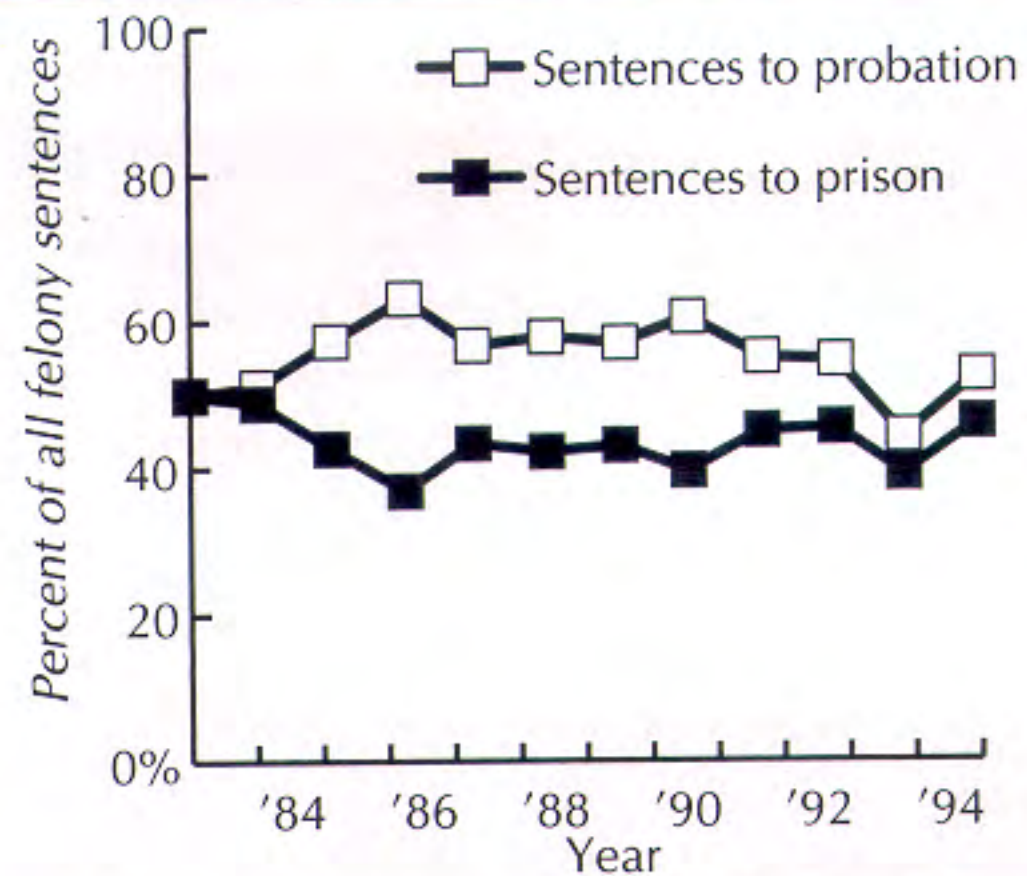
The Authority's Legal Consequences of Drug Abuse Campaign ended in January, but those interested in anti-drug laws and how they're used can still refer to the booklet, *Creating Safe Neighborhoods, Safe Streets, Safe Schools, Safe Workplaces: Using Illinois' Drug Laws*. The booklet's information can be found in the Educational Resources Information Center (ERIC), a computer-based information system sponsored by the U.S. Office of Educational Research and Improvement. *Creating...* is listed in ERIC's monthly abstract journal *Resources in Education*, which lists educational documents that are eventually made available to the educational community in paper copy and microfiche through the ERIC Document Reproduction Service.

Chicago arrestees testing positive for cocaine or opiates



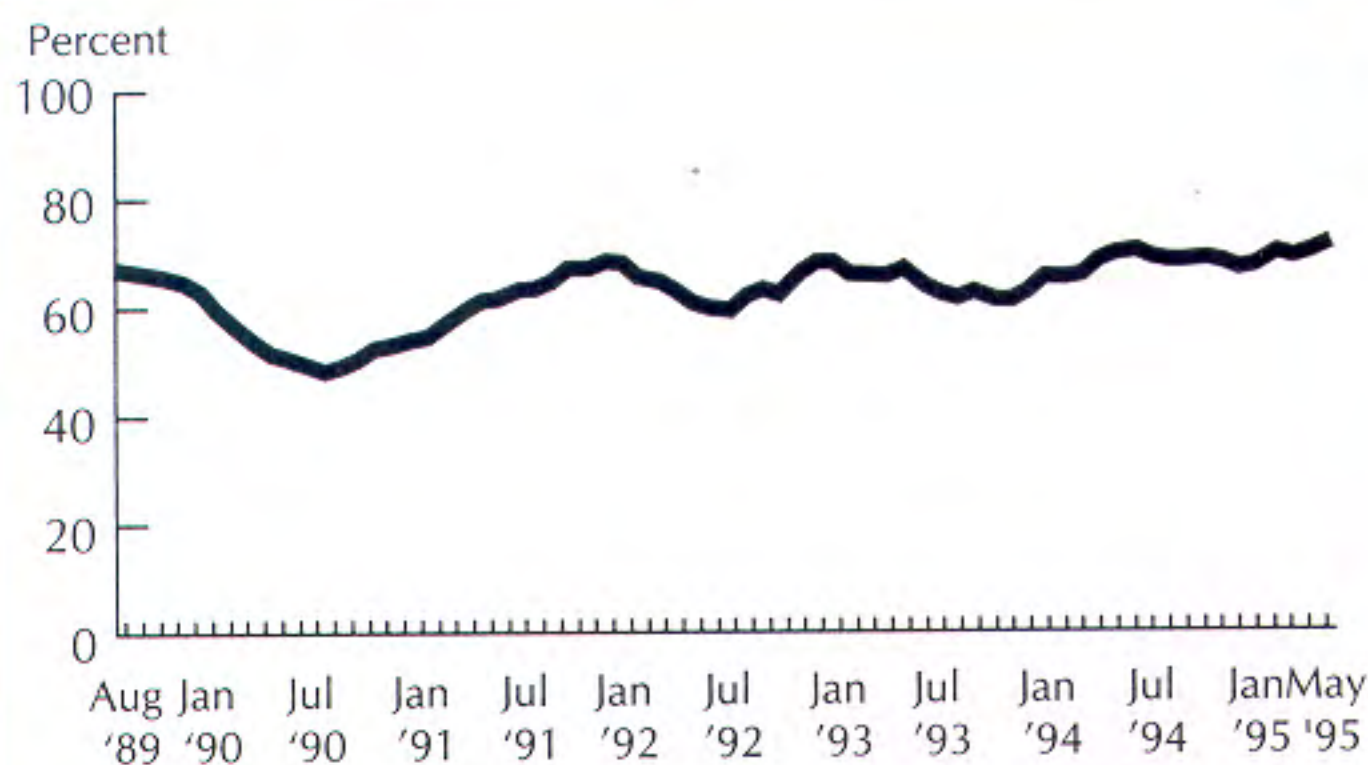
Source: Treatment Alternatives for Special Clients, Drug Use Forecasting data

% of felony sentences to prison & probation, 1983 — 1994



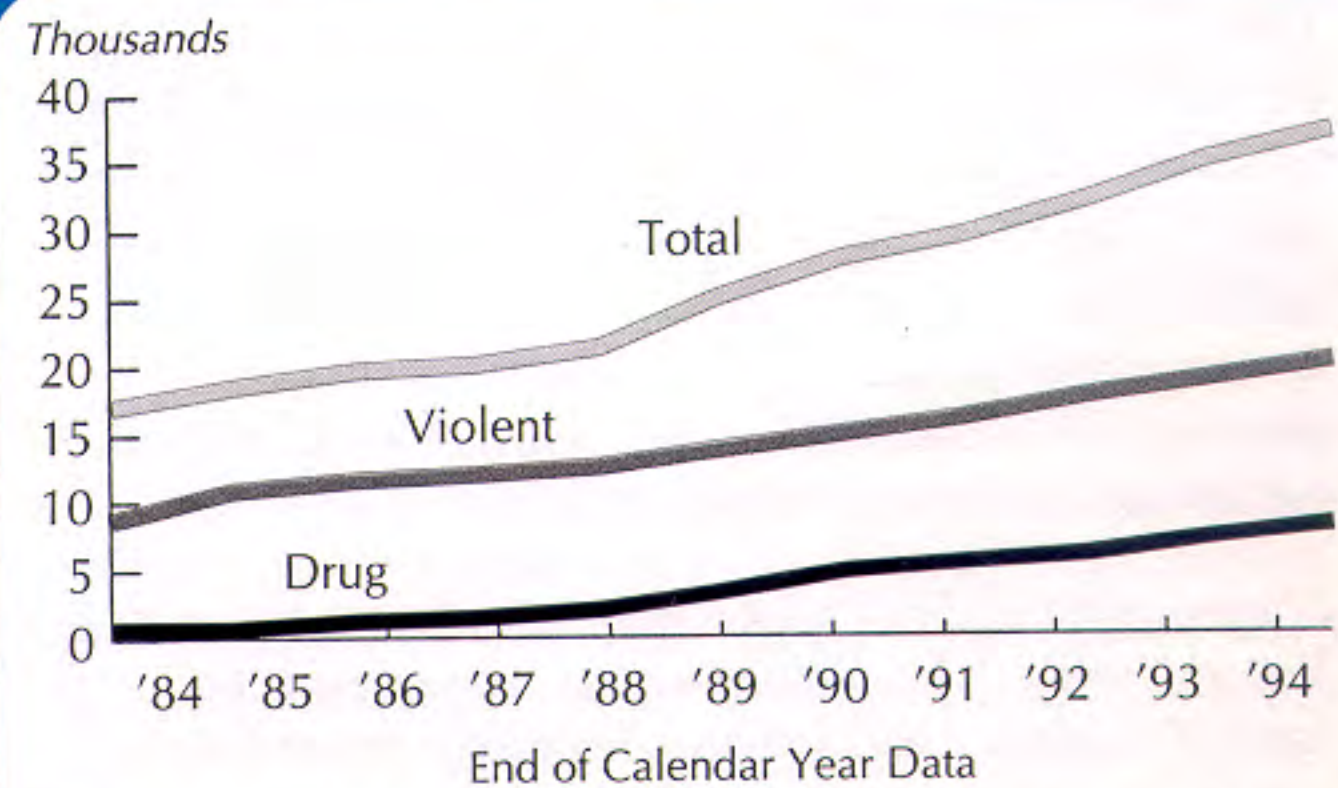
Source: Administrative Office of the Illinois Courts

Average purity of seized cocaine



Based on 2.1- to 24-gram cocaine seizures by law enforcement agencies, quantitated by Illinois State Police Crime Labs

State adult inmate population



Source: Illinois Department of Corrections; includes inmates in state and federal prisons and work release centers and those on electronic detention



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