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On the alert: In-car terminal network to speed police communications

By Sarah M. Dowse

Many Chicago-area police officers will soon have faster access to crime information where they need it most: on the streets.

The Area-wide Law Enforcement Radio Terminal System, or ALERTS, will enable officers to use small computer terminals in their squad cars to communicate with other patrol officers, their departments, and crime information repositories. Scheduled for release in the fall of 1988, ALERTS will provide faster, more accurate, and more complete data transmission than is possible with voice radio. This will both decrease the number of non-emergency calls made over voice radio channels and help reduce radio dispatchers' workloads.

The Illinois Criminal Justice Information Authority is implementing the system to make mobile technology feasible for law enforcement agencies that could not otherwise afford it. Federal funds will be used to help get the system up and running, and participating organizations will share hardware and software expenses.

"It has always been our philosophy to put technology directly into the hands of the people who need and use it most," said J. David Coldren, executive director of the Authority. "By taking advantage of economies of scale, we can help the widest range of agencies improve the quality of their operations with systems like ALERTS."

Here's how ALERTS will work:

- Officers will use in-car terminals, each consisting of a small screen and a keyboard, to transmit inquiries over FM radio airwaves. A 150-foot-high antenna at one or more of eight base stations in the region will pick up the digital data signal.
- The base station will transmit the data signal via land phone lines to a communications control center at the Authority's Chicago headquarters. The center will send the signal to the Authority's central processing unit, which will forward the request for information to regional, statewide, and national criminal justice data systems.
- The response will be transmitted back to the mobile terminal through the same communications channels. The entire process will take only seconds.

"Departments that have installed in-car systems like ALERTS have found that the number of inquiries they run has increased by four to eight times, and that the number of arrests they make has increased substantially as well," said Stephen Tapke, who heads the Authority's police information systems program.

ALERTS is based on the same philosophy as the Authority's Police Information Management System (PIMS), which 37 northern Illinois law enforcement agencies currently use to collect, store, and retrieve data about offenders and arrests in their jurisdictions. Like PIMS, ALERTS is a cooperative venture that will enable participating departments to enhance their technological resources at a lower cost than would be possible if each department set up its own system. For example, because ALERTS will run from computers centrally located at the Authority's offices, users will avoid the large hardware costs they would incur if they tried to operate a stand-alone mobile system. Agencies that use both PIMS and ALERTS will have the added

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Hildy Saizow, executive director of the Criminal Justice Statistics Association, displays a poster the organization developed with the Illinois Criminal Justice Information Authority for use at their November seminar on criminal justice projections (see story on page 10). *(Photo by Brian Stocker.)*

News in brief

LeRoy Martin is newest Authority member

Chicago's new police superintendent, LeRoy Martin, is also the Illinois Criminal Justice Information Authority's newest member. Superintendent Martin succeeded former Superintendent Fred Rice, who retired November 1. The Chicago police superintendent is automatically a member of the Authority.

Supt. Martin

Superintendent Martin started with the Chicago Police Department as a patrolman in 1955 and rose through the ranks. He has served as commander of the narcotics and organized crime division, director of public and internal information, and commander of detectives. Before his current appointment, Superintendent Martin was deputy chief of patrol in charge of four Chicago police districts. He holds bachelor's and master's degrees from Roosevelt University in Chicago.

Authority Chairman William Gould has assigned Superintendent Martin to the Authority's Budget Committee and its Research and Policy Committee.

Sexual assault victims to receive emergency services

Sexual assault victims on Chicago's South and West sides will have greater access to emergency room counseling, group support, and legal advocacy services under a new $225,000 federally funded program announced by the Authority in October.

An estimated 5,000 cases of sexual assault and abuse were reported in Chicago during 1986, according to the Chicago Police Department. Although a disproportionately high number of these crimes occurred on the South and West sides, counseling and other non-medical services for victims there have been virtually nonexistent, said Barbara McDonald, who oversees federal assistance programs for the Authority.

Using federal Victims of Crime Act funds, which come from fines levied against federal offenders, the Authority created a three-part plan to address the needs of these victims:

- Emergency room advocacy. Rape Victim Advocates, a non-profit agency that has coordinated volunteer services at seven North Side emergency rooms for more than a decade, will coordinate and train volunteer victim advocates at several South and West side hospitals. These advocates will provide support to sexual assault victims at the hospital immediately following the victimization.
- Group support services. The YWCA of Metropolitan Chicago will run three group support programs for sexual assault victims and will coordinate similar programs with six community groups on the South and West sides.
- Legal advocacy. Legal advocacy services for sexual assault victims on the South and West sides will also be expanded. Legal advocates help victims report crimes to police, serve as liaisons between victims and the state's attorney's office regarding the status and development of their cases, accompany victims to court appearances, and work with other criminal justice officials to inform them of the needs and rights of victims.

The Authority developed the plan with the assistance of the Chicago Sexual Assault Services Network, which will provide additional training and technical assistance to sexual assault service providers.

Six more counties to install computer systems

Criminal justice agencies in six more Illinois counties have signed agreements with the Authority to install computerized information systems.

The Rapid Automated Prosecution System (RAPS) will be installed in the offices of Alexander County State's Attorney Mark Clarke, Franklin County State's Attorney Terry Green, Macoupin County State's Attorney Edmond Rees, Union County State's Attorney H. Wesley Wilkins, and Warren County State's Attorney Greg McClintock. So far 20 county prosecutors' offices and the Office of the State's Attorneys Appellate Prosecutor have either installed the system or are in the process of doing so. RAPS maintains criminal prosecution records and supports the notification of crime victims and witnesses.

In addition, the office of Knox County Sheriff Mark Shearer will become the seventh sheriff's office to install the Correctional Institution Management Information System. CIMIS maintains information about each jail inmate and keeps track of housing locations, court appearances, and other activities.

The systems are being paid for by a combination of federal Justice Assistance Act money and matching local funds.

Illinois police departments form accreditation coalition

Law enforcement agencies in northern Illinois that are seeking accreditation from the national Commission on Accreditation for Law Enforcement Agencies have formed a coalition to share information and solve mutual problems. The Northern Illinois Police Accreditation Coalition has met three times, with more than 20 agencies attending each meeting.

Currently four municipal police departments in Illinois—Buffalo Grove, Palatine, Schaumburg, and Wilmette—and the Illinois Department of State Police have been accredited. Illinois has 54 agencies in the accreditation program, second only to Ohio, which has 55.

For information about the Northern Illinois Police Accreditation Coalition, call Commander David Nicholson of the Mount Prospect Police Department at 312-870-5656.

Attorney General's Office developing arson manual

Preventing and prosecuting arson cases in Illinois is the topic of a new training manual being developed by Attorney General (and Authority member) Neil Hartigan's office. The manual will provide practical and legal information to assist local law enforcement agencies, state's attorneys, and the State

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New law opens Illinois conviction records

By Maureen Hickey

Illinois' new Uniform Conviction Information Act (UCIA) is part of what many experts see as a nationwide trend toward more open access to criminal history records. But the law, which opens state conviction records to the public, still strikes a balance between the rights of people who have criminal records and the public's right to information, according to William Gould, chairman of the Illinois Criminal Justice Information Authority, which helped draft the legislation.

"Criminal history information has traditionally been public information, just at the local level," said Chairman Gould. "Reporters have always had access to police blotters and court dockets, but at the discretion of local officials. Questions of individual privacy versus the public's right to know have become much more complex now that criminal history information is available from central, computerized repositories."

The UCIA was overwhelmingly approved by the Illinois General Assembly last summer. Governor James R. Thompson amendatorily vetoed the original legislation, however, assigning responsibility for setting the form, manner, and fees for information requests to the Illinois Department of State Police (DSP). The governor also changed the effective date of the bill from 1988 to 1990. The General Assembly accepted the Governor's changes in November, and the bill was signed into law in December (Public Act 85-922).

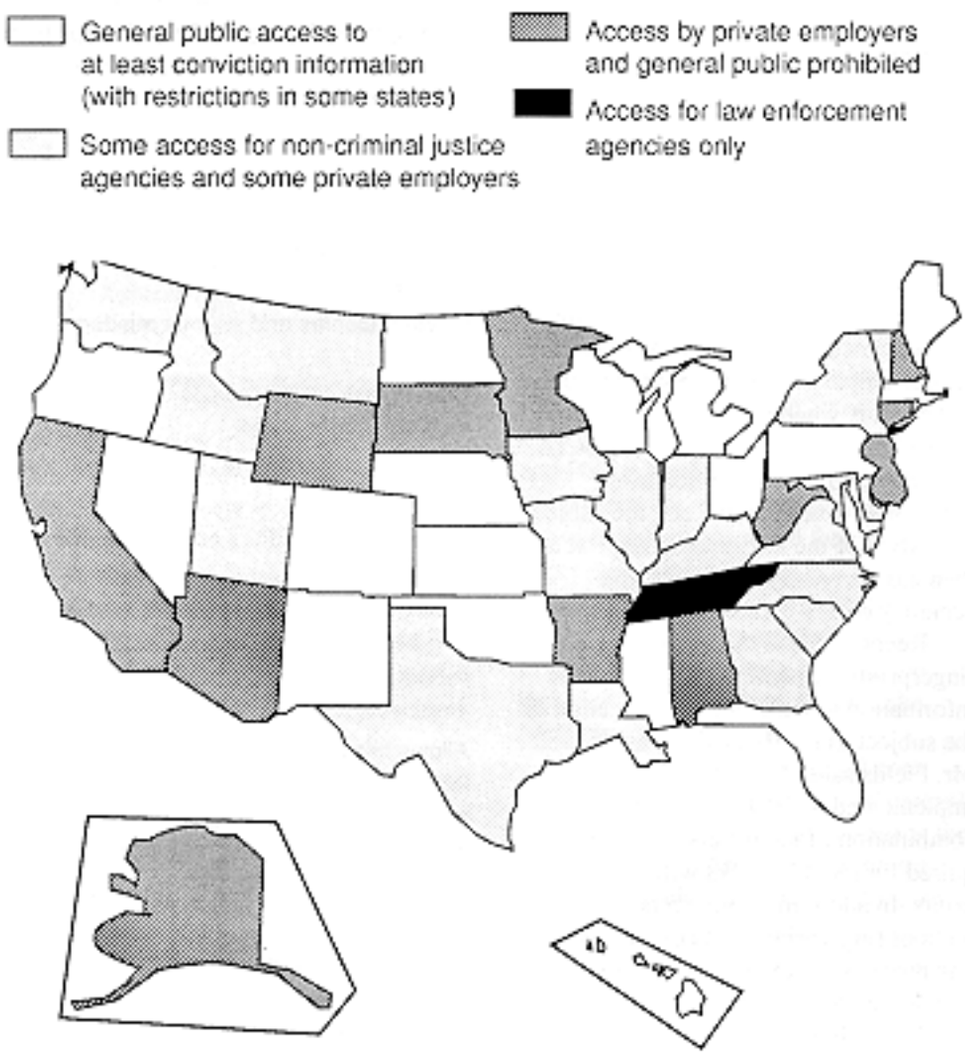
Beginning July 1, 1990, the UCIA will give citizens, private businesses, and state and local governments access to conviction records kept by DSP, which maintains the state's central repository, the Computerized Criminal History (CCH) system. Current law allows only government agencies and certain private organizations, such as those involved in child care, access to varying levels of criminal history information held in the state repository.

While other states have legislation opening criminal history information to the public in varying degrees, the Illinois law contains a unique combination of safeguards to promote the accuracy of the information that is disseminated and also to guarantee that subjects have the opportunity to dispute questionable records, according to Paul Fields, legal counsel for the Authority and principal author of the legislation.

"Other states have provisions that require positive or nearly positive identification of the subject or that require notification of the record subject, but those provisions aren't backed up by any notion of accountability," Mr. Fields said. "The Illinois law encourages the use of fingerprints as positive identification in record checks and protects the record subject by holding the *user* of the information responsible for the consequences of using the information, unless the record check was fingerprint-based."

"Criminal justice experts agree that fingerprints provide the only positive form of identification for a record subject," Chairman Gould said. "Checking by the subject's name alone, although it is faster and easier, is not nearly as accurate." Using other identifiers, such as race, sex, or date of birth, in ➤4

More states are opening up their criminal records to agencies and individuals outside the criminal justice system.



Source: SEARCH Group Inc. and interviews with officials in various states.

➤3 addition to the name, improves the accuracy, but does not guarantee it, he said.

Under the act, DSP is responsible for the accuracy of information in record checks based on fingerprints, and the law allows citizens to sue the state for damages if a fingerprint-based record check contains inaccurate information. But information from record checks without fingerprints carries a warning that DSP does not take responsibility for the accuracy of the information. The user of the information—an employer, for example—then becomes liable for any damages. According to Mr. Fields, the law will encourage government agencies, private employers, and individuals to use fingerprints whenever possible when requesting information under the UCIA.

In employment and licensing situations covered by the act, the subject is notified of the information request and then has seven days to contest the accuracy of any records on file.

Record checks that are not based on fingerprints will still require sufficient information to make the identification of the subject as nearly positive as possible, Mr. Fields said. Before the law is implemented, DSP will determine what combination of identifiers will be required for record checks without fingerprints. In addition, if any record check without fingerprints turns up more than one record subject, no information will be released to non-criminal justice users.

DSP will maintain a three-year audit trail of all requests for conviction information. According to Mr. Fields, this will make it possible for citizens about whom inaccurate information was disseminated to protect their rights.

The UCIA will make Illinois one of a small number of states to grant the general public access to some part of the criminal history record information held in state repositories. To help states address the issue of access to criminal history information, the National Conference of Commissioners on Uniform State Laws has adopted model legislation. The Uniform Criminal History Records Act calls for making conviction information and information about an arrest that occurred within one year of the request available to the public. In order to obtain the information, however, the request must include either the record subject's fingerprints, the personal identification number assigned to the subject's file by the repository, or at least two other pieces of identification that the repository uses to retrieve criminal history information.

The UCIA closely resembles the model act in requiring as nearly ➤5

The Illinois Uniform Conviction Information Act and the National Conference of Commissioners on Uniform State Laws' model bill share many characteristics.

	UCIA	Model Bill
Allows access to conviction information in central repositories	✓	✓
Allows access to arrest and non-conviction information less than one year old		✓
Covers felonies and serious misdemeanors	✓	✓
Covers less serious misdemeanors, conservation offenses, and municipal ordinances		✓
Gives priority to information requests from criminal justice agencies	✓	
Encourages, but does not require, the use of fingerprints for identification	✓	✓
Provides for notification of information request to record subject and gives record subject opportunity to review record	✓	✓
Protects against misuse of information by private employers	✓	
Allows requester to compel disclosure and record subject to compel correction of record	✓	✓
Allows state police to refuse to provide information to requesters who fail to comply with regulations	✓	
Provides civil remedies for unauthorized dissemination	✓	✓
Provides for attorneys' fees for successful complainant	✓	✓
Provides criminal sanctions for intentionally violating the act	✓	✓
Requires a three-year log of requests	✓	✓
Requires audits to promote accuracy of records and timeliness of dissemination	✓	✓
Provides indemnification of local agencies	✓	
Reimburses local agencies for fingerprinting	✓	
Allows access to criminal histories from other states		✓
Allows limited disclosure of a complete criminal history record for research purposes		✓
Provides for physical security of records		✓
Standardizes form, manner, and fees for requesting and furnishing information	✓	✓

➤ positive identification of the record subject as possible. But the model law allows access to both arrest and conviction information, while the Illinois law allows access to conviction information only.

The Illinois law resembles the model bill in other respects as well, according to Professor George Trubow of the John Marshall Law School in Chicago, who helped draft the model law. Under both bills, when a request is not accompanied by fingerprints, criminal history information may not be released if more than one record subject exists for the identifiers that are supplied. Both bills also allow a record subject to bring action against state officials if faulty information is provided on the basis of a fingerprint check.

"The Illinois act has some unique attributes as well," said Professor Trubow. "The model legislation does not contain measures for redress against private users. Private action is an innovation of the Illinois bill, and I think that's good."

Another innovation in the Illinois law, according to Professor Trubow, is that it limits the amount of time a requester can use conviction information to 30 days.

"In order to avoid liability, the user is required to get an update after 30 days," said Professor Trubow. "That will keep users from using stale information."

New time series package available from the Authority

A new user manual is available for the Illinois Criminal Justice Information Authority's Time Series Pattern Description (TSPAT) package. TSPAT provides concrete and readily understandable answers to simple descriptive questions about the general pattern of change over time in a variable. The program gives the user "line segment fit" descriptions of the pattern over time. The new TSPAT package includes a PC version, an enhanced mainframe version, and the user manual. For more information, call Carolyn Rebecca Block at the Authority, 312-793-8550.

As states continue to debate how open criminal records should be, a recent federal court ruling may make all criminal history record information open to the public, regardless of state law. A 1987 ruling by the U.S. Court of Appeals for the District of Columbia held that *all* criminal history record information maintained by the FBI is open to the public under the federal Freedom of Information Act *(Reporters Committee for Freedom of the Press v. Department of Justice)*. The ruling, if it stands, will have an impact on the public availability of criminal history information nationwide, according to Robert Belair, general counsel for the SEARCH Group, a California-based criminal justice research consortium.

"It is almost a certainty that criminal history data relating to federal offenses will be publicly available, because information about federal arrests, convictions, and sentences is publicly available at its original point of entry," he said. "And it seems likely that state and local rap sheet information held at the federal level will be available, in one manner or another, from federal agencies."

Mr. Belair also suggested that, since many states' open-record and freedom of information statutes are based on the federal act, courts in those states may hold that their freedom of information statutes require repositories and other state and local criminal justice agencies to make criminal history record information publicly available. ■

The making of the UCIA

Like many bills that deal with complex and controversial issues, the Illinois Uniform Conviction Information Act went through many policy drafts before it became law. According to the Authority's legal counsel, Paul Fields, the legislation originally was a comprehensive measure addressing accuracy and completeness of criminal history information as well as openness of records. It called for public access to some arrest information as well as conviction information, and applied to both local and statewide records. It also included measures preventing expungement of criminal history records and requiring that they be sealed instead.

"We originally intended to combine the principle behind the current act—that criminal history records are public documents paid for with public funds and about public events and thus should be open to the public—with the principle that criminal history information should be preserved for research purposes through sealing records," said Mr. Fields. "But as the bill went through a long cycle of public hearings and proposals to the General Assembly, it was gradually refined."

The first problems to be dealt with were simplest, according to Mr. Fields.

"Local officials objected to the state legislating what had traditionally been a prerogative of local officials—the dissemination of criminal history information," he said. "And some groups had strong objections to sealing rather than expunging criminal history records."

The bill was changed to address only state criminal history records, and measures to require agencies to seal rather than expunge criminal history records were introduced in a separate bill. But the thorniest problem still remained.

"The news media were adamantly in favor of total openness of criminal history records, including all non-conviction information, on First Amendment grounds," Mr. Fields said. "But civil liberties groups were equally opposed to this proposal, because of the possible harm that could come from misuse of such records."

Ultimately, the bill was rewritten to exclude arrest information, although that information is still available from "police blotters" in many municipalities.

"By narrowing the information available to conviction information only, we were able to make the most crucial information—that the record subject had actually been convicted of a crime—available to the public," said Mr. Fields. ■

1986 bail amendment seldom used

By Kevin P. Morison

A year-old provision in the Illinois Constitution that gives judges the power to deny bail to defendants charged with certain serious crimes has been seldom used so far, but the number of bail denials may pick up now that statutory guidelines have been enacted.

That's the consensus of dozens of state's attorneys, courts officials, and experts on bail procedures who were asked recently about the impact of the so-called Illinois bail amendment at its one-year anniversary.

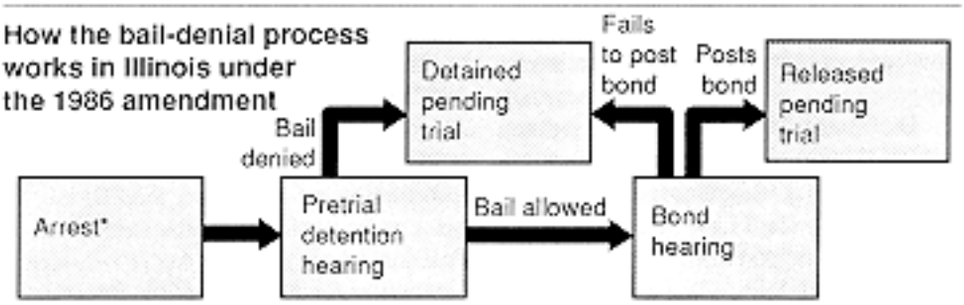
The Illinois Constitution previously guaranteed bail to all defendants except those charged with capital offenses or crimes that carry a life sentence upon conviction. In November 1986, however, Illinois voters overwhelmingly approved an amendment to Article I, Section 9 of the constitution. Now bail may be denied to any defendant charged with an offense that carries a mandatory prison sentence if, following a hearing, a judge determines two things: that the proof is evident or the presumption of guilt is great and that releasing the defendant would pose a "real and present threat to the physical safety of any person."

But since the bail amendment took effect on November 24, 1986, it has been scarcely used. Although there are no comprehensive statistics on bail decisions in Illinois, indications are that only a handful of defendants—most of them from Cook County—have been denied bail under the new provision.

For example, of the 56 state's attorneys who responded in November to inquiries from the Authority, only four said they had even tried to use the bail amendment. In three of these counties—Coles, Kendall, and St. Clair—there were about 10 requests to deny bail, approximately half of which were granted. The number of defendants denied bail under the amendment in Cook County appears to be higher, although officials could not provide precise figures.

Prosecutors offered three primary reasons for not invoking the bail amendment more often:

How the bail-denial process works in Illinois under the 1986 amendment



*For a crime carrying a mandatory prison term

- Thirty-five of the 56 said they had not had any cases in which the bail amendment would have applied. Thirty of these prosecutors serve relatively small counties with fewer than 40,000 people.
- Several other state's attorneys indicated that they are generally able to keep defendants they consider dangerous in pretrial custody through the use of cash bail.

"If somebody fits into the category that allows the bail amendment to kick in, judges aren't going to let him out anyway," said St. Clair County State's Attorney John Baricevic. "You have to understand that 90 percent of our violent criminals don't have 10 bucks—any amount of bail will keep them in jail."

Some prosecutors, however, pointed out that cash bail at any amount cannot guarantee the appearance in court of suspected large-scale drug traffickers. "Even very large amounts of bail for some defendants, particularly drug traffickers, is simply a cost of doing business," said Robert Repel, legislative liaison in Cook County State's Attorney Richard M. Daley's office. "We've had members of the Herrera crime family who have posted $100,000 of a $1 million bond and never come back. The amendment addresses that type of situation," he said.

- A few prosecutors said they hesitated to invoke the bail amendment without further direction from the Illinois General Assembly about specific procedures to follow in such cases. Courts officials said judges were also reluctant to consider requests to deny bail under the amendment without a specific statute.

Many judges did not want to "create legislation by decision," said Jeffrey Arnold, administrative director of the Cook County Circuit Court. "It's one thing to have the amendment," he said. "But without having some statutory authority I doubt judges wanted to create a 'judicial piece of legislation.'"

Mr. Repel said that although his office took the position that the amendment was "self-effective" without follow-up legislation, "there were some members of the judiciary who felt that very clear procedures ought to be set out concerning bail-denial hearings."

These specific procedures are spelled out in Senate Bill 28 (Public Act 85-892), which became effective November 4, 1987:

- Under the law, a petition must be filed, and a pretrial detention hearing to determine whether the defendant would pose a "real and present threat" to public safety must be held within three days of the defendant's first appearance in court.
- The law allows each side to present information at the hearing, although the normal rules of discovery and admissibility of evidence do not apply. Defendants, who may be represented by counsel, have the right to testify, to present witnesses, and to cross-examine witnesses presented by the state.
- The law requires that a determination of dangerousness be supported by "clear and convincing evidence" presented by the state. The factors to be weighed in making this determination include the nature of the crime, the history of the defendant, the identity of the people whose safety may be ➤ 7

6➤ endangered if the defendant is released, the age and physical condition of any person assaulted by the victim, and whether the defendant was on probation, parole, or pretrial release for another charge at the time of the current offense.

● Either side may appeal the judge's decision, and each detention order must summarize the evidence of the defendant's culpability and the judge's reasons for concluding that bail be denied.

Both supporters of the original bail amendment and people who opposed it seem to agree that statutorily defined procedures were needed.

"Most of the persons in the coalition, though still opposed to the concept of preventive detention, thought it was much improved to have specific guidelines," said Donna Schiller of the Chicago Council of Lawyers and an organizer of the 1986 Coalition Against the Preventive Detention Amendment.

Adams County State's Attorney Tom Leeper described the guidelines as "somewhat stringent," but said that unless they were, judges would be unlikely to consider bail-denial petitions. He said appellate courts will probably be less likely to reverse pretrial detention decisions that are made "within the context of statutory guidelines."

But Temple University associate professor John Goldkamp said that if other states are any example, use of Illinois' bail amendment may not increase even with adoption of the statutory procedures. "In the states that have them, special procedures for bail denial are hardly ever used," said Mr. Goldkamp, who has studied bail laws throughout the country. He said the procedures are generally "too much trouble" for local prosecutors to deal with in all but a few cases.

Professor Goldkamp said changes in Illinois' bail laws are part of a nationwide trend toward making public protection—not just securing the defendant's appearance in court—an explicit goal of bail. The trend started, he said, with passage of the Federal Bail Reform Act of 1966 and similar legislation in the District of Columbia in 1970. By 1984, 34 states had laws addressing defendant dangerousness in bail decisions, including Illinois, which allows defendant dangerousness to be considered not only in petitions to deny bail but also in setting bail amounts for many defendants.

"Defendant dangerousness has always been behind the use of bail. It's just up front now," Mr. Goldkamp said. In the past, he said, the goal of keeping potentially dangerous defendants off the streets was accomplished by setting high bond amounts that they could not possibly meet.

James Piper, director of special projects in the Cook County State's Attorney's Office, said Illinois' bail amendment may "bring some truth to the bail process" by ending what he called the game of "let's see if you can make that bond" for defendants charged with very serous crimes. "The bail amendment addresses the real issue, the issue of compliance with the conditions of bond: to appear in court as directed and not to violate any laws," he said.

"It's a judicial function to be concerned with public safety, not just a state's attorney's concern or a police concern," Mr. Piper added. "What the constitutional amendment and the enabling legislation do is give judges a tool to enhance that public safety."

But Professor Goldkamp said claims that preventive detention laws help reduce crime are not supported by empirical research. He said that averaging out various studies on pretrial crime shows that about 10 percent to 12 percent of all defendants released on bond are rearrested while out on bond. Among defendants charged with violent offenses, he said, the rate is generally about 5 percent.

Mr. Piper, however, said the relatively low rearrest rates found in the research may not tell the complete story, since most criminals get caught for only a small percentage of the crimes they actually commit.

Regardless of how much Illinois' bail amendment is used and how effective it is at preventing pretrial crime, many officials think that having a preventive detention measure on the books is important.

Said State's Attorney Leeper of Adams County: "A high percentage of the offenses in our county are committed by people on bond, probation, or parole. It's a shame society can't solve this problem. What we need are new ideas, and at least the bail amendment is a new idea. Clearly the law sends a proper message." ■

State to compensate counties that deny bail to defendants

One novel feature of Illinois' preventive detention measure is that it requires the state to repay counties for the cost of holding defendants denied bail under the 1986 constitutional amendment. Public Act 85-892 (Senate Bill 28) specifies how this reimbursement is to take place.

Under the law, the sheriff of each county must certify to the county treasurer the number of days that defendants denied bail under the 1986 amendment have been detained in the county jail. By January 1 of each year, the county treasurer is required to certify to the Illinois Supreme Court the number of days that persons were detained without bond during the 12-month period ending November 30. The Supreme Court must then reimburse the counties at a rate of $50 a day per inmate.

Because of the potential costs, Governor James R. Thompson amendatorily vetoed Senate Bill 28 on September 24 to remove the mandatory reimbursement provision. The Governor said no funds were available for this expense and, furthermore, that the state was not obligated to cover the costs because the pretrial detention issue did not fall under the State Mandates Act, which requires the state to pick up the tab for any requirements it imposes on units of local government.

Both houses of the General Assembly disagreed, and overrode the Governor's recommended changes. However, the Legislature did not appropriate any funds to cover reimbursement during fiscal year 1988, which ends June 30. ■

Crime prevention commentary: Do self-help measures really work?

By Louise Miller

Successful community crime prevention programs are like professional boxers: they have a strong one-two punch. They start with individuals taking responsibility for securing their homes through self-help measures such as installing and using effective locks. They follow through with people coming together to form neighborhood watch groups that take pride in their community and work to keep it safe.

In the fight against crime, both of these punches are necessary, but neither is sufficient by itself. Unfortunately, as many practitioners will attest, it is often difficult to convince individual citizens of the need to throw the first punch: self-help measures to secure their property. Now, to make matters worse, a recent study from Kentucky claims that such preventive measures will not affect your chances of being victimized anyway. But a close examination of this research shows that we shouldn't give up the fight.

The study, *The Effects of "Self-Help" Precautionary Measures on Criminal Victimization and Fear*, sought to "examine the effects of self-help measures independently of...crime prevention tactics" such as neighborhood watch. In other words, will personally using one or all of eight selected security measures protect you?

The eight measures chosen for the study were locking one's vehicle at home; locking one's vehicle when away from home; having valuables engraved; using antiburglary stickers and decals; asking service personnel for identification; having a burglar alarm; leaving lights, a radio, or a television on when away; and locking doors and windows when away. These eight measures were selected "for their correspondence to existing promotional programs."

To test the effectiveness of these measures, respondents to a survey were asked which, if any, of the eight they use, and whether they were the victim of a crime during the study period. The level of victimizations experienced by people using any self-help measures were compared to the level of victimizations of people who did not use the measures. Theoretically, according to the study, if the measures do, in fact, prevent crime, then people using the protective measures should experience fewer victimizations. The study claimed, however, that "without exception, the use of a particular self-help measure did not affect the victimization rate to any significant degree." In other words, approximately the same percentage of people who did and did not lock their cars when away from home reported "some type of crime" victimization.

The conclusion that self-help measures do not affect victimization cannot be justified based on this research, for several reasons. First, the study did not compare the individual self-help measures with occurrences of the particular crimes that those measures are intended to prevent. For example, no comparison was made of the number of car thefts experienced by people who lock their cars as opposed to people who do not. Rather, occurrences of *any* property crimes were compared against the use of the self-help measures alone and together. Thus, the study found that people who always lock their cars experienced the same level of, say, home burglaries, as people who do not lock their cars. The real question of whether locking the car prevents auto theft, vandalism, or theft from the vehicle was not addressed.

A second problem with the study, from a crime prevention practitioner's standpoint, is the choice of self-help measures examined. Although there is no universally agreed-upon list of proper self-help measures, there are several generally endorsed methods. These measures—for example, using deadbolt locks ☛9

"Business Watch" program begins

The National Sheriffs' Association, creator and sponsor of National Neighborhood Watch, has added a new component to the program, National Business Watch, a commercial "eyes and ears" crime prevention effort. According to Betsy Cantrell, NSA crime prevention director, the goals of the program are to organize merchants in informal working associations, help individual merchants make their premises and employees less vulnerable to crime, and forge better relationships between law enforcement and business people.

As with National Neighborhood Watch, the NSA has orange and black signs, stickers, pamphlets, and other Business Watch materials available

BUSINESS WATCH

for purchase. For more information on the program, contact Betsy Cantrell, National Sheriffs' Association,1450 Duke Street, Alexandria, Virginia, 22314, 703-836-7027.

8☛ at all times—are more specific than general measures, such as "door locking," as examined in the Kentucky study. Simply locking your doors affords little protection if you have inadequate locks. Thus, any finding from this study related to the effectiveness of "locked doors" as a crime prevention measure is suspect. A more accurate study of the effect of individual self-help measures might examine the occurrence of burglaries among people who do and do not have and use effective locks on their doors and windows, or who use a combination of self-help measures all aimed at burglary prevention.

The upshot of this research is that we're back where we started, asking the question "Do self-help measures increase your protection against crime victimization?" Common sense still dictates that a locked door is more secure that an unlocked one, so citizens should continue to be encouraged to take precautions to protect their property. In addition, since other studies have shown the effectiveness of neighborhood watch programs, citizens must combine personal safety measures with group strategies to reduce their chances of victimization.

The Kentucky study came to the right conclusion—that self-help measures should not be used by themselves—but for the wrong reason. It's not that locking your doors won't prevent crime, but that locked doors *alone* won't do it. In other words, we shouldn't neglect that one-two punch. ✪

Crime Prevention Quickies

- The Illinois Criminal Justice Information Authority's two-year-old campaign to encourage citizens to "Take a Bite Out of Crime" has earned the state a certificate of merit from the national Advertising Council. In addition, the Illinois General Assembly in November adopted a joint resolution commending McGruff and the Authority for their crime prevention efforts.

- Nominations for the 1988 Governor's Awards for Outstanding Achievement in Community Crime Prevention are now being accepted by the Authority. Awards will be given in six categories: law enforcement agency; media; business; civic organization; individual (paid professional or volunteer); and—a new category this year—exemplary program. For more information or a nomination kit, call Louise Miller at 1-800-4-MCGRUFF. Nominations must be postmarked no later than February 15, 1988.

- Mark your calendars! The Authority's annual crime prevention seminars are scheduled for April 5 in Peoria, May 3 in Collinsville, and June 3 in Oak Brook. For reservations or more information call 1-800-4-MCGRUFF.

1988 crime prevention publications available

For the third consecutive year, the Illinois Criminal Justice Information Authority is offering crime prevention brochures featuring McGruff to law enforcement agencies throughout the state. In 1987, more than 440 police and sheriffs' departments distributed 4 million brochures developed by the Authority in conjunction with their local crime prevention programs.

Here is a list of the 1988 crime prevention brochures:

February: *Drug Abuse Prevention.* A brochure for grade school children that discusses reasons to say "no" to drugs and alcohol. It reinforces that message through puzzles and games.

March: *Don't Fall Victim to a Con Artist.* Using vignettes, this brochure describes common cons and frauds citizens should watch for, including home repair, pigeon drops, and credit card fraud. For adults (especially senior citizens).

May: *Neighborhood Watch.* Encourages neighbors to work together to watch out for suspicious activities in their communities.

June: *Home Safety Checklists.* Contains suggestions on how to secure your home against burglars. For older children and adults.

August: *School Crime Prevention Bookmarks.* McGruff gives tips to children on how to protect their bicycles, lockers, and money in school. Also can be used as a ruler.

September: *Halloween Safety Tips and Game.* A sheet with tips on Halloween safety and a board game featuring McGruff that can be played with dice. For grade school children.

November: *Holiday Safety.* A brochure for adults showing how to avoid pickpockets and con artists and how to watch out for other types of crime during the holidays.

These materials will be available in bulk to law enforcement agencies while supplies last. There is room on the back of all materials (except the bookmarks) for a department to stamp its name and address or a crime prevention message. *There is no charge for any of these materials.* To order, call 1-800-4-MCGRUFF. ✪

McGruff waves from the window of the Aurora Police Department's new mobile crime prevention unit. ***(Photo courtesy of the Aurora Police Department)***

Criminal justice projections can influence policy change

By Sarah M. Dowse

Criminal justice projections are the "combat intelligence in the war on crime," according to one expert who spoke at a recent seminar on how predictions of crime levels, prison populations, and other criminal justice trends can guide the development of public policy.

But Michael Redman, executive secretary for the Washington Association of Prosecuting Attorneys, warned that projections cannot work without cooperation—and good communication—between state and local officials.

Mr. Redman was one of 19 speakers at the two-day workshop in Chicago, which was sponsored by the Illinois Criminal Justice Information Authority and the Criminal Justice Statistics Association (CJSA). The meeting attracted nearly 70 criminal justice statisticians, analysts, and planners from around the United States and Canada.

"The primary goal of the workshop was to present people with a rational, step-by-step process for developing believable and reliable projections of system growth," said Authority Associate Director John Firman, one of the coordinators of the event.

Chip Coldren, research director for CJSA, said criminal justice projections "provide a way of getting more objective information into the planning process. By using them in decision-making we can help eliminate some of the uncertainty involved in setting effective policy.

"And even if your projections don't come out right, you can still learn a lot about how the criminal justice system works," Mr. Coldren said.

The seminar focused on the complex interplay of factors in the criminal justice system—crime patterns, arrest and conviction rates, judicial procedures—that contribute to such problems as court case backlogs and prison crowding.

Projections—logical extensions of current trends into the future—are often used to anticipate how changes in current policies will affect criminal justice resources and systems. For example, the length of time inmates spend in jails and prisons, parole regulations, and capacity of existing facilities can directly affect the ability of local, state, and federal corrections systems to house inmates under safe and humane conditions.

"The most important thing is to make decisions with a knowledge of what is driving policy change."

— Sheldon Messinger
University of California at Berkeley

One statistical method used to gauge the effect of certain policy changes is *sensitivity analysis*. This technique involves dividing policy objectives into smaller components and then changing the quantity of one factor at a time—keeping the others constant—to determine the resulting effect on the expected outcome.

"The most important thing is to make decisions with a knowledge of what is driving policy change," said Sheldon Messinger, professor of law at the University of California at Berkeley. He said history has clearly demonstrated that trends often tend to reverse themselves over time. In other words, sometimes no amount of planning can ensure the intended outcome.

The seminar emphasized the work group—a gathering of experts from a variety of relevant fields—as a means of building support for policy decisions based on projections. Because the work group participates directly in the development of projections, it can often accomplish what individuals cannot, according to Nola Joyce, manager of planning and budget for the Illinois Department of Corrections.

But group dynamics—especially when a variety of interests are represented—often can lead to conflicts as well. Participants in the seminar learned this lesson during an exercise designed to simulate a policy problem facing many jurisdictions: prison crowding.

The seminar's organizers used hypothetical population data from the last five years and projections for the next 10 to estimate an imaginary future prison population for a state. They then averaged current arrest, incarceration and case filing rates and concluded that the state's prison population would be far over capacity in the future.

The participants were divided into work groups and asked to experiment with statistical projections to help correct this problem. Each member was assigned a role to play: state budget director, corrections department head, or county prosecutor, for example. Basing their projections on certain realistic assumptions about what factors actually affect prison crowding, they attempted to establish a set of policy recommendations that could be used to keep the state's correctional facilities from becoming overburdened in the future.

What the participants found in their groups was that a lack of agreement and a lack of information about the problem prevented them from making decisions quickly and easily. Because of the wide range of interests represented by the members of each group, reaching a consensus proved extremely difficult. And several participants voiced concern that even the best policy decisions can be thwarted if there isn't enough money to implement them.

The panelists' remarks mirrored the concerns of the participants as well.

"Budget does drive policy, to some degree, and cutbacks affect all possible outcomes," said panelist Frederic Moyer, an architect and president of a firm that specializes in criminal justice facility planning and design.

In addition to understanding criminal justice issues that affect policies, the speakers said larger changes in society must be considered in making policy decisions. ■

Q & A: Seizing the assets of drug traffickers

By Margaret Poethig

To put drug dealers out of business, you have to take the profit out of drug trafficking. That's one of the primary messages criminal justice leaders are giving local officials who fight drugs.

During 1987 the Illinois Criminal Justice Information Authority, along with other state and federal organizations, provided local law enforcement officers, prosecutors, and members of the judiciary with training in the use of a powerful tool called asset seizure and forfeiture to deprive drug dealers of the business capital they need to continue trafficking drugs.

The following questions and answers are based on information provided in the training sessions.

Q: *What is asset seizure and forfeiture?*
A: *Asset seizure* is the confiscation by the government of property, or assets, that are tainted or that become tainted because they were used to commit a crime or were gained from a crime. *Forfeiture* is a legal process by which the title to the seized property is turned over to the government. Certain provisions in federal and state laws specifically permit the seizure and forfeiture of property involved in drug trafficking.

Q: *What makes asset seizure and forfeiture a powerful tool against drug trafficking?*
A: Asset seizure and forfeiture provisions enable federal and state agencies to take from drug traffickers any property used in a drug transaction, as well as proceeds from drug dealing. At the same time, much of the money resulting from a forfeiture goes back into state and local drug law enforcement efforts.

In the fiscal year that ended September 30, 1987, the federal government returned $47 million in cash—47 percent of the total amount forfeited—and $13 million in property to local agencies across the nation, according to Frank DeLizza, the midwest forfeiture management officer for the National Asset Seizure and Forfeiture Program of the U.S. Marshal's Service.

Q: *What federal laws permit asset forfeiture in drug cases?*
A: Asset forfeiture in drug cases can be accomplished through either civil or criminal proceedings. *Criminal* forfeiture is pursued under two federal laws:

- The Racketeer Influenced and Corrupt Organizations (RICO) Act (18 U.S.C. 1963)
- The Federal Drug Abuse Prevention and Control Act (21 U.S.C. 853)

RICO is used primarily for big forfeiture cases against large criminal organizations or racketeers.

Federal *civil* forfeiture is carried out under the Federal Drug Abuse Prevention and Control Act (21 U.S.C. 881).

Q: *What about state laws?*
A: Of the four Illinois laws that contain provisions for drug forfeiture, Bernard Hoffman, legal advisor for the Illinois Department of State Police, said that prosecutors prefer to use the two civil forfeiture statutes:

- The Illinois Cannabis Control Act (Ill.Rev.Stat., ch. 56 1/2, par. 712)
- The Illinois Controlled Substances Act (Ill.Rev.Stat., ch. 56 1/2, par. 1505)

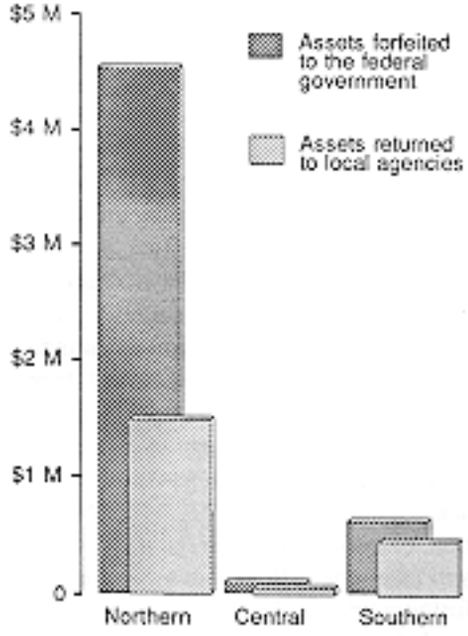
Criminal forfeiture in Illinois—"although rarely pursued," according to Mr. Hoffman—is also permitted under the Illinois Narcotics Profit Forfeiture Act (Ill.Rev.Stat., ch. 56 1/2, par. 2105)

A 1982 change in the Controlled Substances Act made it easier to seize traffickers' assets. The revision provided that money found near a forfeitable substance—illegal drugs, drug paraphernalia, records of drug trafficking—is itself forfeitable. Unless a claimant challenges the presumption that the money is forfeitable, it is forfeited automatically .

"State and local agencies rarely pursued asset seizure and forfeiture in drug cases until this statutory change became effective," said Mr. Hoffman.

Until recently, drug forfeiture could have been pursued under a fifth law—the Illinois Drug Paraphernalia Control Act (Ill.Rev.Stat., ch. 56-1/2, par. 2101). But the Illinois Supreme Court in October held that a part of the law not dealing with forfeiture was unconstitutionally vague. A bill is currently pending in the General Assembly to amend this act to meet the Supreme Court's concerns.

Value of assets forfeited to the federal government in Illinois (from January 1985 to November 1987)



Source: U.S. Marshal's Service

Q: *What are the differences between civil and criminal forfeiture?*
A: Civil forfeiture proceedings are brought against property involved in a criminal offense instead of against a person. Possession of the property in and of itself may not be illegal, but the property may be subject to seizure and forfeiture because of the way it was used. No criminal charge or conviction need exist against the owner of the property for the civil forfeiture case to occur.

In criminal forfeiture proceedings, the forfeiture of property depends on the outcome of the criminal case brought against the owner of the property. The defendant in the criminal case must be convicted of the crime involving the property, or the property cannot be subject to forfeiture.

Tom Walsh, deputy chief of the Civil Division of the U.S. Attorney's Office in Chicago, said there are two major differences between civil and ➤ 12

criminal forfeiture that illustrate what he sees as advantages to civil forfeiture. First, in civil forfeiture, the burden of proof is on the person who wants the property back. In criminal forfeiture, however, the government must show beyond a reasonable doubt that the defendant is guilty of the drug offense in order to pursue the forfeiture of the property.

"In federal civil forfeiture," Mr. Walsh said, "all the government has to show is probable cause—something more than mere suspicion."

Under Illinois laws, the claimant in a civil forfeiture case must show by a preponderance of the evidence that the property is not linked to a criminal drug offense in order to keep it.

The second advantage to civil forfeiture is that the questions that can be asked a claimant when giving a deposition, or sworn testimony, go well beyond the range allowed in a criminal forfeiture case. This testimony could be used against the claimant in a criminal case. So if the claimant in a civil forfeiture case is a defendant in a criminal case, the claimant will usually refuse to give a deposition, thereby surrendering claim to the property. The property is then considered forfeited to the state.

Q: *What property can be forfeited under federal laws?*

A: Any property used or intended to be used to facilitate a drug transaction can be forfeited under federal law, but most forfeited property falls into one of three categories: vehicles, money, or real estate.

The law permits, for example, the seizure and forfeiture of a car if there is probable cause to believe that it was intended to be used to transport drugs, even if drugs were not found in the car. Or if a drug dealer shows a roll of money to prove that he has the means to purchase drugs, that money is forfeitable because it was used to facilitate a drug transaction. Furthermore, if a drug dealer makes a phone call from his home or business to purchase or sell drugs, or if a farmer uses his land to grow or store illegal drugs, the home, business, or farm is forfeitable.

In addition, the *proceeds* from drug trafficking are forfeitable. Again, these proceeds can include vehicles, money, or real estate. Any property that is traceable from a drug transaction, such as profit or property traded for drugs, is considered proceeds and is forfeitable.

Q: *What can be forfeited under Illinois laws?*

A: In Illinois, any property of value used or intended for use in the violation of Illinois drug laws is forfeitable, but certain types of property are easier to forfeit than others, according to Mr. Hoffman. It is easier to pursue the forfeiture of vehicles and money than real estate because there are no provisions in Illinois law for the forfeiture of real estate used specifically "to facilitate" a drug transaction. "In practice, only real estate that can be traced to drug money or that was traded for drugs can be forfeited to the state," Mr. Hoffman said.

Q: *What is the value of the property forfeited in Illinois?*

A: According to Mr. Hoffman, more than $5 million has been forfeited to the state since late 1982. The amount increases every year as law enforcement officers and prosecutors become more familiar with the use and scope of the forfeiture laws in Illinois, he said.

Since January 1985, $5.2 million in cash and property has been forfeited to the federal government in Illinois, according to Mr. DeLizza. Much more has been seized and is in the process of being forfeited to the government.

Q: *What happens to forfeited assets?*

A: In general, assets that are forfeited to the federal government are shared with the state and local agencies that participated in the relevant investigations. The amount that is shared with these agencies is proportional to the level of their participation. So if a local agency investigated the use of farmland to grow marijuana in Illinois, for instance, but asked the federal government to seize the property and pursue the forfeiture, then as much as 90 percent of the value of the assets would be shared with the local agency. Since 1985, the federal government has returned close to $2 million in cash and property to local agencies in Illinois, according to Mr. DeLizza.

Under Illinois law, the director of state police is designated as the recipient of all forfeited assets. According to Mr. Hoffman, the director has chosen to return most of the assets to the agency that seized them. And in an increasing number of cases, the assets have been returned to the state's attorney's office that prosecuted the case.

Q: *What does the future hold for asset seizure and forfeiture in Illinois?*

A: More and more people in the criminal justice system are interested in learning how to use asset seizure and forfeiture against drug trafficking. But according to officials, these laws are still still not being used as fully as they might be.

Some judges, Mr. Hoffman says, are not aware that asset seizure and forfeiture are "valid, available statutes and there is no case law from the appellate courts that in any way casts any doubts or questions about...their constitutionality or their application."

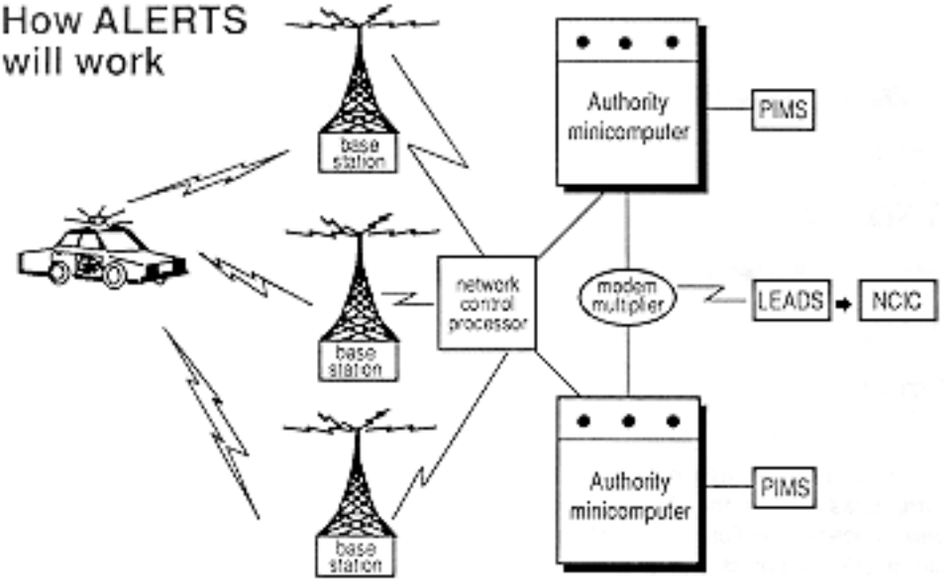
The limitation under state law for forfeiting real estate also hampers broader use of drug forfeiture.

"But the most important task before criminal justice leaders," said Mr. Hoffman, "is making more law enforcement officers and prosecutors aware of the availability of seizure and forfeiture procedures for drug cases and training them in their use." ■

For more information about asset seizure and forfeiture in Illinois, contact:

- *Robert Taylor, Illinois Department of State Police, 188 Industrial Drive, Suite 414, Elmhurst, 60126, 312-530-3810.*
- *Thomas P. Walsh, Assistant U.S. Attorney, Northern District, United States Courthouse, Chicago, 60604, 312-353-1996.*
- *John A. Mehlick, Assistant U.S. Attorney, Central District, P.O. Box 375, Springfield, 62705, 217-492-4450.*
- *Ralph Friederich, Assistant U.S. Attorney, Southern District, 750 Missouri Avenue, East St. Louis, 62201, 618-482-9361.*
- *Frank DeLizza, U.S. Marshal's Service, 230 South Dearborn, Chicago, 60604, 312-886-7466.*

How ALERTS will work



ALERTS

➤ *from page 1*

advantage of mobile access to PIMS arrest, vehicle, and property data, Mr. Tapke said.

Initial funding of $332,000 from the federal Justice Assistance Act is being used to help get ALERTS up and running; matching local funds will help cover costs associated with operating the system. Participating agencies will have to pay for network access, the actual terminals, and maintenance of the in-car equipment.

ALERTS is being targeted initially for use in six Chicago-area counties: Cook, DuPage, Kane, Lake, McHenry, and Will. However, the Authority hopes eventually to expand the ALERTS network outside the Chicago area, Director Coldren said.

Agencies using the system will have complete access to the "hot files" of the statewide Law Enforcement Agencies Data System (LEADS) and the FBI's National Crime Information Center (NCIC). These files contain information on wanted persons and vehicles, and lost or stolen property, including cars, boats, securities, and weapons. ALERTS will also be able to transmit warrant information.

ALERTS has several other features:

- Trouble warning signal. This feature will enable police to request assistance in emergencies. By simply pressing a button on the keyboard, they can automatically transmit an emergency message to the dispatcher, who then notifies officers in other cars about the situation.
- Security of data transmission. ALERTS will maintain data security by requiring passwords that identify users and their departments. The system will also distinguish between management-level users, who have access to the most information, and other users whose access may be more limited.
- Car-to-car communications. Police in one squad car will be able to send messages directly to another, without the entire user network receiving them as well. This type of selective transmission of information is not possible with voice communications.
- Exclusive communications between cars and stations. The dispatcher will be able to send information exclusively to one car, and data sent from a mobile terminal to the department will be confidential.
- Completeness of information. By providing responding officers with information about an incident before they arrive at the scene, ALERTS may help make their jobs safer. PIMS users will be able to use ALERTS to look up information about addresses, associates, and prior incidents or warning messages. ■

For more information about ALERTS, call Stephen Tapke at the Authority, 312-793-8550.

Briefs

➤ *from page 2*

Fire Marshal's Office in preventing, detecting, investigating, and prosecuting arson cases, with special emphasis on arson for profit.

"It's time to put an end to this type of illegal activity in Illinois," Attorney General Hartigan said.

Crime one of top concerns for Chicago-area officials

Public officials in the Chicago metropolitan area think the economy and crime are the two most pressing issues facing the region, according to a recent survey by the Metropolitan Planning Council and the University of Chicago's Center for Urban Research and Policy Studies. More than 60 percent of mayors, city managers, county board members, state and federal legislators, and other officials in a six-county area were asked questions about 13 issues, from housing and race relations to recreation and culture. The survey included Cook, DuPage, Kane, Lake, McHenry, and Will counties.

Crime ranked second of all concerns, even though more than 80 percent of the respondents were from outside the city of Chicago. According to the survey, crime ranked second as a concern among DuPage, Kane, and Will counties' leaders. It ranked third in Chicago and Lake County and fourth in suburban Cook County. Crime ranked sixth as a problem among McHenry County's leaders, and 10th among respondents whose perspective included the region as a whole, rather than a particular municipality or county. ➤ *14*

Clarification

A table on page 10 of the Fall 1987 issue of *the Compiler* contained misleading information about the number of death sentences imposed since 1977 in two Illinois counties. Because one Livingston County case was moved to McLean County to guarantee the defendant a fair trial, the ensuing death sentence was listed under the McLean total, even though Livingston County prosecutors tried the case. The totals for both Livingston and McLean counties are two.

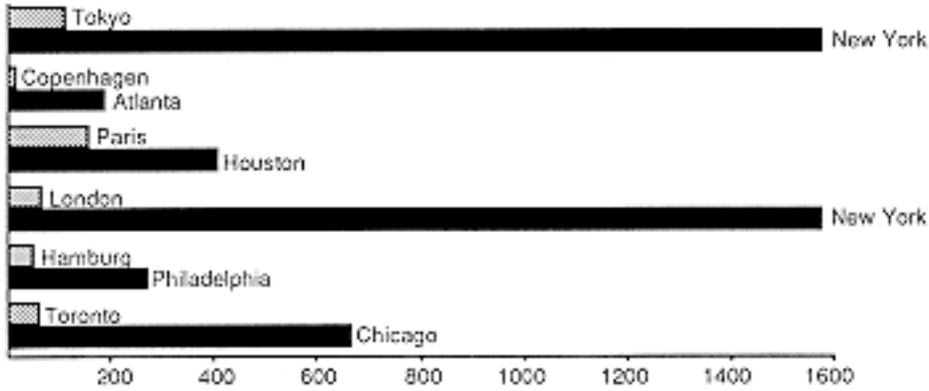
13➤

Countries with gun control laws have fewer homicides

Countries with strict firearm control laws also have fewer homicides, an ongoing study by the International Association of Chiefs of Police (IACP) shows. Each month since July, the association's newsletter, *IACP News*, has matched representative cities in the the United States with cities with similarly sized populations in countries with strict firearm control laws and has compared the homicide rates for each.

Gun laws in the countries compared through December 1987—Canada, Denmark, France, Great Britain, Japan, and West Germany—all include very strict licensing procedures for handguns, and most also include licensing requirements for hunting guns.

Urban homicides are much lower in nations with strict gun control laws.



The number of homicides in one year for comparably sized foreign and U.S. metropolitan areas, as given in the IACP newsletter, is shown above. All figures are for 1986, except Chicago and Toronto, which are for 1985. U.S. figures are from the FBI's Uniform Crime Reports; other figures are from each country's official crime reporting agency, according to the newsletter.

Bureau of Identification moves to new quarters

The Illinois Department of State Police Bureau of Identification has moved to new quarters at 260 North Chicago Street, Joliet, Illinois, 60431-0260. The new telephone number is 815-740-5160.

The bureau manages the state's criminal history record information program. The new facility houses the Computerized Criminal History system, the state central repository for criminal records. It will also contain the State Police's Automated Fingerprint Identification System.

Public supports prison alternatives

The general public is aware of prison crowding and supports alternatives to incarceration, according to a recent opinion research study conducted by the Public Agenda Foundation and funded by the Edna McConnell Clark Foundation. The study also found the public believes that sentence uniformity is needed for similar crimes committed under similar circumstances and that the first goal of prisons should be to rehabilitate offenders, but that the prison system is not meeting that goal.

Although respondents are knowledgeable about prison crowding, they also indicated that they do not understand the causes of crowding nor how crowding inhibits rehabilitation.

The analysis was based on discussions with 10 focus groups of 12 members each. Each focus group represented a demographic cross section of the metropolitan area its members were drawn from: Atlanta; Boston; Chicago; Houston; Little Rock, Arkansas; Minneapolis; New York City; St. Louis; San Diego; and Westchester County, New York.

For more information contact John Doble of the Public Agenda Foundation, 212-686-6610. For a copy of the report, send a self-addressed label to the Communications Office, Edna McConnell Clark Foundation, 250 Park Avenue, New York, New York, 10017.

AIDS clearinghouse established

The National Institute of Justice has established a clearinghouse of information on how AIDS affects criminal justice professionals and their work. The clearinghouse will distribute current AIDS information developed by the institute, the Centers for Disease Control, and other federal agencies, as well as materials prepared by professional associations, state and local governments, and criminal justice agencies across the country.

An information specialist will be available to answer questions, make referrals, and suggest publications pertaining to AIDS as it relates to criminal justice. The institute will also publish a special series of bulletins that will present short, nontechnical summaries of information on AIDS and related criminal justice polices. The first *AIDS Bulletin* provides basic medical facts about AIDS, its cause, transmission, and incidence in the United States.

The National Institute of Justice AIDS Clearinghouse can be reached at 301-251-5500.

People

Three memorial funds have been established to honor first assistant Cook County state's attorney Michael J. Angarola, who died in an automobile accident in October. The Michael ➤ 15

the Compiler

Senior Editor: Kevin P. Morison
Managing Editor: Maureen Hickey
Assistant Editors: Sarah M. Dowse, Margaret Poethig
Crime Prevention Editor: Louise Miller

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14➤ J. Angarola Memorial Fund at Children's Memorial Hospital, 2300 North Children's Plaza, Chicago, 60614, will help victims of child abuse. Another fund has been established at the Juvenile Protective Association, 1707 North Halsted Street, Chicago, 60614. In addition, the Michael J. Angarola Scholarship Fund has been established at IIT-Chicago Kent College of Law, where Mr. Angarola taught. Contributions may be sent to **Neil Cohen,** Lord Bissell and Brook, 115 South La Salle Street, Chicago, 60603....Cook County State's Attorney (and Authority member) **Richard M. Daley** and former Chicago Police Superintendent **Fred Rice** both received awards in October from Rape Victim Advocates. The two were recognized for their efforts toward improved understanding of rape victims' needs and greater attention to prosecution of sexual assault cases....Attorney General (and Authority member) **Neil Hartigan** was honored December 4 by the National Center for Freedom of Information Studies at Loyola University of Chicago, the Chicago Headline Club, and the Illinois Freedom of Information Council for his support of First Amendment rights and vigorous enforcement of the Illinois Open Meetings and Freedom of Information acts....The Illinois Supreme Court has appointed Attorney General Hartigan, Cook County State's Attorney Daley, and U.S. Attorney **Anton R. Valukas** to a committee of 30 lawyers, judges, and prosecutors that is investigating ways to ensure that convicts on Death Row in Illinois get effective counsel....Mothers Against Gangs, a Chicago anti-street gang organization, presented State's Attorney Daley, former Superintendent Rice, and state Senator **William Marovitz** (D-3, Chicago), author of the Illinois Safe School Law, with awards for their part in the battle against gang violence....Former Authority member **Harry G. Comerford** was re-elected in November to another three-year term as chief judge of the Cook County Circuit Court. Judge Comerford has served as a circuit judge since 1964 and as chief judge since 1978....Illinois Supreme Court Justice (and former Authority member) **Thomas J. Moran** became chief justice of the high court in January. He was elected by the court to succeed Justice **William G. Clark**....Department of State Police (DSP) Director (and Authority member) **Jeremy Margolis** has appointed a new assistant director and four new division supervisors at the department. **Sam Nolen** is DSP's new assistant director, replacing **Chris Maerz**, who has joined the Illinois Department of Public Aid. **Larry Scheufele** is the new superintendent of the Division of Forensic Sciences and Identification, replacing Assistant Director Nolen. **William O'Sullivan**, former deputy superintendent of the Division of State Troopers, has replaced **Laimutis Nargelenas** as head of that division. Mr. Nargelenas is now deputy superintendent of the Division of Criminal Investigation (DCI). **Gene Marlin**, former deputy superintendent of DCI, has replaced **Alex Ferguson**, who is leaving the department for the private sector, as superintendent of the Division of Administration. And **David Williams**, former chief of enforcement and investigations for the transportation division of the Illinois Commerce Commission, replaces **Harry Burge**, who is retiring, as superintendent of the Division of Internal Investigations....A new, privately funded commission has been formed to study the interaction between agencies within the Cook County criminal justice system. The Criminal Justice Project of Cook County, which is affiliated with Northwestern University's Center for Urban Affairs and Policy Research, is an outgrowth of the special commission established in the wake of the federal government's Operation Greylord investigation into court-related corruption. The commission, which is supported by grants from the Chicago Community Trust, the Lloyd A. Fry Foundation, and the Robert R. McCormick Charitable Trust, will operate independently from the court system, according to project director **Jerold S. Solovy,** an attorney with Jenner and Block. **Peter M. Manikas** of the urban affairs center will serve as the project's executive director. The commission's 27-member board of directors includes lawyers and criminal justice scholars as well as business and civic leaders.

Upcoming events

Authority Chairman William Gould has announced the dates of the agency's 1988 regular meetings: March 25, June 17, October 7, and December 9....The American Probation and Parole Association (APPA), in conjunction with the National Association of Probation Executives, has received a grant from the U.S. Department of Justice to develop and conduct a national training program for probation and parole managers and trainers throughout the United States and Canada who deal with drug abusing probationers and parolees. APPA is seeking recommendations for programs, approaches, and technologies to consider as course material for the training seminars. For more information, call Tim Matthews at 606-252-2291. ■

Employment notice

The Illinois Criminal Justice Information Authority is seeking qualified candidates for the following positions:

● *Information Resource Center Director.* Administers and supervises the Information Resource Center. The center collects, maintains, and disseminates criminal justice information to criminal justice professionals, researchers, and private citizens. The center also performs short-term research projects and maintains the Authority's research library. Applicants for this position should have a graduate degree in criminology or a related social science, as well as five years of experience in a criminal justice agency and at least two years of experience supervising professional staff.

● *Data Quality Control Center Director.* Administers and supervises the Data Quality Control Center. The center audits the Illinois repository of criminal history record information, and performs short-term research projects and does various other research and analysis. Applicants for this position should have a graduate degree in criminology or a related social science, as well as five years of experience in a criminal justice agency and at least two years of experience supervising staff.

"Flat time" sentencing: Nine years later

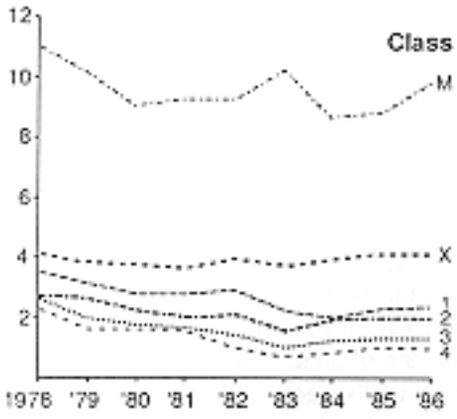
In 1978, Illinois enacted a determinate, or "flat time," sentencing structure, in which each offender is sentenced to a fixed number of years in prison without the possibility of parole. Previously, a judge could set a sentence within a range of years, and offenders were generally eligible for release on parole after serving only a fraction of their sentences.

Statistical scoreboard —

In the years since this change took effect, has the actual amount of time convicted offenders spend in prison increased or decreased? As the Illinois Criminal Justice Information Authority's recent report, *Trends and Issues*, shows, the answer depends on the type of crime.

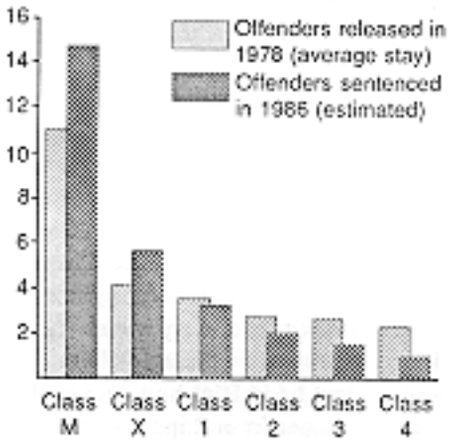
Determinate sentencing already appears to have affected the average length of stay for inmates who served time for the relatively less serious Class 3 and Class 4 felonies. The average time these offenders spent in prison fell from more than two years for those released in 1978 to slightly more than one year for those Class 3 felons released in 1986, and to less than one year for those Class 4 offenders released in 1986. Average length of stay for prisoners convicted of Class 1 and Class 2 felonies also declined by about one year each during this period.

Prison stays for less serious crimes have decreased under determinate sentencing, but...



Source: Illinois Department of Corrections

...determinate sentencing should increase the time the most serious offenders stay in prison.



Among offenders imprisoned for the two most serious classes of crimes—murder and Class X offenses—the full effects of determinate sentencing have yet to be felt. Class X offenders released in 1986 (including a small portion who were convicted before 1978 and served indeterminate sentences) spent approximately the same amount of time in prison as comparable offenders released in 1978. The length of stay for murderers has increased steadily since 1984, and should continue to do so as the population of convicted murderers in prison becomes almost entirely made up of offenders serving determinate sentences.

In *Trends and Issues*, the Authority used another method to measure the effect of determinate sentencing for serious crimes: comparing the length of stay for prisoners released in 1978 with the estimated length of stay for offenders *entering prison* in 1986.

Offenders convicted of murder in 1986 can expect to serve an average of about 14.7 years in prison—or almost three years and nine months longer than the time actually served by convicted murderers released in 1978. Class X offenders sentenced in 1986 can expect to serve about 5.5 years in prison, or about 1.5 years more than comparable offenders who were released in 1978 actually served. For Class 1, 2, 3, and 4 felons sentenced in 1986, the estimated length of stay should be between 3.5 months and 15.5 months less than 1978 levels. ■

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