

The Compiler

Illinois Criminal Justice Information Authority

Winter 1992

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New ways to get the job done

In spite of the best efforts of Illinois' criminal justice system, the state's crime rate continues to rise. At the same time, Illinois' economy faltered in 1991, the victim of national recession. To no one's surprise, funding for criminal justice is not keeping pace with demands for services.



To meet the challenge of doing more with less, state and local officials are updating traditional approaches to criminal justice and developing new methods for dealing with crime and criminals.



This issue of *The Compiler* looks at some of the ways in which the Authority is helping law enforcement, prosecution, and corrections to work harder, and work smarter.

Violent crime up in most Illinois counties

Reports of violent crime increased in 64 of Illinois' 102 counties between 1989 and 1990, according to Uniform Crime Reports figures released by the Illinois State Police in November. Violent crime reports were down in 31 counties and remained unchanged in seven others.

Statewide, violent index crime rose to a record 112,024 reported offenses in 1990, up 11.2 percent from the previous record of 100,780 in 1989. The statewide increase was driven largely by an 11.9-percent jump in Cook County and a 12.4-percent rise in Chicago. Chicago accounted for 73.5 percent of all violent crimes reported in 1990, Cook County for more than 80 percent.

But several other counties,

both large and small, also registered large increases in violence in 1990, even as property crime was declining in many areas. In 27 of the 51 counties where reported property crime was down in 1990, violent crime increased.

In Kane County, for example, property crime declined 5.2 percent, but violent crime rose 8.8 percent. Similar trends were found in other large counties, including St. Clair, Tazewell, and Winnebago. And in four counties—Adams, Lawrence, Madison, and Rock Island—the increase in violent crime was large enough to offset declines in property crime and push total index crime higher.

Both violent and property crime increased in 37 counties in 1990. Among these were Cook and three of the "collar counties"—DuPage, Lake, and McHenry. Violent and property crime each declined in 21 other counties, and in 10 counties, violent crime decreased but property crime was up.

Overall index crime rose 2.3 percent in Illinois in 1990, to 680,113 reported offenses, also a record total. Total index crime was up in 53 counties, was down

in 45, and was unchanged in four.

The Uniform Crime Reports measure the number of crimes reported to the Illinois State Police each year by more than 700 law enforcement agencies statewide.

The UCR Crime Index includes four violent crimes (murder, criminal sexual assault, aggravated assault, and robbery) and four property crimes (burglary, larceny/theft, motor vehicle theft, and arson).

Five Illinois towns cited for National Night Out success

Five Illinois communities won awards for their efforts during 1991's Eighth Annual National Night Out, a nationwide celebration of crime prevention that encourages people to spend time outside, often in organized community activities, one night a year in a show of strength against crime.

Evanston won second place in the 50,000 to 150,000 population category, following Ft. Lauderdale, Florida. Evanston was cited for its excellent media support and strong community-wide participation. The Evanston Police Department Foot Patrol Unit distributed flyers to neighborhood groups and NBD Bank of Evanston donated a 5-foot by 20-foot banner to hang downtown.

Rock Island, West Chicago, St. Charles, and Alton won awards in the under 50,000 population category.

The 1991 National Night Out involved 8,370 communities from all 50 states, plus U.S. territories, Canadian cities, and U.S. military bases worldwide. In all, 23.4 million people participated.

National Night Out 1992 will take place Tuesday, August 4. The National Association of Town Watch will begin sending out registration forms to all 1991 participants on February 1. For more information contact the National Association of Town Watch, P.O. Box 303, Wynnewood, Pennsylvania, 19096, 800-NITE-OUT.

Violent index crime trends for 1989-1990, by number of counties in Illinois.



Source: Illinois State Police

The Compiler

Volume 11, Number 4

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

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Printing order number: 92-7
Number of copies: 9,000
ISSN: 1059-6569

Printed on recycled paper

Authority and Motor Vehicle Theft Prevention Council set 1992 meeting dates

The Illinois Criminal Justice Information Authority will hold its quarterly meetings in 1992 on the following dates: March 13, June 5, September 11, and December 4. Meetings are held at the Authority's offices at 120 South Riverside Plaza in Chicago and begin at 9:30 a.m.

The Illinois Motor Vehicle Theft Prevention Council has tentatively scheduled its 1992 quarterly meetings for the following dates: March 27, June 12, September 25, and December 11. Council meetings are also held at the Authority's offices and begin at 1 p.m. For more information or to make arrangements for accommodations for persons with disabilities, call the Authority at 312-793-8550.

Authority announces 1992 anti-crime strategy

New programs to combat street gang activity, seize drug dealers' assets, and provide more alternatives to incarceration for nonviolent offenders are part of a \$23.4 million anti-crime strategy approved by the Illinois Criminal Justice Information Authority in December. The plan, which must be approved by the U.S. Department of Justice, will be funded by more than \$17.5 million in federal money, plus \$5.9 million in state and local matching funds.

"There is growing evidence that urban street gangs are becoming more aggressive and more violent, particularly in and around public housing facilities," said Authority Chairman Peter B. Bensinger. "Our strategy commits half a million dollars in federal money to implement new enforcement initiatives to deal with this increasingly serious problem."

The strategy also allocates more than \$1.1 million in federal funds for local alternatives to detention for nonviolent offenders, and it expands efforts to trace, seize, and forfeit the assets of drug traffickers. Other initiatives include a drug treatment program for inmates in a second "boot camp" facility under consideration by the Illinois

Department of Corrections and expanded law enforcement training, particularly in the area of victim issues.

The strategy also earmarks \$878,500—5 percent of the federal funds—for improving criminal history records at the state and local level. This 5-percent set-aside for records improvement is a new requirement of the federal law for 1992. The Authority in July convened a special 18-member committee to identify problems with criminal history records in Illinois and to develop proposals to update and streamline the effectiveness of criminal history information.

Most of the federal funds in the Authority's plan, approximately \$14.1 million, will go toward continuing state and local programs funded in previous years. For example, the plan allocates \$1.3 million for continuation of the state's metropolitan enforcement groups and drug task forces. With the help of federal funds awarded by the Authority, these multi-jurisdictional enforcement units now operate in 80 of Illinois' 102 counties, compared with just 35 counties four years ago.

Other programs continued under the 1992 plan include

multi-jurisdictional drug prosecution units in Cook and the collar counties, community policing efforts in Joliet and Aurora, and a comprehensive anti-drug initiative in the East St. Louis area. Nuisance abatement efforts aimed at drug-dealing tenants and landlords, expanded public defense services, and drug treatment and education for state prisoners are also maintained.

The 1992 Statewide Strategy to Control Drug and Violent Crime was approved by the Authority on December 10, following public hearings and analysis of drug abuse and violent crime statistics. The strategy was sent on December 23 to the Justice Department, which has 45 days to review and approve the plan.

The \$17.5 million is Illi-

nois' share of the \$423 million Congress appropriated this year for drug law enforcement and violent crime control under the Anti-Drug Abuse Act of 1988. The Authority will retain 5 percent of the funds for program administration (half of the 10 percent allowed for administration under the federal act).

Federal law requires that at least 64.5 percent of the remaining funds (nearly \$10.8 million) be allocated to local units of government and up to 35.5 percent (more than \$5.9 million) go to state agencies. Every three federal dollars must be matched by one local or state dollar.

For more information, or to obtain a copy of the strategy, contact the Authority's Federal and State Grants Unit.

Authority receives rehab institute award

The Rehabilitation Institute of Chicago on December 5 presented the Authority with an award in recognition of its employment of persons with disabilities. Earlier in 1991, the Authority hired Salvatore Perri as a research analyst to handle requests for information and other duties. The Authority provided Mr. Perri, who uses a motorized wheelchair, with a specially configured workstation that includes a headset telephone and a mouth stick for using a computer, among other aids.

New anti-violence campaign talks tough

The National Crime Prevention Council has begun a new series of hard-hitting public service announcements, through the National Citizens' Crime Prevention Campaign, urging the public to work within their communities to prevent violent crime, especially crimes involving children and teenagers.

The TV and radio advertisements feature a new, toll-free violent crime prevention hotline, 1-800-WE-PREVENT, that citizens can call to obtain a booklet titled, "Stop the Violence—Start Something." Advertisements are also being placed in magazines and newspapers, and on billboards and public transportation.

The new campaign, produced with the support of the Ad Council, urges parents and others to take a greater role in protecting children from drug- and gang-related violence. One series of ads decries senseless violence with the slogan, "Somebody's dying for a new pair of sneakers."

According to a recent study by the National Institute of Mental Health, 14 percent of the first- and second-grade children surveyed in southeast Washington, D.C., reported having seen someone shot, stabbed, or raped. Thirty percent reported that they had witnessed a mugging, or someone being chased by a gang. Among fifth- and sixth-graders surveyed, 22 percent reported having personally experienced a threatening or violent act—13.5 percent attributed such acts to their parents.

Problem statement examines Illinois CHRI

The lack of integration among computerized information systems and insufficient training and technical assistance for users are contributing to problems with criminal history record information (CHRI) in Illinois, according to a special committee looking into the situation.

The Ad Hoc Committee on Dispositional Reporting in December released a detailed problem statement that will serve as a framework for developing comprehensive approaches to improving the state's CHRI. The committee was convened by the Illinois Criminal Justice Information Authority to address the problem of missing dispositions on state "rap sheets."

The problem statement is based on two statewide surveys of CHRI users and input from committee members, who include representatives from law enforcement, prosecution, the courts, and corrections. The 16-page document addresses six major areas of concern among agencies that report and use CHRI data: training and technical assistance; coordination and communication; legal issues; technology; data quality; and resource issues.

Following the committee's first meeting in July, the Authority's Audit Center conducted a survey of all Illinois police and sheriffs' departments, state's attorneys' offices, circuit court clerks, and a sample of judges. The results of this survey were discussed at the second meeting in September, and the results of a second survey were presented at the most recent meeting in November.

The surveys covered two main areas—questions about problems in reporting data to the

Computerized Criminal History (CCH) system, the state central repository for rap sheet information, and problems encountered in using CCH data.

The surveys found that the problem of missing dispositions has many causes, but that poor communication is often an underlying factor. Insufficient human interaction and technological barriers between different computer systems that cannot easily "talk" to each other are two areas of concern.

In Cook County, where a large portion of CHRI reporting occurs, the systems used by each of the key criminal justice agencies were designed separately as "stand alone" systems. Because these systems cannot easily share information, the process of obtaining a comprehensive criminal history can require several inquiry procedures.

Communication problems also occur when more than one law enforcement agency is involved in an arrest, or when an arrestee is transferred between agencies. There may be confusion over which agency should complete the arrest fingerprint card. Both agencies, or neither agency, may complete the form, resulting in a duplicate arrest record, or possibly, none at all.

Inadequate communication also was found to occur in training procedures and technical assistance for CHRI users. Training materials, code tables, and other instructions provided by ISP often were found to be inadequate or outdated. Many reporting agencies also reported that they are unaware of where to get answers to various reporting questions. Other agencies said they received different answers

to a particular question, depending on whom they spoke to.

Completion of the problem statement fulfills the first objective of the ad hoc committee, which is to assess the problem of missing dispositions on state rap sheets and to identify the organizational, technological, personnel, and policy issues that impede disposition reporting and posting. The committee's next step is to

formulate effective strategies for dealing with the problems.

This step will be particularly critical in helping the Authority administer \$878,500 in federal Anti-Drug Abuse Act funds for CHRI improvements at the state and local levels. A recent amendment to the federal act requires states to set aside at least 5 percent of their ADAA funds for CHRI improvements.

Child fingerprint repository moves to UIC

The University of Illinois at Chicago has assumed administration of the nation's only computerized child fingerprint repository, through UIC's new Office for the Study of Child Victimization. Diane G. Apa, founder of the National Fingerprint Program for Child Identification, has been appointed director of the office.

Sangamon State University is supporting the office by providing office space on its Springfield campus. UIC and Sangamon State have received a \$50,000 grant from the Illinois Board of Higher Education for research on the problem of missing children.

University of Illinois Trustee Kenneth Boyle, retired director of the Office of the State's Attorneys Appellate Prosecutor and a former member of the Illinois Criminal Justice Information Authority, said, "If we can help locate one missing child, I believe this operation will have paid for itself."

The National Fingerprint Program collects, classifies, and computerizes children's fingerprints and will operate a search-and-recovery assistance program to aid parents and law enforcement agencies in cases of missing children.

For more information, contact the Office for the Study of Child Victimization, 707 West Harrison Street, Chicago, Illinois, 60607, 312-996-0381.

Eight agencies join ALERTS

Eight more agencies have joined the Illinois Criminal Justice Information Authority's Area-wide Law Enforcement Radio Terminal System (ALERTS). Five are in the Chicago area: the Addison, North Aurora, Northbrook, and Oak Forest police departments; and the College of Lake County Department of Public Safety. Three are in the Springfield area: the Illiopolis, Grandview, and Leland Grove police departments. ALERTS, now in its third year, has 89 users in Illinois. ALERTS is an in-car computer terminal network that provides officers with instant access to national, state, and local crime information.

Drugs, corrections, and financing: a review

Since 1989, more than 2,000 laws—many of them criminal justice-related—have been passed by the General Assembly and signed by the Governor. This article examines legislation in three areas—drug abuse, corrections, and criminal justice financing.

Anti-drug abuse laws

In the anti-drug abuse area, three themes have emerged—increasing the penalties for drug offenses; giving law enforcement officials and prosecutors new tools to help them identify, investigate, and prosecute drug offenders; and getting tough on drugs without burdening the corrections system.

The General Assembly has recently increased fines for violations of the Controlled Substances Act (PA 86-442), increased penalties for the delivery of a controlled substance to a pregnant woman (PA 86-1459), and created the new offenses of drug-induced infliction of great bodily harm (PA 86-1459).

Other laws enacted recently provide law enforcement officials and prosecutors with new investigation tools. These laws authorize law enforcement officers to obtain warrants to use electronic eavesdropping devices in drug investigations (PA 85-1203); allow prosecutors to grant use immunity to witnesses in drug cases in order to obtain crucial evidence (PA 87-505); provide for the creation of a statewide grand jury with the power to investigate, indict, and prosecute multi-jurisdictional narcotics activity (PA 87-466); and permit law enforcement officials to conduct searches for illegal drugs on school grounds using specially trained dogs (PA 86-850).

Over the past few years, there has also been a trend to get tough on illicit drug use in ways that would not overburden the corrections system. For example, the Drug Asset Forfeiture Procedure Act (PA 86-1382) has helped law enforcement officials to increase the forfeiture of drug dealers' assets by streamlining property forfeiture procedures, allowing for non-judicial forfeiture proceedings. The Controlled Substance and Cannabis Nuisance Act now permits an owner to assign to the state's attorney the right to bring an eviction action against a drug-dealing tenant on behalf of the owner (PA 87-765), and public housing authorities are now allowed to evict a tenant whose possession of controlled substances threatens the health and safety of tenants or housing authority employees (PA 87-223).

Private citizens also have greater legal authority to get tough on drug dealers. The Cannabis and Controlled Substances Tort Claims Act allows property owners to sue anyone who used their property to violate the Cannabis Control Act or the Controlled Substances Act and allows a parent or legal guardian to sue a person who delivers a controlled substance or cannabis to a minor (PA 87-544).

Corrections laws

At the same time that it has increased penalties for some offenders, the General Assembly has begun to take steps to ease crowding in state prisons. Two trends have become apparent in this area—re-

duction of the amount of time an offender stays in prison and an attempt to reduce the recidivism rate.

The General Assembly recently passed a few bills that could reduce the amount of time some offenders must spend in prison. For example, the amount of good time credit that the director of corrections may award to certain nonviolent prisoners was increased from 90 to 180 days (PA 87-1090). Also, beginning in 1990, the Illinois Department of Corrections (IDOC) was authorized to operate an impact incarceration program (or "boot camp") for certain offenders between 17 and 29 years of age who are sentenced to prison. Persons successfully completing the program will have their sentences reduced to time served (PA 86-1182 and PA 86-1183).

In recognizing the effect of literacy and job training on recidivism, the General Assembly attempted to reduce returns to prison by authorizing IDOC to implement a pilot computer-assisted literacy program (PA 87-635) and allowing IDOC to enter into contracts to develop job training programs in which inmates will rehabilitate houses for homeless and low-income citizens (PA 87-648). In addition, inmates in full-time IDOC education programs who are improving literacy skills or satisfactorily completing other academic or vocational training programs are eligible for increased good-time credit (PA 86-1373).

Financing the criminal justice system

The General Assembly has also acted to recapture some of the increased costs of operating the criminal justice system. Again, two trends emerge—to recoup costs of incarcerating or supervising convicted offenders and to shift the burden of law enforcement and court expenses from state and local taxpayers to the offender.

To recoup IDOC costs, a portion of the compensation from useful employment by inmates in IDOC shall be used to offset costs of a committed person's incarceration (PA 86-480), and a portion of the wages paid to juveniles participating in certain work training programs will go to IDOC's Juvenile Division to pay that person's room and board (PA 87-199).

Probationers who undergo mandatory drug or alcohol testing or who are assigned to be placed on an approved electronic monitoring device may be ordered to pay the county the costs incidental to the drug or alcohol testing and electronic monitoring (PA 86-1320). In addition, counties are now permitted to charge persons convicted of drug offenses a court services fee of up to \$15 to defray court security expenses incurred by the sheriff (PA 85-1421). A county board may also authorize courts to impose additional fees for criminal convictions. These fees must be used to finance the court system in the county (PA 86-1267). Finally, persons convicted of violations of the Cannabis Control Act or the Controlled Substances Act are required to pay a \$50 fee to be deposited into crime laboratory funds to assist state and local crime laboratories (PA 86-1399).

Robert Boehmer

Getting a new start on their future

Faced with record numbers of ex-offenders in the community and not enough resources to monitor all of them, corrections officials in Illinois have embarked on a radical alternative to parole. They are confident that more training before release and stronger advocacy services afterwards will mean fewer repeat offenders.

By Kevin P. Morison

Marjorie Brown doesn't mince words when asked the goal of Illinois' new Prestart parole program: "reduce recidivism."

"I've got a 10-minute speech I could launch into," she says, "but that's really what it boils down to—reducing recidivism."

As deputy director of the Illinois Department of Corrections' (IDOC) Community Services Division, Ms. Brown is responsible for seeing that Prestart meets this ambitious goal: keeping ex-offenders from returning to a life of crime—and to the state's severely crowded prison system.

A shift in emphasis

Illinois prisons currently hold more than 29,000 inmates in a system designed for about 20,000. Crowding here, as in other states, has been driven in large part by a recidivism rate (the percentage of inmates returning to prison within three years of their release) approaching 50 percent.

"If we didn't have a problem with prison overcrowding, we may not have had to change our approach to parole," said Dan Bosse, warden at the Logan Correctional Center. "But we have to try something differ-

ent to break this cycle of crime."

What's different about Prestart is that it places less emphasis on the surveillance and supervision of most offenders after they're released from prison and more emphasis on pre-release training and post-release services. It also puts more responsibility on the parolees themselves.

"We're more focused now on preparing the inmate for reintegration into the community," said Deputy Director Brown. "The old parole system didn't do that—it couldn't do that with the caseload numbers." With 145 or more clients each, parole agents were able to devote less than one hour per month per parolee, according to IDOC figures.

The department still maintains a traditional (but scaled-back) surveillance operation—the Special Intensive Supervision Unit—for certain high-risk offenders. But for the vast majority of the 1,300 inmates released each month from prison in Illinois, parole is now Prestart.

The switch hasn't pleased many law enforcement officials. They complain that less supervision means fewer parole violators will be detected and sent back to prison, which in

turn means more crime and danger in the community.

Prestart proponents like Michael Mahoney, executive director of the John Howard Association, dispute that claim. "I've never been convinced that more supervision means less crime," said Mr. Mahoney, who chaired the Governor's Task Force on Released Inmates, which recommended the parole changes in a 1990 report.

Barry Bass, IDOC's statewide administrator for Prestart, said there aren't enough hard data yet to tell who's right. He did say that so far Prestart has brought neither a "rampage of crime" among parolees in Illinois nor a "stampede of offenders" from other states, as some opponents predicted it would.

A two-phase program

Launched in July 1991 with the help of \$2.1 million in federal Anti-Drug Abuse Act funds (plus \$700,000 in matching state dollars) awarded by the Illinois Criminal Justice Information Authority, Prestart is a two-phase program. It includes an educational component in the institution and follow-up advocacy and support services in the community. The goal is to give inmates some basic life skills, information, and resources before they leave prison, and to provide them with access to community resources—for jobs, housing, drug treatment, and the like—after release.

Phase I of Prestart is a mandatory assignment for all inmates in Illinois' 23 adult institutions (slightly different curricula are presented in community correctional centers and the state's "boot camp" near Dixon Springs). Inmates within six months of their release go through a 30-hour curriculum, presented in 10 modules over the course of two weeks. Instructors include parole agents from the Community Services Division; counselors, educators, and chaplains from the institutions; Illinois Job Service personnel; and representatives from the Secretary of State's Office, other state agencies, and community programs.

All of this is a radical departure from the one-day "parole school" that departing in-

"If you don't leave here with anything else, leave with a plan. I don't mean what you're going to do with your \$50, \$60, or \$80 in gate money. That's nothing. Go out and find a job."

—Lincoln Correctional Center Warden Augustus Scott

mates used to attend. Parole school dealt mostly with reporting requirements, paperwork, and other post-release details.

Prestart covers these matters as well. But it also addresses some of the larger issues that offenders will face upon release. These range from the abstract (the effects of incarceration, self-esteem, decision-making theories) to the practical (getting personal credentials in order, applying and interviewing for jobs, building a resume).

Individual development plans

The main product of Phase I is an Individual Development Plan each inmate develops in conjunction with Community Services personnel.

"The agent's job [in the institution] is to work with the offender in developing a strategy for re-entry, a service plan of what that person needs to do in order to have a successful transition into the community," said IDOC Director Howard Peters, "as opposed to walking out the door and then trying to figure out 'What am I going to do next?'"

Anthony Scillia, assistant warden for programs at Logan, said "there are never going to be enough parole agents to supervise all prison releases. If inmates are going to reintegrate successfully, they're going to have to learn self-control and coping skills in here [prison]."

On their Individual Development Plans, inmates must establish specific goals for the first week of release, the first month, the first six months, and the first two years. The goals cover five areas: family/friends, financial/housing, job/training/school, counseling/medical, and personal.

"Some of the counselors have said, 'These guys are not capable of developing two-year goals. They can't even develop short-term goals,'" said Mr. Bass. "We tell the counselors, 'That's your job, to get them to think long-range and to approach long-range goals one step at a time.'"

Decision making vs. reacting

The development plans also ask inmates about their employment and criminal histories, including the primary reason they got

into trouble. Some inmates ignore this question or simply write "don't know." For others (who responded "hanging with the wrong crowd," "didn't know the consequences," "was stupid"), the question is a catharsis of sorts.

"Part of the reintegration process is letting the inmate know he is very responsible for his behavior in the community," Deputy Director Brown said. "We are attempting to get them to think about the consequences of selling that bag of dope. 'You might make

An inside look at Prestart

The language, at times, is raw. The "hypothetical" situations are very real. And the emotions are running high.

It's Prestart graduation day at the Lincoln Correctional Center for a group of 25, mostly young, mostly minority men who will soon be leaving prison, many for the same communities that gave rise to their legal troubles in the first place.

Instructor Syd Hatcher is masterful as he engages his sometimes unruly charges in a streetwise dialogue that Socrates would have appreciated, though not always understood.

"You're one week on parole, in your partner's car, and you're pulled over for running a stop sign. You look down and see him shoving a piece under the seat. What do you do?," asks Mr. Hatcher, a parole agent from the Chicago area.

"Break and run," a student shouts. "I'll take my chances because they're going to pin it on me anyway if I'm the one with paper," another agrees. "Even if you break, they're going to catch you eventually, and your ass will be back on the bus down I-55 for sure," another warns.

The conversation whirls around the room, interrupted only briefly by laughter when one student suggests turning the weapon in question over to the police. Just when things seem to be getting out of control, Mr. Hatcher breaks in with another suggestion: check the car before you get in.

"If I'm the one with paper, I'd make it my business to know who I'm riding with and what they're carrying," he says. "It's your freedom that's at stake."

Mr. Hatcher poses several more hypotheticals, all equally compelling and difficult. How do you respond when you go home and find with your wife or girlfriend with another man? What do you say to your daughter when her friends call you a jailbird but she thought you were away traveling these last two years? What do you do when you wake up hungry, but have no food and no money?

Mr. Hatcher offers no easy answers to these or the myriad other pitfalls that await his students. He simply reminds them that it's all a matter of freedom. "Nobody's worth risking your freedom for."

Graduation day concludes with the awarding of certificates to those who completed all 10 Prestart modules; for some, it will be the first certificate of any kind they have received. Next is a specially prepared lunch (today it's pizza), a touch added to the curriculum by the staff at Lincoln.

Before the graduates pose for pictures and eat lunch, Warden Augustus Scott takes a few minutes to put things in perspective for them. "Everything you've gone through somebody has gone through before. You didn't invent the wheel. It was invented long ago," he says.

"If you don't leave here with anything else, leave with a plan. I don't mean what you're going to do with your \$50, \$60, or \$80 in gate money. That's nothing. Go out and find a job."

K.P.M.

\$2,000 a day, but what are the consequences? Is it worth going to prison for 10 years?"

For Syd Hatcher, a parole agent who teaches modules 1 and 10 at the Lincoln and Logan correctional centers, it's the difference between rational decision making and simply reacting to the situation at hand.

"Reacting will get you screwed every time," he told a recent Prestart class at Lincoln. "All I want you to do is use your mind. All of you have a capacity to make decisions."

Mr. Bass said that in addition to the Individual Development Plan, inmates come out of Phase I with other tangible benefits, including a resume and a certificate of completion. "Most of these guys never had a resume before. Many of them didn't even know what the word meant before Prestart," he said.

Perhaps more important are the intangible benefits—"the ability to begin to identify their needs in the free community and to develop strategies to meet those needs," as Deputy Director Brown puts it.

Phase II: Implementing the plan

Phase II of Prestart begins as soon as the inmate is released from prison. Within 72 hours, Prestart parolees must report via telephone or in person to one of 20 community service centers IDOC operates throughout the state. After that, parolees must check in monthly, they must secure approval before they move, travel out of state or visit a correctional center, and they must report any arrests.

These reporting requirements notwithstanding, the thrust of Phase II is not just monitoring the whereabouts of parolees. It's implementing the Individual Development Plans they created in Phase I of the program.

The community service centers, located in four geographic zones, are the hub of the advocacy and referral services available to ex-offenders. "The service centers are available to all releasees, to virtually any ex-offender who walks in the door, whether he's still on active supervision or discharged from supervision," said Mr. Bass.

Each service center is staffed by two parole agents, who provide referrals for schools, housing, drug treatment, and jobs. Under an agreement with the Illinois Department of Employment Security, about half the service

centers are also staffed by Job Service personnel dedicated to working with former offenders.

"Getting a job is what we push," said Phil Magee, supervisor of the Chicago Metro Community Services Zone. "We provide referrals to local service providers until they find something. When it comes to finding a job, you have to be committed to working with your clients," he said.

In 1992, each of the four zones will also have an Intensive Drug Supervision Unit to handle limited caseloads of parolees most in need of drug treatment. Last year, a pilot drug unit in the Springfield parole office, also funded by the Authority, saw the rate of positive drug tests among its clients drop from 43 percent to 10 percent, according to IDOC officials.

An "invisible population"

When Prestart began last summer, corrections officials estimated that 10 percent of eligible parolees would take advantage of the community services centers. Early returns suggest the number of participants is at least three times greater. Of those reporting, 50-60 percent have received at least one formal referral to a social service agency.

Alan Karraker, supervisor of the Southern Illinois Community Services Zone, said he is surprised by the response in his area, "especially because of the geographics." In 1991, his 38-county zone operated just two service centers, in East St. Louis and Marion. But during September and October, the zone had 214 new parolees and handled 713 in-person visits, 1,628 telephone calls, and 361 requests for referrals.

"Given the change in the program, I'm surprised so many people would travel to a parole office, or call their parole officer," Mr. Karraker said. He predicted activity will increase in 1992 when new service centers open in Mt. Vernon and Effingham.

Mr. Bass said he is surprised not only by the volume of activity at the service centers but by the clientele as well.

"We are experiencing a new traffic at the service centers than what we experienced into the parole offices," he said. "We are seeing people who are really asking for our assis-

tance, and we're trying to provide it to them. They were kind of an invisible population to us before."

Early discharge incentive

Part of the reason for the heavier-than-expected traffic in the community service centers may be an incentive that IDOC built into the program: ex-offenders who engage a service center, fulfill their community reintegration plan, and remain arrest-free and self-supporting will be recommended to the Prisoner Review Board for early discharge from mandatory supervised release (MSR), as parole is officially known in Illinois.

"We're attempting to use a positive incentive for their engaging the service centers. It's a carrot approach, rather than a negative sanction approach," said Mr. Bass.

Typically the Prisoner Review Board will not consider early discharge until someone has completed at least six months of MSR. As a result, IDOC has little experience thus far with early discharges under Prestart.

Still, Mr. Bass said the review board is "vested in the success of this program. They recognize the merit of granting early discharge as an incentive to encourage participation in both phases of the program, because it is for the inmate's benefit."

Awaiting hard data

While IDOC officials are generally pleased with the initial response to Prestart by offenders and staff, they're eagerly awaiting hard data on how the program is meeting its long-term goals. Early indications should come later this year as part of an evaluation funded by the Authority.

The Authority expects to award a contract in February to independent researchers to evaluate the program. An interim report at nine months and a final report at 18 months will provide early evidence of what effect Prestart is having not only on recidivism but also on employment and other factors that affect crime.

In the meantime, Deputy Director Brown exudes confidence. "A year from now, two years from now, I think everyone will be pleasantly surprised with what we've achieved," she said. ■

A new assault on crime and grime

East St. Louis' problems are not typical of other cities in Illinois, and city officials found that typical approaches to fighting crime and urban decay were not enough. One new approach is putting probationers to work cleaning up their own communities.

By Jeffrey Austin

"Thirty or 40 years ago East St. Louis was a boom town," said St. Clair County Sheriff Mearl Justus. "If you couldn't get a job in East St. Louis, you couldn't get a job anywhere."

But by 1991, East St. Louis was being held up as a case study in Rust Belt decay by members of the news media across the country. The city's inability to provide garbage collection since 1987 has often been cited as the most glaring symptom of its chronic socioeconomic problems, which also include a 1990 crime rate greater than that of Chicago.

Although East St. Louis is still plagued by a moribund economy and the drug-related crime common to impoverished areas, glimmers of hope are beginning to emerge.

A unique program, begun in June 1991 with part of \$1 million in federal Anti-Drug Abuse Act funds awarded by the Illinois Criminal Justice Information Authority, is using St. Clair County probationers to help renew some of East St. Louis' most desolate communities.

The St. Clair County Sheriff's Department's Adult Offender Work Program (AOWP) is using probationers and other offenders sentenced to community service to collect discarded tires, clean vacant lots of debris, and improve abandoned or neglected properties. The program helps ease crowded conditions at the St. Clair County Jail and, it is hoped, motivates many first-time offenders to stay off drugs and out of jail.

A formidable task

"There have been estimates that as many as a million tires are dumped in various locations throughout East St. Louis," said Sergeant Steve Saunders, coordinator of AOWP. "We have been able to put a dent in that by removing at least 21,000 tires to one location where they would not pose a health threat, because they could be monitored and sprayed [for mosquitoes] until they can be recycled."

In addition to collecting tires, work crews have targeted areas that might pose a threat to public safety.

"They've been working on lots that are frequented by children going to and from school," said Bob Hanson, special units supervisor for the St. Clair County Probation and Court Services Department. "It's used as a pathway and they've found discarded needles and things like that. So they're clearing these areas of high brush, so it's highly visible and nobody wants to do any kind of drugs in that area."

AOWP participants are primarily non-violent, first-time felony offenders—in East St. Louis, that usually means drug offenders.

According to the St. Clair County State's Attorneys' Office, more than 90 percent of the drug cases coming from East St. Louis in 1990 involved cocaine or crack street sales of about one-tenth of a gram. The number of these small sale cases has declined somewhat because stepped-up enforcement has forced dealers into other parts of the county. But small street sales are still the vast majority of drug cases originating in East St. Louis.

A step in the right direction

People dealing in such small amounts are not drug kingpins, but are generally selling drugs as a means of supporting their own



Offenders in East St. Louis are working to make their neighborhoods more inhabitable by cleaning up trash and clearing out overgrown vegetation.

Tom Vizer, Belleville News Democrat

"It puts something back into the community that they've come from, and where, more often than not, they have committed their offense. One of the main principles of the program was that, since most of these people come from East St. Louis, they should put something back into the community."

Bob Hanson

St. Clair County Probation and Court Services Department

drug habits. Scheduled and random drug testing is a condition for all confirmed drug users in AOWP.

Keeping probationers busy and screening them for drug use are two ways in which the Adult Offender Work Program hopes to keep first offenders from becoming repeat offenders.

"I think the program is probably going better than expected," Sheriff Justus said. "It is a worthwhile alternative to incarceration and I believe it saves money. Of course, only time will tell how good it is."

"Approximately 90 offenders have entered the program since June, and I think we're up to about 50 successful completions," Sergeant Saunders said. "Only six, that I know of, have returned to jail. I hope there isn't something on the horizon where we will get a flood of them coming back, but it's been pretty good so far. It says a lot for our probation department."

Many of the individuals in AOWP are from the communities in which they have been sentenced to work. Often, the offenders are placed in AOWP as part of a sentence of Intensive Probation Supervision in which they are required to do a minimum of 130 hours of community service. Other participants are regular probationers or those who have been assigned to AOWP as a special condition of supervision.

Some offenders serve five days a week, while others, who are employed or in school, may serve only on weekends. Because of crowding at the St. Clair County Jail, offenders normally sentenced to weekends in jail are also being used in the program. Probationers scheduled to work on a

given day meet at the jail, or at the work site if they live nearby. Crews work from 8 am until around 4 pm.

"It puts something back into the community that they've come from, and where, more often than not, they have committed their offense," Mr. Hanson said. "One of the main principles of the program was that, since most of these people come from East St. Louis, they should put something back into the community."

East St. Louis' better days

As noted by several longtime East St. Louis residents who are involved with AOWP, it was not so long ago that the town was a thriving blue-collar community.

"During the late fifties and early sixties, I lived in the area which is very close to Emerson Park (on the city's near north side), so I remember when there were very fine homes in that area, white picket fences," Sergeant Saunders said. "It was really very nice. Flowers were planted in the small parks. It was a typical middle class neighborhood, really."

"But even though I still live in East St. Louis, I had not traveled that section of the city in some time, when I went through with this program to do some of the clean-up projects," he explained. "I was shocked at the desolation. If a block had 25 houses, maybe 15 of them are burned out. There are still islands of well-kept properties, but in the next block there is more of the desolation."

The AOWP portion of the \$1 million anti-drug initiative is drawn from a share of \$350,000 in federal funds provided to St.

Clair County by the Authority, plus \$166,000 in matching grants from the Illinois Department of Alcoholism and Substance Abuse and the Administrative Office of the Illinois Courts. The money has been used to provide necessary staff and purchase much-needed equipment. The program now owns a 17-person van for transporting AOWP workers to job sites and a small trailer for hauling tools.

Local businesses and other government agencies are also helping out. A local hardware store donated a chain saw to the program, and the St. Clair County Highway Department has provided the use of its trucks to haul away debris.

A long way to go

Estimates of the amount of trash that will have to be hauled away to make a noticeable improvement range from 20,000 to 30,000 truckloads, or as much as 40,000 tons. Louis E. Tiemann, chairman of the \$7 million East St. Louis Community Fund that was set up in January 1991 with fines resulting from a fraudulent riverfront development project, estimates that the cleanup could cost as much as \$3.25 million. The city's efforts are expected to include the eventual creation of a sanitation department, tougher enforcement of dumping laws, and the use of community groups to monitor areas after they have been cleaned.

"When you're talking about East St. Louis, you're talking about some big problems, but it [AOWP] has made a dent," said Ron Schaefer, director of probation and court services for St. Clair County.

"They've been doing some positive things, and I think it's not only good for the community but good for the offenders to do something positive, instead of just sitting in jail or paying off a fine, which most of them can't afford anyway."

"We've received a very positive response from the community," said Sergeant Saunders. "Frequently, people walk by us as we're out working and stop and say, 'Hey, we appreciate what you're doing in our community, and we just want to say thanks a lot.'" ■

High-tech help for determining criminal charges

In the 1980s, Illinois' sexual assault laws became more complex than ever before. Police, prosecutors, and victim advocates were having difficulties determining exactly what charges could be filed in some sexual assault cases. Now, a computer system is helping local officials determine charges and train personnel.

By Maureen Hickey

A sexual assault has taken place. The victim is a 13-year-old girl, who says the suspect, her cousin, held a knife to her throat and raped her. The suspect is 15 years old. What's the most serious charge that could be filed? What if the victim were 25, or the assailant? What if there were no knife? What if instead of a knife, the assailant had a gun?

The Illinois Criminal Sexual Assault Act, which was revamped in 1984, is considered by police, prosecutors, and victim advocates to be extremely complex. It provides for different penalties for sexual assault based on a number of variables, including age of the victim, age of the offender, relationship of the victim to the offender, and aggravating factors, such as use of a weapon. Looking up the proper charge in the statute books, given the number of variables, can be arduous and time consuming for someone not intimately familiar with the Illinois Criminal Code.

But Illinois' victim advocates, police investigators, and state's attorneys have another tool at their disposal: the Illinois Criminal Sexual Assault Act Program. The CSA program, first released in October 1990, was developed by Mary Boland of the Illinois Coalition Against Sexual Assault (ICASA) and independent computer consultant Richard Ferguson. The effort was initiated by the

Illinois Criminal Justice Information Authority and supported by federal Justice Assistance Act funds provided by the Authority, with matching funds from ICASA.

An "expert" system

The microcomputer-based program allows a person who needs to determine the charge in a sexual assault to enter all the relevant factors in the offense—ages of victim and suspect, relationship of victim to suspect, type of sexual act, use of force, and aggravating factors. The CSA program then compares those factors to the Criminal Sexual Assault Act, and produces a list of the specific charge or charges warranted (for example, aggravated criminal sexual assault), the offense class (for example, Class X felony), the sentence upon conviction (for example, 6–30 years mandatory incarceration), and the section and paragraph of the criminal code that pertains to the specific offense (for example, section 12-14(a)(1)).

The program is what is known as a knowledge-based, or "expert," system, in which the computer is programmed with sufficient data to serve as an expert on a particular topic.

"We developed it because the sexual assault laws are very complex and because

computer-assisted charging decisions, I think, will be the wave of the future," said Ms. Boland. "Sexual assault law is a comparatively small set of statutes, but it's complex enough that individuals who have to make charging decisions based on the law can become easily confused or miss the parallel charges that are available under the law."

"If you had somebody who really knew that law backwards and forwards, even they occasionally forget," said Mr. Ferguson. "But if you have it programmed in the computer, computers never forget. You just give it the basic facts—like the assailant was this age, and the victim was this age, and this was the nature of the sexual act—and it will interpret the law for you. It acts as an expert on the law."

Expert systems are similar, in a sense, to databases, according to Mr. Ferguson, but are much more sophisticated.

"The essence of an expert system is a series of rules—'if-then' rules. If the person is this age, then this is the result. You just program all those rules into the computer, and then you input your data and it spits out the charging options," Mr. Ferguson said. "Expert systems do processing of rules and logical statements much more easily than databases or spreadsheets or word processors."

Victim advocates primary users

So far, the primary users of the program are victim advocates at sexual assault centers in Illinois. For example, Lisa DeGeeter at Mutual Ground in Aurora uses the program to check up on the charges being filed by the state's attorney's office.

"In all honesty, they're pretty good. But when they're not, I'll let them know," Ms. DeGeeter said. "I can run the scenario through the computer and print it out. Then I'll take them the report and plunk it on their desk and say, you can do this, and you can do it like this, and here are the cites."

According to Ms. DeGeeter, even when her pointing out a tougher charge ends up in a plea bargain, for example if the victim backs out at the last moment, it's still worth the effort.

"Sometimes they end up plea bargaining a Class X down to a Class A misdemeanor, those

kinds of things," she said. "It made a difference, at least, in where they were coming from when they started to plea bargain."

And as a training tool, advocates say, the program could be invaluable.

"I wish we'd had it when I started this job," said Linda Smith, victim advocate at the YWCA in Sterling. "I really think it would have made learning the law and my job much simpler."

Training for new prosecutors

Arnie Stanfa, an assistant state's attorney with the Kane County State's Attorney's Office, believes the program could also be a valuable training tool for prosecutors, although she is so familiar with the part of the code she uses that she doesn't use the CSA program herself.

"I kept it because I thought, well if I ever quit or if the caseload increases, it might be useful to someone," she said. "It would be very helpful for training purposes, when somebody had to plug facts into certain categories, they'd get a quick answer that way, rather than having to drudge through the statutes and read every sentence."

Although experienced prosecutors who are very familiar with the criminal code may find it easier to use the statute book, others find the computer easier to use.

"The newer people in the office, who are just familiarizing themselves with that part of the criminal code, use it," said Bob Haida, state's attorney of St. Clair County. "It's quite good for that."

Even if they don't use the program themselves, prosecutors welcome its use by others.

"I think that if somebody like Lisa [DeGeeter] or another person double-checks our charges, I for one welcome it with open arms," said Mark Monaco, a Kane County assistant state's attorney. "We've got 80-plus defendants on everybody's caseload; these are complicated cases; and the charging instruments are very complicated. The more people that help me on any case, the better."

Mr. Monaco does not use the program himself, finding it easier to look up the statute than to use a computer, partly because computers are in short supply in his office.

"I have the code right in front of me on my bookcase, so I just pull it out and do it the old-fashioned way," he said. "I think if I had a terminal here, I'd probably react a little differently. We have two computers in the office and around 23 attorneys, so really the only people who have the computers are the secretaries, who use them as word processors."

Police officers like the convenience

Police officers who use the program to check offenses find it much easier to use than the statute books.

"It's a lot handier than looking things up in the book and hashing through the different aspects of each case and what can't be charged and what can be charged," said Detective Sergeant Ray Mangan of the Rock Falls Police Department. "We basically know what the charges are, and even the section number, but sometimes there's some circumstances that you can't remember."

And Detective Jeffrey Hackley of the Bradley Police Department finds it useful for keeping track of the facts of a case and for follow-up to ensure that the victim's case is thoroughly prosecuted.

"Even though the law is there, a lot of times it's hard to get it prosecuted," he said. "If I've got something in black and white in front of me that I can say, hey, here it is, this is what it's supposed to be, then I'm covered with the victim."

Detective Hackley would like to see a similar program for the entire criminal code. Ms. Boland of ICASA thinks such programs are the coming trend.

"The broader implications are things like the drug schedules and the asset forfeiture schedules, which are very complex. Those are the kinds of things that we could use artificial intelligence [an expert system] to assist in making charging decisions," she said. "Any state could use this model to put their own statutes on computer."

What's next

In the meantime, Ms. Boland and Mr. Ferguson are working together to expand the CSA program to include an automated case compendium. The compendium will include detailed information about court cases de-

ecided under Illinois sexual assault statutes. Ms. Boland described a scenario in which such a compendium would be used:

"For instance, if you were a prosecutor of a case of a child who's five years of age, and there's one outcry witness, and there's no sign of physical sexual contact, what's been done in Illinois with similar cases? That [information could be obtained] by use of a computer system, which would be linked up, not only to give you charging options, but then to also let you know what are the problems, what has happened with other cases, what decision making there's been, what judgment, average length of sentence on this type of case, all kinds of information.

"[The information can then be used] to help prepare a prosecutor or to help prepare an investigator or a police officer, who then has to go back out into the field and say, aha, there's going to be this type of hearsay question. I need to go back and interview that mom, or I need to go back and interview the teacher. And I need to make sure I ask this question and get an answer, so that it doesn't arise on an appeal or so that it doesn't arise during a trial and we never went back and got this information and now it's lost," she said.

The computer program for the case compendium is in its final stages of development, according to Ms. Boland. When the program is finished, she will then enter the case material her office has been compiling and the compendium can be connected to the existing CSA program. ■

For more information

The CSA program runs on any IBM PC or PC-compatible computer with at least 640K of internal memory. For information about how the program works, contact Mary Boland at the Illinois Coalition Against Sexual Assault, 708-469-2141. Free copies of the program and information about installation can be obtained from Nancy Hendrix at the Illinois Criminal Justice Information Authority, 312-793-8550.

Walking the beat in Joliet, Illinois

The Joliet Police Department is one of the first law enforcement agencies in Illinois to take the philosophy and techniques of community-oriented policing and try to adopt them on a large scale. The successes and setbacks of Joliet's Neighborhood Oriented Policing program will provide useful insight on the evolution of law enforcement.

By Teresa Vlasak

When Chief Dennis Nowicki came to the Joliet Police Department (JPD) two-and-one-half years ago, one of the first things he did was distribute a report on police-community relations to everyone on staff. Shortly after, he changed the department's motto from "To Serve and Protect" to "Working with the community for a safe city."

From the start, Chief Nowicki made it clear that the department would be changing the way it did business—and that change would involve something called community policing.

Community policing is based on the theory that putting officers in the community in the old-fashioned form of police beats helps them become more familiar with the citizens and the neighborhoods they serve. And by working together with the community, treating citizens as resourceful and powerful partners in problem solving, police can be agents of change, improve individual neighborhoods, and release the grip the criminal element has on the community at large.

This new twist on an old way of thinking about policing is gaining acceptance in Illinois and across the country. Joliet is one of the first departments in Illinois trying to adopt the philosophy of community policing on a broad scale.

Joliet lies 40 miles south of Chicago in Will County. Covering approximately 26

square miles, Joliet has always been an industrial, blue-collar city. Its population of nearly 77,000 is 65 percent white, 21 percent black, and 13 percent Hispanic.

In recent years, the city has suffered from a rising unemployment rate resulting from both the loss of industry and layoffs at companies that have remained open. Economic hard times have brought a rise in gang activity and the proliferation of illegal drugs. Police say Joliet has four major gangs, and a total gang population of more than 2,000 members.

Neighborhood Oriented Policing

In December 1989, with the support of city officials, Chief Nowicki testified before the Illinois Criminal Justice Information Authority seeking federal funds for a community policing project. While Joliet did not receive funds that year, Chief Nowicki had piqued the interest of the Authority. In its 1991 strategy, the Authority allocated \$1.5 million in federal Anti-Drug Abuse Act funds to create and expand community policing efforts, and awarded the funds for projects in Joliet and Aurora.

With the money secured, Joliet's next step was to design a comprehensive program that would target neighborhoods with the highest incidents of crime and victimization. The department identified three main objectives: address the problems of crime and violence in neighborhoods most affected by gangs and drugs; build better relations in its communities—not only with individual citizens but also

with local business and community leaders; and change the Joliet Police Department's internal organizational structure to sustain the program in the future.

Joliet's initiative, which it calls Neighborhood Oriented Policing (NOP), began last April. The program consists of three specialized units, each made up of four officers, with one sergeant supervising all three units. Officers have volunteered for the NOP program and are assigned full-time to their unit. Like the community they serve, the 12 officers are diverse and represent different races and ages. "This is a true representation of our police department," said Joliet's Deputy Chief David Gurdes. "The newer officers bring new ideas into the program, and the officers who have been on the force awhile bring their past experience—[this gives us] a well-rounded approach to policing."

Together, these units cover an area equal to half of the city geographically, which is home to one-third of Joliet's residents but two-thirds of JPD's service calls. All NOP officers meet regularly with zone officers to share information and ask for input on different problems facing their community. This ongoing communication also ensures the NOP officers aren't segregated from the rest of the force.

Benton Street/Garnsey Avenue

One of the NOP units patrols a six block-by-nine block community known as Benton Street/Garnsey Avenue. The four officers assigned to this community patrol in pairs, on shifts that vary from 2 pm to midnight.

In April when the program began, the officers went door-to-door in the community introducing themselves and handing out fliers that explained the program, had the officers names and photos, and most importantly had phone numbers for contacting the officers. One unique feature of Joliet's NOP program is that officers carry cellular phones enabling the public to reach them any-

where, whether they are driving in their squad or walking the beat.

"[At first] the people in the community weren't used to seeing us walk around," said NOP Officer John Perona. "They would drive by kind of slow and wonder what the problem was. The only time they've really seen us in the past was when something had happened," he said.

Benton/Garnsey is a predominantly Hispanic community with many of its residents hailing from Mexico where police mistrust is widespread. This gave officers

two hurdles to overcome: citizen mistrust and a language barrier. NOP Officer Tomas Ponce already spoke Spanish, and the other three officers in the unit are learning. But learning a new language may be easier than gaining the community's trust. "Most of the contact people here have had with the police has been in negative situations—during arrests or after a crime has occurred," said Officer Ponce. "Many people are hesitant to talk to police."

The officers' days vary depending on what is going on in the community. They

may follow up on recent calls the department has received in their area to see if they can offer additional help or refer victims to an agency or community organization that can help. This type of direct intervention brings the officers closer to the community's families, and to the different local and state organizations that serve the community. These organizations include Joliet City Services, local schools and churches, the Will County Private Industry Council, the Spanish Center, Catholic Charities, and the Salvation Army.

The NOP program adopts not only the area's citizens, but local businesses as well. Benton/Garnsey-area businesses are patrolled regularly, and walk-throughs are performed on each business each day. The NOP officers have also been able to solicit help—whether it be Halloween candy or pens and paper for area schools—from the local companies, most of which seem willing to become more involved in the community.

Drugs and crime

To address the problems of illegal drugs and crime in their area, NOP officers have entered into trespassing agreements with local residents. These agreements allow police to sign complaints against suspected dealers for trespassing, so land owners don't have to face intimidation from gang members for doing so. Officers also attend neighborhood watch meetings and have created after-school opportunities for young people in the area. Programs such as evening basketball at the Spanish Center and encouraging high school dropouts to earn a GED have been promoted by the officers as a way of keeping neighborhood youth busy and off the streets.

The onset of winter has changed the program somewhat. Freezing temperatures have put the officers temporarily back in their squads. But, the change in seasons is just another challenge for the Benton/Garnsey officers to be more creative. They still patrol and still visit neighborhood residents and businesses, but now they concentrate more on going into the grade schools and visiting with the children. The officers



Photo courtesy of Joliet Herald-News

Neighborhood Oriented Policing officers Tomas Ponce (left) and David Starcewich on patrol in the Benton/Garnsey neighborhood of Joliet.

hang out with the kids at lunch and recess, and are guest readers during reading time for the smaller children. They want the children to know that police officers can be their friends and help people, not just arrest them.

"In the past we have been incident driven," said Chief Nowicki. "The NOP program focuses on improving the quality of life, not just eliminating drug dealers and crime." That is the primary reason many officers choose to volunteer for the program.

"For 12 years I responded to calls from side to side of town. We were reactive. This program sounded different. I thought I would like to try it," said Officer Ponce. Officer Perona added, "[Before] we were just making arrests all the time. This is a good idea—if we can get it to work."

Effects on the community

Is it working? The signs of success the officers were told to look for are starting to appear. New businesses are starting up, more people are deciding to stay in the neighborhood and fix up their homes (instead of moving away), and the graffiti—while still polluting the community—is not nearly as prevalent as it once was.

"People used to stare at us and now they wave," noted Officer Perona. According to Chief Nowicki, calls for service in the area have decreased significantly along with the crime rate. The JPD has also seen a decrease in complaints against the police. In addition, the program itself has received support from the local media, not only with news coverage explaining NOP, but with high praise from editorials as well.

"Joliet's citizens are reacting positively and starting to treat the officers as part of, and a partner of, their communities," said Chief Nowicki.

Not an easy process

That is not to say that implementing NOP has been an easy, problem-free process. Four months after the program began, word was put out on the street that gang members were going to "get" two of the unit's officers. Both the phones at the department and the officers' own cellular phones rang

"In the past we have been incident driven. The Neighborhood Oriented Policing program focuses on improving the quality of life, not just eliminating drug dealers and crime."

—Dennis Nowicki, Joliet Chief of Police

all day as concerned residents called to warn the officers. The officers have also been the recipients of some less-than-flattering graffiti in the neighborhood. These incidents have actually encouraged the officers; they seemed to be making a difference and to have neighborhood support.

But some officers fear some of that support may be eroding over a highly publicized death penalty case. In 1984 a Joliet patrol officer was brutally murdered by a gang member during a routine traffic stop. The perpetrator was tried, convicted, and sentenced to the death penalty. Now that his appeals have been exhausted, he is seeking a new trial.

Court hearings in November and December have re-opened old wounds between the police department and the Hispanic community. During the hearings, some community leaders have come to court in support of the convicted man. These are among the same community leaders who have been working with the NOP officers for the last eight months trying to rid their communities of gangs and drugs.

"We thought we had the community coming around," said one officer standing outside the packed courtroom during a November hearing. "We feel betrayed," chimed in another. The usually supportive local media have also reported some stories that seem less favorable to the department.

Chief Nowicki says that support for the offender is related to the death penalty issue, not the convicted man's actions, and that many of those who attended court are out-of-towners. But, it is clear that the incident troubled many of the police officers, and morale has suffered.

Experts, such as Robert Trojanowicz of Michigan State University, point out that tensions between police and the community

are common, but may have a more profound short-term impact on a community policing program, because it relies so heavily on citizen involvement.

A long-range view

Still, Chief Nowicki maintains a long-range view of community policing. "What we're doing is good. We're giving individual officers more freedom to do the right thing and come up with creative, intelligent solutions. The theory behind community policing is in fact proving to be true," he said.

The chief hopes to convert his entire department to NOP within three years, but training and reorganization will be costly. Federal funding through the Authority will pay for nine more officers to be added this fiscal year. Which raises another problem—finding nine more officers who want to participate in the program. "We may have to draft some officers to be reluctant volunteers," said Chief Nowicki. But will officers who aren't willing participants in the program be effective? Joliet may be one of the first departments in the state to find out.

The NOP initiative in Joliet is slated to receive a second year of federal funding under the 1992 anti-crime strategy recently approved by the Authority.

And because the initiative may eventually be replicated in other areas, it is currently being evaluated by the University of Illinois at Chicago as part of the federal grant program. "Joliet is at the forefront of community policing in Illinois," said Candice Kane, grants administrator for the Authority. "Joliet is contributing to the development of community policing by being willing to take the risks and put their department under a microscope to receive the accolades as well as any criticism." ■

Asset seizure hits physicians, pharmacists

In an interesting application of asset forfeiture, enforcement personnel from the Illinois Department of Professional Regulation (DPR) have been using state forfeiture laws to prosecute physicians and pharmacists for abuses in dispensing prescription pharmaceuticals containing controlled substances.

In one instance, on 10 different occasions over a six-month period a Chicago doctor sold significant quantities of Valium, Tylenol 3, Fastin, and Restoril to a DPR agent. The last purchase was for approximately 12,000 pills for which the agent paid \$10,000.

In addition to losing his physician's, surgeon's, and controlled substances licenses, serving a six-month sentence, and paying roughly \$16,000 in court costs, the doctor also forfeited two medical

office buildings worth approximately \$250,000 and two automobiles.

Bob Kriz, supervisor of controlled substances investigations for DPR, says that such physicians or pharmacists are not doctors, "they are drug dealers." In such instances asset seizure is a potent weapon. According to Mr. Kriz, "that's the only way we can hurt these people."

Assets were seized in accordance with the Controlled Substances and Narcotics Profit Forfeiture Acts (Ill.Rev.Stat., ch 56 1/2, pars. 1505 and 1655).

For additional information about these and other legal consequences of drug abuse, contact the Illinois Criminal Justice Information Authority, 312-793-8550.

William Mahin

Nuisance abatement used to shut down drug houses

In 1991 nine Chicago landlords were ordered by the Cook County Circuit Court to evict their drug-dealing tenants and to screen future tenants for drug activity.

The court orders were the result of an application of nuisance law originally intended to combat places of public lewdness, assignation, and prostitution. The law (Ill.Rev.Stat., ch 100 1/2, par. 14 et seq.) is now being used in Cook County to impede drug trafficking by shutting down the dealer's place of doing business. "A building can be considered a nuisance if it is used to facilitate any illegal drug activity," according to Eddie Stephens, until recently the director of nuisance abatement for the Cook County State's Attorney's Office. "That's the theory that allows us to shut the building down."

Most nuisance abatements do not wind up in court, but are voluntary, with landlords evicting their drug-dealing tenants following contact by a state's attorney. There have been approximately 670 such abatements since the Cook County state's attorney's nuisance abatement project began in August 1990.

As of January 1, 1992, the state's attorney may assist in the

eviction process. Senate Bill 1227 (Public Act 87-765) provides that a building owner may assign the right to bring an eviction action against such tenants on behalf of the owner to the state's attorney.

Occasionally, however, a landlord will attempt to fight the abatement process in court. Here is a partial chronology of events that led to the eviction of various drug dealers from one Chicago apartment building:

◆ April 1991. Members of the community, police, and the local alderman met to discuss the building. Sherie Weisberg, the assistant state's attorney assigned to prosecute the case, met with the owner, who agreed to evict all drug dealers from the building.

◆ May 1991. Community members and the police met with the owner, who had kept none of the promises he made regarding evictions and building repairs. Assistant State's Attorney Weisberg notified the owner that she was initiating court proceedings.

◆ May 20. At the first court appearance, the court issued a temporary restraining order (TRO), ordering that illegal drug activities cease at the building.

◆ May 28. At a court hear-



William Mahin

The owner of this building in Chicago was required to oust drug dealers and screen new tenants, if he wanted to keep control of the building.

ing, Ms. Weisberg entered into the record information regarding additional drug arrests that had recently been made at the building.

◆ June 18. The court declared that the building was a drug nuisance and ordered the landlord to evict tenants engaged in illegal drug activities, as well as any tenants in unrented apartments. Vacant apartments must be secured, and new tenants must be screened for prior drug activity. The owner agreed to these conditions, and if he continues to meet them, he will be allowed to retain control of the building.

Since the entry of the court

order in June, "the building and its owner have been in compliance," Ms. Weisberg says. "There is an absence of the drug trafficking that previously existed in and around the buildings for the last 10 years."

The first 15 months of the Cook County state's attorney's nuisance abatement project were funded by a grant of \$650,000 from the Illinois Criminal Justice Information Authority. For the period November 1, 1991, through October 31, 1992, the unit will receive an additional \$630,000 from the Authority.

William Mahin

Repeat offenders: a costly undertaking

Intervening in a criminal career is an expensive undertaking. But a close look at the costs of processing repeat offenders suggests that the justice system can better afford to intervene early and intensively than to wait to crack down on career criminals after three or more offenses.

Drug assessments, inpatient and outpatient treatment, intensive supervision—each of these interventions has the potential to reduce drug abuse and drug-related criminal activity. But they come at a price. Even so, with the proper timing, they could end up costing the criminal justice system less in the long run than simple probation or incarceration.

In part one of this series (*The Compiler*, Fall 1991) it was estimated that a single probation sentence (including arrest, detention, and court processing expenses) costs the justice system an average of \$6,067—or about \$606,800 for every 100 offenders placed on probation. For offenders sentenced to the Illinois Department of Corrections, the average costs are significantly higher, about \$49,000 for one offender serving 2.4 years—or about \$4.9 million for every 100 offenders sent to prison for that long.

But these cost estimates don't take into account the fact that most offenders have been in the system before. For example, for every 100 offenders placed on probation, 67 of them have been arrested before—21 of them once, 13 of them twice, and 33 of them 3 or more times. The costs of these prior arrests alone amount to more than \$395,000. What's more, 21 of the 100 offenders placed on probation have had one prior conviction and probation sentence, 7 have had two prior convictions and probation sentences, and 4 have had three or more. The costs of these prior convictions and probation sentences amount to nearly \$158,000. Thus, the true criminal justice cost for every 100 offenders placed on probation, including prior arrests and convictions, actually totals about \$1.16 million.

The figures are even higher for offenders sent to prison. For every 100 offenders completing a prison sentence, 72 have been arrested at least three times before—23 of them have 3–5 prior arrests, 21 have 6–9 prior arrests, and 28 have been arrested 10 or more times. The cost of arresting these people, and detaining, trying, and convicting about half of them, adds another \$1.8 million to

Part two in a series: The criminal justice costs of illegal drugs

the tab (a very conservative estimate that doesn't account for the cost of prior incarcerations). Over time, then, the true cost to the justice system for every 100 offenders completing an average prison sentence of 2.4 years is about \$6.7 million.

For essentially the same amount of money, the justice system could take a much different approach. For example, every 100 offenders placed on probation costs the justice system about \$1.16 million, including prior arrests, convictions, and sentences. For roughly \$1.06 million, the justice system could arrest, detain, try, and convict 100 offenders, place all of them in intensive probation for one year, provide all of them with a substance abuse assessment, provide 25 of them with intensive outpatient treatment, and provide 10 of them with residential treatment—provided these actions are taken upon the first offense.

The cost of intensive probation supervision is estimated at \$3,434 per offender per year. The costs of assessing, monitoring, and providing treatment and aftercare to an offender are estimated to range from \$3,796 to \$14,888—depending on whether outpatient or inpatient treatment is required.

For the \$6.7 million spent on every 100 offenders completing a prison sentence, the justice system could arrest, detain, try, and convict 100 first offenders. It could also provide them with a range of non-institutional interventions—intensive probation, drug assessments, and treatment for some. And all that would cost only about \$1 million. With the remaining \$5.5 million, the system could arrest, detain, try, and convict 60 repeat offenders and incarcerate them for five years, or twice the current length-of-stay average. In other words, for the amount of money spent right now, the system could provide early and intensive intervention for 100 first offenders, and still have enough money left over to incarcerate the repeat offenders.

While other intervention models exist, these findings make the same basic point: the justice system cannot afford to continue giving most offenders a "pass" the first several times they enter the system, only to crack down at some point by locking them up for long periods of time. What's needed instead is an approach based on the concepts of swiftness and certainty—increasing the probability that offenders will be apprehended shortly after commission of a crime, decreasing the time between apprehension and final court disposition, and increasing the availability of appropriate and effective sanctions.

Early and intensive intervention may appear costly in the short term, but, over time, it is less expensive than repetitive processing—the manner in which the justice system is currently conducting business.

Roger Przybylski and David Olson

The relative costs of two approaches

Total criminal justice costs for 100 offenders completing 2.4-year prison sentences, including an average number of prior arrests and convictions

Total criminal justice costs for early intensive intervention for 100 offenders plus 5-year prison sentences for repeat offenders

	Millions		Millions
Total cost of the current offense	\$4.9	Total cost for 100 first offenders	\$1.06
Total cost of prior offenses	\$1.8	Total cost for 60 repeat offenders	\$5.49
Total cost	\$6.7	Total cost	\$6.55

Collection of essays on bias crime includes articles by Martin, Coldren

The University of Illinois at Chicago's Office of International Criminal Justice has published a collection of essays on bias crime, edited by Nancy Taylor. The book contains articles by Authority Executive Director J. David Coldren and by retiring Chicago Police Superintendent (and Authority member) LeRoy Martin, among other criminal justice officials and experts. For information on ordering, contact the Office of International Criminal Justice, 1333 South Wabash Avenue, Box 55, Chicago, Illinois, 60605, 312-996-9267 (voice), 312-413-2713 (fax).

Futures conference coming to Chicago in March

The Sixth Annual Futures conference, sponsored by the University of Illinois at Chicago's Office of International Criminal Justice, the Northeast Multi-Regional Training MTU-3, and the Chicago Police Department, will be held in Chicago March 9-11. The theme of this year's conference is *Society and Violence: Justice System Responses*. For more information, contact Nancy Taylor, Office of International Criminal Justice, 715 South Wood Street (M/C 777), Chicago, Illinois, 60612, 312-996-3200 (voice) or 312-733-3394 (fax).

Restitution conference scheduled for March in Virginia

The Fifth Annual National Conference on Restitution will be held March 1-4 in Arlington, Virginia. The conference will bring together corrections experts, judges, probation officers, and government officials to discuss way of improving the effectiveness of sentences involving restitution. The conference is sponsored in part by the Office of Juvenile Justice and Delinquency Prevention and the American Restitution Association.

For more information, contact Eileen Taylor, Pacific Institute-RESTTA, 7315 Wisconsin Avenue, Suite 900E, Bethesda, Maryland, 20814, 301-951-4233.

National association changes names, relocates

The Criminal Justice Statistics Association has changed its name and moved to a new location. On November 1, the association became the Justice Research and Statistics Association and moved to 444 North Capitol Street, N.W., Suite 445, Washington, D.C., 20001, 202-624-8560 (voice), 202-624-5269 (fax). The association's National Criminal Justice Computer Laboratory and Training Center has also moved to the new location, and is now called the Justice Research and Statistics Association National Computer Center.

ACA updates three publications

The American Correctional Association has revised and updated three of its publications.

Public Policy for Corrections presents the association's policy statements on issues such as capital punishment, conditions of confinement, and use of force for juvenile, adult, and community corrections.

Vital Statistics in Corrections contains inmate data, such as populations and female offender and death row counts; correctional employee data, such as salaries and benefits; and institutional data, such as the number of jurisdictions under court order.

Policies and Procedures: Adult Correctional Facilities, designed to be used in conjunction with the association's *Standards for Adult Correctional Institutions*, covers facility operation and includes such issues as AIDS, polygraph testing, and sample emergency plans. The publication is also available on computer disk so that individual institutions can easily customize particular policies and procedures for their own use.

For information on ordering any of these publications, call the association's publications department at 800-825-BOOK.

Two new reports on criminal records automation now available

The Office of Technology Assessment of the U.S. Congress has released two reports on automating areas of the nation's criminal records system.

The FBI Fingerprint Identification Automation Program: Issues and Options assesses plans by the Federal Bureau of Investigation to modernize its fingerprint and criminal history record system. The report concludes that modernization of the FBI's fingerprint identification system is essential to a federal-state-local partnership for the nationwide exchange of crimi-

nal fingerprints.

The second report, *Automated Checks of Firearm Purchasers*, estimates that building nationwide systems to support reasonably complete and accurate "instant" name checks of state and federal criminal history records probably would take several years and \$200 million to \$300 million.

Copies of the reports can be obtained from the Superintendent of Documents, U.S. Government Printing Office (GPO), Washington, D.C., 20402-9325, 202-783-3238.

New ICA president assumes post

Cook County Undersheriff John J. Robinson has been elected president of the Illinois Correctional Association. He assumed the two-year post at the ICA's fall training session in Peoria.

Prior to being named undersheriff in June by Sheriff Michael Sheahan, Mr. Robinson served as chief probation officer in the Cook County Adult Probation Department.

The ICA sponsors training seminars for state and local corrections professionals and serves as a statewide repository for information on corrections.

Two state criminal justice directors retire

Kenneth Boyle, director of the Office of the State's Attorneys Appellate Prosecutor since 1980, and **Albert Apa**, executive director of the Local Governmental Law Enforcement Officers Training Board since 1979, stepped down in December to take advantage of the state government's early retirement incentive.

Norbert Goetten replaces Mr. Boyle at the appellate prosecutor's office (see this page), while a new director at the training board had not been named by press time.

"Al Apa and Ken Boyle were valued public servants," said Peter B. Bensinger, chairman of the Illinois Criminal Justice Information Authority. "They were committed to total quality within their own agencies and to a high degree of professionalism among the local officials they served."

A graduate of the University of Illinois (and currently an elected trustee of the university), Mr. Boyle served in the Illinois House of Representatives from 1970 to 1976, and then as Macoupin County state's attorney for four years. As state's attorney, he was instrumental in the 1977 creation of the State's Attorneys Appellate Service Commission (which became the appellate prosecutor's office in 1986).

Mr. Boyle served as chairman of the commission for three terms before being appointed director in November 1980. As director, he created a drug prosecution unit to help state's attorneys

with complex cases and expanded training opportunities. A 1985 law made the director an ex officio member of the Authority, and Mr. Boyle served for six years, including five as chairman of the Authority's Budget Committee.

Mr. Apa spent 32 years as a Chicago police officer before his appointment as training board director in January 1979.

At the training board, he expanded the range of training offered to law enforcement agencies and improved the delivery system through a network of mobile team training units. At Mr. Apa's request, the Authority also developed an information system to streamline training reimbursement procedures for local law enforcement agencies.

"Al Apa was a strong voice for professionalism among all law enforcement personnel, from the officer in the squad car to the chief in the corner office," said J. David Coldren, executive director of the Authority. "His legacy is the high standard of training that police officers throughout Illinois now follow."



Kenneth Boyle



Albert Apa

Superintendent Martin retires after 36 years of service

LeRoy Martin started his career where most police officers do—working a patrol beat. After three decades he had achieved a rank reserved for a select few—head of the nation's second largest municipal police department.

After 36 years with the Chicago Police Department, including the last four as superintendent, Mr. Martin is stepping down in early 1992 upon reaching the department's mandatory retirement age of 63. Because the Chicago police superintendent is automatically a member of the Illinois Criminal Justice Information Authority, Mr. Martin also leaves the Authority.

"LeRoy Martin has been a dedicated and respected leader for



LeRoy Martin

the city of Chicago and for the state of Illinois here at the Authority," said Chairman Peter B. Bensinger.

Superintendent Martin started as a patrol officer on Chicago's West Side in 1955 and rose through the ranks. During the 1980s, he served as commander of the Narcotics/Organized Crime and Detective divisions, and as deputy chief of patrol. In November 1987, Mayor Harold Washington tapped Mr. Martin to be police superintendent.

Under his leadership, the police department modernized its crime laboratory, installed one of the largest automated fingerprint identification systems in the country, and began to computerize its criminal history records.

Superintendent Martin has agreed to stay on past his retirement date of January 29 until a successor is named.

Greene County state's attorney named to appellate prosecutor's post

A veteran prosecutor from west central Illinois is the new director of the Office of the State's Attorneys Appellate Prosecutor—and also the newest member of the Illinois Criminal Justice Information Authority.

Norbert Goetten, state's attorney of Greene County since 1972, was appointed in December to succeed Kenneth Boyle as director of the appellate prosecutor's office, the state agency that assists local prosecutors with criminal appeals. Under state law, the

director of the appellate prosecutor's office automatically serves on the Authority's 15-member board.

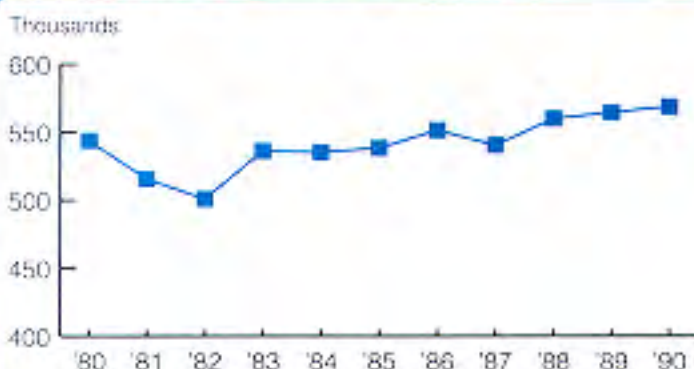
A 1962 graduate of Southern Illinois University, Director Goetten received his law degree from Chicago's John Marshall Law School in 1967 and spent five years in private practice specializing in criminal law. He was elected state's attorney of Greene County in 1972 and won re-election in 1976, 1980, 1984, and 1988.

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

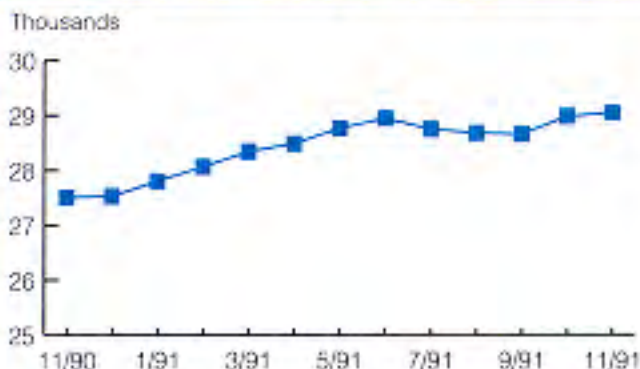
different aspects of the criminal justice system, the data from one graph should not be compared with data from other graphs.

Index property offenses (statewide)



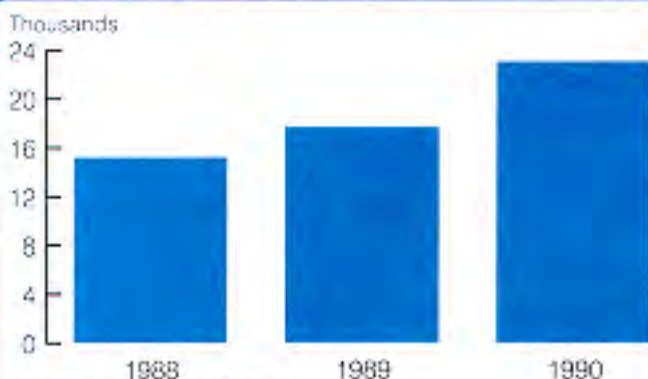
Source: Illinois State Police

State adult inmate population (end of month)



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

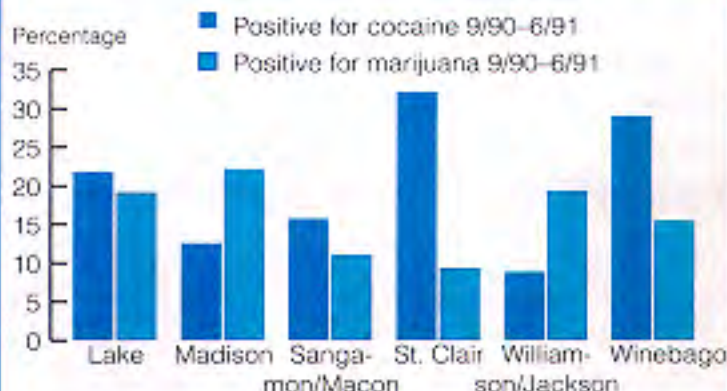
New felony probationers in Illinois



Source: Administrative Office of the Illinois Courts

Note: The chart appearing in this space in the Fall 91 Compiler should have specified that the data were for a **subset** only of new felony probationers.

Drug-positive arrestees outside Chicago



Source: National Institute of Justice, Drug Use Forecasting



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