

# The Compiler

Illinois Criminal Justice Information Authority

Summer 1992

## Inside

### Pretrial crime 6

A major new study by the Authority measures for the first time the impact pretrial release is having on public safety, agency workloads, and taxpayer expenditures in Cook County.

### Legislative mandates 10

Despite a 1987 Illinois law mandating pretrial services in every judicial circuit—and the promise of state money to fund them—a lack of funds has meant only a handful of jurisdictions have been able to comply.

### Pretrial in Cook County 13

A profile of Illinois' largest pretrial services program.

### Vehicle theft 15

A new state council awards its first grants to combat motor vehicle theft.

### Crack cocaine 17

New data show seizures of the highly addictive form of cocaine are way up statewide.

## From arrest to trial

When someone is arrested for a crime and then released on bond, the public's expectation is clear: the suspect will show up for court and will not commit any new crimes while awaiting trial. But new research by the Illinois Criminal Justice Information Authority shows that expectations and reality don't always match.

In a major study of more than 2,100 pretrial defendants in Cook County, the Authority found that sizable percentages of defendants failed to appear in court, were arrested for another crime, or were reincarcerated in the county jail—all while free on bond. The problem is particularly acute among suspects released on their own recognizance in order to ease crowding at the county jail.

In addition to recapping the study's findings (see page 6), this issue of *The Compiler* explores the state of pretrial services in Illinois. The Authority's research suggests that expanded use of formal pretrial service programs, as mandated by a 1987 Illinois law, can help reduce levels of pretrial failure and, ultimately, taxpayer expenditures.



Photo: Brian Stocker

## Budget cuts force Authority to trim services, discontinue *Trends and Issues* report

The Illinois Criminal Justice Information Authority has discontinued its award-winning *Trends and Issues* research publication and eliminated its statutorily mandated auditing program of state criminal history records, following General Assembly approval of a 30-percent reduction in the agency's operating budget for fiscal year 1993.

The Authority is also scaling back the technical assistance and information resources it offers to local agencies and the staff support it provides to special public safety task forces such as the Illinois Task Force on Crime and Corrections. Communications and administrative functions are being cut, and the Authority may lack sufficient funds to cover computer hardware, rent, and utility costs for the entire fiscal year, which began July 1.

Legislators voted to slice more than \$1 million in General Revenue funds from the modest \$3.3 million GR operating budget that Governor Jim Edgar had requested for the Authority

in April. The cuts include a 30-percent reduction in personal services, which will necessitate the elimination of up to 16 positions.

The General Assembly did increase by 11 percent the Authority's appropriation for spending user fees it collects from state and local agencies. These funds, which amount to \$2.1 million next year, are earmarked for supporting information systems the Authority develops and operates. Lawmakers also left untouched the spending authority for federal and state grants the Authority awards to other agencies—a total of \$42.5 million next year.

However, it is the agency's basic operations that are hit hardest by the cuts. *Trends and Issues*, the annual statistical summary of crime in Illinois and the winner of several national awards, will not be published. The Authority does plan to produce a series of shorter, less comprehensive statistical summaries for state and local policy-makers.

In addition, the agency will

not audit the state central repository for criminal history records, as mandated by the Criminal Justice Information Act. Over the last decade, Authority audits have exposed ongoing shortcomings with the major criminal history record systems in Illinois and have recommended a number of signifi-

cant improvements. This cut could affect the quality of information available not only to criminal justice agencies, but also to schools, parents, child-care providers, private employers, and citizens who now have access to the information under the state's Uniform Conviction Information Act.

## Authority police systems continue to expand

The Illinois Criminal Justice Information Authority's Area-wide Law Enforcement Radio Terminal System continues to grow in the Chicago, Champaign, and Springfield areas.

The University of Illinois Police Department has been added to the list of five Champaign-area users that will eventually be connected to a countywide ALERTS installation there.

The Divernon, New Berlin, Pawnee, and Pleasant Plains police departments were added in the Springfield area. The Chicago area has six new users: the Brookfield, Burr Ridge, Hampshire, Maywood, Prairie Grove, and Secretary of State's police departments.

ALERTS, in its fourth year, has 111 users. ALERTS is an in-car computer terminal network that provides officers with instant access to national, state, and local crime information.

Meanwhile, the Automated Law Enforcement Communications System (ALECS), introduced by the Authority last year, now has 11 users. ALECS is similar to many computer-aided dispatch systems, but is designed especially for small- and medium-sized departments that either don't want or can't afford large, full-function CAD systems.

ALECS interfaces with E-911 systems, the State Police's telecommunications network, and ALERTS. Agencies served by the ALECS network include the police departments in Berkeley, Brookfield, Dolton, Glenview, Hazel Crest, Kenilworth, Oak Lawn, Streamwood, and Westchester; the Streamwood Fire Department; and CENCOM, a central dispatch service in the Round Lake area.

## The Compiler

Volume 12, Number 2

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

**Jim Edgar**  
Governor

**Peter B. Bensinger**  
Chairman

**Dennis E. Nowicki**  
Executive Director



**Kevin P. Morison**  
Senior Editor

**Maureen Hickey**  
Managing Editor

**Jeffrey Austin**  
Associate Editor

**William Mahin**  
**Jamilah Owens**  
**Teresa Vlasak**  
Staff Writers

**Tom Monagan**  
Intern

Printing code number: 92-7  
Number of copies: 9,000  
ISSN: 1059-6689

Printed using soybean-based ink  Recycled paper

## Correction

The Spring 1992 issue of *The Compiler* contained a reprint of incorrect information about the location of the American Society of Law Enforcement Trainers' sixth annual training seminar, to be held in January 1993. The correct location is Reno, Nevada. For information call ASLET at 302-645-4080.

# Task force says Illinois prisons will reach "capacity ceiling" within three years

If current trends continue, Illinois prisons will run out of room for new inmates by December 1994, a new task force created to study prison crowding said in an interim report released June 1. Even with the opening of one new prison and five other correctional facilities during fiscal year 1993, the state's prison system will reach its "capacity ceiling" of 34,728 inmates within the next two-and-one-half years, the group reported.

State prisons currently hold more than 30,000 inmates in facilities originally designed for only about 20,000. The rated capacity of Illinois' prison system is approximately 24,000, and the gap between prison population and capacity has grown steadily since 1987, according to the Illinois Task Force on Crime and Corrections.

Governor Jim Edgar established the task force in February to develop both short- and long-term recommendations for addressing prison crowding, which the report called "the most urgent, and yet the most complex, public safety issue facing the State of Illinois." Chaired by Chicago lawyer and former U.S. Attorney Anton Valukas, the 29-member task force includes Illinois Criminal Justice Information Authority Chairman Peter B. Bensinger and Executive Director Dennis E. Nowicki. Staff support for the group is provided by the Authority, which drafted the 23-page interim report.

That report, which the Governor requested by June 1 for General Assembly consideration of immediate suggestions, included three recommendations approved by the task force in May. Two of the recommendations—opening six recently constructed but unstaffed facilities, and a moratorium on legislation creating new offenses with mandatory prison terms—were followed in part by lawmakers.

Under its fiscal 1993 appropriation, the Department of Corrections will be able to open the 952-bed Big Muddy Correctional

Center in Franklin County, plus four work camps and one community correctional center. But because of cuts approved by the General Assembly, the opening of these facilities will be delayed by several months from the timetable envisioned in Governor Edgar's original budget proposal. Regarding the second recommendation, lawmakers voted to enhance criminal penalties in only a selected number of instances.

The third recommendation—to appropriate capital development funds to complete the conversion of a former high school in East St. Louis into a 560-bed, minimum-security prison—was not acted upon by the General Assembly during the spring session.

In addition to the recommendations, the interim report includes a summary of the prison crowding problem. It looks at historical trends, different responses that have been tried in Illinois and elsewhere, and projections of future activity in crime and corrections. The report also examines the issues of prison costs, staffing and security, and the impact of recidivism.

A special Authority analysis for the task force found that two-thirds of the offenders entering prison today have at least one prior felony conviction and 43 percent have one prior prison admission. More than half of current inmates are serving mandatory sentences for murder or a Class X felony, and of the remaining prisoners, nearly two-thirds have extensive criminal histories involving four or more prior arrests.

"This analysis suggests that the majority of offenders in prison are indeed serious or career criminals," the task force said in the interim report. It said efforts to relieve prison crowding will likely have to focus on the relatively small percentage of inmates serving non-mandatory sentences who have three or fewer prior arrests.

*For a copy of the task force's interim report, contact the Authority's Information Resource Center at 312-793-8550. A final report is due by December 31.*

## Authority's crime analysis project wins national grant

An automated crime analysis program, developed by the Illinois Criminal Justice Information Authority to help police identify and map areas at risk for street-gang violence and other crime, has been recognized by the 1992 Innovations in State and Local Government national awards competition.

The Spatial and Temporal Analysis of Crime (STAC) project will receive a \$20,000

grant as one of 25 finalists in the annual program sponsored by the Ford Foundation and the John F. Kennedy School of Government at Harvard University. In September, the 10 top finalists will be awarded grants of \$100,000 each.

The Authority is presently using STAC technology to develop an Automated Early Warning System for the Area 4 Detective Division, headquar-

tered at 3151 West Harrison on Chicago's West Side.

Using a unique database created by the Authority, Area 4 police can analyze demographic, economic, public health, and recreation data to help identify hot spot areas. The database includes not only detailed information about where previous crimes have occurred and where guns have been confiscated, but also in-

formation from community leaders and social welfare agencies. Information generated by the system can help police determine where and when to concentrate foot patrols and other prevention efforts.

The annual Innovations Award program seeks to recognize programs and policies considered to be unusually creative in addressing public needs at the state and local levels.

## Two national reports agree: crime was up in 1991

The nation's two main measures of crime both registered increases for 1991.

Reports of serious crimes rose 3 percent, according to FBI Uniform Crime Reporting statistics. The crime index, which measures crimes reported to law enforcement agencies across the country, has increased every year since 1985—including 2 percent increases in both 1989 and 1990.

Nationally, reports of violent crime rose 5 percent in 1991, with robbery showing the greatest increase, 8 percent. Murder was up 7 percent, while forcible rape and aggravated assault each increased 3 percent. 1991 UCR statistics for Illinois will be released by the State Police later this year.

A separate survey conducted by the U.S. Bureau of Justice Statistics estimated a 1.9-percent increase in the number of personal and household crimes in the nation, from 34.4 million in 1990 to 35.1 million in 1991. The annual National Crime Victimization Survey includes both crimes reported to police and those that go unreported but are later related to interviewers in confidentiality. According to NCVS estimates, 37 percent of all crimes—49 percent of violent crimes—were reported to law enforcement agencies last year.

## FBI opens up juvenile records

Attorney General William Barr in July authorized the FBI to begin collecting and distributing the state criminal histories of juvenile offenders charged with serious offenses.

Previously, the FBI could collect only records of juveniles tried as adults. The attorney general's decision drew protests from some state and local pro-

bation and juvenile officials, but praise from enforcement officials and others concerned with the recent rise in juvenile crime.

Under the new rules, the FBI will accept from state law enforcement agencies, fingerprint cards and arrest and conviction records of juveniles, but the bureau cannot compel states to release their records.

## Two Illinois police departments receive reaccreditation

The Buffalo Grove and Palos Heights police departments have been reaccredited by the national Commission on Accreditation for Law Enforcement Agencies.

CALEA evaluates law enforcement agencies against a set of minimum standards covering operational procedures, services, and technical capabilities. A total of 207 agencies across the country are accredited, including 18 in Illinois. The accreditation is valid for five years, at which point agencies may seek reaccreditation.

Buffalo Grove is one of the communities served by the Authority's police information systems.

## Joliet anti-drug abuse program wins top award from Governor

The City of Joliet received top honors in the 11th annual Governor's Home Town awards competition for a program that rewards high school students who remain drug free. The annual awards recognize the contributions of citizen volunteers who work to improve the quality of life in their communities.

Joliet's "Drug-Free Youth in Touch," or "D-Fy-It," program received the Governor's Cup, a traveling trophy which is the highest Home Town award.

"This program has brought together youths, educators, law enforcement, the medical community and business people in a positive way, underlining the importance of remaining drug free," said Governor Jim Edgar. "We

recognize its success by naming Joliet as winner of the 1992 Governor's Cup, signifying the effort most symbolic of the spirit of Illinois volunteerism."

The Joliet program, spearheaded by citizen-activist Helen Ross, is a volunteer effort that awards youth for resisting illegal drugs. Modeled after a successful Texas program of the same name, Joliet's "D-Fy-It" encourages city high school students to submit to voluntary drug testing. Those who pass are rewarded with cards redeemable for discounts at local merchants, along with other recognition.

Governor Edgar presented the awards to 74 community projects during the ceremonies held in Springfield in June.

## Cook County SWAP under way

The office of Cook County Sheriff Michael Sheahan has implemented an innovative program designed not only to relieve jail crowding and save tax dollars, but also to force prisoners to give something back to the community.

The Sheriff's Work Alternative Program (SWAP), in its second year, currently has 1,000 non-violent offenders working on projects throughout the Chicago area. Recently, SWAP crews have raked leaves and cleaned up graffiti in parks, and filled sandbags during flooding in Chicago's Loop in April.

Start-up costs for the SWAP program were provided through a \$185,000 federal grant from the Illinois Criminal Justice Information Authority, plus \$61,667 in matching county resources.

## Career criminal program honored

The office of Lake County State's Attorney Michael J. Waller has won a national award for a program to put career criminals behind bars.

The National Association of Counties presented the prosecutor's office with a 1992 Achievement Award for its Career Criminal Program. Under

the program, the office works with local police to identify and investigate habitual offenders and assigns those cases to the most experienced prosecutors.

According to State's Attorney Waller, each of the more than 20 defendants targeted in the get-tough program so far has received a lengthy prison term.

# Government spending for justice system tops \$2.7 billion in Illinois during 1990

State and local government spending on the justice system continues to increase in Illinois, with corrections and the courts accounting for a larger share of the financial pie.

## A 23-percent increase during the '80s

In 1990, state and local units of government in Illinois spent more than \$2.7 billion for the justice system, 23 percent more than a decade ago, when measured in constant dollars. However, this overall increase masks dramatic changes in spending by specific levels of government and for specific criminal justice functions.

Between 1980 and 1990, justice expenditures by the state government in Illinois increased 44 percent, in constant dollars, largely a result of increased spending on state prisons. Spending by county governments for justice activities increased 34 percent during the same period, also driven in large part by the increased spending on corrections. At the municipal level, however, police expenditures were less than 5 percent higher in 1990 than they were in 1980, when adjusted for inflation.

As a result, state and municipal governments now fund approximately equal proportions of justice expenditures in Illinois, 38 percent each. In 1974, by contrast, municipal government contributed 55 percent. Similarly, the proportion of total justice expenditures for law enforcement has decreased, while the proportion supporting corrections has grown sharply.

## Law enforcement still top expenditure

Still, law enforcement accounted for 54 percent of all justice expenditures in the state in 1990, the largest proportion of any component. State prisons accounted for the second largest share of spending, almost 21 percent. Expenditures for the courts (including prosecution, defense, and other court activities) accounted for more than 18 percent of total justice expenditures in 1990.

## The national context

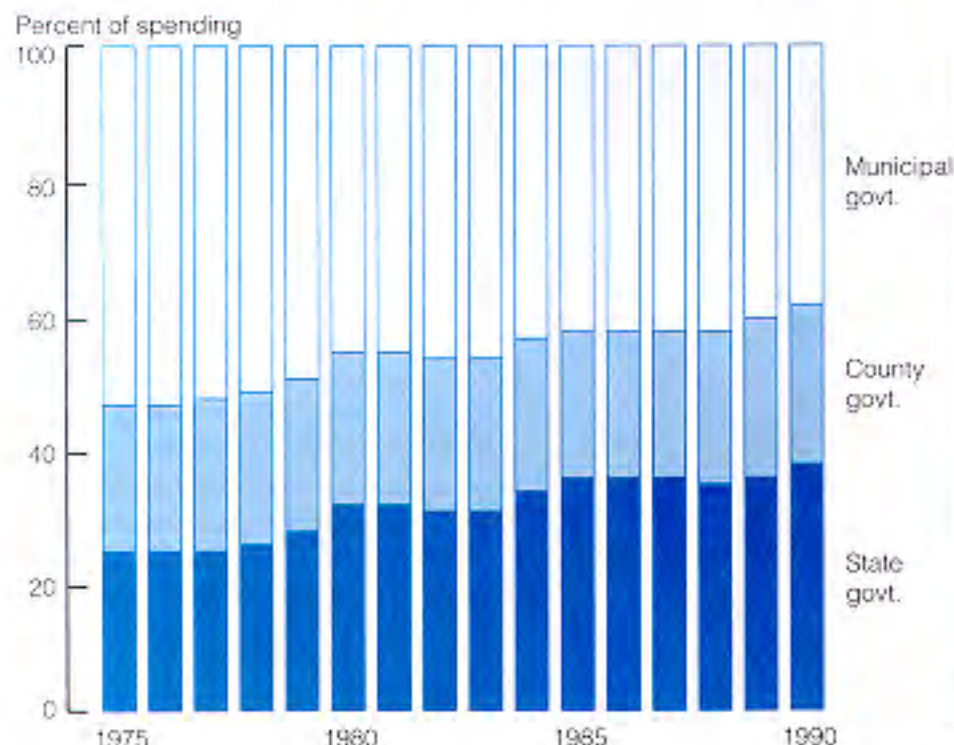
Compared to other states, Illinois continues to rank near the middle in per-capita spending on the justice system. In 1990, Illinois spent \$231 per-capita on justice, or slightly less than the national average of \$258, as reported by the U.S. Bureau of Justice Statistics. Illinois ranked 21st among the 50 states in per-capita justice expenditures. Among the 10 largest states, Illinois ranked sixth.

Per-capita justice expenditures have been found to be related to the level of crime in each state. States with the highest crime rates tend to spend the most, per capita, on the justice system.

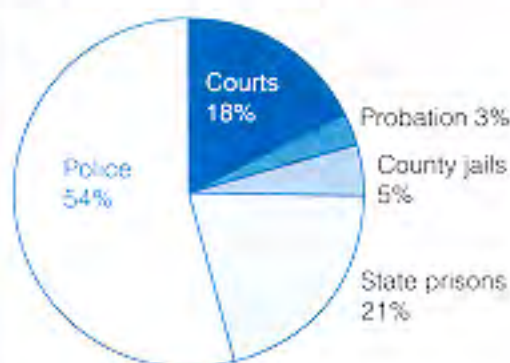
In Illinois, the 64.5 percent of total justice expenditures supported by local units of government is much higher than the national average, where 57.4 percent of all justice expenditures are supported by local units of government. In fact, the proportion of total justice expenditures supported by local units of government in Illinois was the fourth highest among the 50 states in 1990.

David Olson

## State and local share of justice expenditures in Illinois



## 1990 justice spending by function in Illinois



"Courts" includes the judiciary, plus prosecution, public defense, and related court activities. Percentages do not add up to 100 because of rounding.

Sources: Office of the Illinois Comptroller, Office of the Cook County Comptroller, Chicago Department of Finance, Illinois Criminal Justice Information Authority

# Feeling the effects of pretrial failures

For nearly a decade, the Cook County Jail has released on their own recognizance hundreds of inmates a month who are awaiting trial but who haven't posted bond. These "jail I-bonds" have been a practical, though controversial, response to a federal court order limiting the population of the chronically jam-packed jail. A new study by the Authority measures for the first time the impact that jail I-bonds, as well as other types of pretrial release, are having on public safety, agency workloads, and taxpayer expenditures in Illinois' largest county.

By Kevin P. Morison

John D. was arrested for retail theft the day after Independence Day, 1988. Unable to post the required 10 percent of the bond set by the court, he was incarcerated in the Cook County Jail pending trial.

Ten weeks later, he was out of jail, not because his case was over or because he had made bond. He was let out to make room for suspects charged with more serious crimes. Like hundreds of other inmates awaiting trial that week in Cook County, John D. received an administrative mandatory furlough—a "jail I-bond." In return, he agreed to appear in court as required and to stay clean.

But in the two-and-one-half years it took to convict him on the original retail theft charge, John D. was arrested at least 25 more times for various theft offenses. He missed court on his original case and had a bond forfeiture issued. He was even reincarcerated in the county jail, but released on another jail I-bond because of overcrowding—and a federal court order limiting the jail's population.

While his circumstances may be extreme, they aren't unique.

## Jail I-bonds and pretrial failure

A new study by the Illinois Criminal Justice Information Authority has found that defendants released on jail-I bonds in Cook County have higher levels of pretrial bond forfeiture, rearrest, and reincarceration than suspects released on other bond types.

But the Authority also discovered that even among defendants released on deposit (cash) bonds or individual recognizance bonds issued by the courts, levels of pretrial "failure" in Cook County are high when compared with those of other large U.S. jurisdictions.

The *Cook County Pretrial Release Study* tracked the pretrial criminal activity of a sample of 2,127 defendants (1,620 men and 507 women) released to the community pending trial in the fall of 1988. The study, funded by a grant from the State Justice Institute of Alexandria, Virginia, and published in June, compared pretrial failure levels among defendants released on three different bond types: court deposit bonds, court I-bonds, and jail I-bonds. Failure to appear in court, rearrest, and reincarceration were all used as measures of pretrial failure.

## New arrests

In the jail I-bond group, almost half of the men, 47 percent, were rearrested at least once between the time they were released from jail and final disposition of their original, or "qualifying," case. By comparison, 39 percent of those released on court deposit bonds and 33 percent released on court I-bonds were rearrested while free on bond.

Among female defendants, the trend was similar: 34 percent of those released on jail I-bonds were rearrested, compared to 19 percent released on court I-bonds and 17 percent released on deposit bonds.

The majority of the new arrests involved property, drug, or public order offenses, although for some bond groups, a sizable percentage of rearrests were for violent crimes. Of the men released on deposit bonds who were rearrested, for example, 39 percent were charged with at least one violent offense.

In the jail I-bond group, 26 percent of the men who were rearrested and 14 percent of the women were charged with violent offenses. Fifty-three percent of the rearrested men in the jail I-bond group were charged with new property offenses, 46 percent with drug violations. Among rearrested jail I-bond women, 54 percent were charged with property crimes and 29 percent with drug crimes.

## Missed court dates, new jail stays

Jail I-bond defendants also had the highest rates of pretrial failure when measures other than rearrest were used.

Fifty-two percent of the men released on jail I-bonds were issued at least one bond forfeiture during the time of their qualifying cases. For women released on jail I-bonds, the figure was even higher—54 percent. By comparison, 34 percent of the men released on court I-bonds and 30 percent of the men released on court deposit bonds had at least one bond forfeiture declared.

A bond forfeiture is declared by the judge when a defendant does not appear for a scheduled court date. A warrant may be issued immediately or at any time following

the declaration of bond forfeiture.

Pretrial reincarceration levels were also highest for jail I-bond defendants. Thirty-six percent of the men in this bond group and 25 percent of the women were reincarcerated again in the county jail before their original cases was disposed of. By contrast, approximately one-quarter of the men in the other two bond groups and fewer than 17 percent of the women were reincarcerated again in the county jail before their original cases was disposed of.

### The national view

While the Authority's research found that pretrial failure levels are consistently lower among the deposit and court I-bond defendants than among the jail I-bond group, overall pretrial failure levels in Cook County are still high when compared with national figures.

According to the Washington, D.C.-based Pretrial Services Resource Center, the 75 largest cities in the United States have an overall average bond forfeiture rate of 24 percent and an overall average rearrest rate of 18 percent for men and women combined. In other very large cities (New York, Philadelphia, and Washington, D.C.), the average failure-to-appear level ranges from 30 percent to 45 percent, and the average rearrest level ranges from 20 percent to 35 percent.

Figures for all bond groups place Cook County at the top end of this big-city range, according to the Authority's study. For all bond groups in Cook County, the average level of bond forfeiture was 44 percent and the average rearrest level was nearly 41 percent.

## Study recommendations

It is difficult to view any one bond type as "best" or to determine how many pretrial "failures" are acceptable. The *Cook County Pretrial Release Study* found high levels of missed court dates and new arrests in all bond categories, not just jail I-bonds.

To give Cook County officials some ideas on how to address the situation, the Authority's report offered these recommendations:

- ◆ Examine and refine the selection criteria for pretrial release.
- ◆ Develop additional programs to supervise and support defendants released through court-issued deposit or recognizance bonds.
- ◆ Reduce the number of pretrial defendants released on jail I-bonds by developing and using more structured alternatives.
- ◆ If the jail I-bond program continues, expand and improve jail-based pretrial release programs, such as electronic monitoring.
- ◆ Increase resources for the Cook County Pretrial Services Program to accommodate more defendants, including high-risk defendants with high levels of pretrial failure.
- ◆ Improve the quality and availability of information about pretrial behavior by creating and maintaining a pretrial release tracking system similar to the research database created by the Authority for its study.

Cook County Sheriff Michael Sheahan said the county has already begun implementing some of the recommendations in the Authority's report. For example, the jail has reduced the number of inmates released on jail I-bonds to 22,800 in 1991, compared to more than 30,000 a year in the late 1980s. The county has also expanded its electronic monitoring program and relied on more alternatives to detention, he said.

*K.P.M.*

### Effect on public safety

Regardless of their bond type, defendants who "fail" while free on bond compromise public safety.

The 2,127 defendants tracked by the Authority accounted for at least 1,696 new arrests while on pretrial release. By "weighting" the sample to reflect the entire population of defendants released during the 70-day sampling period of 1988, the Authority estimated that 5,816 releasees ac-

counted for 5,320 new arrests, or almost one new arrest per defendant (see page 8 for information on the methodology).

Records indicate that slightly more than half of these rearrests resulted in convictions, 60 percent of which were for violent and property offenses. Using these percentages, the Authority estimated that the 5,320 new arrests recorded by the weighted group resulted in at least 1,670 new victimizations for violent and property crimes.

## Pretrial outcomes in Cook County, for defendants released on different bond types

Type of pretrial activity	MEN			WOMEN		
	Jail I-bond	Court I-bond	Deposit bond	Jail I-bond	Court I-bond	Deposit bond
Bond forfeiture	52%	34%	30%	54%	31%	21%
Rearrest	47%	33%	39%	34%	19%	17%
Reincarceration	36%	24%	26%	25%	16%	11%

## Research methodology

The *Cook County Pretrial Release Study* is the first comprehensive look at the pretrial behavior of people released on bond in Illinois' largest county. The study tracked 1,620 men and 507 women who were released from the Cook County Jail between September 13–30, 1988, and November 10 through December 31, 1988, on three different bond types: court deposit (cash) bonds, individual recognizance bonds issued by the court (court I-bonds), and administrative mandatory furloughs (I-bonds granted by the jail).

The study documented the pretrial activity of the three groups from the time of their initial release on bond until the final disposition date of the case associated with that release (not including appeals). Defendants released under court I-bonds and deposit bonds were included in the study under the same constraints as defendants released on jail I-bonds at that time: defendants had to be charged with a felony offense (but not a Class X violent offense) and released on bonds of \$50,000 or less.

The three bond groups were further divided by gender, stratifying the population into six groups. A random sample was selected from each of the six strata. Four groups—deposit bond men and women, court I-bond women, and jail I-bond women—were 100-percent samples, meaning they represented the entire population of defendants released under their respective bond types during the 70-day sampling period. When combined with the 100 percent samples, the two remaining groups—jail I-bond men and court I-bond men—were “weighted” (by factors of 5.6855 and 2.5129, respectively) so as to represent the entire population of their releasee groups.

In collecting and analyzing data for the study, Authority researchers, in cooperation with several Cook County agencies, created a database containing information on all pretrial activity for each defendant throughout the duration of his or her “qualifying case.” Four negative performance measures were used: the declaration of a bond as forfeited, a judgment of bond forfeiture entered on the defendant’s docket, rearrest in Illinois on a new charge, and reincarceration in the Cook County Jail.

The study was directed by Authority research analyst Christine Martin, with staff assistance from Carolyn Rebecca Block, Tom Derken, David Olson, and Jeffrey Austin. Also providing information and input was a 17-member advisory committee consisting of representatives from the major Cook County criminal justice agencies.

For copies of the complete 160-page *Cook County Pretrial Release Study*, or a 12-page research bulletin that summarizes its findings, contact the Authority’s Information Resource Center at 312-793-8550. *K.P.M.*

The study called this a very conservative estimate because it looked only at crimes that have a clear victim and assumed only one victimization per conviction.

### Workload issues

From a workload perspective, the 2,127 defendants accounted for a total of 3,625 additional transactions requiring criminal justice resources and time. The courts had to process 1,112 additional bond forfeitures, po-

lice had to make 1,696 new arrests, and the county jail had to process 818 new admissions. Each of these transactions can be considered extra or unnecessary, compared to the ideal of no bond forfeitures, no new arrests, and no reincarcerations.

“The failure of a defendant to appear in court in a criminal case causes significant administrative problems,” said Thomas R. Fitzgerald, presiding judge of the Criminal Division of the Circuit Court of Cook

County. He said “it would be of value to know why a defendant fails to appear,” an issue not examined in the Authority’s study.

“Experience has demonstrated that a surprising number of people miss court dates through inadvertence and forgetfulness, while others intentionally fail to make court appearances for a variety of reasons,” he said. “Scientific analysis of this practice would be most helpful to the administration of justice.”

### Financial considerations

In addition to creating administrative burdens, pretrial failure also brings considerable costs.

Using data from a separate Authority study, agency researchers estimated that pretrial failure among the weighted sample of 5,816 defendants cost in excess of \$20.2 million, including \$12.6 million in additional law enforcement costs, nearly \$5.7 million in court costs, and \$1.9 million in correctional costs. When added to the \$18.8 million in initial expenses, the total cost to process these defendants during their original cases—and then to reprocess them for all pretrial failures—was an estimated \$39 million.

In comparison, if all pretrial defendants in the weighted sample had been detained in the county jail for the entire period from arrest to disposition, the cost to the county would have been approximately \$61.5 million. From a simple release or incarcerate perspective, pretrial release—even given the relatively high failure rates—is still more economical, at least in terms of direct criminal justice costs. This cost, however, does not reflect the larger (and largely immeasurable) costs to the victims of the crimes committed by offenders on pretrial release.

### Another option: pretrial services

The Authority’s study suggested there may be a more economical option still—formalized pretrial services.

Using estimated costs of supervision within the current Cook County Pretrial Services Program (see page 13), the study



found that placing all 5,816 defendants in the weighted sample in Pretrial Services would have cost the county \$27 million, including \$2.6 million in supervision costs.

Cost estimates for Pretrial Services assume an increase in current failure rates: 30 percent in an expanded program, compared to 22 percent as of July 1991. Even so, local government could theoretically have reduced overall expenditures for the weighted sample population by almost \$12 million, while ensuring a higher degree of public safety, through the use of structured pretrial services.

#### Other findings

Here are other findings of the Authority's study:

- ◆ Women tend to have lower pretrial failure rates than men, although the percentage of female jail I-bond defendants who failed to appear in court (54 percent) was slightly higher than the rate for male defendants released on jail I-bonds (52 percent).

- ◆ Many of the defendants were arrested several times while free on bond, and a relatively small, hard-core group accounted for the majority of these rearrests. About 12 percent of the sample accounted for close to 60 percent of new pretrial arrests.

- ◆ Defendants who fail on pretrial release are most likely to do so within the first 8 to 12 weeks of release. The study said this is the critical time period for providing pretrial services and supervision.

- ◆ The vast majority of people in all three bonds groups had a history of prior arrests, including more than 93 percent of the jail I-bond men.

#### Beyond Cook County

Authority Executive Director Dennis E. Nowicki said that while the current study focused exclusively on Cook County, its findings have broader application.

"There are very few large counties in Illinois that are not feeling at least some

pressure from overcrowded conditions in their jails," he said. "Our research provides these counties with important clues about the efficacy and the cost of different strategies to address jail crowding while protecting public safety."

Director Nowicki said further study is needed of the differences in backgrounds and profiles of the defendants who failed and those who didn't. "This type of inquiry could provide people making bonding decisions with useful criteria for determining who should be eligible for I-bond release," he said, adding that the Authority will seek funding to continue research in this area. ■

### Study funded by SJI

The *Cook County Pretrial Release Study* was supported by a \$90,000 grant from the State Justice Institute of Alexandria, Virginia.

SJI is a private, not-for-profit corporation established by Congress in 1984 to provide financial support for projects that improve the administration of justice in the state courts. SJI is governed by an 11-member board of directors appointed by the President with the advice and consent of the U.S. Senate. By law, the board includes six judges, a state court administrator, and four members of the public.

The primary goal of the institute is to direct a national program of assistance to ensure that U.S. citizens have ready access to a fair and effective judicial system. SJI fosters coordination within the federal judiciary, serves as a clearinghouse of information regarding state judicial systems, and encourages education for judges and other court personnel.

For more information about SJI and its grant programs, contact David I. Tevelin, Executive Director, State Justice Institute, 120 South Fairfax Street, Alexandria, Virginia, 22314 (703-684-6100).

#### Failure outcomes for selected urban areas in the United States

Jurisdiction	Bond type	Failure to appear		Rearrest	
		Men	Women	Men	Women
Bronx, NY	Recognizance	35%	28%	23%	9%
	Cash	27%	29%	22%	29%
Kings, NY (Brooklyn)	Recognizance	31%	47%	25%	29%
	Cash	18%	25%	22%	N.A.
Queens, NY	Recognizance	31%	33%	29%	30%
	Cash	17%	33%	16%	17%
New York, NY (Manhattan)	Recognizance	31%	24%	20%	10%
	Cash	39%	33%	23%	33%
Philadelphia, PA	Recognizance	55%	20%	33%	N.A.
	Cash	23%	50%	14%	N.A.
Washington, D.C.	Recognizance	55%	N.A.	11%	N.A.
	Cash	33%	N.A.	50%	N.A.

Source: 1990 National Pretrial Reporting Program, a product of the Pretrial Services Resource Center and the Bureau of Justice Statistics.

# Pretrial services: of mandates and money

Five years after a state law was enacted requiring every judicial circuit in Illinois to establish a pretrial services program, only seven of the 22 circuits have been able to comply. Strapped for resources at the local level, and with little state funds available to support this mandate, most circuits have had to get by without the benefit of formal pretrial services.

In 1978, an Illinois Judicial Conference committee, convened to study bail procedures in Illinois, recommended that the state investigate the benefits of pretrial services. Two years later, after researching programs across the country, the committee released a list of pretrial agency performance standards and a recommendation that pretrial services be established in all Illinois circuit courts.

It wasn't until July 1, 1987, with the enactment of the Pretrial Services Act [Ill. Rev. Stat., ch. 38, par. 300 et seq.], that those standards became law. In language almost identical to that of the original performance standards, the act mandates that every circuit court in the state establish an agency to provide the court with verified background data to help determine the conditions for releasing defendants on bond and then to supervise accused felons during the pretrial period.

Today, however, the Administrative Office of the Illinois Courts (AOIC) coordinates only nine county pretrial services agencies in seven judicial circuits.

Insufficient funds is the biggest reason for the lack of statewide compliance. In

By Tom Monagan

fiscal year 1992, the Illinois General Assembly appropriated less than \$1 million to the Supreme Court's budget for pretrial services, and stipulated that all of that money be directed to Cook County. In the counties outside of Cook where programs exist—Lake, Madison, McHenry, Ogle, Rock Island, St. Clair, Whiteside, and Winnebago—county governments bear most, if not all, of the costs.

Another reason pretrial services have not been established in many counties is the lack of an incentive to do so. In most counties where they exist, pretrial programs were created to relieve jail crowding. Officials point out that poorer and less populated counties, which tend to have fewer crowding problems, often have little incentive to develop programs on their own.

"It's just a matter of where you draw the line...We can function without [pretrial services], but we can function a little better with it."

—Michael Weber  
4th Circuit Chief Judge

## The problem of resources

Questions remain. Will the day come when all circuits comply with the pretrial services law? Should they be expected to?

With the current state budget crisis, it's unlikely that new pretrial programs will be launched in the near future. In fact, in some circuits, cuts have resulted in the elimination of programs altogether.

"It's just a matter of where you draw the line. What do you provide and what don't you provide? We can function without (a pretrial services agency), but we can function a little better with it," said 4th Circuit Chief Judge Michael Weber, whose circuit's only pretrial services program, in Marion County, was discontinued in 1990 due to reallocations of resources within its probation department.

When the Pretrial Service Act was passed in 1987, the state appeared poised to help all circuits establish pretrial programs. Section 33 of the act specifically states that 100 percent of all approved pretrial service expenses are to be funded with appropriations made to the state Supreme Court. But only Cook County's pretrial program, established in 1990 with a \$1.1 million state reimbursement, presently receives state funds earmarked for pretrial services. In fiscal 1992, the budget for pretrial services was reduced to \$984,700, while at the same time the number of pretrial investigations increased across the state.

In the fiscal 1993 budget, pretrial allocations were cut another 5 percent, to \$935,465.

## Pretrial services and jail crowding

Rick Leiser, pretrial coordinator for McHenry County, said the reason his

county and most others aren't receiving state funds is simple. "We don't have a jail crowding problem."

Counties without serious crowding problems that have organized successful pretrial services have done so on their own initiative and with their own money.

The Illinois General Assembly may be reluctant to make pretrial services a funding priority, according to Jerry Hanson, AOIC pretrial coordinator, "because the problem with overcrowded county jails is essentially a county, not a state problem."

If overcrowding problems get bad enough, legislators feel that counties will find a way to pay for pretrial programs, often as an alternative to building county jails.

"There's the argument that if you wait, the county governments will do it on their own....If the state some day comes through, fine. If they don't, the counties will probably continue to perform that function," Mr. Hanson said.

#### **The Madison County experience**

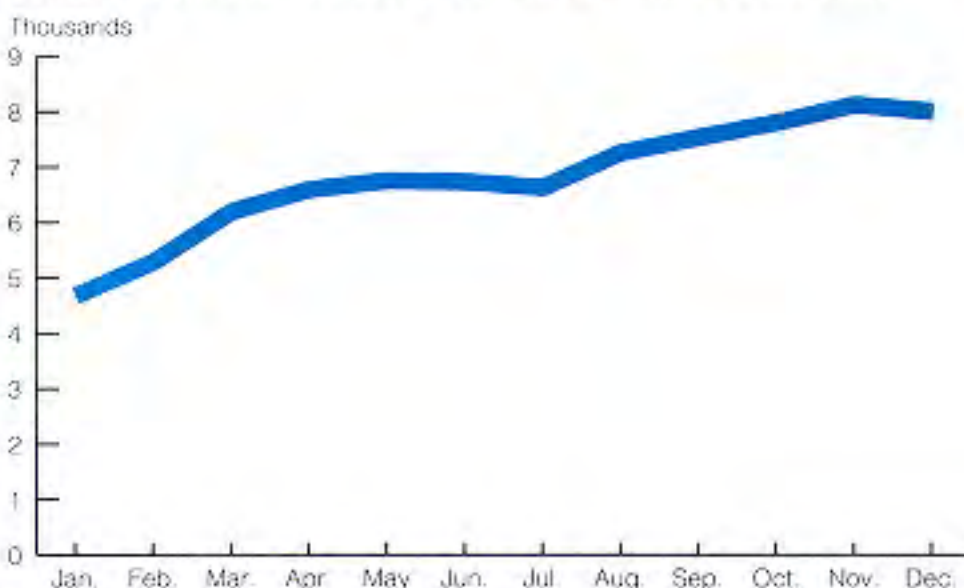
A relatively small pretrial services office was opened in the Madison County Courthouse in Edwardsville on January 27, 1992. The Madison County agency, like most of the other pretrial agencies outside of Cook County, receives no state money for operations. Madison County didn't even request money from AOIC. Instead, the office's \$178,000 budget is provided entirely by the county board.

"After the cutbacks by the Supreme Court we knew there wouldn't be any money from the state, so we didn't even bother to ask," said Darryl McGibany, assistant director of Madison County probation services.

In the first six months of operation, from January 27 to June 23, 1992, the Madison County Pretrial Services Department completed 410 bond reports and supervised 150 defendants. Of the 73 cases that have been cleared, 17 resulted in the case being closed by the agency, most often for failure to appear or a rearrest.

The few agencies outside of Cook

#### **Supervised pretrial release, 1991 end-of-month caseloads**



Source: Administrative Office of the Illinois Courts, Probation Division. Note: Data covers only Cook, Lake, McHenry, Rock Island, St. Clair, Whiteside, and Winnebago counties.

County that are partially funded by the state receive their money not from a pretrial appropriation but from other probation allocations. Some, like the programs in Lake, McHenry, and Rock Island counties, are partially funded through probation subsidy allocations made years ago. As probation department programs, they qualify for some salary subsidies.

Limited budgets, and in some cases limited caseloads, have resulted in caps on the size of pretrial staffs in most counties. While Cook County has 183 full-time staffers working in its pretrial services office, the eight pretrial agencies and divisions in the rest of the state average only three full-time staff each.

In most counties outside of Cook, pretrial services are provided by probation departments and not separate agencies. In this way, circuits fulfill the requirements of the Pretrial Services Act, which states that pretrial responsibilities can be assigned to probation departments "where the volume of criminal proceedings does not justify the establishment of a separate division."

#### **Benefits for smaller counties**

In Ogle County, which has provided pre-

trial services through the probation department since 1978, one probation officer is responsible for pretrial reports and supervision. At the end of June, Chuck Crutcher had completed more than 50 reports this year and was responsible for eight supervisions. On top of his pretrial work, Officer Crutcher also does pre-sentence investigations, amounting to what he says is "definitely not a one-man job."

"The numbers here have been steadily increasing. We'd like to be able to provide more supervisions, but with the lack of manpower, we're not able to do so," said Officer Crutcher.

In the great majority of Illinois counties, it is not financially possible to perform pretrial services. Consequently, bond decisions are based solely on rap sheets and the seriousness of the charge. But in the counties with established pretrial programs, courts have come to rely on pretrial reports.

"Quite often a judge will wait until a bond report is available [before setting bond]. That's really gratifying....But it's frustrating that we don't get more supervisions. It's a valuable service of the courts that's going unused," said Mr. Leiser of McHenry County.

### Sharing information

Although most pretrial agencies were established without state assistance, AOIC has attempted to coordinate these individual efforts into a statewide network and draft guidelines for operations.

The network enables younger programs to receive advice from more established programs. According to Robert Bingham, chief of court services for Lake County, all of the other pretrial agencies have at one point made site visits to Lake County, which started doing extensive pretrial supervisions beginning in 1983.

"We got a lot of calls from a lot of people because we were the only game in town for some time," said Mr. Bingham.

At a state pretrial symposium organized by the AOIC, agencies shared information about their supervision programs, the formats of which vary by county. In many counties, for example, pretrial agencies rely heavily on electronic monitoring to supervise program participants. And in St. Clair County, the pretrial office concentrates much of its supervision on urinalysis testing to single out drug abusers for drug treatment and continued monitoring

Officials estimate that to implement pretrial services in all of the counties and circuits in the state that have expressed a need for pretrial services would cost around \$9.5 million. This estimate would include Cook County which presently has a \$6.5 million pretrial services budget. While that may seem like a large sum, the Authority's Cook County Pretrial Release Study (see page 6) found that if agencies can reduce the number of missed court dates and rearrests of defendants free on bond, the programs could save resources in the long run. ■

## Pretrial release: An overview

Pretrial release benefits society for reasons other than just relieving jail crowding, advocates for pretrial services say. Not only is supervision less expensive than incarceration, but with the help of pretrial services, indigent offenders who often have difficulty meeting cash bonds have a better shot at awaiting trial outside of jail. Individual recognizance bonds also allow less serious offenders with families and jobs to return home and work while awaiting trial.

Determining whom to grant an I-bond to requires that judges have enough information about the defendant to evaluate the risk he or she poses to society if released. According to Jerry Hanson, pretrial services coordinator for the Administrative Offices of the Illinois Courts (AOIC), without pretrial services it's often difficult for a judge to effectively evaluate that risk.

"Generally, in absence of a bond report, the decision is usually charge-driven," said Mr. Hanson.

Reliance on pretrial information will most likely increase, as the crunch for jail beds gets worse and "so-called" jail I-bonds become less of an option and more of a necessity.

Given the state's increasing need for prison bed space, one option may be to use jail space for short term sentencing. Pretrial release may help open up some of those jail spaces, while providing alternatives to incarceration, the most expensive form of corrections, officials say.

Mr. Hanson said courts should begin collecting information earlier in the trial process concerning the risk an individual might pose and the need to incarcerate.

"It's a more efficient allocation to focus more attention on the front end of the system rather than on sentencing and corrections. While the decision to sentence someone is a long process, [release decisions] usually take only a couple of minutes

and a lot less information," Mr. Hanson said.

Pretrial information, including employment record, verification of address, and description of family and community ties, is gathered by a pretrial interviewer who, in most cases, interviews the arrestee no more than 48 hours after the arrest. The format of the pretrial bond report, according to Hanson, is very similar to a pre-sentence investigation report.

According to Rick Leiser, pretrial supervisor for McHenry County, defendants are usually very willing to participate in the interview process. They hope to secure their immediate freedom and future leniency.

"We try to stress to the guy that if he can get through the (pretrial services) program, it gives his attorney good ammunition for a community-based sentence," Mr. Leiser said.

Mr. Leiser, whose office sees about 70 defendants a month, estimates only about two defendants each month refuse to be interviewed.

Once defendants are given a recognizance bond, it's the responsibility of the pretrial or probation officers to monitor their compliance with the terms of release, to notify them of court appearance obligations, and to monitor subsequent arrest activity.

If a defendant violates the terms of the bond, officers will track the offender down and return him or her to court. At this point, pretrial officers may recommend that the defendant be jailed, or, if they feel the violation was an uncharacteristic lapse, recommend continued supervision. Regardless of their evaluation of the case, Mr. Leiser said officers have a responsibility to notify the court when a violation occurs.

"We have an understanding with the court and the defendant that if you violate the conditions of your bond we will immediately notify the court and let them make a decision," he said.

T.M.

# Offering some relief for a jam-packed jail

Established in 1990, the Cook County Pretrial Services Department has become an increasingly important component of the criminal justice process in the county. Here's an in-depth look at Illinois' largest pretrial services program.

By Jeffrey Austin

For 10 years, U.S. District Judge Milton I. Shadur has overseen a federal consent decree trying to control the population at the Cook County Jail. In June, Judge Shadur announced that he had been on the case long enough and that the time had come for another judge to oversee the consent decree he approved in 1982.

While jail crowding continues to reach record levels, there is new hope that the aggressive expansion of the Cook County Pretrial Services Department may offer some relief, as well as provide much needed services to individuals facing trial. In just two years, the number of defendants released under the supervision of Pretrial Services has increased dramatically, while the number of defendants released on controversial jail I-bonds has begun to decline.

The department began operation in June of 1990. Prior to that time, Cook County was the only major urban area in the country that did not have some form of pretrial services.

Established by the Cook County Circuit Court in response to the 1987 Pretrial Services Act, the department's general mandate is to provide judges with accurate background information on defendants. This information helps judges make informed decisions regarding whether, and under what special conditions, defendants

should be released on bond pending their trials. When ordered by the court, Pretrial Services is also responsible for supervising the defendant's compliance with special conditions of bond, and for reporting any violations to the court.

Since the department works for the courts, rather than the prosecution or defense, officials say it is able to provide judges with the objective criminal and social background information needed to make better bond decisions. This helps ensure that defendants are less likely to be released prior to trial if they pose a threat to public safety, or if they are likely to flee. Likewise, crowding at the Cook County Jail can be lessened if judges are better able to identify defendants who can safely be released with, or without, special conditions.

## How the program operates

When an individual is arrested in Cook County, he or she is brought before a Municipal Division court judge within 36 hours. At this first appearance the judge decides what type of bond, if any, to impose. The defendant may be released on an individual recognizance bond (court I-bond), which does not require the defendant to post any cash to secure his or her release. If a cash deposit bond is imposed, the defendant stays in jail until he or she is able to post 10

percent of the bond amount. Because of chronic crowding at the Cook County Jail, some defendants are released on Administrative Mandatory Furlough (AMF), commonly called jail I-bonds.

Prior to the bond hearing, pretrial officers attempt to determine which defendants should be referred to the judge as candidates for court I-bonds. Defendants are evaluated on whether they are likely to commit another crime while free on bond, and whether they are likely to appear for subsequent court hearings.

Defendants are initially screened according to the arresting officer's report and the defendant's criminal history, or rap sheet. Defendants who are out on bond with other pending felony cases, those with outstanding warrants, parole violators, or defendants who pose a threat to the public are generally excluded from recommendation for a court I-bond.

The remaining candidates are then interviewed by a pretrial officer. Questions cover the defendant's employment history, education, family and living conditions, mental health, and drug or alcohol use.

At the bond hearing, the judge is presented with an outline of what has been learned, the department's recommendation on whether the defendant should be released on a court I-bond, and any conditions that should be imposed on release. Conditions can include reporting to Pretrial Services in person or by phone, seeking or maintaining employment, avoiding certain people or places, curfews, drug testing and treatment, and treatment for alcohol or emotional problems. The judge, after reviewing the report, can accept, reject, or modify the conditions and set bail accordingly.

"In most cases, the judges impose conditions as recommended by Pretrial Services," said Steve McGuire, director of the Cook County Pretrial Services Department.

If a curfew is imposed as a condition of pretrial supervision, curfew checks are done both by phone and in person. Pretrial officers work in teams, carrying no weapons. Curfew violations are reported to the judge,

"There were a lot of practical, logistical headaches at first...but I have good problems now. I have judges fighting over who gets a pretrial officer."

—Steve McGuire  
director, Cook County Pretrial Services

who may then issue an arrest warrant, or amend the conditions of bond. The department usually recommends curfews in cases involving youthful defendants who are unemployed and out of school. An order to re-enroll in school or to provide evidence of a job search often accompanies the curfew conditions.

According to Mr. McGuire, defendants who request help with a drug problem are often referred for drug testing or enrollment in a drug treatment program. Mentally impaired defendants are generally referred to community mental health centers or doctors for therapy and psychotropic drug prescriptions.

#### **Early results are encouraging**

Getting defendants simply to show up for their court dates is one area in which the department has met with some success.

"We're terrific at getting them to show up, that's the main thing that I brag about," Mr. McGuire said.

The department has determined its overall failure-to-appear rate to be between 3 percent and 5 percent. This was calculated as the number of bond forfeitures in a month divided by the caseload at the end of the month.

"We send them all a letter and give them a call before each court date to make sure they show up," he said. "Preventing re-arrest is, obviously, a lot harder because there you're talking about rehabilitating the person rather than just reminding someone to make a court appearance. It's also a lot harder to measure because of the vagaries of the criminal history reporting system."

During the department's first full year of operation, pretrial officers interviewed a total of 31,730 potential candidates for pre-

trial release. Of those interviewed, 20,688 were assigned to supervision as a condition of either a court I-bond or a cash bond. The department's active caseload during its first year increased 136 percent, from 3,190 at the end of November 1990 to 7,524 at the end of November 1991. These figures have not fluctuated greatly since then. At the end of June 1992, the active caseload stood at 7,996.

"We have more people on Pretrial Services than are getting out on sheriff's I-bonds," Mr. McGuire said. "When we first started out, sheriff's I-bonds were running about 90 or 100 a day. We average 55 new cases a day now and they are down to about 50 new sheriff's I-bonds a day. So we've made progress, but we're not there yet."

"The ultimate hope is that Pretrial Services can obtain appropriate judicial releases which will lessen the need for the sheriff to make releases at all," said Presiding Criminal Court Judge Thomas R. Fitzgerald.

The department currently employs about 180 individuals, including support staff, clerks, and supervisors. Twenty-four pretrial officers are assigned to the day courts at 2650 South California Avenue ("26th and California"), seven officers cover the outlying felony courts in the city, and three officers cover domestic violence court (none of the other misdemeanor courts are covered at this time). One officer is assigned to traffic court. 17 officers are responsible for night court, and courts in the suburban communities of Skokie, Rolling Meadows, Bridgeview, and Markham have a total of 26 pretrial release officers.

Pretrial Services has also been designated as the department responsible for approving the temporary detention of arrested

juveniles. Four full-time pretrial officers are currently responsible for detention determinations, with assistance from other pretrial officers.

A juvenile justice expert hired by the county board to assess the impact of the detention screening program estimated that the program has reduced the juvenile detention population by 26 percent since its inception in August 1991.

In addition to the pretrial officers assigned to the various courtrooms, there are 34 officers assigned "post release" duties at 1500 North Halsted Street.

"Out in the suburbs, if you get pretrial release and you have to report to an officer, you just go back to that courthouse and the same guy that wrote you up is the guy who supervises you," Mr. McGuire said. "In the city, all the pretrial officers at the courts do is the interview, verification, and recommendation to the court. The actual supervision is done by the people over on Halsted."

Mr. McGuire explained that Pretrial Services does not yet have anyone assigned to the suburban Maybrook court because renovations have yet to be completed that will provide for the department's office space. He expects to begin operations there before the end of the year, however.

"In terms of the substance of what we're doing, things have been going reasonably well," Mr. McGuire said. "There were a lot of practical, logistical headaches at first with getting office space, getting computers, but I have good problems now. I have judges fighting over who gets a pretrial officer."

"I have great hope for the future because it's a terrific idea and because of the level of cooperation we've been able to achieve between Pretrial Services and the sheriff's office," said Judge Fitzgerald. ■

*Material covering the operation, workloads, and size of the Cook County Pretrial Services Department was taken from the department's 1991 Annual Report. For a copy of the report, contact Steve McGuire, director, Cook County Pretrial Services Department, 312-890-6277.*

## Council awards first theft prevention grants

With auto theft on the rise throughout the United States, Illinois is taking steps to reduce the cost and frequency of this crime here at home. In March, the Illinois Motor Vehicle Theft Prevention Council awarded nearly \$1.5 million in grants to four state and local programs. The grants were the first approved by the Council, created in 1991 to curb the growing problem of auto theft in Illinois.

The four programs to receive funding, each for a 12-month period, include more aggressive auditing of auto parts businesses, an information clearinghouse for state and local police, more intensive law enforcement training in auto theft, and a specialized patrol program.

"Through these initial grants, the Council has laid the foundation for achievements to be made in the battle against auto theft in Illinois," said Gerard Ramker, program director for the Council. "Staff has been enormously impressed with the cooperation and expertise displayed by local agencies throughout the state in helping the Council put together a workable, and what we think will be a successful plan," he added.

The largest of the four grants, approximately \$1 million, went to the Illinois Secretary of State's Police to tackle "chop shops" and the illegal activities of salvage yards, scrap processors, and vehicle repair and rebuilding shops. Under the program, audit teams will visit more than 3,800 businesses licensed by the Secretary of State's Office and will track the 82,000 salvage certificates issued during 1991.

"The audit team grant will go a long way in curtailing chop shop activities in Illinois," said Council member Frank McGiboney, property claims director for Allstate Insurance Company. "It should have some impact in reducing the cost to insurance companies," he said.

"Our main goal is to dry up the market for stolen vehicles and essential parts by forcing illegitimate dealers to 'clean up their act'," said Secretary of State George Ryan.

Information and intelligence gathered by the audit units will be shared with Secretary of State Auto Theft Units, multi-jurisdictional auto theft task forces, and other law enforcement agencies.

In addition to the audit program, three other grants were approved by the Council in March. The Illinois State Police is receiving more than \$191,000 to establish a statewide motor vehicle theft intelligence clearinghouse. The clearinghouse will serve as a central repository

for all information relating to motor vehicle theft in Illinois. State Police will collect, analyze, store, and disseminate strategic and tactical information while simultaneously streamlining the data collection and storage process.

"We will not be reinventing the wheel here," said State Police Director Terrance Gainer. "We just hope to make better use of the information that is already available."

The Illinois Local Governmental Law Enforcement Officers Training Board was awarded \$211,950 to create specialized classes in auto theft recognition, detection, investigation, enforcement, and prosecution. Nearly 2,000 officers at the recruit, in-service, specialist, instructor, and advanced class levels will receive the training in the first year.

The Park Forest Police Department received \$20,192 to test a pilot patrol program. For four months, the program will target areas of Park Forest

which experience 90 percent of all attempted auto thefts and 65 percent of all completed auto thefts. Through increased foot and bike patrols, the officers will cover the areas most vulnerable to motor vehicle theft during peak theft hours.

"These first four grants show that the Council truly wants a coordinated effort encompassing all of Illinois," said Director Gainer, who also serves as chairman of the Council.

The Illinois Motor Vehicle Theft Prevention Council administers an estimated \$5 million a year in grants for enforcement, prosecution, and prevention programs throughout the state. Funds for the Council are raised from an annual \$1-per-vehicle assessment paid by all companies that write automobile physical damage coverage insurance in Illinois. No state or local general tax revenue is used.

The Illinois Criminal Justice Information Authority provides staff support to the Council.

*Teresa Vlasak*



Auto parts clutter a garage that has been transformed into a "chop shop" for stolen vehicles.

Photo courtesy of the National Insurance Crime Bureau

# New booklet shows citizens how to create safer neighborhoods using Illinois drug laws

A new booklet from the Illinois Criminal Justice Information Authority is helping citizens make the most of the state's tough laws against drug trafficking and abuse.

The 16-page booklet, *Creating Safe Streets, Safe Schools, Safe Workplaces, and Safe Neighborhoods: Using Illinois Drug Laws*, provides renters, homeowners, teachers, parents, and workers with information about proven tools for getting rid of illegal drugs in their neighborhoods, schools, and the workplace.

There is already a large body of law in Illinois prohibiting the manufacture, delivery, sale, and use of illegal drugs. More laws are passed each year, with increasingly tough penalties including heavy fines, seizures of personal property, and longer prison stays.

The booklet not only describes relevant anti-drug laws, but also provides helpful tips and case studies on how they are being successfully used in Illinois. The booklet stresses the importance of individuals and community groups working together with local law enforcement officials and prosecutors to shut down drug houses, rid workplaces and schoolyards of drugs, and create safer, drug-free communities.

The following excerpts and descriptions provide an overview of the booklet's contents.

### Safe neighborhoods

*There was so much gang activity in the neighborhood that citizens made their complaints of drug dealing to the police anonymously. Their calls led, first, to four arrests being made at a single-family home. Prosecutors then took the building owner to court, since drug activity continued despite two subsequent warnings from the state's attorney's office. At the hearing, the owner agreed to board up the building.*

This section explains ways that individuals, community groups, churches, and civic organizations can fight drug abuse in their neighborhoods. Also discussed are asset seizure and forfeiture laws, nuisance abatement laws, and the new Cannabis and Controlled Substances Tort Claims Act, which permits parents, guardians, and property owners to sue drug dealers to collect damages.

### Safe streets

*Early in 1990, the Metropolitan Area Narcotics Squad (MANS) of Will County made several purchases of cocaine from a local dealer. He was subsequently arrested, and the 1985 Camaro he used in his drug deals was seized and eventually turned over to the Romeoville Police Department. Romeoville police painted "D.A.R.E. to keep kids off drugs" on the door and "This '85 Camaro was confiscated in a drug arrest" on the fender.*

This section describes laws against driving under the influence of alcohol and drugs, as well laws allowing for the forfeiture

of vehicles used to transport illegal drugs. It also explains the conditions under which a DUI conviction may result in the loss of driving privileges or possible incarceration.

### Safe schools

*"Just knowing that an individual will get practically double the penalty for drug and weapons offenses committed on school property is definitely an effective deterrent for young people," said an assistant regional school superintendent from Hancock and McDonough counties. "Any loss of privileges or freedom stops many young people from going astray."*

This section outlines Illinois' safe school zone laws, and explains how parents and teachers can work with school officials to implement those laws. Other topics include drug dealing, locker searches, use of beepers/portable phones, and weapons penalties. This chapter also explains drug testing and background check laws that relate to school bus drivers and public safety.

### Safe workplaces

*Research has shown that drug use equates highly with involuntary job separation. Employees testing positive for drug use have been found to use approximately 113 more sick leave and to have approximately 2 1/2 times more unexcused absences than their drug-free counterparts.*

This section addresses the staggering cost of illicit drug use in the workplace, which is estimated at between \$50 billion and \$100 billion annually. Also included are an outline of the recently enacted Illinois Drug-Free Workplace Act, and the penalties for companies that violate the law.

### How to obtain Legal Consequences material

The new booklet is designed to support many types of drug and crime prevention and education programs, and to address a variety of audiences, including teens, adults, businesses, and criminal justice personnel. Each section of the booklet concludes with lists of resources, including hotline numbers and community and organizational contacts. Where possible, statewide resources are also included.

Limited free quantities of the booklet are available by calling 312-793-8550 or by writing to Legal Consequences of Drug Abuse Campaign, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Chicago, Illinois 60606-3997.

The Legal Consequences of Drug Abuse campaign has other free printed material available for use in staff training, public education programs, and displays. Materials include newsletters for criminal justice and education officials, posters, Drug-Free Workplace Act booklets, and other brochures and handouts on a variety of drug abuse topics.

*Jim Nayder and Jamilah Owens*



## Crack seizures up throughout Illinois

The prevalence of crack cocaine in Illinois has increased significantly in the last two years. Recent statistics from the Illinois State Police and the Chicago Police Department indicate that this cheap and highly addictive cocaine derivative is being seized in greater quantities and in more areas of the state than ever before.

In Chicago, the amount of crack seized by the Chicago Police Department's Narcotics Unit nearly quadrupled between 1989 and 1991, from about 900 grams to nearly 3,500 grams. During the same time period, the quantity of crack seized across the rest of the state more

than quadrupled, from about 700 grams in 1989 to more than 2,900 grams in 1991.

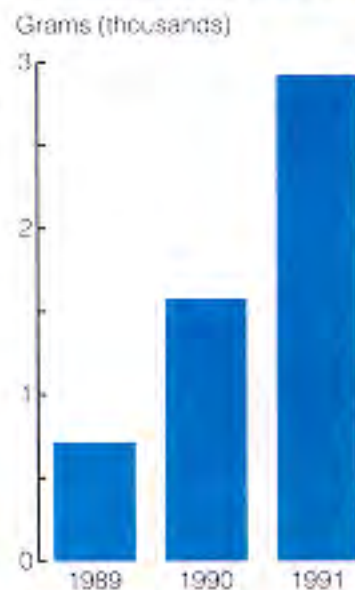
Increases in the amount of crack seized in Illinois have been particularly sharp in recent months. The amount of crack seized and submitted to Illinois State Police (ISP) crime labs, for example, increased from 182 grams in June 1991 to 478 grams in December 1991 and 570 grams in June 1992. Overall, more than 3,420 grams were submitted to ISP labs during the first six months of 1992—that's nearly 3 1/2 times the amount submitted during the same six-month period in 1991, and 20 percent more than was submit-

ted during all of 1991.

Not only is more crack being seized in Illinois, seizures are being made in more areas of the state. As of June 1992, 38 Illinois counties had experienced a crack seizure of more than 1 gram, compared to only 11 counties at the end of 1989.

Champaign, Madison, Peoria, and Sangamon counties have recently experienced dramatic increases in crack. The amount of crack submitted to ISP labs from these four counties totaled just 21 grams in 1989, but 886 grams in 1991. And during the first six months of 1992, these counties submitted 1,425 grams of crack to ISP.

### Crack seizures: Illinois outside Chicago



Source: Illinois State Police

## DuPage County releases substance abuse action plan

In what is believed to be the first effort of its kind in Illinois, the DuPage County State's Attorney's Drug Control Strategy Task Force has issued a report detailing a comprehensive set of recommendations for combatting substance abuse in DuPage County.

The report, *Confronting Substance Abuse: An Action Plan for Change*, culminates the efforts of more than 100 task force members over a 17-month period. The plan provides schools, parents, businesses, law enforcement personnel, treatment providers, municipalities, and others with specific ideas for containing and treating substance abuse in DuPage County, one of Illinois'—and the nation's—fastest growing counties.

"Clearly, drugs play a major role in crime in DuPage and across the nation," said DuPage County State's Attorney James Ryan. "If we could ever get a handle on the drug problem, think of how much money we could save the taxpayer. Less people in prison, less criminal court action, less police activity."

The task force was created by Mr. Ryan, who first formulated the plan in January 1991. A steering committee met on several occasions to outline the strategy and to begin developing subcommittees. Input from citizen and community leaders was received through public hearings, and more than 200 surveys were sent to schools, businesses, police departments, and municipalities to gather important information regarding their current substance abuse control practices.

From May through September, seven subcommittees (Police/Courts/Corrections, Schools/Law Enforcement, Parent Drug Education, Community Drug Prevention Council, Treatment, Central

Planning and Resource Center, and Drug-Free Workplace) met to produce the actual recommendations. Each subcommittee consisted of about a dozen volunteers from various communities and professions throughout the county. Subcommittees usually met once or twice a month to develop their plan.

In February 1992, subcommittee chairpersons and steering committee members completed revisions to a draft of the strategy, which was the combined product of the seven subcommittees. Public hearings were held again in March to gauge reaction to the draft, and a final report was prepared and finalized. An interdisciplinary council is currently being created to assist in the implementation of task force recommendations.

The report includes more than 40 recommendations and more than 100 pages of appendices, to help interested parties develop substance abuse strategies in their own communities. To date, the plan provides the county its most extensive and integrated plan to combat alcohol and drug abuse.

In the early stages of the task force, the Illinois Criminal Justice Information Authority provided technical assistance and data analysis. Now, the Authority is conducting a process evaluation of the task force. The evaluation will detail all critical steps taken by the task force, from the time the idea was formulated to issuance of the final report. The evaluation will also appraise task force efforts and offer suggestions for others undertaking similar strategies.

For more information, contact Gene Kennelly, DuPage County State's Attorney's Office, 708-682-7050.

Len Wojciechowicz

## Authority publishes 1991-92 annual report

The Illinois Criminal Justice Information Authority has published its annual report for 1991-1992. The 32-page report describes the agency's programs and services in the areas of information technology, research, grants administration, program evaluation, and public

information. The Authority has also published a revised brochure describing the agency and explaining its primary duties and responsibilities.

For free copies of either publication, contact the Authority's Office of Public Information at 312-793-8550.

## JRSA conference to address sharing of crime information

The Justice Research and Statistics Association will present a conference on *Federal and State Information Sharing to Combat Crime and Ensure Justice*, September 23-26 in New Orleans. Topics will include the Weed and Seed program, victim initiatives, sentencing guidelines, violent crime trends, and the use of incident-based data. The conference will also review technological advances in criminal justice information systems. For more information contact the Justice Research and Statistics Association, 444 North Capitol Street NW, Suite 445, Washington, DC 20001, or call 202-624-8560.

## Homicide researchers organize forum to exchange information

Carolyn Rebecca Block of the Illinois Criminal Justice Information Authority and her husband, Richard Block of Loyola University of Chicago, have established the Homicide Research Working Group as a forum for the exchange of information on homicide research. More than 80 researchers from around the world have joined the group, which has been endorsed by the National Institute of Justice (NIJ), the FBI, and the Inter-University Consortium for Political and Social Research (ICPSR).

The working group held its charter meeting at the American

Society of Criminology conference in November 1991. At a meeting last June, members of the working group presented tutorials and participated in roundtable discussions on homicide research methodology.

The working group plans to formalize membership and publish a newsletter in the coming months. The next meeting of the working group will take place in Quantico, Virginia, during the first week of June 1993, and will be sponsored by the FBI.

For information on the Homicide Research Working Group call Carolyn Rebecca Block at 312-793-8550.

## Salvation Army program wins community award

The City Club of Chicago has selected the Salvation Army Correctional Services Program to receive its annual Guy E. Reed Memorial Award, which recognizes the city's most outstanding community organization. The award is presented in honor of the late Guy Reed, a longtime civic organizer

The Correctional Services program, which was nominated for the award by the Illinois Criminal Justice Information

Authority, has three primary missions: the residential program houses male and female pre-release prisoners; the traditional Salvation Army chaplaincy services provides counseling to families of inmates; and a learning resources center offers career counseling.

John Firman, the Authority's associate director for research and analysis, co-chairs the Correctional Services Advisory Committee.

## APPA to hold 17th annual training institute

The American Probation and Parole Association will hold its 17th annual training institute, August 30-September 2, in St. Louis. The institute includes more than 70 workshops on topics in the diverse field of corrections. For more information, call the APPA at 606-231-1917.

## Congress on child abuse and neglect to meet in Chicago

The National Committee for the Prevention of Child Abuse is hosting the *Ninth International Congress on Child Abuse and Neglect*, August 30 to September 2, 1992, in Chicago. For registration information, write to Congress Headquarters, Moorevents, Inc., 676 North St. Clair Street, Suite 1765, Chicago, IL 60611, or call 312-951-9600.

## National Crime Prevention Institute publishes schedule of seminars

The National Crime Prevention Institute has published its schedule of basic seminars for the second half of 1992 and all of 1993. The sessions include technological, theoretical, and practical management courses on crime and loss prevention. All classes are held at University of Louisville's Shelby Campus in Louisville, Kentucky. For more information, including course descriptions, contact NCPI Admissions, National Crime Prevention Institute, Shelby Campus, University of Louisville, Louisville, Kentucky, 40292, or call 502-588-6987.

## Governor appoints members to boards and committees

Governor Jim Edgar has made several appointments to criminal justice-related boards and commissions in recent months.

◆ The Governor appointed **Charles McDonald**, chief of the Southern Illinois University-Edwardsville police department, to the **Local Governmental Law Enforcement Officers Training Board**. A past-president of the Illinois Association of Chiefs of Police, Chief McDonald is also a member of the International Association of Chiefs of Police, Southern Illinois Police Chiefs Association, and Southwestern Illinois Law Enforcement Commission. The 16-member training board develops and funds both basic and in-service training for law enforcement officers in Illinois.

◆ The Governor also named three people to the **Prisoner Review Board**. **Rafael Nieves** of Chicago and **William Harris** of Marion have been reappointed, and former corrections parole officer **Barbara Hubbard** of Collinsville is a new appointee, replacing **Delancey Moore**. The Prisoner Review Board is a citizens board that makes parole decisions and sets conditions on the release of state prisoners.

◆ In April, Governor Edgar appointed three members to the **Firearm Owners Regulation Study Committee**, a recently created committee responsible for reviewing the dial-up system for checking the eligibility of would-be gun purchasers, as well as the Firearm Owners Identification Card Act.

The new members are **Barbara Zehnder** of LaGrange, executive director of the Illinois Council Against Handgun Violence; **John Turner**, Logan County state's attorney; and **Richard Gardiner**, an attorney with the National Rifle Association in Washington, D.C.

The ex-officio members of the committee are **Terrance Gainer**, director of the Illinois State Police; Representative **Miguel Santiago** (9th-Chicago); Representative **Todd Sieben** (73rd-Geneseo); Senator **John Davidson** (50th-Springfield), and Senator **William Marovitz** (3rd-Chicago). Additionally, Mayor **Richard M. Daley** of Chicago, or a representative designated by him, will serve on the committee, which is chaired by Director Gainer.

## FBI division in Chicago gets new special-agent-in-charge

The FBI's 600-member Chicago division received a new special-agent-in-charge in May when **William D. Branon** was appointed head of the Chicago division by FBI Director **William Sessions**. Mr. Branon, who previously served as special-agent-in-charge of the Cleveland division, replaces **Delbert Dilbeck**. Mr. Dilbeck stepped down upon reaching the bureau's mandatory retirement age of 60.

## Authority Director addresses national drug conference

At the same time they are determining what works and what doesn't, evaluators of criminal justice programs must pay more attention to packaging and marketing—to convincing practitioners of the benefits of evaluations—Illinois Criminal Justice Information Authority Executive Director **Dennis E. Nowicki** told a national conference on evaluating drug control initiatives. Director Nowicki was a featured speaker at the July conference, sponsored by the National Institute of Justice and the Bureau of Justice Assistance and held in Washington, D.C.

Two staff researchers from the Authority also made presentations during the conference. **Roger Przybylski** explained Illinois' approach to program evaluation, and **Edwin Kennedy** looked at the impact of drug testing on criminal justice populations.

In addition, Mr. Przybylski, head of the Authority's Information Resource Center, recently received a certificate of appreciation from BJA for his outstanding leadership, contributions, and dedication to the criminal justice community in Illinois and nationally. Mr. Przybylski has done extensive research on the justice community's response to drug issues, including numerous program evaluations. The award was presented at the BJA's annual convention in Mobile, Alabama, in early May.

## McDonald elected president of national crime control group

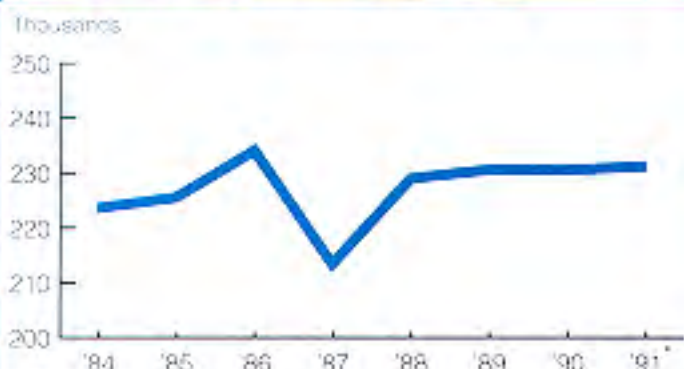
**Barbara McDonald**, deputy executive director of the Illinois Criminal Justice Information Authority, was elected president of the National Criminal Justice Association at the group's annual meeting in May.

Ms. McDonald, a member of the NCJA's board of directors since 1988, is the first woman elected head of the 1,200-member association, which promotes innovation in the criminal justice system. The NCJA, headquartered in Washington, D.C., provides staff support to the National Governors' Association and represents the states on crime control and public safety issues before Congress.

Ms. McDonald, who was named deputy executive director of the Authority in 1990, has held various positions in Illinois' criminal and juvenile justice systems since 1978, including administrator of federal assistance programs for the Authority and director of juvenile justice for the Illinois Department of Children and Family Services and the Illinois Law Enforcement Commission. She holds both master's and bachelor's degrees from the University of Vermont.

At its annual meeting in Coeur d'Alene, Idaho, the NCJA also re-elected **Joseph Claps**, first assistant Illinois attorney general, to its board of directors. Mr. Claps is Attorney General **Roland Burris'** designee on the Authority.

## Index property offenses (Chicago)



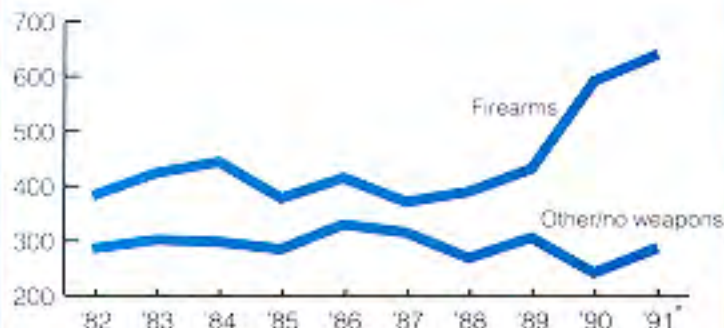
\* Excludes arson offenses, which totaled approximately 2,600 in 1989 and 1990  
Source: Chicago Police Department

## State adult inmate population (end of month)



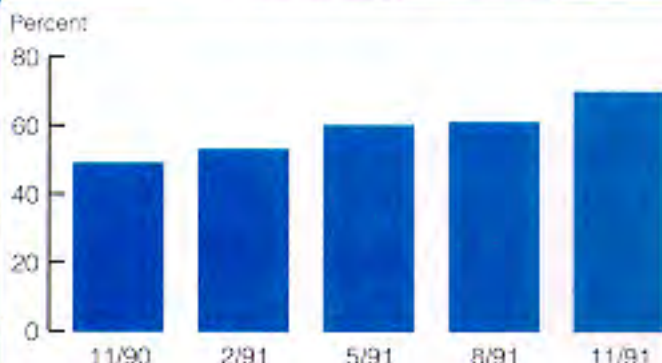
Source: Illinois Department of Corrections  
(Includes inmates in state and federal prisons and work release centers)

## Homicides in Chicago, by weapon type



\* Preliminary  
Source: Chicago Homicide Dataset, Illinois Criminal Justice Information Authority

## Cocaine-positive arrestees in Chicago



Source: Drug Use Forecasting Program, National Institute of Justice/  
Treatment Alternatives for Special Clients



### ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

120 South Riverside Plaza  
Chicago, Illinois 60606-3997  
Voice: 312-793-8550  
Fax: 312-793-8422  
TDD: 312-793-4170

BULK RATE  
U.S. POSTAGE  
**PAID**  
CHICAGO, IL

PERMIT NUMBER 4273

If address label is incorrect, write the correct information below and return the lower part of this page, including label, to Maureen Hickey at the Authority.