

The Compiler

Illinois Criminal Justice Information Authority

Fall 1989

Inside

Drug testing of offenders

Urine tests for illegal drugs, as part of probation and pretrial release programs, are becoming more and more common in Illinois. Here's an overview of how the programs work and what the research about them shows.

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What jurisdictions in Illinois are testing offenders and pretrial releasees, and what do they hope to achieve?

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How does urine testing work? Common equipment, procedures, and policies are explained.

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Some officials hope that drug testing will predict who will and who won't succeed on pretrial release. But the research so far is inconclusive.

Logging on to the future

They measure less than 12 inches across, and weigh only about 10 pounds. But these small in-car computers are helping revolutionize police communications in the 1980s and 1990s the way two-way radios did in the 1930s and 1940s. ▼ Now with the help of the Illinois Criminal Justice Information Authority, that revolution has come to the Chicago area. ▼

The Authority's Area-wide Law Enforcement

Radio Terminal System (or ALERTS for short) is allowing officers in law enforcement agencies of all sizes to bypass their radio dispatchers and retrieve vehicle, criminal history, warrant, and other police information directly on computers in their squad cars. ▼ Turn to page 3 to find out how the system is improving police efficiency while enhancing the safety of patrol officers.



Crime victim programs get federal awards

Victims of sexual assault, domestic violence, and child abuse in Illinois are receiving expanded advocacy and counseling services from more highly trained staff under a \$1.48 million program that includes federal funds awarded by the Illinois Criminal Justice Information Authority.

The Illinois Coalition Against Sexual Assault (ICASA) received \$620,364 in federal victim assistance funds to continue to provide court advocacy services and medical support to victims of sexual assault, counseling to child abuse victims, and specialized training for professionals. The Illinois Coalition Against Domestic Violence (ICADV) received \$564,230 in federal funds to provide legal advocacy services to domestic violence victims, support for children of victims, and training for service providers. The coalitions are matching the federal award with a combined total of approximately \$300,000.

The coalitions have allocated the advocacy and counseling funds to more than 65 of their local member agencies throughout the state.

This is the fourth consecu-

tive year the Authority is providing the two coalitions with money under the federal Victims of Crime Act (VOCA) program, which is financed through fines and fees levied against federal criminals. Over the previous three years, ICASA and ICADV have used more than \$3.2 million in VOCA funds awarded by the Authority.

With the latest awards, the coalitions will be able to continue several programs started with VOCA money:

- ◆ Advocacy services for victims of sexual assault. Last year, 25 of ICASA's community-based centers provided more than 1,600 hours of court advocacy and more than 7,000 hours of medical support services to sexual assault victims under the Authority's program.

- ◆ Legal advocacy for victims of domestic violence. Last year, 38 of ICADV's local facilities provided approximately 60,000 hours of legal advocacy to victims of domestic violence.

- ◆ Counseling for victims of child sexual abuse. ICASA plans to start up a new children's counseling program in DuPage County, and to make a model

protocol available to sexual assault programs that are planning to expand services to children.

- ◆ Services to children of domestic violence victims. This program supports the more than 7,000 children who accompany

their mothers to domestic violence shelters each year in Illinois.

- ◆ Training. The two coalitions will continue to provide training to staff and volunteers who work with victims.

Two Illinois police departments accredited

Two Illinois law enforcement agencies—the Evanston and the St. Charles police departments—were accredited in July by the national Commission on Accreditation for Law Enforcement Agencies, bringing the number of accredited agencies in Illinois to 11. Nine of the 11 agencies, including the two newest ones, use the Illinois Criminal Justice Information Authority's Police Information Management System.

More than 100 agencies have been accredited nationwide since the accreditation program began in 1984.

In addition, Illinois has a statewide organization to help law enforcement agencies achieve accreditation, the Illinois Police Accreditation Coalition (formerly the Northern Illinois Police Accreditation Coalition). Wilmette Deputy Police Chief Fred Clauser, president of the coalition, can be reached at 708-256-1200.

The following Illinois agencies have been accredited by the commission: the Buffalo Grove, Evanston, Glenview, Mount Prospect, Palatine, Palos Heights, St. Charles, Schaumburg, Skokie, and Wilmette police departments and the Illinois State Police.

Survey: 5 percent of 8th graders have tried cocaine

Five percent of eighth grade students surveyed by the National Institute on Drugs and Alcohol report having tried cocaine. The National Adolescent School Health Survey asked approximately 11,000 8th and 10th grade students about their experience and attitudes on topics ranging from illicit drug use to nutrition. Here are more results:

- ◆ 77 percent of 8th grade students and 89 percent of 10th-grade students have tried alcohol.
- ◆ 9 percent of 10th grade students have tried cocaine.
- ◆ Of the students who have tried cocaine, 62 percent of 8th grade students report having tried it first in grades 7 or 8, and 76 percent of 10th grade students first tried cocaine in grades 9 or 10.
- ◆ 81 percent of students state that their friends would disapprove if they smoked marijuana, and 93 percent would disapprove if they used cocaine.
- ◆ 57 percent of all students report that it would be easy or fairly easy to obtain marijuana; 27 percent said cocaine was not difficult to obtain.

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ALERTS in-car terminals: providing fast, accurate, and complete police information

It started as a routine traffic stop for Hillside Police Officer Anthony Raymond. He had just pulled over a car and was attempting to radio dispatchers with the license plate number and his location.

But with 18 different agencies on the same radio frequency, Officer Raymond couldn't get through. As a result, he was unable to get any information about the car or its occupants before approaching it. And dispatchers didn't know about the traffic stop or Officer Raymond's location.

The breakdown in communication proved to be fatal. In the car, a group of men who had just robbed a local business thought they were about to be apprehended for the crime. The offenders abducted Officer Raymond and killed him.

That incident happened in 1971. Eighteen years later, the Hillside Police Department still shares a radio band with five other law enforcement agencies. "It can still get kind of congested," said Commander Robert Donovan.

But since early April, police officers in the suburb west of Chicago have been using the Area-wide Law Enforcement Radio Terminal System (ALERTS) to bypass their dispatchers and retrieve vehicle information (as well as a variety of other criminal justice data) directly on computer terminals in their squad cars.

The technology is not only improving officer safety during traffic stops and other situations; it is conserving radio time and giving street officers

instant access to the information they need.

ALERTS is a mobile (in-car) computer data terminal system developed and operated by the Illinois Criminal Justice Information Authority for law enforcement agencies in the six counties of Cook, DuPage, Kane, Lake, McHenry and Will. Hillside was the first department to install ALERTS. As of October, there were a total of 25 ALERTS users, the three most recent the Country Club Hills, Lincolnwood, and North Riverside police departments.

Using both FM-radio frequencies and land phone lines, ALERTS provides officers with almost instantaneous access to LEADS, NCIC and Illinois Secretary of State files, as well as data on their own local records systems. For instance, by entering a license plate number into ALERTS, an officer can get back information on the car's registration and the driving record of its owner. Among other things, the criminal history record of the owner and any outstanding warrants against him or her can also be retrieved.

Inquiries are sent from the in-car terminals and picked up by antenna at one of eight ALERTS base stations in the Chicago area. The messages are then transmitted via phone lines to the Authority's computer center in downtown Chicago and routed to the appropriate national, state, or regional data system.

The response is sent back over the same channels, usually within seconds. In addition to being faster than working



Des Plaines Officer Jim Salas using an ALERTS terminal: "I run a complete check on everything for every traffic stop. I feel I've got an edge that way."

through a dispatcher, ALERTS provides accurate and more complete information.

"Now, an officer can stop a car and know who is in it before he ever gets out of his squad car," said Commander Donovan of Hillside, which has installed ALERTS terminals in all five of its squad cars and at its police station. "Everything is right at his fingertips," he said.

As a result, officers who in the past may have been reluctant to request vehicle and criminal history checks because dispatchers were too busy are now running those checks—and running more of them. In Des Plaines, where 24 ALERTS terminals will be installed eventually, there have been 10,000 fewer voice communications per month, but 4,000 more total inquiries, since ALERTS was installed in May.

"I run a complete check on everything—the car and the people in it—for every traffic stop," said Des Plaines Patrol

Officer Jim Salas. "I feel like I've got an edge that way."

The aggressive use of ALERTS has resulted in dozens of arrests so far.

Police in Des Plaines, for example, arrested two people on felony warrants during a traffic stop less than six hours after ALERTS became operational in their department.

"The whole basis of the arrest was that the officer ran the plate," said Lt. Ron Diehl. "The computer check came back that the owner of the car was wanted." After questioning the other passengers in the car, the officer ran their names through ALERTS—and found that one of them was wanted too. The two suspects accounted for three outstanding arrest warrants.

In Riverdale, police arrested a fugitive from New York following an unusual ALERTS hit. According to Commander Ron Bonneau, a

Continued on page 4

ALERTS

Continued from page 3

Riverdale police officer was demonstrating ALERTS to one of the department's part-time auxiliary officers. They selected a passing automobile and ran a license plate check, not expecting much more than a lesson in how ALERTS works. Instead, they got an NCIC hit that the owner was wanted in New York. After a lengthy chase, the suspect was arrested in Harvey.

In addition to these extraordinary cases, ALERTS is supporting what Bob Sundberg, communications supervisor in Park Ridge, calls "simple, everyday normal police work." Hillside police, for instance, have almost doubled the number of arrests for suspended driver's licenses since the department installed ALERTS, according to Commander Donovan.

In Park Ridge, police are using the system to step up enforcement of vehicle sticker violations by checking if cars registered to village residents have up-to-date stickers. And in Richmond, a town of 1,100 that is on the main route to the Alpine Valley Music Theatre in Wisconsin, Police Chief Andrew Mayer credits ALERTS with increasing the number of traffic stops and arrests for open liquor violations.

Richmond, in fact, has combined ALERTS technology with mobile car phones to create what Chief Mayer calls "a rolling police station."

"Basically, we have used the system to eliminate the need for dispatching in the department," saving the town an estimated \$70,000 to \$80,000 a year.

In the past, emergency calls to the Richmond Police Department were handled by the McHenry County Sheriff's Department, which also handled dispatching for 13 other communities. Now, calls to the police department are answered directly on the mobile phones and computer checks are run on ALERTS.

"We don't have to have anyone else answer our phone calls, and we don't have to burden the sheriff's office with our LEADS traffic," Chief Mayer said. He said the average turn-around time on computer checks made through ALERTS is about four seconds, compared with up to 15 minutes during busy periods at the sheriff's department.

"For small departments, ALERTS is just fantastic," Chief Mayer said. "It's a way of reducing operating expenses while providing a high level of services."

Like Richmond, other communities are finding unique ways to use ALERTS:

ALERTS users

Berkeley Police	Norfolk & Western Police
Country Club Hills Police	Northeastern Illinois
Des Plaines Police	Metropolitan Enforcement
East Hazel Crest Police	Group (NEMEG)
Glencoe Department of Public	North Riverside Police
Safety	Park Ridge Police
Glendale Heights Police	Richmond Police
Glenview Police	Riverdale Police
Hillside Police	Riverside Police
Hinsdale Police	South Holland Police
Illinois State Police, Marine	Streamwood Police
Patrol	Vernon Hills Police
Lincolnshire Police	Wheeling Police
Lincolnwood Police	Wilmette Police
Niles Police	As of October 1989

◆ **Intelligence gathering.** In Riverdale, police are using ALERTS to build a dossier on suspected gang members and their vehicles. Police station themselves in areas where gangs are known to congregate and run license plate checks on suspicious vehicles. Using an ALERTS feature that stores dozens of responses in the computer, officers gather the information and enter it later on the department's larger computer for analysis.

◆ **Improved police reports.** Police officials in Des Plaines say ALERTS is helping their officers gather more information, more quickly, at crime scenes.

"Our police reports are coming back more thorough and more complete," said Lt. Diehl. He added that because patrol officers are able to gather more information at the scene using ALERTS, detectives can spend less time collecting information and more time analyzing it and following up leads.

◆ **Voiceless dispatch.** With ALERTS, voiceless communications can be sent from squad car to squad car and from car to station. This feature al-

lows police to dispatch officers to the scene of a burglary in progress, for example, without alerting the burglars who may be monitoring police radio traffic. "The car-to-car communication is very important—to coordinate an effort, to execute a search warrant, to verify a subject—without letting someone listen in," said Commander Bonneau of Riverdale. Des Plaines police have used ALERTS to broadcast messages about missing persons. Officers can then save the information on their ALERTS terminal and easily recall it later on if they think they have spotted the person.

◆ **Local record access.** One unique feature of ALERTS is that it allows agencies to access their own local records systems, including the Authority's Police Information Management System. Ten of the 24 departments that have signed up for ALERTS also use PIMS.

These agencies have in-car access to their own records and to those of other PIMS departments. Lt. Diehl of Des Plaines said this feature is especially important in responding to calls,

Newest tool: hand-held terminals

ALERTS users now can add another miniaturized tool to their information arsenals: portable hand-held terminals.

The eight-inch by four-inch, battery-operated terminals weigh less than two pounds, allowing tactical personnel to log on to ALERTS anywhere.

The terminals are available to departments using ALERTS. For more information contact the Authority's Police Systems Unit.

especially domestic situations, because the responding officers can retrieve information about any prior incidents or history of drug or weapons use at the location *before* they arrive.

"If an officer is heading to a house and it sounds like a familiar location, he can punch it up on ALERTS. Depending on what he get back, he might say, 'Hey, maybe I should have a backup,'" Lt. Diehl said.

The technology used in ALERTS is not new: the Chicago Police Department, for example, has used mobile data terminals for several years. But the cost of setting up and maintaining the necessary communication equipment and computer hardware and software has made such systems financially prohibitive for all but the largest agencies. With ALERTS, the Authority has attempted to overcome these cost hurdles by covering start-up and development costs with federal and state funds and by spreading maintenance and operational expenses among user agencies.

For more information about ALERTS, contact the Authority's Police Systems Unit at 312-793-8550.

Governor signs legislation

Following the recommendations of the Illinois Criminal Justice Information Authority, Governor James R. Thompson has signed into law several criminal justice bills passed in the spring legislative session:

SB302. Effective July 1, 1991, this new legislation will require the Authority to publish annual compilations of crime statistics regarding arrest and prosecution charges and court and correctional dispositions (PA 86-701).

HB2451. Effective September 7, 1989, this bill added the executive director of the Authority and the director of the Illinois Department of Revenue to the Department of Alcoholism and Substance Abuse's Interagency Alcoholism and Other Drug Dependency Board (PA 86-825).

HB1904. Effective July 1, 1990, this Authority initiative will standardize the procedures by which non-criminal justice agencies in Illinois may request and obtain criminal history record information from the state central repository (PA 86-610).

HB1463. Effective Janu-



Springfield Roundup

ary 1, 1990, this multi-faceted bill will affect a variety of criminal history record information record-keeping practices and modify the offense of aggravated battery of a child. The bill includes the Authority's initiative to require aggravated battery of a child disposition information to be reported to and retained by the state central repository, and changes the penalties for first and subsequent offenses. The bill also delays implementation of the Illinois Uniform Conviction Information Act (UCIA) until January 1, 1991; allows private schools to obtain conviction records on current and prospective employees and volunteers; removes the requirement of the state police

to return photographs and fingerprints to the defendant upon non-conviction; and guarantees the state police the right to appeal an expungement order within 30 days of receipt. The UCIA is an Authority initiative, passed by the General Assembly and signed by the Governor in 1988, that will open up to the public criminal conviction records maintained by the state (PA 86-575).

HB294. Effective January 1, 1990, this law will permit courts to place geographic limitations on the execution of arrest warrants (PA 86-298).

HB511. Effective July 26, 1989, this bill included metropolitan enforcement group and drug task force officials within the meaning of the term "state employee," allowing them to be represented and indemnified by the state in certain civil lawsuits (PA 86-99).

HB1202. Effective January 1, 1990, this amendment of the Narcotics Profit Forfeiture Act will allow pre-conviction forfeiture of property used to commit narcotics racketeering (PA 86-350).

Record number of Illinois citizens ask to review criminal history records

Requests by Illinois citizens to review their state criminal history records increased 20 percent in 1988, to an all-time high of 696. The previous record number of requests was in 1985, when 629 citizens asked to review their criminal history records maintained by the Illinois State Police (ISP).

Of the 696 requests in 1988, 296 were filed through

the Chicago Police Department—a 51-percent increase from 1987—and 374 through the Illinois Department of Corrections, a 33 percent increase.

Requests made through other state agencies went down 74 percent from 1987, however. The number of people challenging the accuracy of their records statewide doubled from 19 in 1987 to 38.

(These access and review statistics are based on a year that runs from March 17, the date the regulations allowing access and review went into effect in 1976, through March 16. In other words, 1988 covers March 17, 1988, through March 16, 1989.)

The Illinois Criminal Justice Information Authority is responsible for overseeing Illinois' access and review proce-

dures and for setting the fees agencies may charge people who want to inspect their rap sheets. The Authority also decides administrative appeals by citizens who continue to challenge the accuracy of their criminal records after an administrative review with ISP. There have been only seven administrative reviews and two appeals since 1976, with none in 1988.

A look at Illinois crime trends

The Illinois State Police has released its summary of Illinois' crime statistics for 1988. Here are some of the highlights:

◆ What's the big picture in Illinois?

Basically, crime went up in the state. After decreasing 2.6 percent from 1986 to 1987, reported index crimes increased 3.3 percent, from 633,461 to 654,189 offenses, between 1987 and 1988.

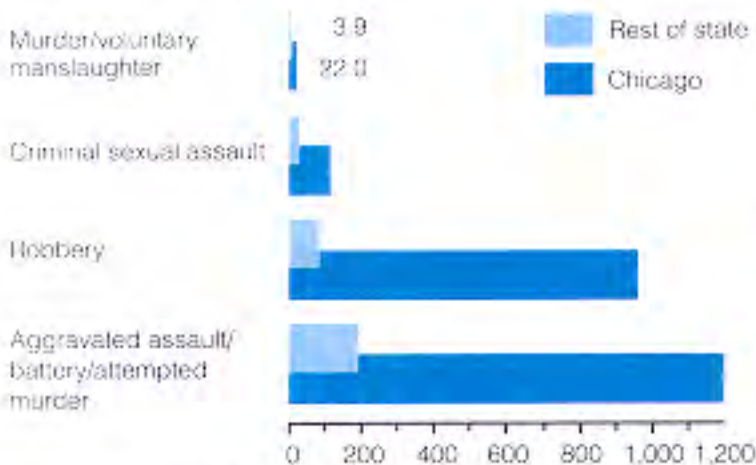
◆ What type of index crime showed the greatest

increase?

Statewide, reported motor vehicle thefts were up almost 12 percent, from 62,746 to 70,087, between 1987 and 1988. But because motor vehicle thefts had *decreased* 19 percent from 1986 to 1987, there was still an overall decrease from 1986 to 1988. In Chicago, motor vehicle thefts went up 13 percent, after declining 25 percent; outside Chicago, they increased 9.3 percent after decreasing 5.6 percent.

Illinois violent crime rates in 1988.

Reported index crimes per 100,000 population



Source: Illinois State Police

◆ Did any types of index crime decrease?

Statewide, robberies and burglaries were both down in 1988, although by very small amounts. Robberies declined 1.3 percent, after decreasing 2.6 percent from 1986 to 1987. And burglaries went down 0.3 percent, after decreasing 3.9 percent in 1987. But those percentages represent the results of opposing trends in Chicago and in the rest of the state. Outside Chicago, robberies increased 7.4 percent, but in Chicago robberies went down 3.2 percent. On the other hand, Chicago burglaries increased 1.9 percent, but burglaries outside Chicago decreased 1.7 percent.

◆ How else did Chicago's crime trends differ from the rest of the state?

Chicago showed a 4.3-percent decrease in murder and voluntary manslaughter, although there was an increase of 13.9 percent in the rest of the state. Criminal sexual assault and robbery also went down in Chicago and up in the rest of the state. Index aggravated assault

(which includes aggravated battery and attempted murder) increased in Chicago and decreased outside the city, as did burglary. Theft, motor vehicle theft, and arson, however, all went up both in Chicago and in the rest of the state.

◆ Are crime rates in Chicago closer to those in the rest of the state for some crimes than for others?

Yes. Overall, the difference was greater for violent crimes than for property crimes. In Chicago there were 11.5 times more robberies per capita than in the rest of the state, but only slightly more than one and one-half times as many thefts.

◆ How does Chicago's crime rate compare with other large cities in the country?

In 1988, Chicago ranked 17th in reported index crimes per 100,000 people and in violent crimes per 100,000 people. Atlanta topped the list for overall index crime rate, followed by Fort Worth and Dallas, Texas. Washington, D.C., had the highest violent crime rate, followed by Detroit and Atlanta.

Offender drug treatment and education get boost

The Illinois Department of Corrections (IDOC) is establishing a 30-bed substance abuse treatment unit at the Illinois Youth Center in Valley View and expanding treatment and education programs for drug-abusing offenders in adult and juvenile facilities throughout the state. The new programs are being paid for with \$599,000 in federal drug enforcement funds awarded by the Illinois Criminal Justice Information Authority under the Anti-Drug Abuse Acts of 1986 and 1988. The state is providing \$200,333 in matching funds.

The treatment unit will provide intensive services for male juveniles with serious histories of substance abuse. The program's goal is to reduce recidivism among these high-risk young offenders through therapy, education, and post-release treatment. The Valley View facility, located in Kane County, was chosen for the treatment unit because its population represents a cross-section of the

male juvenile population, and it already contains the appropriate housing units, according to Authority Executive Director J. David Coldren.

Other drug programs that will be funded under the award include drug treatment for female drug-abusing offenders, expanded screening of prisoners for drug problems that may require treatment, and post-release supervision and counseling.

In addition to the drug treatment programs, the Authority has awarded \$444,000 in federal drug funds under the Anti-Drug Abuse Act of 1988 to the Illinois State Police to continue the upgrade of its crime laboratories. The federal funds, matched by \$144,000 in state money, will provide personnel and equipment to help reduce the backlog of drug-related cases at the laboratories and to reduce the turnaround time for these cases.

Testing offenders for drugs

Urine tests for illegal drugs are being used in probation and pretrial release programs in some Illinois counties. How well do drug testing programs work? And what are the benefits and pitfalls of such programs?

By Maureen Hickey

Drug testing is being used more and more to help monitor individuals on probation and on pretrial release. According to many criminal justice officials, tests for drugs can be used not only to identify persons in need of treatment, but also as a measure of compliance with a probation or pretrial release program's regulations. In addition, some believe that use of drug testing in pretrial release programs actively encourages compliance with the rules, helping to reduce failures to appear in court and other violations.

According to the Administrative Office of the Illinois Courts, at least 14 Illinois counties use drug testing in conjunction with probation programs. And at least two counties, Lake and St. Clair, are trying to develop drug testing programs for arrestees released on bond for drug offenses and other drug-related crimes.

Drug testing of offenders and pretrial releasees is becoming part of the national agenda, as well. President George Bush has proposed that the federal government test federal prisoners and parolees for illegal drug use. He has also suggested that drug tests be used as a part of every stage of the criminal justice process, from arrest through the period of probation or incarceration and parole.

And the nation's governors this summer unanimously endorsed a resolution that all states pass legislation requiring testing of drug offenders prior to release from prison, during probation, and while on pa-

role or supervised release.

Why is drug testing burgeoning now?

One factor is increased knowledge about the connection between drug use and crime. Over the past few years, the National Institute of Justice's Drug Use Forecasting (DUF) program, which anonymously collects urine samples from arrestees in various cities, has measured an alarmingly high level of drug use among people arrested for all types of crime. In Chicago, for example, 78 percent of the male arrestees tested in October 1988 tested positive for any drug. Sixty-three percent of the arrestees tested positive for cocaine.

The DUF researchers have also found that at least 45 percent of the arrestees nationwide who were charged with violent crimes or income-generating crimes (such as robbery, burglary, or theft) tested positive for a drug. And in most cities participating in DUF, two to four times more drug users were detected by urinalysis than by what arrestees reported themselves in interviews; in Chicago, only 29 percent of the arrestees reported cocaine use.

New technology

Another factor in the growth of drug testing is the continuing development of testing equipment that is both more accurate and easier to use than what has been available in the past. This has given criminal justice officials more opportunity to develop testing programs that use in-house equipment rather than sending samples out to a lab (see

page 10 for a discussion of testing equipment).

For example, Lake County's work release program has been doing on-site drug testing for five years. The program does its own urinalyses using an in-house Abbott Laboratories ADxTM system. For confirmation testing of positive results, the program either uses the Lake County Coroner's Office, which has another Abbott machine, or runs the sample on its own equipment with a different operator.

Drug testing of convicted offenders as a condition of probation or as part of a special program is not uncommon, and, according to those who use it, it works.

Rich Whitney, the head of Lake County's work release program, said the combination of drug testing with strict sanctions for those who test positive more than once has been successful. When the program first began, its standards were, according to Mr. Whitney, relatively relaxed. Inmates could accumulate four or five drug violations before being sent back to court. At that time, 10 percent to 15 percent of the population would test positive for drugs.

"When we sat there and counseled them and patted them on the back and gave them four or five violations, then they abused the hell out of you," Mr. Whitney said.

Now, anyone who tests positive for drugs more than once, or for alcohol more than twice (each inmate is given a breath alcohol test daily), is automatically sent back to court. Under these stricter standards, only 5 percent to 7 percent of the work release population test positive.

"The stricter you are with your standards, the less frequency of violations you'll have," Mr. Whitney said. "If it's in their best interest to go along with the program, then they'll go along with the program."

On June 1 of this year, St. Clair County made drug testing a condition for all juvenile and adult probationers. According to Jay Hoffman, director of court services, of the 97 probationers tested so far, 61 have

tested positive for drugs. But as those probationers have been retested, Mr. Hoffman has seen a 38-percent reduction in positive tests. He believes the probationers' knowledge that drug testing was a condition of their probation led to the decline.

"We've seen a reduction right off the bat," Mr. Hoffman said. "I think it shows that simply by retesting we're getting some positive results."

Testing pretrial defendants

Imposing drug testing as a condition of probation is relatively simple—people released on probation or mandatory supervised release are expected to comply with a number of conditions, which can include drug testing. But drug testing as a condition of pretrial release for unconvicted defendants is a more complex issue.

Lake County, in conjunction with Treatment Alternatives for Special Clients (TASC), is developing a comprehensive drug testing program for pretrial arrestees that will include, first, a DUF-like study to determine the extent of drug abuse among the county's arrestees, using anonymous volunteers. The next step will be drug testing for defendants released on bond.

According to Lake County State's Attorney Fred Foreman, drug testing of pretrial releasees will have two main benefits.

"As long as you've got an additional sanction [drug testing] on defendants on bond, it would prevent or deter them from committing other crimes while on bond." And, he added, "That will help us control our jail population, by releasing questionable or marginal defendants on bond and having them either supervised by probation and drug testing, or maybe drug testing plus electronic monitoring."

Across-the-board pretrial drug testing, however, may be logistically impossible in many jurisdictions. For example, St. Clair County's proposed pretrial drug testing program would start with only those arrested for drug offenses, because there is no central facility in St. Clair County to which all arrestees are brought where drug testing can

"The stricter you are with your standards, the less frequency of violations you'll have. If it's in their best interest to go along with the program, then they'll go along with the program."

—Rich Whitney, Lake County Work Release Program

take place.

Another issue is cost. On-site drug-testing equipment can be expensive, although some manufacturers have donated machines to criminal justice agencies. Even if the equipment is donated, however, the cost of the chemical reagents needed to run the tests is about \$1.50 to \$4 per drug per test, according to TASC. In addition to the costs of the reagents, there are the hidden costs—of personnel time and resources needed to run the equipment, supervise urine samples, and maintain the necessary records to ensure the integrity of the sample throughout the testing process. Plus, according to TASC, confirmation testing—often required for positive in-house test results—can run \$30 per test at a lab using gas chromatography/mass spectrometry, which is generally considered to be the most accurate type of test.

Defendants' rights

Although nominally "voluntary" (the defendant must either consent to giving a urine sample or be subject to jail time or a higher bond), pretrial drug testing raises issues of the defendant's rights.

Marshall Hartmann, the Lake County public defender, supports the idea of doing a DUF study in Lake County, but has reservations about pretrial drug testing. His main concern is that the Fourth Amendment right to privacy not be eroded.

"I feel that there is a compelling public policy reason to find out what the incidence of drug abuse is, and to try to get at some solutions to the problem," Mr. Hartmann said. "Now, when we move away from that into compelled drug testing, I want to make sure that there is some good reason to suspect

that the people who are tested are people who have some kind of drug history, and that the use of the information will be towards helping them find solutions to these problems and will not be used against them."

Many officials who believe that pretrial drug testing will help prevent failure of defendants to appear in court cite Washington, D.C.'s pretrial testing program as an example. The D.C. program, in operation since 1984, tests virtually all local arrestees for drugs shortly after they are arrested. According to a study by the Toborg & Associates research firm, the defendants who complied with the drug testing program requirements (in this case meaning that they appeared as scheduled for three or more consecutive tests) had much lower rates of pretrial arrest and failure to appear than those who dropped out of the program.

But the Washington, D.C., example may not hold for all jurisdictions. A more recent study in Dade County (Miami), Florida, conducted by a group of researchers from Temple University in Philadelphia and the University of Arizona, found that about 75 percent of the arrestees who underwent urinalysis tested positive for cocaine, and about 50 percent tested positive for marijuana. The knowledge that someone tested positive for drugs, however, was *not* necessarily related to later outcomes during the pretrial release period, the study found (see page 13 for a summary of pretrial drug testing research).

"That was enough to convince the Miami courts that they shouldn't get involved [in pretrial drug testing]," said researcher John Goldkamp. "Knowing everybody was high meant that they didn't have to go test

everybody, was sort of the way they looked at it."

Drug testing and treatment

Many experts believe that pretrial drug testing, like any drug testing in the criminal justice system, makes sense only in conjunction with treatment programs. A drug addict's crime rate is typically reduced sixfold when his or her addiction is treated, according to the Illinois Department of Alcoholism and Substance Abuse (DASA).

"A blanket use of urinalysis testing is not a very good way for the criminal justice system to respond," said Melody Heaps, director of TASC in Chicago. "But when it is structured in partnership with the treatment system, and with programs like TASC, it can be used to identify the user. It can be used to structure a program so that you're able to sift out people who would be casual users from people who are abusing the product, and we can put together some intervention groups to further try and distill those people who belong in treatment."

Both the Lake County work release program and the St. Clair County Probation Department work to get people who test positive for drugs into treatment. Lake County work release prisoners have access to "12-step" programs and to two full-time staff counselors. The St. Clair County Probation Department is working with TASC and the Gateway Foundation to offer treatment to probationers.

Finding treatment slots has not been easy, however. As of June 1989, according to DASA, 2,511 people were waiting to enter drug treatment programs in Illinois. Of



An Erie County, Pennsylvania, juvenile probation officer demonstrates an Abbott Adx™ drug detection instrument. Several Illinois counties are using the Abbott system, as well as other types of in-house drug testing equipment, to test offenders on probation. (Photo courtesy of Abbott Diagnostics.)

those, 23 percent to 25 percent were criminal justice clients. In state fiscal year 1989, TASC conducted 4,096 assessments of people referred to them by the courts for drug treatment. As of July 1989, TASC had 638 people on waiting lists for treatment.

Some relief for overburdened treatment programs may be in sight. As part of Governor James R. Thompson's Drug Free Illinois initiative, DASA plans to expand treatment facilities for persons arrested for drug crimes.

"Treatment works, especially for offenders referred by the criminal justice system. Testing of offenders is a way to identify these people and start them on the long road to recovery. But testing will be beneficial only if more treatment slots are made available."

—J. David Coldren,
Illinois Criminal Justice Information Authority

DASA will use nearly \$5.2 million for increased jail screenings and placement of addicted offenders, for a pilot program of diversion to treatment as part of the bond process in Cook County, for treatment of offenders on work release or mandatory supervised release, and to ease the waiting lists of clients ordered to treatment.

But DASA's program may still not be enough. The Illinois Criminal Justice Information Authority estimates the state needs about 8,000 additional residential-treatment beds and about 6,000 outpatient slots for criminal justice clients, at a cost of about \$70 million over the next five years.

"Treatment works, especially for offenders referred by the criminal justice system," said Authority Executive Director J. David Coldren. "Testing of offenders is a way to identify these people and start them on the long road to recovery. But testing will be beneficial only if more treatment slots are made available." ■

How urine testing works

Immunoassay. Chromatography. Mass spectrometry. Chain-of-custody. Specificity. Sensitivity. The terminology of drug testing remains daunting. But the technology has become so automated and easy-to-use that a growing number of probation departments in Illinois are implementing testing programs to monitor the drug use of offenders.

Probation departments, as well as other Illinois criminal justice agencies, are turning to drug testing because they have confidence in the reliability of the results—reliability that is achieved through both proven scientific methods (some of it applied in portable, on-site technology) and proper and secure sample collection, documentation, and handling procedures.

The growth in drug testing among probation departments in Illinois has coincided with the availability of affordable, easy-to-use, and reliable on-site drug testing technology. While many of the departments that test offenders use on-site drug testing methods, other departments prefer to rely on the services of outside laboratories, while still others use a combination of the two.

Types of on-site equipment

Three types of on-site drug testing equipment are currently being used in Illinois. Each of them is based on a different analytical method for detecting the presence of drugs in urine.

Emit®. The Syva Company of Palo Alto, California, developed the Emit system to detect the presence of drugs in urine using the enzyme immunoassay (EIA) method. Through this method, the drug concentration in urine is determined by measuring a color change that is caused by an enzymatic reaction. Emit urine assays range from simple tests done on a small portable

By Margaret Poethig

unit to multi-step tests run on a large clinical laboratory analyzer. Emit urine assays provide either positive or negative results, indicating the presence or absence of detectable drugs in the urine, but not the quantity of the drugs.

ADx™. Fluorescence polarization immunoassay (FPIA) is the screening method used in the ADx system, developed by Abbott Diagnostics of Abbott Park, Illinois. FPIA uses polarized fluorescent light to detect the presence of drugs in urine. The ADx is a fully-automated machine that performs panels of tests on single or multiple urine samples. It provides a computer printout that flags the samples containing drug concentrations at or above a threshold level.

ONTRACK™. The principle of latex agglutination-inhibition is the basis of New Jersey-based Roche Diagnostic's ONTRACK system. The same technology is used in home pregnancy tests. When a sufficient amount of a drug is present, it will prevent formation of particles (agglutination) in the urine and reagent mixture. The ONTRACK system consists of a calculator-sized slide cartridge and four reagents. Each slide tests for a specific drug.

Of the three on-site systems found in Illinois probation departments today, Syva's Emit system has been in use the longest. The Peoria County adult probation department, for example, has been using the Emit system since 1985. St. Clair County's pro-

bation department was recently added to the list of departments that use Abbott's ADx machine, which was only made available in 1988. The newest product is Roche's ONTRACK, which gained U.S. Food and Drug Administration (FDA) approval last spring. Several Illinois counties, including Williamson, Saline, and Jackson, have begun using these kits.

Each of the three systems is purported to be extremely reliable by their manufacturers, and the manufacturers' claims seem to be verified by the experience of users in the field. Rich Rawlins, Intensive Probation Supervision (IPS) officer in Jackson County, for example, reports good results with Roche's ONTRACK so far.

"I've been testing the equipment itself," said Mr. Rawlins. "And by that I mean, when I get a positive test with ONTRACK, I've been sending that sample on to an outside lab. And all of their test findings have been conclusive with my findings."

Aside from the prices of the machines—which vary greatly depending on a department's contract with the manufacturer—the cost of testing for one drug using either Abbott's ADx machine or Syva's Emit system is between \$3 and \$5. Each ONTRACK testing device from Roche costs between \$1.60 and \$3, depending on the quantity purchased.

Outside laboratories

Not all probation departments in Illinois want to devote the time and energy to on-site drug testing, however. Some prefer to send urine samples to outside laboratories, where they can have the samples undergo more sophisticated analytical tests, if necessary. Three commonly used drug screening methods are performed by these laboratories.

Gas chromatography/mass spectrometry. GC/MS is considered to be the most conclusive method of confirming the presence of a drug in urine. In fact, it is used as a benchmark against which the accuracy of other methods are evaluated. Due to the high cost of this method, however, its use is usually limited to confirming the positive

results of other screening methods. Gas chromatography uses an inert gas to move the vapors of specific materials (in this case, drugs) to be separated from a specimen through a column of inert material. Mass spectrometry is a method used to quantify the specific substances.

Radioimmunoassay. RIA detects the amount of drug present in a urine sample by counting the amount of radioactivity present after incubating the sample with an antibody and a radioactively tagged drug.

Thin-layer chromatography. TLC is a screening method that involves the extraction of drugs from urine using a thin layer of inert material, such as cellulose.

The U.S. Bureau of Justice Assistance

(BJA) and the National Institute of Justice (NIJ) recently conducted a joint study of four drug screening technologies commonly used by criminal justice agencies. They tested two on-site systems—Emit and ADx—and two laboratory procedures—RIA and TLC—against the GC/MS method for accuracy in detecting five separate drugs. The ONTRACK device had not yet obtained FDA approval when the study was started.

“One of the things we thought we could do to help folks make good decisions about what drug testing technology to use was to do a study on the accuracy of the variety of uses of the technology in an actual criminal justice setting using actual crimi-

nal justice clients,” said Karen McFadden, BJA’s co-manager for the study. “We intend to give the results of the study—including how expensive these systems are—to people so they can make their own decisions.”

The results of the study are currently undergoing internal review and are expected to be available to the public later this fall.

Drug testing practices in Illinois

The reliability of drug test results—which affects how they will be received in court—depends not only on the equipment used, but on the procedures followed as well. What procedures an agency implements are determined in part by what it intends to do with the drug test results. In Illinois, almost all of the probation departments using drug testing do so simply to identify probationers who need drug treatment. Most don’t try to revoke an offender’s probation based on evidence of drug use alone.

“I try not to use a positive test result as a basis for revocation. I have in the past, but I prefer to just kind of hang it over the probationer’s head and get him into treatment,” said Mr. Rawlins of Jackson County.

Probation departments who will go to court to revoke an offender’s probation based on a positive test result have to decide whether to confirm the initial results by testing the urine with another analytical method. Much of the drug testing technology being used in Illinois is so new that no one is sure what evidence of drug use judges will accept. In Illinois, probation departments’ use of confirmation tests varies widely.

In St. Clair County, for example, the probation department reports all positive test results from their ADx system to the county state’s attorney, without confirming the results.

“The state’s attorney’s office has just filed some revocations on people who tested positive for drugs, but we have not had a case where the court has ruled as of yet,” said Jay Hoffman, director of the St. Clair County Court Services and Probation Department. “We have enough confidence in the technology of fluorescent polarization, and I assume the state’s attorney has taken

Why urinalysis?

Urine testing is the method most commonly used for determining drug use. Drugs can also be detected in a person’s blood, hair, and saliva, but use of these for analysis has serious drawbacks, including high costs, limits of information obtained, and level of intrusion involved in collecting the sample. Thus urinalysis—although also limited—is currently the most widely available, and therefore most viable, drug detection method.

Drugs are eventually eliminated through urination after they have been injected, inhaled, swallowed, snorted, or otherwise absorbed into the body. Once the drug enters the blood stream, it passes through the liver, where the process of elimination from the body begins. The liver chemically transforms the drug into products called metabolites, and this action facilitates urinary excretion. Analytical methods can detect the drug metabolites in the urine.

Identifying the drug that was used, however, is complicated by the fact that some drugs may pass through the body essentially unchanged (although most drugs are metabolized) and some drugs have a metabolite in common. Yet, according to Dr. Joyce Y. Chang, director of toxicology at PharmChem Laboratories in Menlo Park, California, “experience, combined with the use of more than one analytical method, generally enables the identification of the drug that was used.”

The only thing a positive urine test proves is that the drug was used at some time. Because the urinary excretion of a drug is affected by many variables—including the mode and amount of intake, genetics, multiple drug usage, fluid intake, urinary pH, health status, and even the body weight of an individual—it is impossible to tell from urinalysis precisely how recently a drug was used, how frequently a drug was used, how much was ingested, the mode of intake, or the degree of impairment effected by a drug. Furthermore, detecting the use of alcohol—probably the most commonly abused substance and frequently a factor in criminal behavior—is not reliably accomplished through urinalysis because alcohol is eliminated from the body within 24 hours. According to Dr. Chang, however, how recently a drug was used can be approximated by considering the sensitivity of each analytical method and information derived from controlled study and case study data. *M.P.*

the position that this test is accurate to a reasonable degree of scientific certainty," he said.

In Cook County—where urine samples are sent to an outside laboratory for testing—the probation department is acting more cautiously.

"We always confirm our positives," said Wanda Morton, coordinator of the Intensive Probation Supervision drug testing program. "There's a big controversy on whether to confirm positives or not. Right now, just starting out, we want our program to be reputable, and we want to be able to go to court and say, 'Yes this positive test was confirmed.'"

In addition to confirmation testing, the validity of drug test results depends on proper collection of the urine specimen and documentation of the drug testing procedures.

A urine sample can easily be intentionally adulterated by the person providing it if the collection is not directly witnessed by the probation officer or a reliable staff person. In every probation department conducting urine tests, the urine collection process is observed. There are other ways to minimize the risk of adulteration: the temperature of the sample can be checked; water in the toilet can be dyed, or a chemical toilet can be installed; and the bathroom facility can be set up with no soap dispensers or cleaning agents available.

Keeping accurate and complete records of all individuals involved in the urine collection, storage, and shipping—called *chain-of-custody* in legal terminology—is essential to help establish the integrity of the urine samples. Careful and proper labeling of urine specimen containers is also necessary. While some probation departments follow chain-of-custody procedures carefully, others don't consider it necessary because they never use test results in court.

Accuracy of testing methods

A lot of factors can affect the accuracy, and therefore the reliability, of drug testing. But products and procedures aside, how accurate are the scientific drug screening meth-

Drug testing technology and practices in Illinois

A recent survey of Illinois probation departments that regularly perform drug testing found that on-site testing appears to be a more common practice than sending samples to an outside lab for urinalysis.

County	Type of equipment	Confirmation practices
Adams	ADx™ (to begin in the fall)	Still developing procedures
Champaign	Outside lab	Lab confirms positives
Cook	Outside lab	Lab confirms positives
Jackson	ONTRACK™ (THC and cocaine)	Currently, all confirmed by outside laboratory
Kane	Emit®	Not performed
Lake	Send to Coroner's Office ADx™	Not performed in most cases
Madison	Emit® and outside lab	Have been checking outside lab results against Emit®
McLean	Emit®	All positive results confirmed by outside lab
Peoria	Emit®	If going to court, confirmed at state crime lab
Saline	Recently switched from outside lab to ONTRACK™ (THC and cocaine)	Not performed
St. Clair	ADx™	Not performed
Tazewell	ONTRACK™ (THC only)	Not performed unless going to court
Williamson	ONTRACK™ (THC and cocaine)	Not performed unless going to court

Source: Illinois Criminal Justice Information Authority telephone survey

ods themselves? It is generally accepted that the true quantity of a drug in an unknown urine specimen cannot be absolutely determined. Thus, a method's *accuracy* is considered to be how closely it can measure the true quantity of a drug in urine.

A factor that contributes to the accuracy of a drug test is *specificity*, the ability of a method to identify a drug. A method that has high specificity will react only with the drug being tested and exclude all other substances.

Another factor that contributes to accuracy is *sensitivity*. The sensitivity of a

method is the lowest concentration of a drug in a sample that the method can reliably detect. Usually in drug testing a cutoff concentration is selected, above which a test is considered positive and below which it is considered negative.

In establishing a cutoff level, the *precision* of a drug testing method is considered in addition to its sensitivity. Precision is the degree of agreement between repeated measurements. A method that is precise is expected to accurately discriminate between drug concentrations above or below the cutoff level. ■

Can drug tests predict behavior?

Many jurisdictions are beginning to use pretrial testing for illegal drugs as a means of predicting whether a person is a good bond risk, in addition to helping pretrial services agencies monitor them during release and place them in treatment programs. But does drug testing really help predict pretrial misconduct? Researchers, at first optimistic, are becoming more cautious.

By Roger Przybylski and Maureen Hickey

More and more evidence points to a strong link between drug abuse and crime. At the same time, drug testing technology is becoming cheaper and more widespread. As a result, officials in many jurisdictions are beginning to use drug testing in pretrial release programs to help determine appropriate treatment for drug abusing offenders and to sanction those who continue to abuse illegal drugs while released on bond. In addition, many hope that pretrial drug testing programs will help officials prevent defendants from failing to appear in court or being rearrested while free on bond.

In the past few years, several studies have been directed toward discovering how useful drug testing is in predicting pretrial misconduct, particularly in two key areas:

- ◆ Is there a relationship between positive drug tests and pretrial misconduct?
- ◆ Does drug testing information add anything to a judge's ability to predict what will happen when a defendant is released on bond? Could equally accurate predictions be made without drug testing?

The results of four studies of pretrial drug testing—one in New York City, one in Dade County (Miami), Florida, and two in Washington, D.C.—provide sometimes conflicting answers to these questions.

New York City

In 1988, Douglas Smith and G. Roger Jar-

joura of the University of Maryland and Eric Wish, a visiting fellow at the National Institute of Justice, investigated whether drug use is associated with pretrial misconduct and whether the information obtained through drug testing enabled officials to better identify defendants who were at higher risk of pretrial misconduct.

The research team used data gathered from arrestees in Manhattan in 1984. They looked at urine test results for four drugs—heroin, cocaine, PCP, and methadone—and they used two measures of pretrial misconduct—failure to appear and rearrest.

The researchers found a significant relationship between the number of drugs a person tested positive for and the probability of failure to appear and rearrest. Of those testing negative, slightly more than 28 percent failed to appear and fewer than 20

percent were rearrested. Those who tested positive for one drug had a 36.5 percent failure to appear rate and a 28 percent rearrest rate, while those who tested positive for more than one drug had almost a 39 percent failure to appear rate and a 34 percent rearrest rate.

Different drugs were associated with different types and probabilities of misconduct, however. People testing positive for heroin had a higher probability of failure to appear than those who tested positive for other drugs. People testing positive for PCP were the most likely to be rearrested.

The researchers conducted more complex analyses, controlling for other factors, such as criminal history, that a judge might have available at the time of the pretrial release decision. The researchers found that the relationship between positive drug tests and pretrial misconduct was independent of these other factors: defendants with positive drug tests and who shared similar characteristics that would influence the probability of pretrial misconduct (other than their drug test results) were more likely to be rearrested or to fail to appear than defendants with the same characteristics who did not test positive for drugs.

The researchers concluded that, in Manhattan, drug test results provide information that is associated with pretrial misconduct over and above what is typically available to judges.

Dade County, Florida

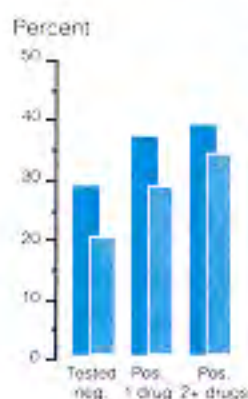
In 1988, a group of researchers from Temple University in Philadelphia and the University of Arizona attempted to determine whether drug tests can increase judges' ability to predict pretrial misconduct by adding to information they already have available. Researchers John Goldkamp, Micheal Gottfredson, and Doris Weiland had already begun to investigate whether voluntary guidelines for judges would improve bail decision making in Dade County when they added a study of the utility of drug testing.

Their first objective was to determine how many felony defendants were abusing

Manhattan study

Pretrial misconduct rates for Manhattan arrestees after drug testing

Failed to appear
Rearrested



drugs. Of the 2,019 defendants arrested in June and July of 1987 who were studied, 81 percent tested positive for at least one type of illegal drug, including 38 percent who tested positive for two or more drugs.

Their second objective was to determine whether there was a relationship between illegal drug use and pretrial misconduct—defined as failure to appear or rearrest—and whether, when other case-related information was taken into account, the relationship remained strong enough to justify a testing program.

The researchers found no connection between positive or negative drug test results and failure to appear. A weak, but present, relationship was found between positive drug tests (mainly for cocaine) and rearrest. But when other factors, such as criminal history, were introduced, little or none of the relationship survived.

Where, controlling for those other factors, a relationship *could* be found between drug test results and pretrial misconduct, it was for the people in the lowest risk categories—those whom the courts would be least concerned about releasing. For example, a relationship existed between positive drug tests and pretrial misconduct for people with no prior criminal history. But for people with previous criminal records, positive drug tests were not related to pretrial misconduct.

The researchers then conducted complex analyses to assess the contribution of drug testing information to models intended to predict pretrial misconduct. While the researchers found that drug test results could add information, at least in the prediction of rearrest, the contribution was marginal. Overall, predictive models that did not take drug test results into account did as well as, if not better than, those that did in predicting pretrial misconduct.

The researchers concluded that, in Dade County, the relationship between drug test results and pretrial misconduct was not powerful enough and did not contribute enough information to what judges already had available to make implementing a drug testing program worthwhile. They pointed

out, however, that their results can be applied only to the jurisdiction they were studying, and that other jurisdictions might produce other results. They also noted that if drug testing information was already routinely available in a given jurisdiction—used for placement in drug treatment, for example—it could be included among the criteria for assessing risk of pretrial misconduct among arrestees.

Washington, D.C.— The Toborg & Associates study

In Washington, D.C., researchers have focused more on the relationship between a defendant's appearance or non-appearance for scheduled mandatory drug testing, as opposed to just drug test results, and the risk of pretrial rearrest or failure to appear.

Washington, D.C.'s Pretrial Services Agency (PSA) is mandated by law to collect information on arrestees for use by the Washington, D.C., Superior Court. Since March 1984, virtually all adults arrested in the district, except those charged with relatively minor or federal offenses, have been tested by PSA for opiates, cocaine, PCP, methadone, and amphetamines. For some defendants, PSA conducts testing throughout the pretrial release period.

In 1984, Toborg & Associates, a private research firm in the Washington, D.C., area, began a study to assess PSA's drug testing program. The study, which focused on approximately 6,000 defendants tested for drug use between June 1984 and January 1985, sought to measure the effectiveness of the urine testing program in reducing pre-

trial misconduct.

The researchers, PSA, and the court agreed to randomly assign arrestees who tested positive for drugs to one of three different groups: those who were scheduled for further drug testing, those assigned to drug treatment, and those assigned to neither. About 2,000 defendants were placed in each of these three groups during the eight-month study period.

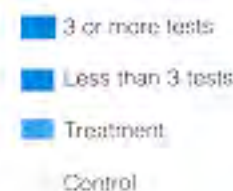
The researchers believed these groups would remain mutually exclusive, providing them with two study groups and a control group (the defendants who were assigned to neither testing nor treatment). During the course of the study, however, the membership of the groups began to shift. For example, judges began ordering defendants whom they had already assigned to treatment—or to neither treatment nor testing—to report for periodic drug testing. Some defendants chose to enter treatment voluntarily, even though they had not been assigned to the treatment group. In addition, some defendants who had been told to report for periodic drug tests missed tests or never showed up for testing at all.

Despite the data problems, the researchers did a simple comparison of the three groups and found that there were no important differences in rearrest or failure to appear rates among them. Then they tried to statistically control for the changes in the assignments of people to the data groups by doing more complex analyses.

The researchers divided the arrestees assigned to drug testing into two groups, those who appeared for at least three of their scheduled tests, and those who didn't. The researchers found that defendants who showed up for at least three drug tests—complying with their assignment, according to the researchers—had lower rearrest rates than those who did not. Sixteen percent of those who kept three or more testing appointments were rearrested, compared to 33 percent of those who did not. Those who appeared for at least three tests also did slightly better than those who were assigned to treatment and those assigned to the control group. The researchers found

Toborg study

Pretrial rearrest rates for four groups of Washington, D.C., arrestees



similar results for failure to appear.

The Toborg researchers also discovered, upon further analysis, that drug test information, when added to information about arrestees that was already available, improved the ability to predict pretrial misconduct, particularly failure to appear. The researchers concluded that drug test information made a significant contribution to the ability to classify arrestees on the basis of their risk of pretrial misconduct.

They also concluded that the behavior of defendants who tested positive and were assigned to drug testing was a predictor of their pretrial conduct. Those who appeared for three or more scheduled tests signaled that they were more likely to appear in court and less likely to be rearrested than those who appeared for two or fewer.

Washington, D.C.—

The Visher reanalysis

The Toborg study generated criticism by independent reviewers, who cited inattention to the original findings (that there was no difference in pretrial misconduct between the three original groups), as well as problems with various measurement techniques. In 1988, Christy Visher, a senior research associate at the National Institute of Justice, undertook a reanalysis of the data that was gathered for the Toborg study.

One criticism of the Toborg research was the way it divided the "testing" group into subgroups of those who complied and those who did not. Showing up for three (or any number) of drug tests does not necessarily indicate compliance, Ms. Visher argued, because the defendant could have been scheduled for any number of tests. Ms. Visher found that defendants who failed to show up for a greater percentage of their scheduled drug tests had a higher rearrest rate than those who showed up for most of their scheduled tests. She then divided the arrestees who had been assigned to testing into two groups based on that percentage—defendants who appeared for two-thirds or more of their scheduled tests were defined as complying, the rest were defined as dropouts.

Using this breakdown, Ms. Visher found that rearrest rates were about 10 percent higher for the dropouts, about 30 percent of whom were rearrested, than for those who complied with testing (regardless of whether they tested positive or negative).

Although failing to maintain a drug testing schedule was related to subsequent misconduct, Ms. Visher argued that such information would be more useful if it could be obtained earlier in the testing schedule.

Ms. Visher then looked at failure to appear and pretrial rearrest in relation to whether or not a defendant showed up for his or her *first* post-release drug test. Thirty-nine percent of the people who did not show up for their first scheduled tests were rearrested, compared with 31 percent of those who did show up and tested positive and 17 percent of those who showed up and tested negative.

More complex analyses showed that failing to appear for the first post-release test was an important predictor of pretrial rearrest even when other characteristics that predict pretrial misconduct, such as a prior adult conviction, were taken into account. A combination of failing to show up for the first test plus such factors was an even better predictor of rearrest, Ms. Visher found.

Of the 109 people who missed their first scheduled test, 51 also had three such characteristics. Of those 51, 31 (68 percent) were rearrested, compared to 12 rearrests among the remaining 58 defendants who missed their first test, but had two or fewer such characteristics.

Ms. Visher concluded that failing to

show up for drug testing is a significant indicator of subsequent pretrial misconduct, but that other factors, such as severity of drug use and criminal history, helped distinguish those at high risk even better. A pretrial drug testing program, combined with a locally developed classification system, would be a helpful tool for pretrial service agencies and judges trying to minimize the likelihood of arrestees committing crimes while out on bond, according to Ms. Visher.

In summary

Two of the four studies—Manhattan and Dade County—focused on whether the results of drug testing can make a significant contribution in classifying arrestees on the basis of their risk of pretrial misconduct. They drew different conclusions. Researchers in New York found that test results could be used to help predict pretrial misconduct. The Miami researchers, however, found no significant connection between drug test results and pretrial misconduct.

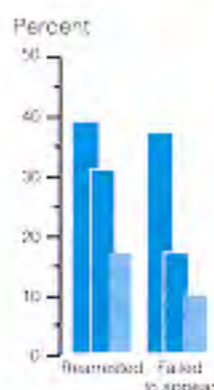
The two Washington, D.C., studies focused more on the behavior of defendants in drug testing programs as a predictor of pretrial misconduct, rather than the drug test results themselves. These studies found that defendants who were unreliable in reporting for drug testing tended also to have higher rates of rearrest and failure to appear than defendants who complied with their drug testing programs.

The one thing all four studies agree on is that the usefulness of drug testing may vary from one jurisdiction to another, and that the findings in one jurisdiction cannot necessarily be applied to another. To learn more about how useful pretrial drug testing is in reducing pretrial misconduct in different jurisdictions, the federal Bureau of Justice Assistance in 1987 funded pretrial drug testing demonstration programs in Pima County (Tucson), Arizona; Multnomah County (Portland), Oregon; New Castle County (Wilmington), Delaware; Prince Georges County, Maryland; Maricopa County (Phoenix), Arizona; and Milwaukee County, Wisconsin. Evaluations of these programs should be completed in 1990. ■

Visher reanalysis

Pretrial misconduct rates for three groups of Washington, D.C., arrestees

- Fewer than 1/3 of tests
- Positive; 2/3 or more of tests
- Negative; 2/3 or more of tests



Seminars look to the future

Jefferson County began its CrimeStoppers hotline in 1984, in the hope of reducing crime by offering rewards for information leading to the arrest of criminals. Like all CrimeStoppers hotlines, a special phone number was set up so the public could call in with information.

The hotline was staffed on weekdays from 8 am to 5 pm, and a machine answered the telephone after hours and on weekends and holidays. But the Jefferson County CrimeStoppers soon discovered some problems common to all answering machine owners—callers would leave incomplete messages or just hang up when they heard a recording.

It stepped the Accurate Message Center, a telephone answering service in Mt. Vernon. It offered to answer—for free—CrimeStopper phone calls whenever the hotline was not staffed, a service which normally costs \$50 a month.

Between 1985, when the message center began answering calls for the hotline, and the beginning of 1989 the center had fielded 348 calls, half of all the calls the hotline has received since its inception in 1984. The assistance has helped CrimeStoppers recover \$133,000 in stolen merchandise and seize \$66,000 in narcotics.

Numbers like those earned Accurate Message Center a 1989 Governor's Award for Outstanding Achievement in Community Crime Prevention.

The message center was one of 22 organizations and individuals receiving crime prevention awards this fall during the Illinois Criminal Justice Information Authority's fourth an-

nual series of regional crime prevention seminars. This year's three seminars—in Collinsville, Bloomington, and Chicago—were attended by more than 750 law enforcement officers and executives, community organizers and business leaders, drug education and treatment professionals, municipal officials, and other crime prevention practitioners.

The theme of this year's seminars was Drugs & Crime Prevention: Looking to the '90s.

In his keynote addresses at the seminars, Authority Executive Director J. David Coldren urged local communities to follow the lead of state and federal governments and develop their own comprehensive drug control strategies.

"State and federal drug control plans are important," he said. "But it is still local communities who know what their particular drug problems are and how best to address them."

Seminar participants attended workshops on the state's response to drug abuse and crime and on preventing drug abuse and drug-related crime.

And in a videotaped message, Governor James R. Thompson congratulated the seminar participants, and urged them to help get all citizens involved in crime prevention.

"What is needed as we enter the 1990s is a commitment by all Illinoisans to make crime prevention a priority—and a reality—in their daily lives," Governor Thompson said. "Now is the time to energize other citizens around the state as we look toward building a drug-free Illinois where crime prevention truly is everyone's business."

And the winners are...

Winners of the 1989 Governor's Awards for Outstanding Achievement in Community Crime Prevention

Northern Region

Law Enforcement Agency: Skokie Police Department

Business: PACE Suburban Bus Service, Melrose Park

Media: KLIK-FM/WOC-AM, Davenport, Iowa

Civic Organization: Residential Crime Prevention Committee, Evanston

Individual (Paid): Officer Ronald Baran, Skokie Police Department

Individual (Volunteer): Fran and Bill Maloney, Oak Forest

Exemplary Program: Community Alternatives to Drunk Driving, LaSalle County Council for Alcohol and Drug Abuse

Central Region

Law Enforcement Agency: Quincy Police Department

Media: Jacksonville Journal Courier

Civic Organization: Illini Lodge #4, Independent Order of Odd Fellows, Jacksonville

Individual (Paid): Gary Spear, Crime Analyst, Champaign Police Department

Individual (Volunteer): Jack Finch, Jacksonville

Exemplary Program: DARE for the Hearing Impaired, Morgan County Sheriff's Department

Southern Region

Law Enforcement Agency: Sesser Police Department

Business: Accurate Message Center, Mt. Vernon

Media: WCEE-TV, Channel 13, Kell

Civic Organization: Senior Services Plus, Alton

Individual (Paid): Sheriff Harry Spiller, Williamson County

Individual (Volunteer): Sue Doolen, Mt. Vernon

Exemplary Program: Operation Senior, Alton Police Department

Statewide

Exemplary Program: Fleet Watch, Illinois Crime Prevention Association

Each seminar concluded with the presentation of the fourth annual Governor's crime prevention awards. Awards were given in six categories: law enforcement agency, business, news media, civic organization, individual (both paid

professional and volunteer), and exemplary program.

McGruff's crime prevention campaign in Illinois is funded by equal amounts of federal money awarded under the Justice Assistance Act and matching state funds.



Fairview Heights Police Chief (and Authority member) Roger Richards joins McGruff in Collinsville on September 18 in presenting the Governor's crime prevention award to Sue Doolen of Mt. Vernon. (Photo by Teresa Vlasak)

Crime prevention briefs

Law enforcement agencies, watch your mail in early December for the Authority's 1990 bulk mailing sign-up sheet. Please indicate the items you want to receive and return it as soon as possible to ensure the timely delivery of McGruff's free crime prevention materials throughout the year.

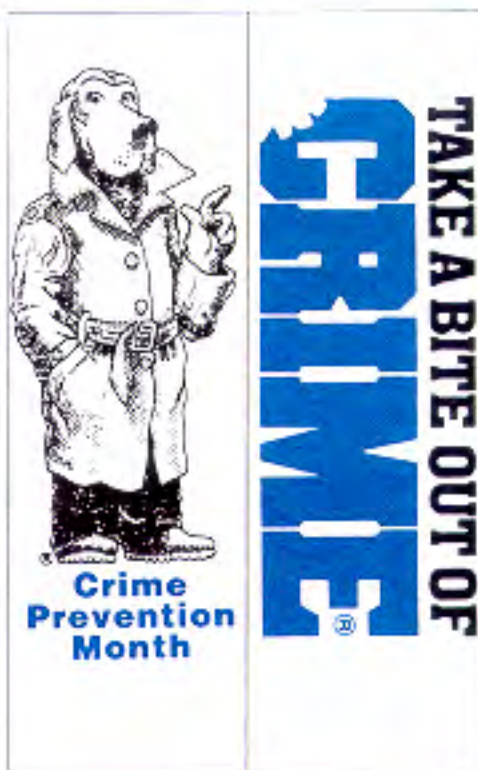


ALPO, the dog food manufacturer, and McGruff teamed up in October to conduct a national crime prevention educational campaign. ALPO distributed 1 million children's Halloween bags and safety pamphlets, along with 7,000 McGruff stand-up displays, during Crime Prevention Month to grocery stores participating in the campaign.

ALPO encouraged its distributors to work in partnership with local police, sheriffs' departments, and neighborhood organizations, and in November, the displays will be donated to local law enforcement agencies. ALPO has also suggested that distributors purchase a McGruff costume for law enforcement agencies that do not already own one.



Four Illinois programs received honors for their efforts in conjunction with the sixth annual National Night Out, August 8. The event, held in all 50 states, the U. S. territories, five Canadian cities, and U.S. military bases throughout the world, is sponsored by the National Town Watch Association, which presented awards to the programs that are the "best of the best." The Illinois communities receiving honors were St. Charles for its "Night Out Rally," Rock Island for its "No Crime Day Rally," Mt. Prospect for its three new Neighborhood Watch programs, and the Wrightwood Residents of Chicago for its National Night Out event. Congratulations to all the winners.



McGruff was in motion for Crime Prevention Month in October, as the Illinois Criminal Justice Information Authority put his mug on bus signs (below) in Chicago and Springfield. Also in Chicago, McGruff starred on street banners (left) displayed on Michigan Avenue and in the River North area. All the signs were on display during the month of October, which Governor James R. Thompson proclaimed as Crime Prevention Month in conjunction with the national observance.

**Lock a door,
stop a thief.**

For more information:
1-800-4-MCGRUFF

Illinois Criminal Justice Information Authority



Puppeteer Steven Finnegan put on a McGruff puppet safety show for visitors to the Authority's booth at the Illinois State Fair in Springfield in August. The interactive show encouraged children to think about the right way to act in dangerous situations. (Photo by Bill Waldmire, Illinois Information Service)

BJA publishes two reports on drug abuse issues

The Bureau of Justice Assistance has released two reports on drug-related issues: *Drug Recognition Program* and the *FY 1988 Report on Drug Control* executive summary. The former describes the Los Angeles Police Department's program of using trained police officers to identify different types of drug impairment in persons stopped for driving under the influence. In the LAPD program, the officer determines not only whether the driver had ingested a drug, but whether the drug impaired his or her physical ability. The officer conducts a standard examination, including breath alcohol and urine or blood tests, an interview, and a number of clinical tests such as vital signs examinations and eye examinations.

The *FY 1988 Report on Drug Control* executive summary gives an overview of the drug problem as defined by the states in their statewide drug strategies. It also describes the strategies and programs developed by the Bureau of Justice Assistance and the states to address the drug problem.

For information on how to obtain either of these two reports, or how to obtain the entire *FY 1988 Report on Drug Control*, contact the National Criminal Justice Reference Service, P.O. Box 6000, Rockville, Maryland, 20850, 800-851-3420.

Women make up a growing, but still small, proportion of officers

The nation's police departments have made considerable progress toward increasing the proportion of women in policing, but there is still much room for improvement, according to a recent Police Foundation study. The percentage of women who are sworn officers in police departments serving populations of more than 50,000 jumped from 4.2 percent in 1978 to 8.8 percent in 1986. And, although the percentage of women in supervisory positions more than tripled between 1978 and 1986, women still made up only 3.3 percent of the municipal police supervisors.

For copies of the report, *Women on the Move? A Report on the Status of Women in Policing*, contact the Police Foundation, 1001 22nd Street, N.W., Suite 200, Washington, D.C., 20037, 202-833-1460.

Cost of corrections study released

The National Institute of Corrections, in coordination with the Kutak Foundation, has released the fourth monograph in its Research in Corrections series. *The Cost of Corrections: In Search of the Bottom Line* is by Douglas McDonald, Ph.D. The monographs are free, and can be obtained by contacting the National Institute of Corrections Information Center, 1790 30th Street, Suite 130, Boulder, Colorado, 80301.

How to obtain national drug strategy

The *National Drug Control Strategy* that President George Bush unveiled on September 5 may be purchased at U.S. Government Printing Office bookstores or may be ordered by mail or telephone. To order by telephone, call 202-783-3238 from 8 am to 4 pm Eastern time. You must have a Visa or MasterCard number to order by phone, and must specify the 12-digit stock number: 040-000-00542-1. To order by mail, you must indicate the stock number or title and send a check or money order for \$8 to (and made out to) the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402-9325.

The Illinois U.S. Government Printing Office bookstore is located in Chicago in Room 1635, 219 South Dearborn Street, Chicago, Illinois, 60604, 312-353-5133.

New Authority publications

The Illinois Criminal Justice Information Authority published a 16-page research bulletin, *Crowding at the Cook County Jail: Historical Perspective and Current Strategies*. The bulletin examines the history of crowding at the jail and the approaches that have been used—and have recently been proposed—to cope with the problem.

The Authority has also released its biennial report, *Working for the Criminal Justice System in Illinois*, which covers the Authority's operations during state fiscal years 1988 and 1989. The report focuses on the Authority's services to the Illinois criminal justice system, as well as the agency's programs and budgetary trends.

For copies of either report, contact Olga McNamara at the Authority, 312-793-8550.

Drug resources available

The Drugs and Crime Resource Package, containing information, statistics, theories, and research on illegal drug use and related criminal activities, is available for \$38 from the National Institute of Justice. For more information about the package, contact the National Institute of Justice/National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850, 800-851-3420.

BJA clearinghouse now open

The *Bureau of Justice Assistance Clearinghouse* now provides criminal justice practitioners with free BJA publications, including research monographs and program reports. The clearinghouse also has staff available to answer telephone inquiries about criminal justice issues. For a list of available publications or for more information, call the clearinghouse at 800-851-3420 (in Maryland and Washington, D.C., call 301-251-5500).

Major criminal justice conference slated for July

Criminal justice and government leaders from throughout Illinois will gather in Chicago next July for a major five-day conference aimed at setting a criminal justice agenda for the 1990s.

Organized by the Illinois Criminal Justice Information Authority, the conference, scheduled for July 8-12, will seek to identify the top problems facing Illinois' criminal justice system in the next decade and to explore the strategies, resources,

and technologies for solving those problems, said J. David Coldren, the Authority's executive director.

"Drug abuse and its impact on the criminal justice system will be two of the key issues explored during the forum," Director Coldren said. "Especially critical will be the financing problems criminal justice will face in the 1990s as an already overburdened system faces increased activity at all levels—

more arrests, bigger prosecution caseloads, backlogged courts, and crowded jails and prisons," he said.

Approximately 35 different sessions and workshops are tentatively planned, including an Illinois town meeting on drug abuse and crime and a forum for the candidates for statewide office in 1990 to discuss their criminal justice strategies.

Cosponsoring the event with the Authority are the Illinois As-

sociation of Chiefs of Police, the Illinois Sheriffs' Association, the Illinois State's Attorneys Association, and the Illinois Local Governmental Law Enforcement Officers Training Board. The conference will coincide with the regular summer meetings of the chiefs', sheriffs', and state's attorneys' associations.

Detailed information about the conference, "Trends and Issues for the 1990s," will be mailed in early 1990.

People

Illinois Criminal Justice Information Authority Executive Director **J. David Coldren** and Illinois Department of Revenue Director **Roger Sweet** are now members of the Department of Alcoholism and Substance Abuse's Interagency Alcoholism and Other Drug Dependency Board, under new legislation in effect September 7.



Adams County Sheriff (and Authority member) **Robert Nall** has been appointed by Governor James R. Thompson to the Adult Advisory Board of the Illinois Department of Corrections.



John Firman, the Authority's associate director for research and analysis, received the G. Paul Silvestre Award from the U.S. Department of Justice's Bureau of Justice Statistics. The award, presented at the Criminal Justice Statistics Association's annual meeting in September, honored Mr. Firman for his efforts to improve and expand criminal justice information among the states.



Authority research analyst **Roger Przybylski** has joined the Statewide Community Epidemiology Workgroup, a network of researchers using community-based monitoring to study the rise and spread of drug abuse and to develop proposals for effective drug control policies.



Edwin Kennedy and **Marcus Reinkensmeyer** of the Administrative Office of the Illinois Courts have been admitted as Fellows of the Institute for Court Management of the National Center for State Courts, after completing the institute's court executive development program. The program, one of several offered by the institute to court administrators and judges, enables top court administrators to enhance their technical and interpersonal skills.

Other conferences

Correctional casework and substance abuse will be the focus of the Sixth Annual Correctional Symposium, December 4-7, in Lexington, Kentucky. The symposium is sponsored jointly by the Federal Correctional Institution in Lexington, the Kentucky Corrections Cabinet, and the Department of Correctional Services at Eastern Kentucky University. For more information, contact Bruce Wolford, Training Resource Center, Department of Correctional Services, 202 Perkins, Eastern Kentucky University, Richmond, Kentucky, 40475-3127, 606-622-6187.



The American Correctional Association will hold its 1990 winter conference in Nashville, January 15-17. The theme of the conference will be "Setting the Correctional Tone for the '90s." For more information, call the association at 301-206-5100.



The American Society of Law Enforcement Trainers (ASLET), in coordination with the San Diego Police Department, is hosting the third annual ASLET International Training Seminar January 9-13 in San Diego, California. For more information, contact the American Society of Law Enforcement Trainers, 9611 400th Avenue, P.O. Box 1003, Twin Lakes, Wisconsin, 53181-1003, 414-279-5700.



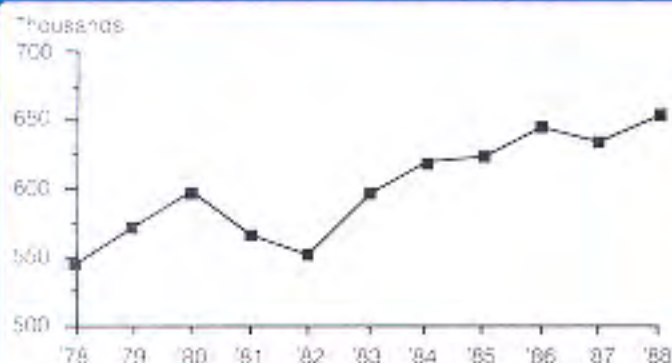
The National Institute of Justice is now publishing a bimonthly conference calendar. The *NIJ Conference Calendar* includes international, national, and regional conference listings. Announcements of events are free; a one-year subscription (six issues) costs \$25. For more information, contact Maria Stewart at the National Criminal Justice Reference Service, 800-851-3420.

Trends

Trends is a regular feature of *The Compiler*. It displays recent baseline statistics from various criminal justice agencies and programs. Note that because graphs measure

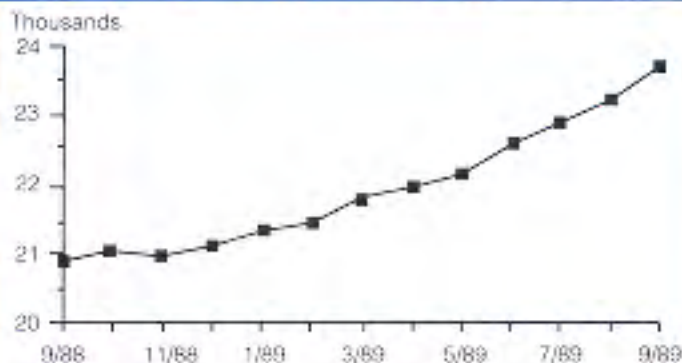
different aspects of the criminal justice system, the data from one graph should not be compared with data from other graphs.

Reported index offenses (statewide)



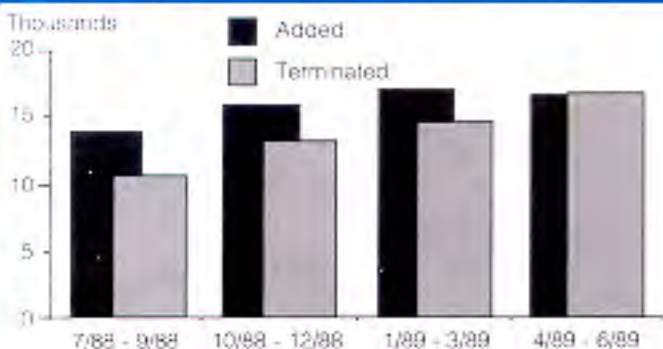
Source: Illinois State Police

State adult inmate population (end of month)



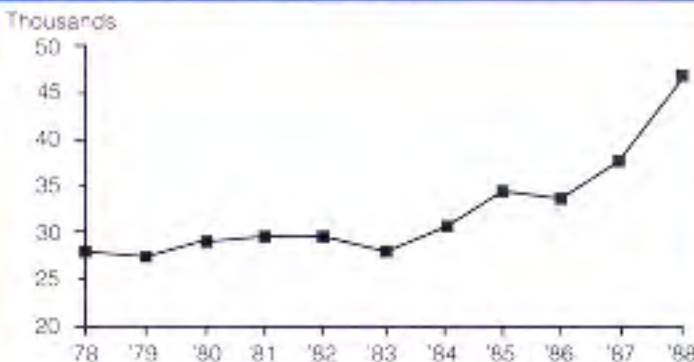
Source: Illinois Department of Corrections
(Includes inmates in state and federal prisons and work release centers)

Felony court cases (statewide)



Source: Administrative Office of the Illinois Courts

Drug arrests (statewide)



Source: Illinois State Police, Illinois Metropolitan Enforcement Groups



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