



NEW FEDERAL JUSTICE AID COMING TO ILLINOIS

FEDERAL AUTHORITIES and criminal justice officials here in Illinois are working to put in place a new assistance program that provides Federal funding for state and local criminal justice initiatives.

The justice assistance program is part of a large crime control bill that also revises the Federal criminal code, establishes the first Federal computer crime law and provides increased Federal assistance for victim compensation, juvenile justice and missing children programs (see page 7). The omnibus crime package was signed into law by President Ronald Reagan on Oct. 12.

Since then, the U.S. Department of Justice has begun drafting program guidelines and has sought assistance from a committee of the National Criminal Justice Association (NCJA) to ensure the guidelines meet state and local needs. The NCJA committee met in late October and plans to meet again later this year for final review of the Federal guidelines, according to committee chairman

J. David Coldren, who is also executive director of the Illinois Criminal Justice Information Authority.

Mr. Coldren said the Federal guidelines will address several issues, including how states will apply for Federal funds, what specific standards criminal justice programs must meet to be eligible for funding and how fiscal reporting, evaluation and grant monitoring are to be handled.

MEANWHILE, MR. Coldren said the Authority is preparing to implement the new assistance program in Illinois.

"The Authority's enabling legislation and the Governor's executive order that preceded it establish the Authority as the agency in Illinois responsible for administering this assistance program," he said. "Pending final word on implementation from the Justice Department, our Budget Committee is working to get the program rolling here."

Mr. Coldren said the Authority's Budget Committee, chaired by Cook County Sheriff Richard J. Elrod, will

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oversee the development of guidelines on how agencies apply for, implement and report on grants handled through the Authority.

Initial estimates show that Illinois could receive nearly \$2.3 million in Federal assistance to criminal justice during the first year of the program. Mr. Coldren explained, however, that funds are not expected to be available until early summer, following approval of Federal and State program guidelines.

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Chicago Police Look To Automate Fingerprint System

by PAUL ZOMCHEK
Assistant Editor

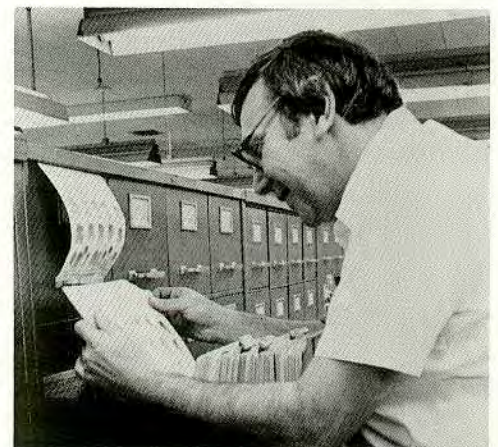
THE CHICAGO Police Department will soon join a growing number of other law enforcement agencies throughout the country in automating its system for filing and identifying fingerprints.

Police officials say their new

computerized system will allow them to identify suspects quickly and accurately by matching fingerprints found at the scene of a crime with prints contained in the department's fingerprint database. Computerized fingerprint checks will also help police positively identify people in custody and enable officials to retrieve the criminal histories of these suspects--information that is essential for judges to make speedy and sound bond decisions.

Similar fingerprint systems already are being used by the FBI, the Alaska State Police and the San Fran-

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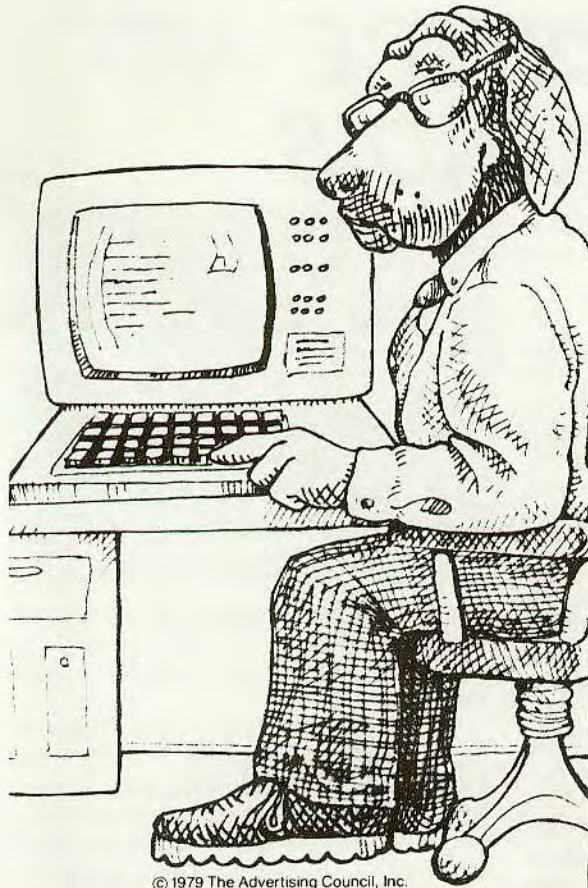
Fingerprint technician Robert Bernstein examines prints from Chicago police's manual files. A new system would automate much fingerprint classifying and searching. (Photo by Ben Zajac)



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.

McGruff Says...



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Did You Know...

That the Authority's Information Resource Center can provide you or your group with crime statistics, data sources, referrals and other information regarding the criminal justice system in Illinois. If you have a question, just call the Authority at (312) 793-8550 and ask for the Information Resource Center. There is no charge for this service.

News in Brief

ELGIN PD JOINS PIMS: The 100-member Elgin Police Department is the latest law enforcement agency to sign up for the **Police Information Management System (PIMS)** network. Elgin police in November signed a contract with the Illinois Criminal Justice Information Authority for use of PIMS, the Authority's three-year-old record keeping and crime analysis computer system. Elgin police expect to begin using the system by next March. They are the 19th law enforcement agency in Illinois-- and the 12th in Chicago's northwest suburbs--to contract for PIMS, and the first from Kane County. Elgin is the State's 11th largest city with nearly 65,000 people.

SERIOUS CRIME DOWN: The number of serious crimes reported to police nationwide during the first six months of 1984 declined 5 percent when compared with the first half of 1983, according to preliminary Uniform Crime Reports statistics released by the FBI in October. There were decreases in four of the eight Index crimes: burglary (8 percent), robbery (7 percent), and murder and larceny-theft (5 percent each). Increases were reported in rape (6 percent), arson (2 percent), and aggravated assault and motor vehicle theft (1 percent each). The new FBI figures show crime dropped in all areas of the country, including a 7 percent decline in the North Central states.

PEOPLE: Cook County Sheriff and Authority member **Richard J. Elrod** has been named to the Commission on Accreditation for Corrections, an American Correctional Association board set up to oversee accreditation



Sheriff Elrod

of state and local correctional facilities...**Dwayne Peterson** has been named head of the Correctional Institution Management Information System (CIMIS) project at the Cook County Department of Corrections. CIMIS is a computer system developed by the Authority to keep track of inmates in correctional facilities...**Dwight E. "Gene" Bee**, one of the founders of Illinois' Law Enforcement Agencies Data System (LEADS), has retired from the Department of Law Enforcement. To commemorate Mr. Bee's 35 years in State government, the Authority presented him with a special commendation and plaque at the September

LEADS conference. LEADS is a Statewide telecommunications network that includes information about wanted persons, stolen property and criminal histories...**Richard H. Mills**, an Illinois Appellate Court judge in the fourth district, has been appointed to a three-year term on the U.S. Justice Department's National Institute of Corrections Advisory Board.

PUBLICATIONS: There was a 10 percent increase last year in the number of confidentiality laws, according to the 1984-85 edition of *Compilation of State and Federal Privacy Laws*, published by *Privacy Journal*. The 100-page book--which lists, by state, 550 privacy laws in 18 separate categories--is available for \$22 from *Privacy Journal*, P.O. Box 15300, Washington, D.C., 20003...The Authority has published a revised version of its report, *How to Handle Seasonality*. For a free single copy, write to **Olga McNamara** at the Authority.

UPCOMING: The next Authority meeting is scheduled for Dec. 10 at the Authority's Chicago office...The Youth Services Department of the Cook County Sheriff's Office will host a *Youth in Action* conference March 2, 1985, on the University of Illinois at Chicago campus. The conference will bring together youth agencies, community groups and drug abuse organizations to share information and ideas about juvenile delinquency and how to prevent it. For more information, contact **Maureen O'Hara** at (312) 865-2900.

AUTHORITY TO SEEK FUNDING FOR PROBATION STUDY, 7 MORE PROJECTS

THE ILLINOIS Criminal Justice Information Authority will seek State funding for eight new projects next fiscal year, including a proposed study of Illinois' Intensive Probation Supervision (IPS) program.

The seven other new projects approved by the Authority at its regular meeting Sept. 7 are, in order of priority: 1) *creating a methodology manual on how to audit criminal justice information systems*; 2) *developing a distributed criminal justice information system for handling police, prosecution and corrections applications in Downstate counties*; 3) *expanding the Authority's technical consulting service*; 4) *allocating resources for a statewide juvenile criminal history information system*; 5) *creating a model decision support system for use on criminal justice computer systems*; 6) *investigating the use of a network of mobile data terminals for Chicago area police*; 7) *and evaluating Illinois' Uniform Crime Reporting program* (see page 4).

Along with the IPS proposal, these seven expansion programs will be submitted to the State Bureau of the Budget for consideration in Governor James Thompson's overall budget proposal for fiscal year 1986, which begins next July 1. Also included in the Authority's budget request are funds for continued operation of the agency's regular functions. Final action on the Governor's fiscal 1986 budget will come from the Illinois General Assembly next June.

THE IPS proposal proved to be one of the most controversial issues the Authority has faced in its first two years. The Authority needed two special meetings--a Research and Policy Committee hearing on Oct. 5 and a full Authority meeting on Oct. 18--to finally approve the proposal, after some Authority members questioned whether it was appropriate for the Authority to evaluate specific judicial programs.

The Authority's proposed study will examine the effect the first year of the IPS program has had on both the size and the makeup of Illinois' adult prison population. The study will also analyze the number of offenders sentenced to probation who

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Chief Cook County Circuit Judge Harry G. Comerford (left) confers with Richard M. Daley, Cook County state's attorney, during a special Authority meeting. Despite the objections of the two, the Authority voted 8-4 to seek funding for a study of Illinois' new Intensive Probation Supervision program. (Photo by Ben Zajac)

FOIA Position Clarified

IN OTHER action at its Oct. 18 special meeting, the Illinois Criminal Justice Information Authority voted to advise local criminal justice agencies that there are alternative interpretations of section 7(b)(v) of the Illinois Freedom of Information Act (FOIA), and that the Authority does not endorse any of them.

Section 7(b) is the so-called "personal privacy" exemption that allows an agency to withhold records that would constitute a "clearly unwarranted invasion of personal privacy." Section 7(b)(v) specifically covers information revealing the identities of criminal complainants and informants.

One interpretation of the exemption would prohibit the copying or inspection of personal privacy information unless the agency obtained the written consent of the record subject. Another interpretation would allow an agency to use its discretion in releasing the information. Other interpretations also have been suggested.

Some law enforcement agencies around the State have cited the per-

sonal privacy exemption in refusing to release the names of crime victims and complainants. This move has prompted some news organizations to complain that information that was customarily released before the FOIA went into effect July 1 is now being withheld.

THE AUTHORITY issued an advisory last June to all criminal justice agencies in Illinois explaining how the FOIA affects them. The Authority has also been helping some agencies understand and implement portions of the act.

Under a resolution approved Oct. 18, the Authority will continue to act as a clearinghouse for FOIA issues and will provide information to criminal justice agencies about FOIA implementation. The agency, however, will explain that different interpretations of section 7(b)(v) exist and that the agency subscribes to no particular one. The Authority's Legislation and Regulations Committee also will review the effects of the FOIA on criminal justice agencies and may recommend legislative modifications.

BUDGET: Probation Study Proposed...

Continued from Page 3

were subsequently arrested for and convicted of crimes during their probation terms.

The General Assembly created the IPS program last year as an alternative to incarceration for some felons. Under the program, certain offenders who would normally be sentenced to State prison are instead placed in highly-structured community supervision programs supported by the State. Probation officers conduct frequent and random checks of probationers, and court-ordered probation conditions are strictly enforced.

Since June, IPS programs have been started in nine counties--Champaign, Cook, Kane, Lake, Macon, Madison, McLean, Peoria and St. Clair--with three more expected to join soon. Officials of the Administrative Office of the Illinois Courts (AOIC), which oversees the program Statewide, estimate that about 750 offenders will have been sentenced to intensive probation by next summer, when the Authority's analysis would begin.

"IPS IS SUPPOSED to do what regular probation was always supposed to have done," said James B. Zagel, Illinois director of law enforcement and Authority member. "This evaluation will give us fairly clear evidence if IPS is a valid alternative to incarceration." Director Zagel said "it will not be enough that intensive probation succeeded. It will have to be proven that it succeeded."

The 1983 State law that created the IPS program originally called on the Criminal Sentencing Commission to conduct an evaluation, but the commission was dissolved earlier this year under legislation that eliminated many of the Legislature's study boards. Many officials, both inside and outside the Authority, said the General Assembly clearly intended for the program to be evaluated, and said the Authority was now the logical choice to conduct the study.

"In order to fulfill the mandate that the program be evaluated, it has to be looked at from a group that has a broad-based constituency," Michael Mahoney, executive director of the John Howard Association, a prison watchdog group in Chicago, told the Research and Policy Committee.

...Along with 7 Other Projects

IN ADDITION to its proposed study of Illinois' new Intensive Probation Supervision program, the Illinois Criminal Justice Information Authority is seeking State funding for seven other new projects during fiscal year 1986, which begins next July 1. They are:

- **Audit Methodology Manual.** This manual would be a comprehensive guide for designing and carrying out audits of criminal justice information databases.

- **Distributed Systems/Criminal Justice Information Systems II.** This project would integrate the Authority's police, prosecution and corrections applications on a small remote processor, creating a system suitable for smaller counties.

- **Technical Assistance Computer Team and Information Consulting Service.** TACTICS would expand the Authority's technical consulting activities by creating an inventory of criminal justice information systems, which would be used to assist

criminal justice agencies looking to computers.

- **Juvenile Offender-Based Information System.** The Authority is currently reviewing policies regarding the collection, access and dissemination of juvenile offender records.

This project would include the preliminary work needed to set up any new system required for storing and sharing these records.

- **Decision Support System (DSS).** This project would create a model DSS, which accesses computer data quickly and generates reports in graphic form, for use on criminal justice information systems.

- **Mobile Data Terminals.** This study would examine the feasibility, interest and cost of setting up a network of mobile data terminals for use in squad cars of Chicago area police.

- **Uniform Crime Reporting (UCR) Evaluation.** This project would be a thorough review of the accuracy and cost effectiveness of Illinois' UCR program for gathering and reporting crime statistics.

"This Authority is the group that provides that broad-based constituency. I think you stand in a particularly unique position to provide a service to the taxpayers of this State in reviewing this program."

JUDICIAL representatives on the Authority, however, disagreed, saying that evaluating the court's program was outside the mandate of the Authority and that the agency was better off sticking with issues related more to information systems. "The general concern I have has to do with the direction of the Authority," said 10th Circuit Judge and Authority member Richard E. Eagleton, who added that he would oppose Authority proposals to evaluate similarly specific programs in law enforcement, prosecution or corrections as well.

Chief Cook County Circuit Judge Harry Comerford, also an Authority member, expressed concern that the Authority's study could create undue criticism of specific judges for probation decisions they make. He said the AOIC is "quite capable" of evaluating the IPS program and suggested that

another group attempting to study it "would be a hindrance more than a help." Judge Comerford said the AOIC is proceeding with its own IPS evaluation.

Authority Executive Director J. David Coldren said the intent of the study "was not to pass judgments on the general theory of probation or on the decisions of particular judges, but rather to characterize the impact of intensive probation on the rest of the criminal justice system." Part of that impact, he said, involves "the very real problem of planning how many beds to have available in the Department of Corrections."

Authority Chairman William Gould said the Authority will seek a supplemental appropriation from the General Assembly this fiscal year so the agency's staff can begin collecting "baseline data" on Illinois' prison population trends. Pending General Assembly approval of project funds, Authority staff will begin next July analyzing the effect of IPS on prisoner totals. A report is expected in early 1986.

COOK COUNTY STEPS UP PROSECUTION OF HABITUAL YOUNG OFFENDERS

by PAUL ZOMCHEK
Assistant Editor

THE COOK County State's Attorney's Office is using a U.S. Justice Department grant of nearly \$300,000 for intensified prosecution of repeat juvenile offenders who commit violent or other serious crimes. The Federal funds are being used to expand the office's current staff of juvenile prosecutors and support employees, and to upgrade treatment given to habitual juvenile offenders at the Cook County Department of Corrections.

"This program has two main goals," Cook County State's Attorney Richard M. Daley said. "The first is to get treatment services to young offenders before they become hardened criminals. The second is to protect the community from those who continue to victimize innocent people."

A 1982 study done by Mr. Daley's office revealed that youths 16 and under were involved in 31.4 percent of the 76,375 arrests for serious crimes made in Cook County that year. The proportion of juveniles arrested for robbery and burglary were even higher: the 2,350 juveniles arrested for robbery accounted for 35.7 percent of all robbery arrests, while the 4,837 juveniles arrested for burglary represented 45 percent of all those arrests.

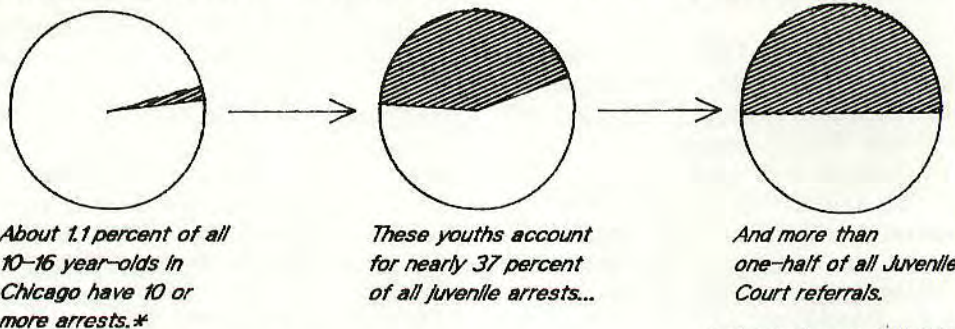
In addition, the study showed that 1.1 percent of juveniles in Chicago had 10 or more arrests on their records. These offenders accounted for 36.6 percent of all juvenile arrests and 50.4 percent of all Juvenile Court referrals.

"Our aim is to break the cycle of repeat juvenile crime," said Mr. Daley, who is also a member of the Illinois Criminal Justice Information Authority. "These desperately needed funds will greatly increase our ability to fight juvenile crime in Cook County."

THE GRANT is being used, in part, to expand the Repeat Offender Unit at Juvenile Court. Mr. Daley started the unit in 1981 to focus resources on habitual delinquents. Three prosecutors have been added to the group in an effort to reduce the lag between the time a juvenile is ar-

Repeat Juvenile Offenders:

A Tiny Fraction of Youths in Chicago Account for a Large Portion of Juvenile Arrests and Court Referrals.



* Total=Approx. 338,000.

SOURCE: Cook County State's Attorney's Office.

rested and the time a decision on his or her case is handed down in court.

Mr. Daley said the county's seven juvenile courtrooms are so overwhelmed with cases, each averaging more than 1,400 pending cases, that it can take up to a year before a final ruling is made for some offenders. "We need to cut down on the time it takes for the delinquency cases of repeat offenders to get through the Juvenile Court system," he said.

Cathy Ryan, supervisor of the Juvenile Division of the State's Attorney's Office, said the backlog of cases deters from the message that prosecutors and the courts try to communicate to repeat juvenile offenders.

"What we consider most important in this program is that our office works promptly to be sure that the offender is held accountable for the offense he or she has committed," Ms. Ryan said. "We must act early and adjudicate the cases so the juvenile is held accountable. It is important that we target those kids who seem to need this message most."

IN ADDITION to hiring more prosecutors to speed up adjudication of juvenile cases, the State's Attorney's Office also hired a victim/witness counselor for the Juvenile Court. Among other duties, this person assists in issuing subpoenas to witnesses and ensures that victims and witnesses can attend their hearings, including helping them find transportation to court.

Some of the Justice Department funds also were allocated to the Juvenile Division of the Cook County Department of Corrections. This money has been earmarked for upgraded treatment programs aimed at rehabilitating repeat juvenile offenders.

Cook County was one of 13 jurisdictions to receive the juvenile crime grants, which totalled more than \$3 million. The grants were announced in July by Alfred S. Regnery, administrator of the Justice Department's Office of Juvenile Justice and Delinquency Prevention, which approved the funding.

Grant recipients were selected based on how well existing justice programs were planned and put together, according to Ann Voigt, a spokeswoman for the Justice Department. "Many of the cities chosen already had prosecutor programs for adult repeat offenders," she said. "Another component was that prosecutors already had a victim/witness program set up, which is one of the priorities of the Reagan Administration."

MS. VOIGT also said it was important that jurisdictions receiving the Federal funds had a specific arrangement with a local correctional facility or other agency "to get juveniles into programs aimed at their specific problems." Such rehabilitation programs include educational or work skill training, mental therapy or medical treatment.

CONGRESS APPROVES NEW

Authority To Run Program Here In Illinois

Continued from Page 1

OVERALL, THE new justice assistance plan will provide more than \$55 million in aid to states and localities during Federal fiscal year 1985, which ends next Sept. 30. After its application is approved by Federal authorities, each state will receive a minimum allocation of \$250,000 plus a share, based on the state's population, of the remaining funds.

Each Federally-funded grant requires a 50 percent cash match, and states must agree to pass through to local agencies a percentage of its block grant funds based on local criminal justice expenditures. In addition, states may not use Federal funds to cover costs associated with administering the block grants program.

The new assistance program also places some general restrictions on the types of initiatives that can receive Federal funding. To qualify, programs must "offer a high probability of improving the functioning of the criminal justice system, with special emphasis on violent crime and serious offenders." The program also will provide funds for "operational information systems...which improve the effectiveness of criminal justice agencies."

FINAL grant-making authority at the Federal level is given to the director of a new unit within the Justice Department--the Bureau of Justice Assistance. New legislation also establishes an Office of Justice Programs to coordinate the activities of the National Institute of Justice, the Bureau of Justice Statistics and the Office of Juvenile Justice and Delinquency Prevention.

"We look forward to working with these new Federal units to ensure that Illinois gets its share of crime control funds and that they are used effectively," Mr. Coldren said.

LEAA Remembered: New Book Lessons of Last Federal Grants

NOW THAT Congress and President Reagan have created a new program of Federal assistance for state and local criminal justice, some officials will probably want to look back at the last Federal grants program--the Law Enforcement Assistance Administration (LEAA)--to learn what worked and what didn't. Many answers can be found in a new book published by the National Criminal Justice Association called *Federal Aid to Criminal Justice: Rhetoric, Results, Lessons*.

Written primarily by John K. Hudzik, a professor of criminal justice at Michigan State University, the book is neither a condemnation nor an endorsement of the LEAA, the \$8 billion Federal grants program that lasted from 1968 to 1980. Instead, Mr. Hudzik tries to cut through the rhetoric and political posturing that were almost constant elements of the LEAA program to uncover what can be learned from the whole experience. In the author's own words, the book is really "a search for the legacy of LEAA."

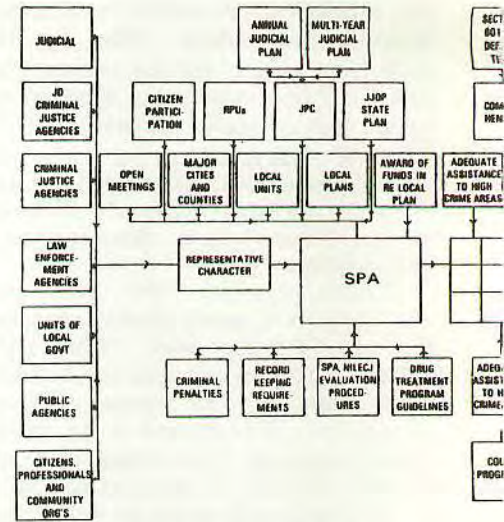
What does this legacy contain? Mr. Hudzik says it includes both lessons for future grants program administrators and tangible products that will continue to shape the way criminal justice operates in this country.

THE LESSONS that can be learned from the LEAA experience are both positive and negative, he says. On the down side, Mr. Hudzik points out three major ones: 1) "Money alone is not a cure for crime;" 2) Crime is not susceptible to "quick fixes or simple solutions;" and 3) It is easier to condemn what doesn't work than to discover and prove what does.

On the other hand, Mr. Hudzik makes a strong case for a real and positive LEAA legacy. Even given severe political and operational constraints, Federal assistance, he says, has produced positive "meta-level and specific-program effects."

The grandest of these meta-level effects--or those that are transcendent and lasting--was the develop-

Crime Control



To illustrate the increasing complexity of the Federal grants program, Author John K. Hudzik has prepared a series of LEAA organization charts from its final chart, following program revision. (Chart prepared by the Law Enforcement Assistance Administration, reprinted by the Advisory Commission on Law Enforcement Grants: A Comparative Analysis.)

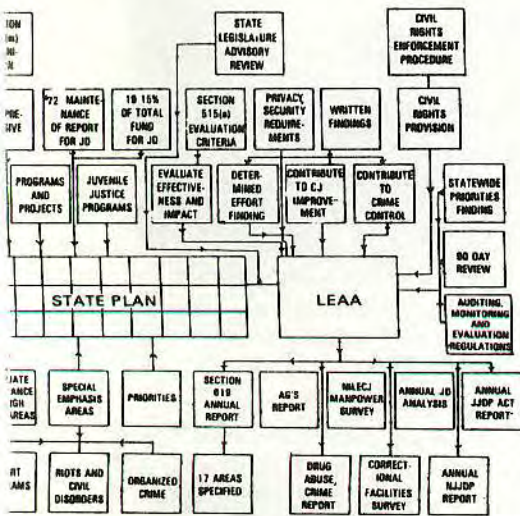
ment of a criminal justice system consciousness. When the so-called "War on Crime" began in 1968, there was little planning or coordination among law enforcement, prosecutors, the courts and corrections; in fact, there wasn't even the recognition that such activities should exist. While Mr. Hudzik documents that the cutoff of LEAA funds (and the subsequent demise of many state planning agencies) hurt these planning and coordination functions, he states that the LEAA experience permanently imprinted this idea of a system in the minds of most criminal justice and government officials.

Other LEAA-induced effects included an explosion of criminal justice information and its uses, greater interaction between citizens and the criminal justice system (as witnessed in the many crime victims programs now emerging) and a big boost in the knowledge and skills of criminal justice officials up and down the line.

JUSTICE ASSISTANCE PLAN

Looks at Grants Program

Act of 1976



city and red tape that befell the LEAA. K. Hudzik included in his book a series of photos beginning in 1968. Shown here is the LEAA as it was approved by Congress in 1976. *Law Enforcement Assistance Administration, and was published in the book on Intergovernmental Relations in Block*

"The true LEAA legacy, the greatest of its potential meta-effects," he concludes, "may be the next generation of system leaders it helped to shape."

IN THE end, Mr. Hudzik offers some concrete recommendations on how justice assistance programs should be carried out in the future--and apparently the Congress and the President agreed with him in shaping much of the new grants program.

First, Mr. Hudzik actually argues for less Federal money, saying that funds could probably be used more effectively if they are earmarked for proven programs designed to meet specific goals. He also calls for less red tape (in describing the history of the LEAA, Mr. Hudzik presents a series of organizational charts depicting the increasing bureaucratic complexity that befell the program) and greater freedom for the states to set program goals within a smaller set of

Other Provisions of the Omnibus Crime Package

BESIDES authorizing Federal aid to state and local criminal justice programs, the omnibus anti-crime package recently signed into law by President Reagan includes the following provisions:

- **Computer Crime.** Establishes the first Federal computer crime law by creating new offenses for improperly accessing information stored on computerized files.
- **Victims Assistance.** Establishes a Crime Victims Assistance Fund to finance victim compensation and assistance programs run by the states. Monies for the fund are to be collected from criminal fines imposed for Federal offenses, forfeited bail bonds and other Federal sources.
- **Juvenile Justice.** Reauthorizes the Juvenile Justice and Delinquency Prevention Act.
- **Missing Children.** Creates a permanent program of Federal aid to

help locate missing children. The law reauthorizes a national clearinghouse for information about missing children and a toll-free telephone number (1-800-843-5678) to report missing person information, two initiatives already operating under separate funding from the U.S. Department of Justice.

● **Drug Board.** Establishes the National Drug Enforcement Policy Board, chaired by the U.S. attorney general, to coordinate the 17 Federal agencies that enforce drug laws.

● **Federal Criminal Code.** Makes sweeping revisions to the Federal criminal code, including tightening bail rules, establishing sentencing guidelines, abolishing parole and revising the insanity defense to place the burden of proof regarding insanity on the defense instead of the prosecution. Supporters of these changes have urged the states to adopt similar measures.

Federal guidelines.

Finally, he urges officials and the public to be patient and not to hold funds hostage to quick results, as many LEAA critics did after expecting the program would drastically reduce or even eradicate crime in a short period of time. While the LEAA certainly did not meet all its goals, Mr. Hudzik concludes it did produce tangible advancements in training, data collection and analysis, equipment and information systems, and overall system consciousness that should not be ignored, but instead should be built upon with future programs.

A final note: Besides the body of the book, written by Mr. Hudzik, *Federal Aid to Criminal Justice* also contains five other sections explaining how the LEAA affected state and local governments, the police, the courts, prosecution and corrections. These sections, written by officials who directly experienced the effects of the program, provide further in-

sight into what the LEAA meant at the state and local levels.

* * * *

Copies of Federal Aid to Criminal Justice: Rhetoric, Results, Lessons are available from the National Criminal Justice Association, 444 N. Capitol St., N.W., Suite 305, Washington, D.C., 20001.

--Kevin P. Morison

the Compiler

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FINGERPRINTS: More Police Now Using

Continued from Page 1

cisco Police Department, among others. Officials who use these automated systems report that they are helping clear up backlogs of unsolved crimes, including some major cases that have remained open for several years.

Chicago police are currently accepting bids for their fingerprint system and hope to have it up and running by late 1985. Police Supt. Fred Rice Jr. explained the advantages of the automated system.

"THE MAJOR benefit accruing to the department by adoption of this system will be its ability to more expeditiously and effectively compare the fingerprints of arrested subjects with that vast amount of fingerprints maintained in our fingerprint repository. The automated system will diminish errors, effectively identify wanted persons and, within a more reasonable period of time, make eligible to leave those who should be so eligible.

"In effect, the automated fingerprint system is a unique and great opportunity for the Chicago Police Department to enhance its services to the citizens of the city of Chicago," said Supt. Rice, who is also a member of the Illinois Criminal Justice Information Authority.

His enthusiasm may stem from the success other agencies using automated fingerprint systems have reported. The San Francisco Police Department is one of them.

"The manual system we had took hours or weeks to match prints and get the 'cold makes' [matching prints]," said Sgt. Ken Moses of the San Francisco police Crime Scene Investigations Unit.

"Before we went operational with the system, we solved about 60 cases a year through our fingerprint files," he said. "Since we went operational with the system last February, we have solved 680 cases, more than 10 times what we were capable of solving before."

CURRENTLY, all Chicago Police Department fingerprint cards are processed manually. After a suspect is arrested, he or she is fingerprinted at one of the department's 23 remote lockup facilities. The prints are then sent to police headquarters by mail or by a telefax device that photographi-



Even with automated fingerprint systems, technicians like Robert Bernstein of the Chicago Police Department still must perform final analysis on prints and present evidence in court. (Photo by Ben Zajac)

cally reproduces and transmits a somewhat cruder version of the original ten-print card.

Once the prints reach police headquarters, they are classified and filed by a fingerprint technician. Based on the name supplied to the police, the suspect is checked for a "rap sheet," which lists the person's criminal history.

If there is no "rap sheet" for the name supplied to police, the process can become more complicated. The fingerprint card, which has already been classified, is compared by a technician against other prints with similar classifications to see if a matching set of prints already exists on police files. This search is especially important if police think the suspect has provided them with an alias to cover up a past criminal record.

But manually searching for a set of fingerprints can be tedious and time-consuming. These searches can delay bond hearings, and judges may not always have the most complete and accurate criminal history information about the suspect on which to base bond decisions.

Trying to match latent fingerprints (or those found at the scene of a crime) against a huge repository of fingerprint cards can be even more difficult, since the latent prints are often incomplete or unclear.

THE AUTOMATED systems attempt to relieve some of these

problems by using advanced technology to perform such tasks as classifying and initially matching fingerprints. This increases speed and reduces errors.

While there are differences in how each of the currently available fingerprint systems works, they all operate in generally the same manner.

First, each fingerprint card or latent print is read by a scanning device that classifies the prints according to the minutiae--the whorls, ridge endings, islands, dots and bifurcations--they contain. Next, the system compares the fingerprints against those on the fingerprint database and creates a list of possible matches. From this list, a technician can look for a positive identification.

Most automated fingerprint systems also make it easier to restore partial or smudged prints. Often, fingerprints left at the scene of a crime are smeared or unclear. But computerized systems are capable of enlarging the prints, which make print traits easier to detect.

LIKE THEIR colleagues in San Francisco, Anchorage police, who share the Alaska troopers' system, have also been successful in identifying suspects through their automated fingerprint identification system.

As of October, five months after Alaskan officials installed their system, Anchorage police had entered 531 latent prints into their computer for identification. From these prints

Computers



Lt. John Burzinski manages the Chicago police automated fingerprint system project. (Photo by Ben Zajac)

came 58 "hits," representing 30 suspects in 47 separate cases.

Currently, the Alaska system has about 60,000 ten-print cards on file, and San Francisco's system contains approximately 250,000 cards. Chicago, with more than 3 million people, currently has more than 1.3 million manual fingerprint cards. Recent fingerprint cards will be transferred to the new system, police say, while older ones will remain on manual files.

LT. JOHN BURZINSKI, manager of the Chicago Police Department's automated fingerprint project, said there are five vendors vying to equip the department with a system: AT&T, the U.S. communications giant; De La Ru, the British company that developed the system used by the FBI and 21 other agencies around the world; Logica, a British management consulting firm; Morpho, a Paris-based company; and NEC, the Japanese computer manufacturer that developed the systems for Alaska and San Francisco.

Lt. Burzinski said one feature Chicago police are looking for in their fingerprint system is the ability not only to identify a suspect by matching fingerprint cards, but also to produce the suspect's rap sheet. Supt. Rice said the city has already allocated \$1 million for the purchase, with an anticipated total cost of approximately \$4 million.

PIMS SEARCH PROGRAMS HELP POLICE INVESTIGATORS

by **BEN ZAJAC**
Police Systems Analyst

THE ILLINOIS Criminal Justice Information Authority in September released a new and expanded on-line search module for its Police Information Management System (PIMS). The new programs give departments using PIMS the ability to retrieve and review almost instantaneously all police records on file that match the search values they specify.

With the new search module, police investigators can create *what if* scenarios with arrest, incident, location and property data, letting them examine crime patterns and trends in a way they never could before.

For example, PIMS search transactions can be used to find out how many motorcycles of a particular brand were stolen last month citywide or how many burglaries from apartments occurred in a set of police beats on Tuesdays between noon and 4 p.m.

Another search program can help police investigators develop lists of suspects for a crime, even if they have only a sketchy description to go on. This arrest search transaction lets investigators enter the description of the suspect--including such variables as race, sex, height, weight, hair and eye colors, scars, marks and tattoos--and retrieve a list of individuals, previously arrested by the department, who fit the description. These lists give officers a starting point for conducting their investigations.

MOST PIMS departments report the new search programs have been extremely popular. Sgt. Bruce Williams, PIMS manager for the Des Plaines Police Department, said the search capabilities are "the perfect adjunct to management reports," which are general summaries of calls, responses and arrests made by PIMS departments.

Sgt. Williams says he uses the management reports to get the "big picture" of activity in a certain area. He then turns to searches to zero in on a particular beat or subbeat to see what is happening there.

According to PIMS departments, the most popular of the new search transactions appears to be the loca-

tion search, which allows officers to retrieve information about all incidents that occurred at a particular address or set of addresses. Because of its flexibility, the location search is a powerful investigative tool, PIMS users report. For example, by using variables--called wild card characters--in defining the location, officers can construct a search for all incidents that occurred, say, on one particular block.

THE SEARCH module is only one feature of PIMS, an automated record keeping and crime analysis system developed and operated by the Authority. Currently, 19 law enforcement agencies in Illinois have contracted for the system, which is operated on the Authority's central computers in Chicago.

Basically, here is how the search programs work:

An officer enters into the computer the descriptive values he or she wants to search upon. PIMS then analyzes the search request, searches the PIMS database for matching entries and creates a *hit file* of all records that match the search criteria. The officer then can examine detailed information about any of the records contained in the hit file.

Another feature of the new search module is the ability to access property data from other PIMS departments. This feature can be useful in investigating burglaries, especially if similar ones have occurred in neighboring communities, or when trying to return recovered property.

THE AUTHORITY also plans to interface the PIMS search module with the crime mapping programs it is developing. This combination will allow departments to plot graphically specific crime patterns that are occurring in their communities.

* * *

For further information about the search module or about PIMS in general, contact Stephen Tapke, PIMS project director, at the Authority.

VICTIMS' RIGHTS, OTHER MEASURES APPROVED BY ILLINOIS LAWMAKERS

by JULIE SCHOFIELD
Policy and Research Assistant

NEW LAWS addressing victims' rights, missing persons and crime control were among the criminal justice measures passed by the 83rd Illinois General Assembly during its last regular session.

Here is a summary of some of these new measures. (Note that bills which were amendatorily vetoed by the Governor have no effective date until the Legislature votes to accept the changes.)

VICTIMS' RIGHTS

Senate Bill (SB) 1725 enacts a bill of rights for victims and witnesses of violent crimes, giving them the right to be informed of developments in certain felony investigations (unless the information would interfere with an ongoing investigation). The act also requires victims to be notified of the services available to them. An amendment to the original bill calls for mandatory reporting of suspected cases of abuse against senior citizens, and requires the Illinois Department on Aging to promote protective services for victims of abuse and neglect. *Chief sponsor: William Marovitz (D-Chicago); P.A. 83-1432, Article I effective Jan. 1, 1985; Articles II and III effective Sept. 16, 1984.*



Sen. William Marovitz

SB 1793 permits the victim of a felony to make a statement at the offender's sentencing hearing regarding the impact of the crime on the victim, and to offer evidence of aggravating or mitigating circumstances. The act allows the court to

decide at the sentencing hearing whether or not restitution is an appropriate disposition. The measure also provides that victims receive notice of the prisoner's parole hearing. *Chief sponsor: Prescott Bloom (R-Peoria); P.A. 83-1433, effective Jan. 1, 1985.*

SB 1841 requires the Prisoner Review Board to determine by a majority vote of the full board all parole decisions and conditions of parole for prisoners sentenced for murder and those who received at least a 20-year sentence; previously, parole decisions could be made by smaller units of the board. When making its decisions, the board also can consider material or testimony submitted by the state's attorney, the victim or the victim's family. *Chief sponsor: Timothy Degan (D-Chicago); P.A. 83-1449, effective Sept. 17, 1984.*



Senate President Philip Rock

MISSING PERSONS

House Bill (HB) 3125, which creates the Missing Person Act, incorporates recommendations from a recent Illinois Criminal Justice Information Authority-Department of Law Enforcement (DLE) report on missing young adults. The act provides a process for initiating missing person complaints and outlines DLE procedures for agencies involved in missing person investigations. *Chief sponsor: Doris Karpel (R-Bloomington); P.A. 83-1418, effective Sept. 14, 1984.*

SB 1655 creates the Intergovernmental Missing Child Recovery Act of 1984. The act authorizes DLE to partially fund the operations of Illinois State Enforcement Agencies to

Recover Missing Children (I-SEARCH) programs, which are designed to promote cooperation among local law enforcement agencies in locating lost, missing and runaway children. The act authorizes DLE to coordinate an information network among, establish regulations for and impose reporting duties on the department and local law enforcement agencies involved in missing person cases. *Chief sponsor: Philip Rock (D-Oak Park); P.A. 83-1354, effective Sept. 9, 1984.*



Sen. Calvin Schuneman

CRIME CONTROL

SB 541 amends the Code of Criminal Procedure relating to bailable offenses. The bill allows bail to be denied to persons charged with capital offenses or offenses which, upon conviction, may carry a sentence of life imprisonment. The new measure applies only to cases where proof is evident or the presumption of guilt is great. *Chief sponsor: Calvin Schuneman (R-Prophetstown); P.A. 83-1370, effective Sept. 12, 1984.*

HB 2873 requires DLE's Division of Criminal Investigation to maintain computerized records of organizations and gangs and their members engaged in criminal activity and to make these records available to peace officers in Illinois. Governor James Thompson used an amendatory veto to require the DLE director to establish guidelines for collecting and maintaining such information, to indicate what information may be collected and to specify that certain information is not subject to the Juvenile Court Act of 1977. *Chief*

Continued on Page 11

DO MORE FOR CRIME VICTIMS, ASSOCIATION URGES STATES

STATES SHOULD assure that a "reasonable level of resources" are allocated to services for crime victims and witnesses, and the Federal government should provide leadership and momentum to the victim/witness assistance movement, according to the National Criminal Justice Association (NCJA).

These recommendations are contained in a new policy statement approved in October by the NCJA executive board. The statement also calls on the states to establish a policy framework in which the treatment of victims and witnesses should be handled. This framework, the NCJA says, should address the following services for victims and witnesses: due process rights within judicial proceedings, privacy and protection from intimidation, providing information concerning the status of their cases and reasonable reparations.

NCJA policy statements are broad recommendations to the nation's governors and other public officials regarding current issues in criminal justice. Recent policies from the NCJA, which is an arm of the National Governors' Association, have covered juvenile justice, crime

prevention, and prison and jail crowding.

Printed below is the complete text of the NCJA policy statement on victim/witness assistance:

"THE AMERICAN justice system is founded on the principle that justice should be administered fairly, impartially, and expeditiously. Historically, the focus of the justice system has been the perpetrator of a criminal act. The crime victim and the crime witness have been the invisible factors in the justice equation, despite the importance of the cooperation of the victim and witness to the proper functioning of the judicial process, and without regard for the rights and personal needs of these individuals.

"The criminal justice system must not be indifferent to the needs of the victim and the witness in the execution of its responsibilities. Government has a fundamental responsibility to victims and witnesses to ensure their rights to equitable and humane treatment, to protect them from intimidation and further injury to assist them in overcoming emotional and economic hardships resulting from the criminal act, and to

keep them informed of the status of their cases. Each state should consider adoption of a policy framework within which to assess and take action to improve the treatment of victims and witnesses within each component of the criminal justice system. The elements of such a framework should encompass the rights of the victim and the witness to due process within judicial proceedings, to protection from intimidation, to privacy, to information concerning the status of their cases within the justice process, and to reasonable reparations.

"Each state should take action, in the context of its budgetary processes, to assure the allocation of a reasonable level of resources to the establishment and maintenance of appropriate services for crime victims and witnesses within each relevant agency and division of state government. An appropriate and meaningful balance must be achieved between the allocation of public resources to programs directed to the management and rehabilitation of the offender and the provision of services to the crime victim and the witness. Coordination and cooperation between all components of the criminal justice system--law enforcement, prosecution, the courts, and corrections--and at all levels of government--Federal, state and local--is central to bringing meaningful and lasting reform to treatment of the victim and the witness within that system. The victim and the witness must not be further victimized by the system whose responsibility it is to ensure the safety of the citizenry.

"THE FEDERAL government should provide leadership and momentum to the victim/witness assistance movement through research and demonstration directed to enhancing the state-of-the-art. Any financial assistance directed by the Federal government to state and local victim/witness assistance programs should be administered by the state, with the maximum flexibility granted to the state to determine, in consultation with local units of government, to what program areas such funds should be directed."

New Crime Laws Passed

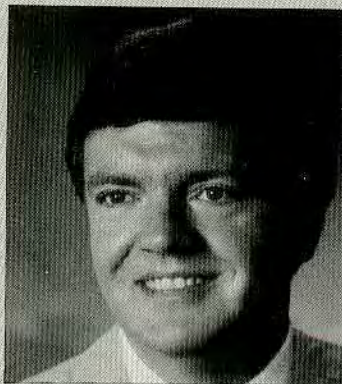
Continued from Page 10

sponsors: Michael Madigan (D-Chicago), Steve Nash (D-Chicago).

HB 2556 amends the Juvenile Court Act by providing law enforcement and juvenile officers with options for dealing informally with minors taken into custody without a warrant. It also provides that certain minors be placed under shelter care or detention. The Governor used an amendatory veto to make changes to the bill. *Chief sponsor: John Cullerton (D-Chicago).*

OTHER MEASURES

SB 1925 amends the Criminal Identification and Investigation Act, which allows citizens to correct their own criminal history records. The new law makes the Authority responsible for establishing reasonable fees for such requests. The Governor used



Rep. Carl Hawkinson

an amendatory veto to make changes to an unrelated issue included in the legislation. *Chief sponsor: Prescott Bloom (R-Peoria).*

HB 3204 restricts electronic trespassing in computer data and telecommunications systems. *Chief sponsor: Carl Hawkinson (R-Galesburg); P.A. 83-1462, effective Sept. 18, 1984.*

Criminal Justice Information Scorecard

Department of Law Enforcement

Activity	Year To Date*	Last Year To Date*	% Change
• Fingerprint Cards Received			
Total Arrest Cards	161,426	170,010	-5.0
Total Custodial Cards	10,935	12,335	-11.3
Total Applicant Cards	14,984	16,475	-9.0
• Total First Offenders Entered	45,348	47,214	-4.0
• Requests for CHRI			
Total Requested	157,055	161,586	-2.8
Percent CCH	79.1	74.9	+4.2
Percent Manual	3.3	7.5	-4.2
Percent No Record	17.6	17.6	0.0
• Average Time in Days to Process Fingerprint Cards	9.2	8.3	+0.9
• Individual Review and Challenges			
Total Requests for Review	288	231	+24.7
Total Challenges	8	8	0.0
Total Administrative Reviews	1	0	+100.0

* "Year To Date" includes January through October; data for July not included because July 1984 figures were not available.

Department of Corrections

• Total Number of Adult Prisoners (As of Aug. 31, 1984)	16,904
Percent Maximum Security	52.7%
Percent Medium Security	29.1
Percent Minimum Security	13.2
Percent Community Corrections Centers	4.4
Percent Out of State (Contractual)	0.1
Percent Illinois County Jails	0.5
• Net Change in Number of Adult Prisoners (Jan. 1, 1984 to June 30, 1984)	+1,176
Intake	5,441
Exit	4,265
• Capacity of Adult Institutions	
Actual--Aug. 31, 1984	16,167
Projected--April 1985	18,081
Projected--September 1985	19,820



ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

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