



JAA GRANT PLAN APPROVED

THE ILLINOIS Criminal Justice Information Authority has decided how it wants to allocate \$2.3 million this year in new Federal block grants for improving the State's criminal justice system, but has yet to designate specific grant recipients.

The Authority has earmarked Justice Assistance Act (JAA) funds for a Statewide crime prevention campaign, new computerized information systems for more than two dozen Downstate sheriffs, state's attorneys and police departments, and more training for criminal justice officials. The Authority has also set aside JAA money to help Cook County authorities expand their efforts to identify and process serious and repeat offenders.

Meanwhile, the Authority has postponed further planning efforts for an additional \$2.5 million in aid for Illinois crime victims until Federal guidelines are completed.

At its March 15 meeting in Chicago, the Authority voted to concentrate the State's Victims of Crime Act (VOCA) money in four program areas: increasing public awareness of victims' rights and services, reimbursing services for victims, providing special victim service coordinators in selected areas of the State and developing model comprehensive assistance programs for victims.

But less than a week after the vote, the Federal Office of Justice Programs published proposed VOCA guidelines in the *Federal Register*, inviting public comments within 60

Continued on Page 11

INSIDE:

- Audit Shows Many State "Rap Sheets" Still Not Automated; Page 3.
- A Look at Prison Crowding; Page 5.
- Chicago Homicide Characteristics Analyzed; Page 6.
- Chairman's Message; Page 9.

Cook County's New Weapon In Its War Against Crime

IN A SMALL, fifth-floor office in the Cook County Criminal Courts Building, a new wrinkle in the battle against crime is taking shape. Here, in what authorities call their "war room," automation is improving the ability of prosecutors to identify serious and repeat offenders through speedy, on-the-spot criminal background checks.

Using recently installed computer equipment, officials in State's Attorney Richard M. Daley's office can now look up a defendant's criminal history in time for a night or weekend bond hearing, or they can check the background of a surprise witness called by defense attorneys in an ongoing criminal trial. In addition, the setup allows prosecutors to run background checks on hundreds of defendants indicted each month by the county grand jury, and it provides criminal histories to preliminary

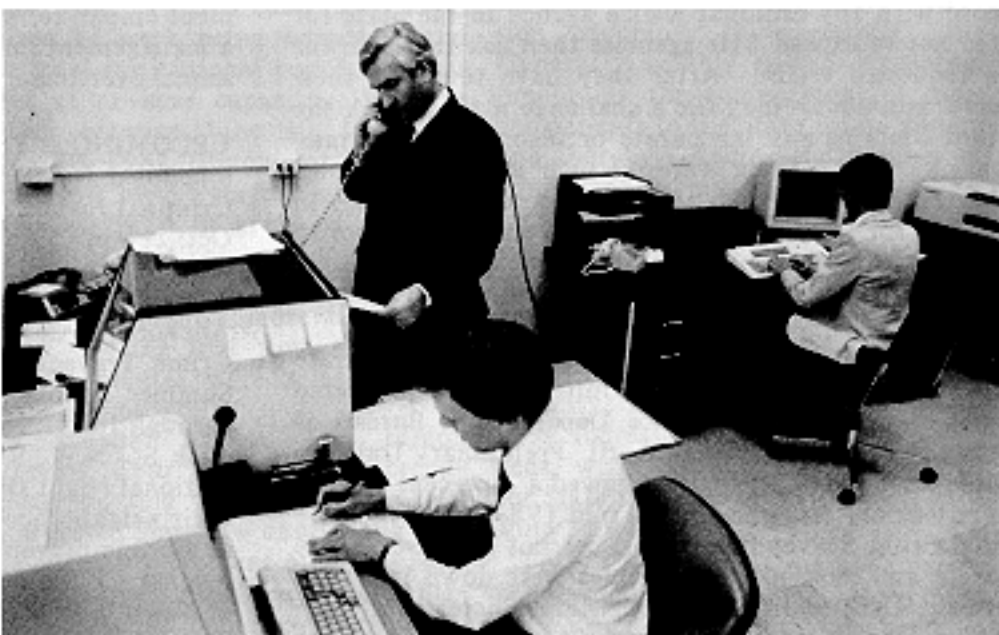
hearing courts located in other parts of the city.

Above all, the war room is helping county authorities retrieve rap sheets from Federal, State and local repositories faster than they ever could before. This is crucial, officials say, if they are to distinguish people with no prior criminal records from repeat and often-violent offenders who, research has shown, commit many crimes.

"The need to know a defendant's criminal history for bond or other purposes is obvious," said Jim Piper, the prosecutor who worked with Mr. Daley to organize the office at 2600 S. California Ave. "What wasn't always obvious was how you do it."

IN THE PAST, Mr. Piper said, suspects arrested in Chicago arrived at the State's Attorney's Office with only a Chicago police rap sheet. Al-

Continued on Page 10



Assistant State's Attorney Jim Piper (*standing*) and two operators in Cook County's "war room" check criminal histories. The new computer facility allows prosecutors to retrieve "rap sheet" information faster and easier. (*Photo by Ben Zajac*)

News in Brief



Mr. Coldren

COLDREN NEW NCJA PRESIDENT: J. David Coldren, executive director of the Illinois Criminal Justice Information Authority, was elected president of the National Criminal Justice Association (NCJA) at the group's annual meeting April 26 in Indianapolis. Mr. Coldren, formerly the NCJA's 1st vice-president, replaces outgoing president George F. Grode, the deputy secretary of policy and planning for

Pennsylvania Governor Richard L. Thornburgh. Thomas J. Quinn, executive director of the Delaware Criminal Justice Council, was elected the new 1st vice-president. The NCJA is an arm of the National Governors' Association that provides criminal justice professionals with information, training, technical assistance, legislative tracking and other services.

ACCESS AND REVIEW REQUESTS UP: According to figures compiled by the Illinois Department of Law Enforcement (DLE), 416 Illinoisans asked to review their criminal history records last year, a 24 percent increase over the 336 requests made in 1983 and the second largest number since the State began allowing citizens to review their criminal records in March 1976. Year-end figures also show it took the DLE an average of nearly 21 days to respond to each access request, a slight improvement over 1983 processing times. Of the 416 requests last year, 259 (62 percent) were made through the Illinois Department of Corrections, 123 (30 percent) through the Chicago Police Department and 34 (8 percent) through other agencies. Under DLE rules, individuals may file a request to review their own criminal record with any criminal justice agency in the State for a fee not to exceed \$10; agencies then ask the DLE for the requested record. After they have reviewed their record, individuals may file a challenge if they think the record contains any inaccurate or incomplete information. Last year there were 11 such challenges--down from 12 in 1983--and one administrative review. In addition, for the first time in seven years, the Authority heard an administrative appeal, the next step someone may take to correct an inaccurate record.

U.S. CRIME DOWN LAST YEAR: Two separate indicators of crime in the United States registered decreases in 1984, the Justice Department's Bureau of Justice Statistics reported in April. Preliminary Uniform Crime Reports (UCR) figures showed a 3 percent drop in overall serious crime last year from 1983, while the National Crime Survey found a 4.5 percent decrease. While murder and most property crimes were down last year, both the UCR and the NCS registered increases in forcible rape and aggravated assault. UCR figures are based on a compilation of crimes reported by nearly 13,000 state and local law enforcement agencies. The NCS, based on interviews with 125,000 individuals nationwide, is designed to measure both reported and unreported crime.

DLE'S NAME TO CHANGE: Governor James R. Thompson in March issued an executive order changing the name of the Illinois Department of Law Enforcement to the Department of State Police. Executive Order No. 3 (1985) also changes the names of two divisions within the department: The Division of State Police will become the Division of State Troopers, and the Division of Support Services will become the Division of Forensic Sciences and Identification. The names of the department's three other divisions--Administration, Criminal Investigation and Internal Investigation--will remain the same. "Because the public and some law enforcement agencies did not understand the duties of the five divisions of the department, operations were sometimes delayed by misguided or improper requests for services," Governor Thompson said in announcing the executive order. Unless the Illinois General Assembly overrides or amends the executive order, the name changes will take effect July 1.

PEOPLE: Illinois Supreme Court Justice Thomas J. Moran resigned from the Authority in December; no successor has been named. . . . Cook County Sheriff (and Authority member) Richard J. Elrod was one of three panelists who debated private sector management of prisons and jails at the April meeting of the National Criminal Justice Association. . . . Authority Executive Director J. David Coldren was a featured speaker at Southern Illinois University's Administration of Justice Day April 17 in Carbondale. . . . Bernard P. Zajac Jr., Authority police systems analyst, presented a paper on computer crime in colleges at *SECURICOM 85*, a worldwide congress on computer security held in March in Cannes, France. . . . Karen Pritchard, staff member in the Authority's Office of Federal Assistance Programs, received the Superintendent's Award of Merit from Chicago Police Supt. (and Authority member) Fred Rice in May; Ms. Pritchard, a former Chicago Police Department employee, was honored for her work in developing a management information program for monitoring personnel overtime.

UPCOMING: The next meeting of the Authority is scheduled for Sept. 6 in Chicago. . . . The Midwestern Criminal Justice Association will hold its annual meeting Oct. 2-4 in Chicago; for information about the program, "Criminal Justice: Challenge and Change," write to Nancy Schafer, Justice Center, University of Alaska at Anchorage, Anchorage, Alaska, 99508. . . . The National Crime Prevention Council will hold its fifth annual Summer Events program in Washington D.C. June 27 through July 1; for information, write the council at 733 15th St., N.W., Room 540, Washington D.C., 20005. . . . National Night Out, when residents are asked to light up their neighborhoods and sit outside from 8 p.m. to 9 p.m. as a crime prevention effort, will take place this year on August 13; for details, contact the National Association of Town Watch, P.O. Box 769, Havertown, Pa. 19083. . . . The Illinois Department of Corrections and the John Howard Association will host a national conference on training, education and industries in corrections Sept. 29 through Oct. 1 in Chicago; for information, contact the Illinois Host Committee, 1301 Concordia Court, P.O. Box 4902, Springfield, Ill., 62708.

Many "Rap Sheets" Not Automated, Audit Finds

WHILE commending the Illinois Department of Law Enforcement's (DLE) progress in implementing recommendations from previous audits, the Illinois Criminal Justice Information Authority, in a new audit, says the State's Computerized Criminal History (CCH) system still lacks adequate documentation of policies and procedures and that records for many serious and repeat offenders are not yet fully automated.

The audit also indicates that some discrepancies exist between CCH data and corresponding data from separate police and corrections computer systems. The audit also recommends steps be taken to guard against potential security problems which may leave CCH information vulnerable to unauthorized access and intentional misuse.

The CCH system, maintained by the DLE's Bureau of Identification (BOI), stores criminal history information concerning approximately 1.5 million

offenders in Illinois dating back to the 1930s. The system generates transcripts, commonly known as "rap sheets," which summarize this information, and it disseminates these rap sheets to criminal justice agencies and authorized non-criminal justice agencies upon request.

CCH information is used by police to investigate crime, by prosecutors to decide what charges to file, by judges to set bond and by corrections officials to classify inmates in their custody. "The timeliness, accuracy and completeness of CCH information are of utmost importance if these and other decisions are to be supported," the Authority said.

CCH RECORDS are stored in two formats. "CCH-complete" records are those that have been completely entered onto the computerized rap sheet system. These automated records are available in summary format via Illinois' Law Enforcement Agencies Data System (LEADS) network of computer terminals. CCH-complete records represent the fastest method

of getting summary criminal history information, and law enforcement personnel rely on these responses when making immediate procedural decisions in the field, the audit noted.

Not all criminal history records are completely automated, however. These manual, or "CCH-incomplete," records include the following: records that have not experienced criminal activity since 1976, when the CCH system was initiated; records for which the quality of fingerprints submitted to the BOI precludes positive identification of the offender; and those which have not been entered fully on the CCH system because of system or procedural constraints.

Inquiries made via the LEADS network for CCH-incomplete records result in a message stating that no automated record exists but that criminal history information is available in a manual file. The BOI can then mail these manual rap sheets or transmit them via facsimile equipment, but neither method is as fast as the on-line transmission of CCH-complete records.

The audit found the proportion of records that are CCH-incomplete to be relatively unchanged since the Authority's last audit in 1982. That audit recommended the proportion of CCH-complete records on the system be increased.

According to the new audit, nearly 58 percent of the database records as of Dec. 1, 1984 were CCH-incomplete. On Oct. 1, 1982, about 57 percent of the system's record were not fully automated. However, the Authority did note that the CCH database had grown by 30 percent during the 24 months (from 1.2 million records to 1.5 million records), and that the DLE had maintained nearly the same proportion of automated vs. manual records during that time.

STILL, the Authority's audit said many types of manual records have not been converted to CCH-complete format, including those of many serious and repeat offenders. For example, the audit revealed that 31 percent of a sample of inmates in the custody of the Illinois Department of Corrections (IDOC) had CCH-incomplete records. The Authority recommended the BOI institute a policy to

Many CCH Records Still Not Automated

A new audit of the State's Computerized Criminal History (CCH) system shows that more than half of its records are not fully automated, including the rap sheets of many offenders in State prison.

	Number of Records on ...		Change
	Oct. 1, 1982	Dec. 1, 1984	
Total CCH Records	1,184,984*	1,545,502	+30.4%
Percent CCH-Complete (Number of Records)	43.5% (515,459)	42.4% (655,536)	- 1.1% (+27.2%)
Percent CCH-Incomplete (Number of Records)	56.1% (665,037)	57.6% (889,966)	+ 1.5% (+33.8%)

* Less than 1 percent of these records fall into the deceased or FAX categories.

Sample	Number CCH-Complete	Number CCH-Incomplete	Number No Record**	Number of Duplicate Records	Total Records Requested
PIMS	1,074 (83.1%)	29 (2.2%)	184 (14.2%)	5 (0.4%)	1,292
CIMIS-IDOC	348 (68.5%)	157 (30.9%)	3 (0.6%)	0 (0)	508
TOTAL	1,422 (79.0%)	186 (10.3%)	187 (10.4%)	5 (0.3%)	1,800

PIMS = Police Information Management System

CIMIS = Correctional Institution Management Information System

** These records could not be identified on the CCH system using information provided by the PIMS or CIMIS databases.

Continued on Page 8

Average Rape Prison Term Calculated

WHAT IS THE average length of time someone serving an indeterminate sentence for rape spends behind bars in Illinois?

That's the question Governor James R. Thompson asked the Illinois Criminal Justice Information Authority to answer as he considered the clemency appeal of Gary Dotson, the man who spent six years in prison for a rape and kidnapping his alleged victim now says never occurred.

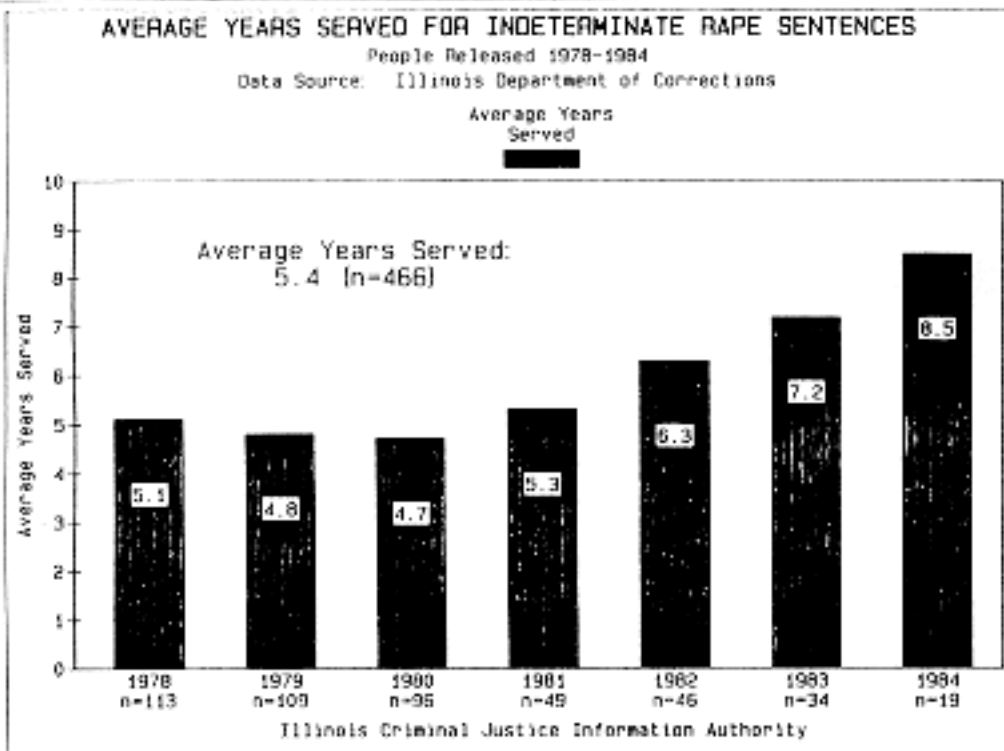
To find the answer, Authority research analysts first gathered aggregate statistics from the Illinois Department of Corrections (IDOC). Using the IDOC data, the Authority found that 466 people serving indeterminate sentences for rape, or any combination of rape and other charges, were released from prison between 1978 and 1984, the years for which data were available.

[Under a system of *indeterminate sentencing*, judges generally have a great deal of discretion in setting penalties for most criminal offenses. On Feb. 1, 1978, *determinate sentencing* took effect in Illinois. It prescribes certain minimum and maximum sentences for most felony offenses, and it eliminates parole.

Although Mr. Dotson was *convicted* in May 1979, the alleged rape and aggravated kidnapping *occurred* in July 1977, before the sentencing law changed. Consequently, he received an indeterminate sentence, 25-to-50 years in State prison.]

NEXT, THE Authority calculated, for each of the seven years from 1978 through 1984, the average time served by the convicted rapists released during that year. Taking the overall average of each year's average time served, the Authority concluded that the 466 prisoners serving indeterminate sentences spent an average of 5.4 years behind bars.

The average for individual years ranged from a low of 4.7 years served by the 96 inmates released in 1980 to a high of 8.5 years served by the 19 prisoners released in 1984. The Authority also found that 61 people still in prison are serving indeterminate sentences for rape, or any combination of rape and other charges. These



61 already have served an average of 8 years.

The Authority also calculated the average term of imprisonment for inmates serving indeterminate sentences specifically for rape and aggravated kidnapping, the two charges Mr. Dotson was convicted of.

The IDOC had records available on nine people, not including Mr. Dotson, who had served indeterminate sentences for the two offenses and who met the following conditions (which are similar to Mr. Dotson's): had been sentenced directly from court, had been convicted before Jan. 1, 1979, and were new admissions to prison. Of the nine, seven inmates have been released. They served an average of 5.3 years, with 8.2 years being the longest time served.

These figures on average prison stays for indeterminate rape convictions were presented to the Governor and the Illinois Prisoner Review Board by James B. Zagel, Illinois' director of law enforcement and a member of the Authority. Mr. Zagel was one of 24 witnesses who testified at the May review board hearing for Mr. Dotson.

BESIDES CALCULATING average indeterminate rape sentences, the Authority, again using IDOC statistics, also calculated the estimated length of time someone will serve for a determinate rape sentence today in Illinois.

For those inmates sentenced in 1984 for rape, or any combination of rape and other offenses, the average

sentence imposed by Illinois courts was 17.2 years. If inmates with extended terms (those sentenced to more than the standard 30-year maximum for rape, up to 60 years) are excluded, the average sentence was 13.9 years.

Because individuals sentenced in 1984 will not be released for several years, the Authority could estimate only their average minimum length of time served. This estimate includes one day of good time for each day served, plus an additional 90 days of meritorious good time.

Based on this calculation, which is consistent with current release statistics from the IDOC, the average time to be served for rape, or any combination of rape and other offenses, is estimated to be between 6.7 years and 8.35 years.

* * *

Copies of a more detailed analysis of rape sentences in Illinois are available from the Authority's Information Resource Center.

the Compiler

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A LOOK AT PRISON CROWDING

The following is a summary of a presentation that Louise S. Miller, a senior research analyst with the Illinois Criminal Justice Information Authority, made at the Criminal Justice Statistics Association's June annual meeting in New Orleans. Data used in the presentation were provided by the Illinois Department of Corrections.

LIKE MANY other states, Illinois has experienced serious prison crowding problems in recent years. Between June 30, 1980 and February 28, 1985, for example, the State's total adult prison population grew by almost 44 percent, from 11,417 to 16,387 inmates (including those State prisoners under contract for housing in county jails).

To attack the problem and reduce crowding, officials need to understand its causes. Traditionally, researchers and policymakers have focused on both demographic explanations (such as the age patterns of the population at large) and economic ones (such as unemployment trends and income equality).

But besides these external factors, decisions within the criminal justice system itself can also affect prison crowding. In Illinois, factors such as new legislation, administrative decisions by corrections officials and other policymakers, and judicial decisions all have had a decided impact on the State's prison population.

THE FIRST step in determining the causes of prison crowding is to describe the elements that make up the inmate population. In any month, the prison population is actually composed of three elements: the current population, plus the people entering the prison system, minus those leaving it.

A policy or legislative change may affect one of these three elements, but not the others. For example, a new sentencing law may affect the number of people entering the prison system, but not the number leaving it. To determine the precise effect of such a law, we must describe change over time in prison admissions; it would make no sense to look at the law's effect on releases.

Thus, in order to make any conclusions about the prison population, we must first get a detailed description of the patterns of change over time in

both the total inmate population and its various components. In other words, description must precede explanation: Only after getting an accurate description can we begin to examine how certain legislative, administrative and judicial decisions affect patterns of change.

IN DESCRIBING Illinois' total prison population, we find that it began to swell in the late 1970s. After following a general downward trend dating back to 1962, the population suddenly shot up in the early 1974 and continued to climb throughout the rest of the decade.

Given this general pattern of change over time, let's examine some of the identifiable criminal justice system occurrences that may have affected the total prison population.

- **Legislative action.** On Feb. 1, 1978, Illinois implemented a determinate, or flat-time, sentencing structure approved by the General Assembly and Governor James R. Thompson. Under determinate sentencing, prisoners earn a day of good time, which is subtracted from their

sentences, for each day they serve. In addition, they are eligible for an additional 90 days of meritorious good time, which is awarded at the discretion of the Illinois director of corrections.

At the same time, the Legislature and Governor Thompson created a new class of felony, Class X. This new felony class includes crimes such as armed robbery, sexual assault and kidnapping. An important feature of Illinois' Class X law is that offenders are not eligible for probation or conditional discharge, but are required to serve their full sentences.

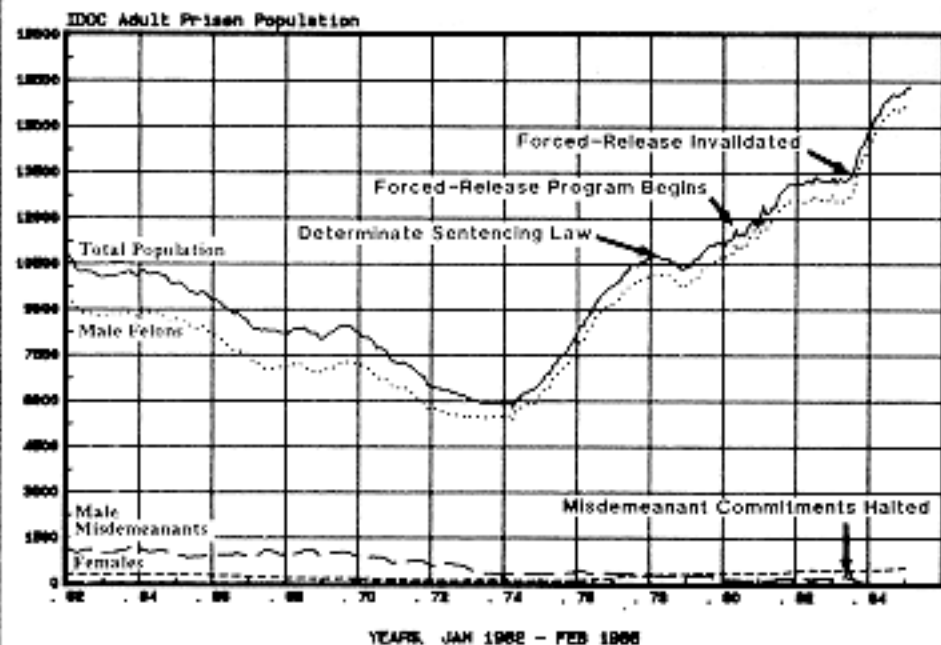
One effect of these legislative changes was to increase the State's total prison population, which in turn strained institutional capacity.

- **Administrative decisions.** To help ease any crowding, Illinois' director of corrections began a "forced-release" program in June 1980. Under this program, the corrections director awarded, in addition to regular good time credits, multiple increments of the 90 days of meritorious time to selected inmates, usually non-violent

Continued on Page 11

HOW ILLINOIS' PRISON POPULATION CHANGED

January 1962 -- February 1985



Source: Illinois Department of Corrections

Illinois's adult prison population generally declined from 1962 until 1974, when it began to increase rapidly. The effects of the State's determinate sentencing law, the enactment of a "forced-release" program and the invalidation of that program are reflected in changing prison population numbers.

REPORT EXAMINES THE CHARECTE

RESEARCH HAS proven many things about homicide in Chicago: It is typically a male-on-male crime involving members of the same race, usually age 34 and younger; the overall risk of being a homicide victim is higher for blacks than for whites or Latins, for males than for females and for 20- to 24-year-olds than for any other age group; and the characteristics of homicide offenders are generally the same as those of homicide victims.

These generalities, however, can hide important differences in Chicago homicide characteristics, according to Carolyn Rebecca Block, head of the Illinois Criminal Justice Information Authority's Statistical Analysis Center and author of a new Authority report on homicide in the city.

Lethal Violence in Chicago over Seventeen Years examines in detail the characteristics of all 12,872 homicides known to Chicago police from 1965 through 1981. The study describes the aggregate racial, gender and age characteristics of homicide victims and offenders, and it looks at other circumstances surrounding homicide in the city, including precipitating crime, weapon use and number of offenders.

"Because of the large number of homicides in this 17-year period and because detailed information was available about each homicide, our analysis permitted us to answer questions about homicide in Chicago that could not be answered before," Dr. Block said.

According to Dr. Block, homicide should not be viewed as just one crime, but as several crime types, each of which has unique characteristics. "Most homicides are precipitated by some other crime, and they are more similar in their characteristics to that other crime than they are to other types of homicide," she said.

"For example, homicides that begin as a fight, brawl or argument differ from homicides that begin as a robbery in a number of ways," she added. "In general, assault homicides are more similar in their characteristics to non-fatal aggravated assaults than they are to robbery homicides, robbery homicides are more similar to non-fatal robberies and so on."

THE 17-YEAR DATA reveal that assault homicide was the most com-

Most Chicago Homicides Involve Members of the Same Race. . .

But the Degree of Intra-racial Homicide Varies by Race and Type of Crime.

Victim's Race/Ethnicity	Race/Ethnicity of Offender(s)							
	White (non-Latin)		Black (non-Latin)		Latin		Other	
	Ass.	Rob.	Ass.	Rob.	Ass.	Rob.	Ass.	Rob.
White (non-Latin)	82%	85%	4%	24%	18%	23%	26%	**
Black (non-Latin)	9	8	95	72	7	7	7	**
Latin	8	5	1	3	74	68	13	**
Other	1	2	***	1	2	2	53	**
Total Homicides	1,073	103	6,592	1,468	970	117	68	6

Ass. = Assault Homicide
Rob. = Robbery Homicide

*Table does not include homicides involving multiple offenders who were not all the same race (75 assault homicides and 55 robbery homicides) and does not include the 20 percent of robbery homicides in which offender race/ethnicity was not known.

**Fewer than 10 cases, so percents were not calculated.

***More than zero, but less than 0.5 percent.

Source: Authority Analysis of Chicago Police Department Data

mon type of murder in Chicago, accounting for about 69 percent of the lethal offenses. Robbery homicide was next, accounting for about 17 percent of the crimes. Rape homicide made up about 1 percent of the crimes, burglary homicide accounted for less than 1 percent and other precipitating events, such as rape homicide of a male victim, accounted for only a few cases. In 12 percent of the homicides, the precipitating crime was unknown.

Within different racial, gender and age groups, however, the level at which these types of homicide occurred differed. For example, robbery homicide was more common among homicides attributed to black offenders. Also, rape homicide was virtually unknown in the Latin community.

According to Dr. Block, assault homicide is a function of four factors: vulnerability of the victim, strength of the offender, likelihood of contact between victim and offender and lethality of the weapon involved.

The Authority's analysis found that assault homicide, like other types of homicide, was largely intraracial (that is, black-on-black or white-on-white), but that the degree to which it was intraracial varied by racial

groups. For example, 82 percent of the assault homicides attributed to one or more white offenders had a white victim, 95 percent of black-offender homicides had a black victim and 74 percent of Latin-offender homicides had a Latin victim.

PART OF THE explanation for the intraracial nature of assault homicide in Chicago lies in the residential segregation of the races, Dr. Block said. According to a 1980 residential exposure index calculated by William Hogan of the University of Chicago, the chance of a white person encountering a black person within the block where the white person lived was only 4.1 percent. For blacks, the exposure rate was only 4.5 percent to whites and 2.6 percent to Latins. While Latins had a relatively high exposure rate to whites (36.4 percent), their exposure rate to blacks was only 7.3 percent.

"Because most assault homicides begin as a fight, argument or brawl that was not planned in advance, the relationship between the victim and offender is likely to be one of proximity," Dr. Block said. The degree that assault homicide is intraracial vs. interracial, then, relates closely to the residential exposure index.

CHARACTERISTICS OF CHICAGO HOMICIDE

"On the other hand, the choice of victim in robbery homicide depends not only on proximity, but also on potential gain," Dr. Block said. Because whites as a group generally own more property than blacks or Latinos, white-on-white, black-on-white and Latin-on-white robbery homicide is more common than the residential exposure index would predict, she added.

The study also found that assault homicide is committed largely against victims of the same age as the offenders. Between 1965 and 1981, the predominant target for assault homicide offenders in every age group, except for the very young, was a victim of the same age.

Robbery homicide, however, is committed much more by young offenders, and victims tend to be older than assault homicide victims, according to the report. This is because robbery homicide is a function of victim vulnerability, offender strength, victim availability and the amount of property the victim likely possesses.

THE AUTHORITY'S analysis also seems to dispel the myth that teenage offenders single out the elderly for attack. According to the report, teenagers who commit robbery homicide are no more likely than robbery homicide offenders in other age groups to attack the elderly. For example, 20 percent of the victims of robbery homicides attributed to one or more teenage offenders were 60 or older, compared with 17 percent of the robbery murders attributed to 20- to 24-year-olds, 19 percent of those attributed to 25- to 34-year-olds, and 28 percent of those attributed to 35- to 59-year-olds.

Though rape homicide was virtually unknown among Latinos (there were no rape homicides attributed to Latin offenders during the 17 years), it accounted for between 1 percent and 2 percent of all white- and black-offender homicides. In addition, young girls 10-to-14 years old who are murdered are more likely to be killed in rape homicides than female victims of any other age group. Of the 50 10- to 14-year-olds murdered during the 17 years, 28 percent were killed in a rape murder.

There were also very few burglary homicides during the 17 years. Still, victims of this type of crime tended to be older than robbery homicide or

assault homicide victims. In addition, burglary homicide and arson homicide, two types of murder centered in the home, were very infrequent among Latinos.

BESIDES EXAMINING the details of homicides that began as assaults, robberies, rapes and burglaries, the Authority's study also describes several other aspects of homicide in Chicago, including the following:

- **Youth Gang Homicide.** The study found that homicide attributed to youth gangs accounted for the murders of 25 percent of all teenage males. But among Latin male victims in this age group, the percentage increased dramatically, accounting for 55 percent of these murders.

The analysis also found that for Latinos, gang murders persist at older ages. Among male victims 20-to-24 years old, 18 percent of Latinos were killed in gang-related homicides, compared with 8 percent of white males and 7 percent of black males in the same age group. Even at ages 25 to 34, when gang-related homicide accounted for less than 2 percent of all white and black male murder victims, it still claimed 6 percent of the Latin male victims.

- **Arson Homicide.** Arson homicide was very rare in Chicago, accounting for about 1 percent of the total homicides between 1965 and 1981 and never making up more than 5 percent in any one year. Still, when arson homicide occurred, it struck mainly black and white children, the elderly and females. Arson homicide was very uncommon in the Latin community.

- **Domestic Homicide.** One interesting, and largely unexpected, finding of the study was that domestic homicide occurred more often among blacks. The study found that, unlike white or Latin women, black wives killed their husbands more often than black husbands killed their wives (543 vs. 423 incidents).

- **Child Abuse Murders.** The study found that 76 percent of the murdered children through age 4 were victims of child abuse. As children grow older and stronger, child abuse murder becomes less common but murder "on the street" by other young people becomes more likely.

- **Homicide-Prone Ages.** The risk of being killed in an assault homicide is highest at ages 25 to 34 and drops

sharply at older ages. In contrast, the risk of being killed in a robbery homicide increases with age for whites and blacks. Robbery homicide of Latin elderly victims is extremely rare.

The age distribution of assault homicide offenders is almost the same as the age distribution of assault homicide victims, the data show. However, the majority (three-quarters) of robbery homicides are attributed to one or more teenage or young-adult offenders.

- **Female Victims and Offenders.** Females accounted for about 20 percent of the homicide victims during the 17 years. Victimization of females is especially infrequent in the Latin population; only 8 percent of Latin victims were female. Still, female victims who are killed are more vulnerable to being slain through brute force or by such "passive" weapons as arson, and they are less likely to be killed with a firearm.

In addition, the study found that only 12 percent of the homicides were attributed to one or more female offenders, and almost all of these crimes were assault homicides.

- **Weapon Use.** Surprisingly, weapon use seems to depend more on the victim's characteristics than on the offender's. Whites, females, the young and the elderly are less likely to be murdered with a firearm than are other groups. Despite previous research to the contrary, the Authority's study also found that younger homicide offenders in Chicago use a firearm just as often as, if not more often than, older offenders.

COLLECTION OF the homicide data used in the Authority's study began in 1968 and was carried out with the help of the Chicago Police Department. Data collection was conducted under Federal government grants from the Bureau of Justice Statistics and the National Institute of Mental Health.

The lethal violence report, which examines only the aggregate characteristics of Chicago homicide between 1965 and 1981, is the first of two reports on Chicago homicide being prepared by the Authority's Statistical Analysis Center. The second report, which is due to be published later this year, examines the patterns of change over time in Chicago homicide during the 17 years.

AUDIT: CCH Problems Reported

Continued from Page 3

ensure CCH-incomplete records of all serious and repeat offenders be converted to CCH-complete status no later than when notice of mandatory supervised release or discharge is received from the IDOC.

Because some of the CCH-incomplete records are caused by programmatic constraints, the Authority said the DLE should eliminate these problems in the CCH system redesign the department currently is working on. For example, the Authority pointed out that the current CCH system does not allow posting of subsequent activities for an arrest event (such as custodial information) until all preceding events have been reported. Removing this chronological-entry requirement "should result in a valuable increase in the number of CCH-complete records," the Authority said.

BESIDES THE problem of CCH-incomplete records, the Authority issued the following findings and recommendations:

- **Inadequate Documentation.** The Authority said the BOI has no "up-to-date manual of policies and procedures for uniform data entry or for the standardized training of staff in the use of CCH information." It also said there are few or no documented security procedures concerning the handling of criminal history information or the physical security of the department's data processing installations in Joliet and Springfield. Saying the lack of timely documentation has "serious and far-reaching" ramifications, especially when BOI personnel must decide how to enter certain CCH information, the Authority recommended the BOI immediately develop a policies and procedures manual for all operations relating to criminal history record information and that it institute an administrative mechanism to make sure the policies and procedures are followed.

- **Internal Audits.** The Authority also found that "internal audits conducted by the BOI do not encompass all aspects of [criminal history record information] records and procedures, and are not conducted according to any discernible systematic schedule of audit periods." While the Authority said the BOI has corrected some errors detected in its internal audits, the

agency said the level of errors still indicates "the need for more controls for data handling and data entry procedures." The Authority recommended the BOI expand its internal audit program, conduct more timely audits and focus more on quality control of information.

- **Race Information.** By comparing CCH information with data from separate police and corrections systems, the Authority found that 40 percent of the discrepancies uncovered were in the *race* or *ethnic origin* element. Most of these discrepancies occurred because the DLE uses the FBI's National Crime Information Center (NCIC) race codes, which do not include separate codes for Hispanics (such codes are entered as "white" on the CCH database). The Authority recommended the DLE collect and preserve as much racial and ethnic information about offenders as possible so that the CCH data more accurately reflect the racial composition of offenders.

- **Missing Dispositions.** "As every previous audit of the CCH database has documented, missing dispositional information is a serious problem for the CCH system," the Authority found. Of the 1,074 police arrests examined in the current audit, 50 percent had no disposition posted on the CCH system, though a majority of corresponding arrests on the police system included dispositions.

The Authority blamed the continued problem with dispositions on two factors: failure of some reporting agencies to comply with the State's Uniform Disposition Reporting (UDR) law, which requires local agencies to report uniform and timely dispositions to the BOI; and CCH system constraints. The Authority recommended the BOI issue regular reports on non-compliance with the UDR law and that the redesigned CCH system allow the entry of all valid information relating to an arrest event, regardless of the chronological order in which the BOI receives it.

- **Physical Security.** While stating that no serious breach of security has occurred to date, the Authority noted possible compromises to the physical security of the DLE's Joliet and Springfield data processing facilities. These potential problems included understaffing of the command center, poor design of receptionists' facilities

and easy access to the buildings by the public and certain contractual personnel, such as janitors. The Authority recommended the DLE take steps to increase the overall physical security of its data processing facilities.

- **Data Security.** The Authority also said the security of criminal history data could be compromised by such practices as leaving computer terminals unattended, leaving sensitive criminal history information in full view of visitors and not examining logs of CCH system transactions to detect unauthorized access. The Authority recommended these problems be investigated and corrected.

IN THE DLE's formal response to the audit, Director James B. Zagel said the findings and recommendations "have [been] and will continue to be incorporated into the broader efforts of the department to improve the Criminal History Record Information Program." Mr. Zagel, who is also a member of the Authority, said many of the issues raised in the audit already were being addressed in the DLE's CCH redesign effort, but he warned that implementing the Authority's security recommendations would be "primarily dependent upon fiscal resources."

Mr. Zagel also noted the DLE has been successful in implementing recommendations made by the Authority in previous audits. The Authority agreed with him, voting at its March 15 meeting to commend the department for its efforts. Specific progress was cited in reducing processing times, eliminating backlogs of records to be entered, microfilming CCH data to serve as a backup and making programmatic changes.

THIS LATEST audit was the fourth conducted by the Authority's Data Quality Control Center (or by the Illinois Criminal Justice Information Council, a predecessor of the Authority). Under Illinois law, the Authority is the official criminal justice body for conducting annual and periodic audits of the procedures, policies and practices of the State's central repositories for criminal history record information.

Computer-assisted methodologies were relied on much more in the current audit, according to Christine Devitt, who headed the Authority's audit team.

Chairman's Corner

Information Problems Confront Justice System



William
Gould

LAST year, in the Spring 1984 issue of *the Compiler*, I recapped the major accomplishments the Illinois Criminal Justice Information Authority made in its first year of operation. New legislation requiring the prompt and uniform reporting of criminal dispositions,

continued growth of the Police Information Management System (PIMS), policy-relevant research on Illinois crime trends and the development of new statistical methodologies and audit techniques were among the achievements I highlighted. In this report on the Authority's second year, I am taking a different approach.

First, let me report that in 1984 the Authority again achieved many things. We issued a major report to the General Assembly on missing persons, an effort which prompted legislation for handling reports about missing children. The PIMS program grew from 13 law enforcement agencies to 20 at the end of 1984 (and 24 now). And our research, statistical analysis and audit units continued to put out quality products and reports.

At the same time, the Authority started important new initiatives. The Authority was designated by Governor James R. Thompson to administer two new Federal block grant programs for crime prevention and victim assistance efforts, and we promptly held eight public hearings throughout the State to gather ideas from local authorities on how they thought the money can best be spent. The Authority also began visiting sheriffs and state's attorneys in preparation for expanding the Authority's police, prosecution and correctional information systems to Downstate areas. Meanwhile, the Authority's technical staff began a major rewrite of these information systems using new, more powerful programming languages and productivity techniques.

These accomplishments notwithstanding, several information problems still confront Illinois' criminal justice system. It is these problems,

and some of the steps the Authority is taking to solve them, that I want to cover here.

EARLIER THIS year, J. David Coldren, our executive director, answered a questionnaire from the SEARCH Group, a national consortium for criminal justice information and statistics based in Sacramento, Calif. The survey contained nine questions designed to identify the most urgent information management problems, needs and priorities at the national level, the state level and within the respondent's agency. The Authority's response shows, I think, not only the type and scope of the problems we face, but also some of the promising new techniques being used to address them.

Here is a summary of the survey and the Authority's response.

1. What do you feel is the most urgent information management problem confronting the criminal justice system in the nation?

The most urgent information management problem confronting our nation's criminal justice system is, without a doubt, the inaccurate and incomplete data contained in both criminal history information systems and statistical abstracts of those systems. The problem stems, in part, from poor disposition reporting, but it also has roots in anachronistic system designs and implementation strategies.

2. What do you feel is the most urgent information management problem confronting criminal justice statistics agencies nationally?

The most urgent information management problem confronting statistical agencies is our general inability to provide consistent, well-understood indicators of the scope of crime, its severity, its consequences and the system's responses to it. The image of the Uniform Crime Reports (UCR) system is becoming more and more tarnished, even among the most casual users in the media, because they have learned what we have known all along: Crime report numbers are frequently "doctored" for all manner of reasons. But even if the UCR system were better, we would still have to solve the massive problem of chaotic criminal history information systems from which all statistical data about crime transactions must come.

3. What do you feel is the most urgent information management problem confronting your agency?

The most urgent information management problem confronting the Authority is the redefinition of Illinois' criminal history record information systems and crime reporting systems so that the systems we are building for the 1990s won't have the same defects our current systems have.

4. What single program, innovation, technology, or information law or policy has made the most significant improvement in your agency's information management capability?

Two technologies have made the most important contributions to improving the Authority's information management capabilities: electronic desks and fourth generation computer languages. It is clear that the formulation of policy and the management of multiple concurrent research projects are benefiting from our electronic mail, scheduling and filing systems. Much less time is devoted to housekeeping chores than in the past, and many hours of productive analyst time have been freed up. The use of fourth generation languages has permitted us to compress system development time by an estimated factor of 5-to-1. It has helped reduce our system development backlog and has permitted casual users to perform many of their own *ad hoc* inquiry tasks.

5. If any, what new technology is your agency most in need of to address its information management problems?

The new technology this agency needs in order to make significant advances in our information management systems is artificial intelligence, as applied in expert systems and knowledge bases. It is clear that traditional programming and analysis techniques are "running out of steam" in those difficult areas where logic systems seem much more promising, such as correctional institution command control systems or crime analysis systems.

6. What is the single most important criminal justice information policy issue that needs to be addressed in your agency?

Continued on Page 10

WAR AGAINST CRIME: New Computerized Effort

Continued from Page 1

though these local records "have become more and more efficient," Mr. Piper said they still were insufficient in many cases because they did not show arrests outside the city or State.

To get information from the Illinois Department of Law Enforcement (DLE) or the FBI about any arrests outside Chicago, prosecutors formerly had two choices: They could go to Chicago Police Headquarters and make an inquiry over their facsimile transmission device, the only one in the area, or they could mail the suspect's fingerprint card to the DLE or the FBI and wait for a response by mail. In either case, authorities seldom received criminal history information when they really needed it, in time for bond hearings. "It was because of this delay that we decided to establish the war room," Mr. Piper said.

As a first step, Mr. Daley's office began in October 1984 to assemble equipment that could communicate with various national, State and local

rap sheet repositories. The office procured an IBM Personal Computer (PC) and, with the help of the DLE, linked it with Illinois' Computerized Criminal History (CCH) system via a high-speed communications line.

BESIDES providing access to State rap sheet data, the CCH link also hooks up prosecutors with two other sources of criminal history information: the FBI's criminal history system, the Automated Identification Division System (AIDS), and the "Triple I" system (for Interstate Identification Index). The Triple I is a "pointer system" that can tell local authorities whether a person has a criminal history record on file in any of 18 states that participate in the network (Illinois currently is not part of the system). When a "hit" is made on Triple I, the system instructs the state with the rap sheet to forward it to the requesting agency via an NLETS (National Law Enforcement Telecommunications System) message.

In addition to the PC, prosecutors installed a high-speed printer for



Computers and Justice

Computers and other automated devices are changing criminal justice. This story is another in a series of articles on some of these new techniques.

producing State rap sheets received on-line from the DLE. Mr. Piper said the printer is one of only three such devices in the State, and the State's Attorney's Office is the only local agency to have one. Another device is used to print rap sheets received from the FBI and the Triple I states.

The room also contains two facsimile devices. These machines are used to transmit requests for criminal history records that are not available on-line and to receive photocopies of the records in return.

One of the facsimile devices allows prosecutors to retrieve State rap sheets via the Telefax network run by the DLE. The Illinois Criminal Justice Information Authority, which oversees placement of Telefax devices around the State, provided Cook County with the device and helped them install it. The other machine provides a hook-up to the Chicago Police Department's records center.

THESE DEVICES, which form the core of the new facility, provide access to information not readily available in the past, Mr. Daley said. "With computerization, we have been able to replace a system of slow, archaic and physically exhausting clerical procedures with the modern data processing technology used by private business and industry," he said.

ALTHOUGH the war room is still relatively new, Mr. Piper said it has had its share of success stories already. For example, prosecutors recently discovered that a rape suspect scheduled for a bond hearing had a previous sex offense conviction in Missouri, a fact they probably would not have uncovered without on-line access to Missouri data through the Triple I system. According to Mr. Piper, the facility has also helped spot parole and probation violators, fugitives from other states and even illegal foreign immigrants.

Mr. Piper said that in "dozens of cases," the State's Attorney's Office has been able to identify previous offenders that probably would have gone undetected without the newly available data.

GOULD: Data Problems Cited

Continued from Page 9

The most important information policy issue we need to address is the problem of juvenile offender history records.

7. In what area, or on what subject, do you have the greatest need for nationwide statistics that are not currently available, or that are available, but not adequate?

We generally haven't found nationwide statistics to be of much practical use. We prefer nationally reported state- and municipal-level statistics so that reasonable inferences can be made at an appropriate level of aggregation. The great gap in those series is the scope and severity of crime reported to and handled by private law enforcement agencies.

8. What do you feel should be given the highest priority for Federal funding and/or technical assistance to state and local criminal justice information management needs?

The highest priorities for Federal funding and technical assistance, in addition to the programs set forth in the Justice Assistance Act, should be: a) another set of criminal justice information systems "standards," incorporating what we have learned

since 1976; b) maintenance of Statistical Analysis Center capabilities in all states, and c) explorations of artificial intelligence applications in criminal justice.

9. Looking five years into the future, what do you see emerging as the critical issues of criminal justice information management?

Five years from now, we will be facing extraordinary demands for information--particularly criminal history record information and sentencing guidance--for use by prosecutors, courts and corrections. They, along with the public, will ask us to "put up or shut down."

THE AUTHORITY, along with other agencies in the State, has already begun to address some of the problems outlined in our survey response. For example, we have joined with the Department of Law Enforcement in working to redesign the State's Computerized Criminal History system. The Authority also has begun a major effort to examine the policies behind how juvenile justice information is managed in Illinois.

Still, much needs to be done. Our response to question No. 9 probably best sums up the task we face.

GRANTS: JAA Plan Approved

Continued from Page 1

days. The office, which is analyzing the comments it received, has indicated that changes to the original guidelines will be made and that a final version will be published later this summer.

DESPITE THE delay in the victims program, Authority Executive Director J. David Coldren said implementation of the JAA program is proceeding.

The Authority in March voted to focus the State's \$2.3 million share of justice assistance funds in four program areas: community crime prevention, computerized information and workload management systems, identifying and processing serious and repeat offenders and training criminal justice personnel. The Authority unanimously selected these four programs from a list of 18 eligible program areas identified in the 1984 Federal legislation creating the JAA block grant program. The Authority also voted to designate its Budget Committee to oversee the grant-awarding process.

Meeting on May 28, the Budget Committee approved more detailed spending plans within the four program areas selected by the full Authority. These plans include:

- **Community crime prevention.** The committee voted to fund a Statewide media campaign to promote crime prevention, to provide recognition awards for citizens active in crime prevention and to train law enforcement personnel and citizens interested in this area.

- **Information and workload management systems.** The committee voted to fund three types of computerized information systems for criminal justice agencies throughout the State. Specifically, the committee endorsed expanding the Authority's Correctional Institution Management Information System (CIMIS) to at least 10 Downstate sheriffs' offices, setting up the Authority's Rapid Automated Prosecution System (RAPS) in up to 21 state's attorneys' offices and expanding the Authority's Police Information Management System (PIMS) to small and medium-sized departments Downstate.

- **Serious and repeat offenders.** Under the committee's plan, Cook County authorities will receive funds to help them expand their efforts to identify and process serious, violent

and repeat offenders. Included will be stepped-up efforts to provide prosecutors and judges with accurate criminal history information on suspects scheduled for bail hearings.

- **Training.** The committee called for identifying criminal justice training needs and providing training to personnel Statewide.

MR. COLDREN said the Authority expects to begin awarding individual grants under the JAA program later this year, probably in the early fall. He said it is still too early to tell exactly what groups will receive grants and how much money they will get.

Final authority for determining actual grant recipients and amounts rests with the Authority's Budget Committee, which is chaired by Cook County Sheriff Richard J. Elrod. The committee is expected to submit the State's JAA spending plan to the Federal government for approval in July, Mr. Coldren said.

Because of the Federal government's delay in implementing the victim assistance program, Mr. Coldren

PRISONS: What Causes Crowding?

Continued from Page 5

ones. This made the inmates eligible for supervised release sooner than they normally would be without the extra good time.

As a result, in the early 1980s, about the same number of people were being released each week from prison as were being admitted, and the total institutional population was kept at or near capacity. For example, between June 30, 1980 and June 30, 1981, Illinois' total population grew by 8.5 percent. But in the next two years, it grew by only 6.2 percent and 1.4 percent, respectively.

The forced-release program continued for slightly more than three years. During that time, a total of 10,019 inmates were released early under the program.

- **Judicial action.** The Illinois Supreme Court invalidated forced-release on July 12, 1983. The Court interpreted State law as allowing only one 90-day increment of meritorious good time per inmate, not the multiple increments being awarded under forced-release. Now, almost every prisoner receives the 90 days and is eligible for the day-for-day good time as well.

Because the number of people being released from prison fell drastically

said the Authority's VOCA spending plan would not be submitted to Washington until late fall.

THE NEW Federal aid is coming to Illinois under two block grant programs recently approved by the U.S. Congress. The Justice Assistance Act of 1984 will bring \$2.3 million to the State this year for programs to improve the functioning of the criminal justice system, with special emphasis on violent crime and serious offenders. Under the Victims of Crime Act of 1984, Illinois will receive about \$2.5 million for programs to assist crime victims.

In February, the Authority held eight public hearings in different parts of the State to gather suggestions on how the new grant money should be spent.

IN A 44-page report describing its implementation strategies, the Authority said funding priorities were not based on "votes" of witnesses who testified at the agency's public hearings. Rather, the priorities seek to address concerns shared by representatives of several components of the criminal justice system, it said.

following the Court's decision, the total population began to increase almost immediately. Between June 30, 1983 and June 30, 1984, the inmate population grew from 13,331 to 15,839, an 18.8 percent jump.

- **More legislative action.** In response to the Supreme Court decision stopping forced-release, the General Assembly passed legislation precluding the commitment of misdemeanants to the State prison system and thereby reducing the number of admissions to prison. By July 1984, there were no misdemeanants in the system.

In addition, the Legislature, with Governor Thompson's approval, appropriated nearly \$60 million in the fall of 1983 to increase prison capacity. By July 1985, capacity will have increased by a total of 2,400 beds, with another 1,339 scheduled for State fiscal year 1986 (which ends June 30, 1986).

IT IS CLEAR that a state's prison population can be affected by more than just demographic and economic changes in the population at large. Criminal justice system decisions--including new laws, administrative policy changes and judicial decisions--can all affect prison populations as well.

Senate Sends CHRI Act to House

AS "THE COMPILER" went to press, the Illinois General Assembly still was considering the proposed Criminal History Record Information (CHRI) Act. The act (SB 848), formulated by the Illinois Criminal Justice Information Authority and sponsored by Sen. Walter Dudyycz (R-Chicago), would establish the first comprehensive, Statewide policy regarding public access to criminal history records in Illinois and would open up certain records previously exempt from public scrutiny.

The proposal would make conviction information on criminal records available to the public through the Department of Law Enforcement (DLE), within two weeks of each request and for a fee. It also would allow local criminal justice agencies to refer any requests they receive for criminal history record information directly to the DLE.

The Senate approved the CHRI Act 45-0 on May 25 and sent it on to the House of Representatives.

The *Criminal Justice Information Scorecard*, normally found on this page, is being revised. A new summary of criminal justice statistics is scheduled to appear here in the next issue.

tencing reports be disclosed for public inspection unless the judge finds disclosure would constitute a clearly unwarranted invasion of the personal privacy of someone other than the defendant. HB 335 would amend the Motor Vehicle Code and authorize local law enforcement agencies to furnish copies of traffic accident reports for a fee not to exceed \$5; this proposal also was formulated by the Authority after it learned some agencies were losing revenue because they had reduced or eliminated their fees for accident reports following passage of the Illinois Freedom of Information Act.

• **Authority Issues.** SB 345 would remove the requirement that three members of the Illinois judiciary serve on the Authority and would replace them with three more members of the public appointed by the Governor; current State law mandates the Authority's 15 members include an Illinois Supreme Court justice, the chief judge of the Cook County Circuit Court, a judge from a downstate Circuit and three members of the public. HB 1413 would allow the Illinois attorney general, another *ex officio* member of the Authority, to designate a person to serve in his place on the Authority.

* * *

The General Assembly's session is scheduled to end June 30. A complete roundup of the Legislature's actions regarding criminal justice information issues will appear in the Fall 1985 issue of the Compiler.

New UCR Publication

Ever had trouble finding or interpreting Uniform Crime Reports (UCR) data? The Illinois Criminal Justice Information Authority has published a new booklet that might help.

Introduction to Illinois Uniform Crime Reports is a 16-page bulletin that explains what UCR data are, how the figures are compiled, what the quality and limitations of the data are and where to locate up-to-date UCR statistics. The bulletin, which emphasizes Illinois UCR data, covers topics such as UCR crime definitions, the Crime Index, the "hierarchy rule" of scoring offenses, the different UCR data sets that are available, interpreting UCR data and calculating crime, arrest and clearance rates.

Free copies of the bulletin may be obtained by contacting Olga McNamara at the Authority's office

OTHER CRIMINAL justice information measures still being considered by the Legislature as of press time include the following:

• **Criminal Background Checks.** Several bills would grant access to the DLE's criminal history files for the purpose of conducting mandatory background checks on selected individuals. These include child-care workers (HB 52; SB 765, 1002, 1171), teachers and school administrators (SB 1050) and liquor license applicants (HB 743; SB 785, 843).

• **Information Management.** Other bills would affect the management of criminal justice information in Illinois. SB 17 would allow certain ex-convicts to petition the chief judge of the Circuit Court in which they were convicted to expunge their misdemeanor arrest and conviction records 10 years after completing their sentence. SB 225 would require only felony and other specific serious violations of the Illinois Motor Vehicle Code to be reported to the DLE, and would prohibit expunction of arrest records if the defendant had been convicted previously of a felony violation of the code. SB 550 would require judges to order that presen-



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