

The Compiler

Illinois Criminal Justice Information Authority

Fall 1992

Inside

A new look at probation 5

Faced with more—and more serious—offenders, Illinois' probation departments are turning to specialized programs that provide more options between straight community supervision and incarceration.

Probation stats 8

A snapshot of recent statistics on probation in Illinois.

Probation financing 9

While probation is less costly than incarceration, demands for services are outstripping resources.

Drugs and probation 12

Drug treatment is becoming a key component of many probation programs.

Saving drug testing dollars 14

A recent Authority study suggests ways to reduce the cost of drug testing in probation.

Rethinking probation

Probation has been evolving for over 100 years in Illinois. But with the state's prisons operating well beyond their capacity, probation is getting renewed attention from criminal justice policymakers and practitioners.

Many still view probation as a "paper" punishment, an image probation officials are working hard to overcome. Drug treatment, intensive supervision, electronic monitoring, GED classes, and other special interventions are being used to hold offenders responsible for their actions and to help them reintegrate with society.

The renewed attention to probation, coupled with an increase in crime, has pushed probation caseloads to record levels in Illinois, however. Probation departments are being asked to manage not only more offenders but also more serious offenders, all at a time when resources for probation are being stretched. Turn to page 5 for more information on the state of probation in Illinois.



Photo courtesy of Treatment Alternatives for Special Clients, Inc.

Crowding crisis looms as prison population continues to grow

Illinois' prison population continued to increase during the first half of 1992, although the rate of growth has slowed somewhat from the previous two years, according to statistics from the federal Bureau of Justice Statistics. Still, Illinois' prison system is headed toward a crisis in the next two years, the director of the Illinois Department of Corrections warned members of the Illinois Criminal Justice Information Authority in September.

Illinois' inmate population grew 4.5 percent between December 31, 1991, and June 30, 1992, reaching 30,432. (The prison population exceeded 31,000 at the end of September 1992.) During the first six months of 1991, the Illinois prison population grew 5.2 percent. During the same period in 1990, the growth rate was 10.5 percent.

Despite the slowdown in population growth, Corrections Director Howard Peters III says the department's latest projections show the prison population is still increasing faster than anticipated. If current trends continue, Illinois will add 10,000 inmates over the

next four years, not the 7,000 originally projected, and the state's prison population will reach 40,000 by the end of 1996, Director Peters said at the Authority's meeting September 11.

Even before that, he warned, Illinois prisons will reach their "capacity ceiling" of 33,500—the absolute maximum number of inmates that can be safely managed with existing or planned facilities—in April 1994.

The prison population trends in Illinois mirror the national picture. Nationwide, inmate populations increased 12.5 percent in 1989, 8.6 percent in 1990, 6.8 percent in 1991, and 3.8 percent during the first half of 1992.

The continued, though slower, increases mean that, as of June 30, 1992, a record 855,958 people were incarcerated in prisons nationwide. Illinois continues to rank seventh in prison population, behind, in order, California, New York, Texas, Florida, Ohio, and Michigan.

A task force Governor Jim Edgar created to address prison crowding is scheduled to release its final report this winter.

Cook County installs jail management system

Cook County Jail, the nation's largest single-site jail facility, has a new computer system designed to improve the identification and tracking of inmates. The Illinois Criminal Justice Information Authority completed installation of a newly enhanced version of its Correctional Institution Management Information System (CIMIS) at the jail in September.

The Cook County Department of Corrections has used CIMIS for more than a decade. The latest version of the Authority's program includes several new features:

- ◆ Computerized "video mug shots" of inmates (providing another means of identification besides fingerprints)
- ◆ More data on gang affiliations
- ◆ Attorney information
- ◆ Warrant information on inmates

In addition, the new system allows Cook County to electronically share information with other jails that use CIMIS, including the jails in nearby Lake and Will counties. In all, 14 counties in Illinois currently use CIMIS. Cook County, with up to 10,000 inmates in a facility designed for 7,200, is by far the largest user.

These features have been added to the standard CIMIS features that allow easier retrieval of information on repeat offenders, access to the LEADS (Law Enforcement Agencies Data System) telecommunications network, maintenance of inmate medical and property information, and electronic data transfer to the Illinois Department of Corrections.

11 agencies join ALERTS

The Authority's Area-wide Law Enforcement Radio Terminal System has added 11 new users in recent months. The in-car terminal network, which provides police officers with instant access to national, state, and local crime information, now has 122 users in four different regions of the state.

The Peoria and Tazewell county sheriff's departments and the Bartonville, East Peoria, Morton, and Washington police departments have formed the core of a group of users in the Peoria and Tazewell county area. The Urbana Police Department has joined the Champaign-area network, and the Loami Police Department has been added to the group of Springfield-area users.

In the Chicago area, the Clarendon Hills, LaGrange, and Midlothian police departments have joined the network.

Correction

The Summer 1992 issue of *The Compiler* contained a typographical error in the table on page 9. The chart, which listed failure-to-appear and rearrest rates for clients of pretrial release programs in various jurisdictions in the United States, should have listed a failure-to-appear rate of 11 percent for men released on recognizance bonds in Washington, D.C. The Authority regrets the error.

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Jim Edgar
Governor

Peter B. Bensinger
Chairman

Dennis E. Nowicki
Executive Director

Kevin P. Morison
Senior Editor

Maureen Hickey
Managing Editor

Jeffrey Austin
Associate Editor

Tom Monagan
Intern



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Illinois crime hits record high — again

A record 707,902 violent and property crimes were reported to the police in Illinois during 1991, the fourth consecutive year the state's crime index has increased, according to statistics released in October by the Illinois State Police.

Propelled by big increases in robbery, murder, and burglary, the state's crime index rose 4 percent over the 1990 total of 680,393 offenses, the previous record. Crime in Illinois has in-

creased nearly 12 percent over the last four years; violent crime surged 29 percent during this period.

Increases were recorded in every crime category except arson during 1991. Robbery showed the largest percentage increase, 16.8 percent, to a record 52,485 offenses. Record totals were also reported for criminal sexual assault and aggravated assault, which helped push the state's violent crime total 8.2 percent higher.

Property crime rose 3.2 percent last year, with burglary showing its first increase in five years. Motor vehicle theft, which fell 2.6 percent in Chicago, surged up 12.5 percent outside the city.

Crime increased in all parts of the state in 1991. Sixty-nine counties recorded crime increases last year, while 33 showed declines. In Chicago, which accounts for three-quarters of all violent crimes in the state and 40 percent of property offenses, violent crime was up 9.2 percent and property crime rose 1.3 percent.

Statewide, there were 6,193 reported index crimes for every 100,000 residents. Illinois' 1991 crime rate was slightly higher than the national rate of 5,820 offenses per 100,000 people.

Nationally, crime was up 2.7 percent between 1990 and 1991, to approximately 14.9 million offenses.

Reported crime in Illinois

	1991	1990	% change
Total index crime	707,902*	680,393	+4.0
Murder	1,298	1,183	+9.7
Criminal sexual assault	6,525*	6,399	+2.0
Robbery	52,485*	44,932	+16.8
Agg. assault/battery	60,937*	59,511	+2.4
Burglary	128,150	120,357	+6.5
Larceny/theft	378,392*	369,358	+2.4
Motor vehicle theft	75,630	73,814	+2.5
Arson	4,485	4,839	-7.3

*Record high

Source: Illinois State Police Uniform Crime Reports

"Kiosk jurisprudence" one of many possibilities in Illinois courts' future, new report predicts

Community-based stations equipped with computers, faxes, and video conferencing equipment may one day eliminate the need for in-court appearances for minor offenses. "Kiosk jurisprudence" is one of many ideas raised in a new report on how to bring Illinois' courts into the 21st century.

The Future and the Courts in Illinois is the final report of a conference held last April by the Illinois Supreme Court, the American Judicature Society, and the State Justice Institute. The conference, which was funded in part by the Illinois Criminal Justice Information Authority, looked at social, demographic, and economic trends and discussed ways in which the Illinois judicial system can best prepare itself for a vastly different society in the year 2020.

Several key trends affecting the criminal courts were identified by participants:

◆ Demographic changes mean the courts will have to serve a more diverse constituency that is older, less white, and more female.

◆ Advances in computer technology will change the way society gathers and disseminates information and does business.

◆ The educational system may not be keeping pace with changes in the economy. As employers need more skilled information workers, unskilled laborers will find it harder to earn a living. As the income gap continues to grow, criminality may also grow.

◆ Divorce and custody litigation is increasing, and dysfunctional families may be linked to drug abuse, domestic

violence, juvenile delinquency, and gang activity.

The outcome of these trends is a judicial system with too many cases and not enough money to handle them, the report said. With this dilemma in mind, participants developed several recommendations for change:

◆ Use a "triage" system to direct only the most serious offenses, or most significant cases, to judges in specialized courts, and to relegate minor infractions and small claims disputes to specially trained administrators. Cases could also be kept out of the courts through pretrial intervention and alternative dispute resolution programs.

◆ Increase the emphasis on treatment as a means of rehabilitation, with some judicial decisions being made in consul-

tation with psychologists and social workers.

◆ Take a more proactive stance on social issues, with judges and lawyers using their leadership and political skills to pursue non-partisan community action and goals.

For more information about the report, contact the American Judicature Society, 25 East Washington, Suite 1600, Chicago, Illinois, 60602, telephone 312-558-6900.

Compiler honored

The Compiler has been cited as one of the nation's outstanding criminal justice newsletters by the Washington Crime News Service. The award was announced in the May 11 issue of *Crime Control Digest* by publisher Richard J. O'Connell.

More training urged for part-time cops

Part-time police officers in Illinois should be required to undergo the same training as full-time officers, according to a state panel studying part-time and auxiliary policing.

The panel contends that if part-time police officers have the same responsibilities as full-time officers, they should receive the same training. Presently, all full-time law enforcement officers in Illinois must pass a 400-hour training course to receive state certification, while part-time officers need only complete a 40-hour firearms course.

Although many law enforcement experts agree the increased training would benefit

part-time officers, some critics say money and time are problems, especially for small jurisdictions, which rely on part-time officers to keep law enforcement costs down. In Illinois, the per-officer cost of training is approximately \$5,000.

The 16-member Part-time and Auxiliary Police Advisory Panel includes law enforcement representatives as well as four state legislators.

The group's proposal on part-time police officers will be considered during the upcoming session of the Illinois General Assembly. The panel is currently discussing issues of auxiliary policing.

Research project to study roots of criminal behavior

A joint research project by the federal government and a private foundation will soon begin tracking thousands of randomly selected children and adults in an effort to study the roots of criminal behavior.

Starting in early 1993, experts in the fields of criminology, psychiatry, psychology, sociology, biology, and statistics will study more than 10,000 individuals from birth to age 31, in some 60 communities in two major cities, over the course of eight years.

The joint study, called the Program on Human Development and Criminal Behavior, is based at Harvard University and sponsored by the National Institute of Justice and the John D. and Catherine T. MacArthur Foundation.

The researchers hope to learn more about two overriding questions: What distinguishes individuals who move on to higher, more serious stages of antisocial conduct from those who do not? And, at what ages and developmental stages can intervention programs significantly decrease the proportion of individuals at one antisocial stage who pass on to the next?

For more information about the study, contact Felton Earls, professor of human behavior and development, Harvard School of Public Health, 677 Huntington Avenue, Boston, Massachusetts, 02115, 617-432-1227.

Crime and security top public housing concerns

Crime and building security are primary concerns of residents in the nation's most severely distressed public housing units, according to a recently released report by the National Commission on Severely Distressed Public Housing.

Six percent of public housing units nationwide are considered "severely distressed," meaning they are in deteriorating buildings, isolated from needed services, and in areas that are crime-ridden and economically depressed.

To address security concerns, the commission recommended the following:

- ◆ Make public safety an eligible expense for public housing operations.
- ◆ Provide funding of \$93 million per year for additional security services.
- ◆ Direct drug forfeiture funds to severely distressed public housing developments and give priority for using the funds to train residents as drug counselors and community organizers.
- ◆ Require the U.S. Department of Housing and Urban Development and local housing authorities to collect data on crime in developments and surrounding communities.

Vincent Lane, chairman of the Chicago Housing Authority, co-chairs the commission.

For more information, or for a copy of the commission's *Preliminary Report and Proposed National Action Plan*, contact the National Commission on Severely Distressed Public Housing, 1111 18th Street, N.W., Suite 806, Washington, D.C., 20036, or telephone 202-275-6933.

Law enforcement executives deserve written contracts: PERF

Chief law enforcement executives deserve the job security provided by a solid contract, according to a resolution adopted recently by the Police Executive Research Forum.

The resolution seeks to protect police chiefs from having their tenure cut short by political whims, reactions to a single event, union pressures, and other factors unrelated to the quality of police service provided to a community. It calls for communities to provide their chief law enforcement executives with written contracts that, at a minimum, address the terms of compensation packages, due process for termination, and severance.

According to PERF, the nation's largest police departments are changing chiefs, on average, every three to four years.

PERF's resolution follows its recent publication, *On the Dotted Line: Police Executive Contracts*, which directs public officials and police executives on how to develop and negotiate critical clauses in a written employment contract.

For more information, write to Martha Plotkin, Police Executive Research Forum, 2300 M Street, N.W., Suite 910, Washington, D.C., 20037, or call 202-466-7820.

Giving teeth to a "paper tiger"

While many consider probation a "light" sentence, probation officials cry foul. The growth of specialized probation programs, plus an increasingly professional staff, often make probation more demanding on the offender than prison, they argue. The next hurdle: persuading policymakers and the public.

By Kevin P. Morison

In the South Lawndale community on Chicago's West Side, probation officers are teaming up with police and community agencies in a unique effort to reduce violence among the area's Latino street gangs. Up to 150 known gang members sentenced to probation are being targeted for intensive supervision, frequent home visits, curfew checks, drug testing, and access to counseling, education, and treatment.

Two hundred miles to the south, in rural Effingham County, the probation department has launched a pilot program offering basic literacy and GED classes to some of that county's probationers, the majority of whom are high school dropouts. Probation officers are working with CEFS, a social service agency, to get needy offenders into its computerized learning center.

Though separated by geography and distinct in their approaches, these two programs reflect a growing trend in Illinois: as the state's prisons have become dangerously crowded, the justice system has turned to probation for a broader range of programs—of "intermediate sanctions"—that fill the gap between traditional community supervision and incarceration.

Bolstering probation's image

But even as the number and scope of their programs expand, probation departments continue to battle the perception, held in

many circles, that probation is little more than a paper tiger when it comes to punishing offenders. Officials readily admit that bolstering their profession's image may be one of their most formidable challenges as they gear up for what will likely be an expanded role in Illinois' system of criminal punishment.

"The probation profession finds itself in a position that we are viewed as a paper caseload, as a sanction that is a gift," said Michael J. Rohan, director of probation and court services in Cook County and immediate past president of the Illinois Probation and Court Services Association. "These views are held by judges, by legislators, because we have not gone out as a profession and educated them as to the impact of our programs.

"Since 1984, there's been a dramatic change in the services offered by probation, but we have not gone out and marketed that change to state's attorneys, judges, and others," Director Rohan said in testimony this summer before the Illinois Task Force on Crime and Corrections.

The task force was created last February by Governor Jim Edgar to recommend solutions to the severe crowding in Illinois' prison system. In analyzing that situation, however, the task force quickly learned that probation is straining under the weight of record workloads as well.

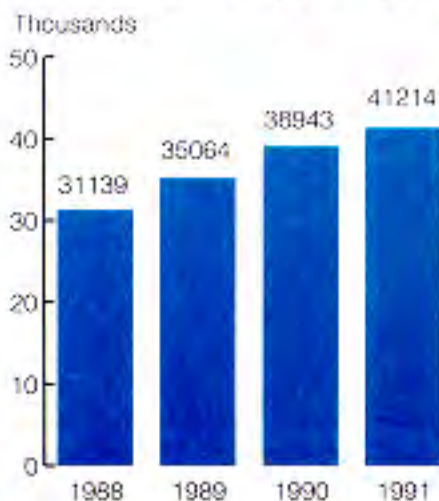
"Numbers are overwhelming"

Between 1988 and 1991, the number of adults on active probation in Illinois increased 25 percent, to a record 79,400 offenders (including those in specialized programs). That's about 2.5 times the number of adults in prison. Adding in 17,000 juveniles on active probation, plus 46,300 adult and juvenile administrative cases (no face-to-face contact), the year-end total of all probationers in Illinois was close to 143,000.

"The numbers themselves are overwhelming," said R. Barry Bollensen, director of probation services for the Administrative Office of the Illinois Courts (AOIC). "If you look at the [criminal justice] system, and if you're going to try to do something to fix the system, you cannot do that without looking at this mass of people that we are trying to handle in the probation system," he told members of the task force.

Increases in the total probation caseload are being driven by a dramatic rise among the more serious felony offenders. Between 1985 and 1991, the number of convicted felons on probation in Illinois rose 58 percent, to more than 41,200. That increase nearly equaled the 59-percent jump in the state's prison population during that period. At the end of 1991, there were approximately 14 convicted felons on proba-

Convicted felons on probation in Illinois (end-of-year totals)



Source: Administrative Office of the Illinois Courts, Probation Division.

time in Illinois for every 10 felons in state prison.

"The type of client that we are now seeing is a more serious offender who is undereducated, addicted, obviously not employed," said Nancy Martin, Cook County's chief adult probation officer. "We are dealing with a more serious offender, and our programs have been tailored to try and deal with that offender."

That programmatic response has been twofold, according to probation officials: first, by professionalizing basic probation services, and second, by creating a variety of so-called intermediate sanctions.

An emphasis on professionalism

In the area of professionalism, officials point to new standards in hiring, promotion, training, and operations that have been promulgated since 1984. Today, all newly hired probation officers in Illinois must have a bachelor's degree. A master's degree is preferred for promotion to a supervisory position in many departments.

Workload formulas for adult and juvenile probation departments have been developed, and minimum contact standards—the frequency and length of probation officer visits with different offenders—have been established. Neither existed two decades ago.

In addition, the AOIC and the Probation and Court Services Association recently drafted the first formal mission statement and goals for probation departments

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— Nancy Martin
Chief Adult Probation Officer, Cook County

throughout the state. "We recognized we were not giving a clear message as to the services we were trying to provide," Director Rohan said. Among other things, the document calls for improvement in the "quality, effectiveness, and professionalism of Illinois probation and court services" and greater accountability to crime victims and the community.

Back to the community

This focus on victim rights and community participation can be found in many of the specialized probation programs started in recent years. In Cook County, for example, Project Safeway is trying to "bring probation back to the community" (its motto) by combining rigorous supervision with intensive drug treatment, education and job training, and community service.

"A basic premise of the project's design is that a community gains strength from its ability to work together in solving its problems," said Robin D. Leaf, director

of the year-old project, which targets 1,000 probationers living in the heart of Chicago's West Side.

Other recent Cook County efforts include domestic violence counseling and treatment, a victim service program, and a criminal justice service center at the Ida B. Wells public housing project on Chicago's South Side. Probation departments outside Cook County have instituted other programs, including victim impact panels and community clean-up efforts.

"In the future, this is what probation should be—it should be back to the community," said Ms. Martin. "It should be networking and getting the most for our resources."

Intermediate sanctions

At the same time, probation departments are working to carve out tougher, community-based sanctions that meet the needs of the more serious offenders being supervised today.

"The biggest change in the last decade is that probation has grown to accommodate a number of intermediate sanctions to accommodate the growing number of serious offenders under community supervision," observed Arthur J. Lurigio, associate professor of criminal justice at Chicago's Loyola University. "Most intermediate sanction programs today are being administered out of probation departments."

These include home confinement, electronic monitoring, specialized drug programs (see page 12), and Intensive Probation Supervision (IPS)—all mainstays of the current mix of intermediate sanctions.

Illinois ranked eighth among the states in the number of people on probation at the end of 1990.

	12/31/90	1/1/90	% increase
Texas	308,357	291,156	5.9
California	305,700	284,437	7.5
Florida	210,781	192,731	9.4
New York	145,266	136,686	6.3
Georgia	134,840	125,147	7.7
Michigan	133,439	122,459	9.0
Pennsylvania	97,327	89,491	8.8
Illinois	95,699	93,944	1.9
Washington State	84,817	74,918	13.2
Ohio	83,380	78,299	6.5

Source: Bureau of Justice Statistics

Last year, for example, 42 counties in Illinois used electronic monitoring systems to help supervise more than 500 adult and juvenile probationers. Five years ago, only a handful of the largest counties even had access to the technology. Similarly, the state's IPS program has grown to include 950 adult probationers in 18 Illinois counties. And a home confinement program started in Cook County in 1990 is one of the first to combine close supervision with a strong emphasis on drug testing and treatment for addicted offenders.

Probation officials say these programs are giving their profession more visibility—and respect—with both the criminal justice system and the public.

"IPS has given the general public, and most certainly law enforcement, an entirely different view of what probation is all about," Mr. Bollensen said. "I think they really see this when they're out riding the streets at 11 o'clock at night in their patrol car and see the probation officer getting out of his car and going in to the projects just to make a curfew check. I think they think that's what probation should be about for

everyone, particularly felons," he said.

Lack of statewide coverage

But while the use of intermediate sanctions has grown in Illinois, coverage remains spotty. The 1,055 IPS slots that are available statewide represent just 2.5 percent of the total felony probation caseload in Illinois—and only 83 percent of those slots were filled at the end of 1991. Some of the state's largest counties—DuPage, Winnebago, Sangamon, and Rock Island, for example—do not have adult IPS programs.

In his comments before the task force, Mr. Bollensen advocated a statewide expansion of IPS over the next three years. A major obstacle to that goal is financial, as funding for probation has been trimmed in recent years (see page 9). Another obstacle may be organizational.

"Probation and court services is not a unified system in Illinois," said Mr. Rohan. "The services offered throughout the state vary greatly from county to county. The priorities that exist within the counties are pretty much set by the county board or local resources," he said. "It also has hampered us that there is no elected state official defining the priorities of where we should go," he added.

However, Norval Morris, a professor at the University of Chicago Law School, said "the problem isn't structural, it's conceptual—it's what we want to achieve" with intermediate sanctions, not who manages them.

"Every state of the Union, including Illinois, has experimented with intermediate punishments, but as yet no state has blended them into the totality of its punishment system," he wrote in a *Chicago Tribune* op-ed piece last March. "There is a very real opportunity for Illinois to provide leadership in this development."

Changing the public's perception

For the probation system to provide that leadership will require it to overcome lingering doubts about its effectiveness as a punishment.

"From a public relations perspective,

what has changed?" asked Will County State's Attorney Edward Burnila, who chairs the task force's Subcommittee on Intermediate Sanctions. "What do we go to the public with and say, 'Hey, we're going to send less people to prison, but you're going to be safer,' when the public mind-set appears to be that they're only safe when these people are behind bars?"

"Probation I think gets a bad rap," countered Mr. Bollensen. "They say probation is soft on crime, a meaningless slap on the wrist. When I came here 20 years ago that was certainly true, because all offenders were treated the same. Whether you were on for a minor traffic violation or a Class 2 or 3 felony, you made a visit to the probation office once a month, you filled out a paper, and that was it. That system is gone forever," he said, with the adoption of a classification system, better intake screening, and formal contact standards for different types of offenders.

To Ms. Martin, it's more than just one's view of probation. "Our concept of what punishment is absolutely must change," she said. She recalled her days as a prosecutor, when judges would routinely offer offenders a choice between a minimum prison sentence or IPS.

"Most people never took IPS," she said. "They all took the penitentiary time, which made me very gleeful. I got great satisfaction watching the busses pull out to the state penitentiary every Friday morning. In retrospect, I was a fool.

"From a punishment aspect, IPS is much more than a penitentiary sentence. In IPS, they had curfews every day. They had to seek employment. They were subject to urine screens. They had to pay back any restitution. We had community service that was mandated. And, more importantly, it was 36 months or four years that they were under supervision. In retrospect, which was more punishment?"

The public and its policymakers have yet to fully answer that question. How they respond will have a major impact on criminal justice and budgetary policy in Illinois for several years to come. ■

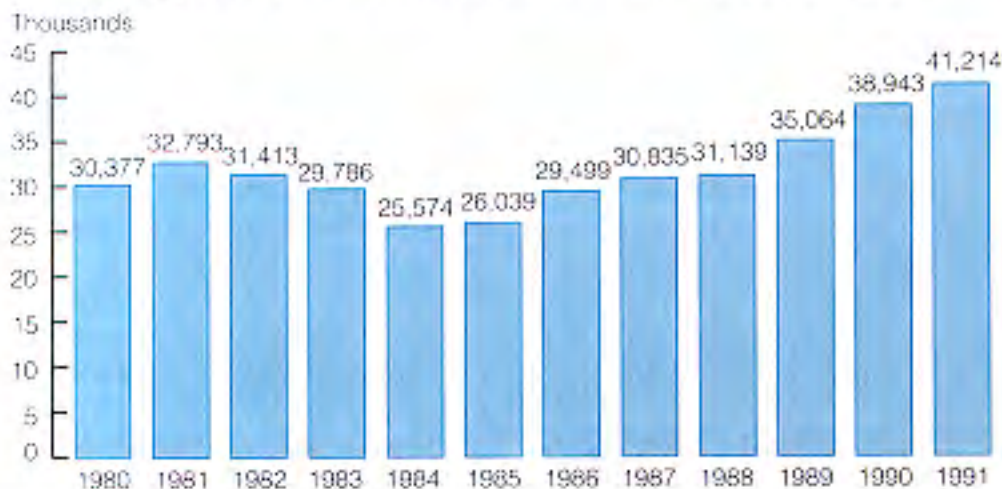
Probation in Illinois

Probation departments in Illinois are operated by the Circuit courts, under the general oversight of the Administrative Office of the Illinois Courts. Illinois is one of 15 states to have judiciary-controlled probation departments, according to the Criminal Justice Institute. In some circuits, each county has its own probation department; in others, some counties share a probation department. There are 74 probation departments administering adult probation in the state, 15 of which cover more than one county. A few counties—Cook, Peoria, and Sangamon—have separate juvenile probation departments. Of the 15 multi-county departments, six are Circuit-wide departments, the others are district departments covering two or more counties.

A statistical snapshot

Probation departments in Illinois are dealing not only with more offenders (both adults and juveniles) but also more serious offenders. Here are some recent statistics from the Probation Division of the Administrative Office of the Illinois Courts.

The felony probation caseload has risen steadily since 1984.



Fifty-two percent of offenders discharged from Intensive Probation Supervision in 1991 completed the program successfully.



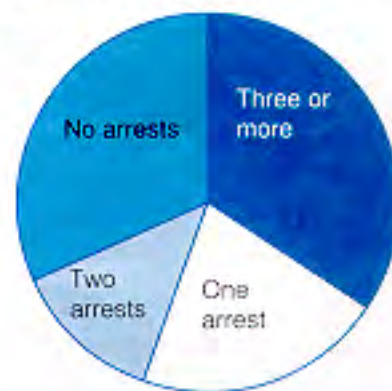
Intensive probation had the capacity for an additional 184 offenders at the end of 1991.

County	Cases	Capacity
Champaign	67	65
Cook	354	425
Franklin	19	40
Jackson	11	10
Kane	33	50
Kankakee	10	25
Lake	69	90
Livingston	2	10
Macon	49	40
Madison	91	80
McHenry	13	25
McLean	42	40
Peoria	39	40
St. Clair	43	40
Vermilion	15	25
Will	2	40
Williamson	12	10

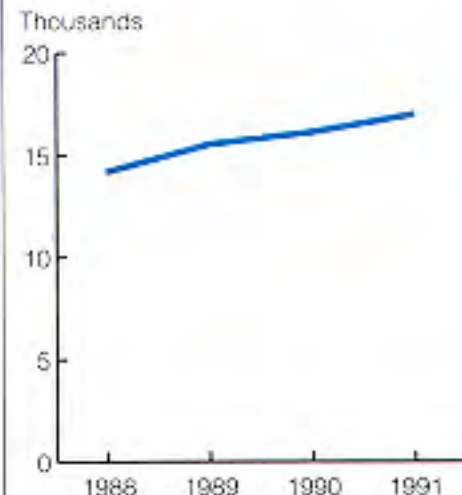
A survey of adult offenders entering probation in 1990 found that 15 percent had been convicted of violent offenses.



The same survey found that more than 30 percent of probationers had had three or more arrests.



The juvenile probation population reached 17,107 at the end of 1991.



The widening gap between demands and resources

Although probation in Illinois is run at the county level, probation departments depend heavily on state support, especially for personnel costs. With recent budget cuts and increasing caseloads, probation officials are finding it more and more difficult to find resources to fit the demand for services.

By David Olson and Maureen Hickey

In looking at ways to ease prison crowding, policy makers have naturally turned to probation as an obvious alternative. Prison may be the clear choice in cases where an offender is a serious risk to public safety.

But in many cases—for example, first offenders who have not committed violent crimes—a growing number of officials are beginning to see probation as a better choice, not only because such offenders may stand a better chance of rehabilitation by remaining in the community, but also because probation is much less expensive than prison.

It costs about \$700 a year to supervise an offender on regular probation in Illinois (less than \$2 per day). The Illinois Department of Corrections estimates the annual cost to house a prison inmate at approximately \$16,000 (almost \$44 per day). And although special programs can add to the cost of probation from a strict cost analysis, it is still cheaper than prison.

Intensive Probation Supervision (IPS) costs about \$3,600 a year for an offender (under \$10 per day). Drug testing, at two tests a month, comes to about \$400 a year. Outpatient drug treatment costs about \$611 a year.

(For more information about the costs

of probation combined with drug treatment compared to the costs of more traditional sentencing, see the two-part series, *The Criminal Justice Costs of Illegal Drugs*, in the Fall 1991 and Winter 1992 issues of *The Compiler*.)

Yet at a time when judges are relying more heavily on probation as the primary alternative to prison, probation departments are having to do more with somewhat less. From 1988 to 1991, the number of felony probationers in Illinois increased 32 percent, from 31,139 to 41,214, while state and county expenditures for probation increased 28 percent, in inflation-adjusted dollars. Total state and county spending on probation reached more than \$90 million in 1991.

Although the gap between probation

activity and resources appears to be relatively small, the types of probationers being supervised has changed dramatically, creating new programmatic, and cost, pressures. In 1990, for example, 23 percent of probationers were serving sentences for drug-related offenses.

"It takes an awful lot of resources for probation departments to deal with offenders' drug problems, in addition to dealing with their problems with the law," said Darrell McGibany, associate director for probation and court services in Madison County. "It is taking a lot of time and energy."

And in recent years, innovative—and more expensive—forms of probation, such as IPS, have become more common. In 1984, 163 probationers were in intensive supervision programs. Now, 950 offenders are participating in such programs.

State funding

The costs of probation do not fall solely on county governments. In 1979, the State of Illinois began to reimburse counties for some of the costs of probation, becoming one of only 10 states in which the state government directly provides local units of government with funds for probation programs, according to a 1989 report by the National Conference of State Legislatures. (Other states that provide funding are Alaska, Arizona, Iowa, Kentucky, New York, Ohio, Oregon, Texas, and Virginia.) And federal funds are frequently used for special programs, such as drug testing or treatment.

In 1991, the state financed 33 percent

Per-offender costs of probation and incarceration in Illinois

Active probation (one year)	\$700
Intensive Probation Supervision (one year)	\$3,600
Drug testing (two tests per month for one year)	\$400
Outpatient drug treatment (average length of treatment: 27.5 hours)	\$661
Incarceration (one year)	\$16,000

Source: Administrative Office of the Illinois Courts, Probation Division; Illinois Department of Alcoholism and Substance Abuse; Illinois Department of Corrections.

"The reduction of state funding for reimbursement, which started two years ago and continued in the current fiscal year, has left us with a workload in need of about 250 probation officers just to meet our basic statutory workload standards."

*—R. Barry Bollensen, Director of Probation Services,
Administrative Office of the Illinois Courts*

of all probation expenditures in Illinois, up from 21 percent in 1981. From 1981 to 1991, the amount of money transferred from the state to county governments for probation tripled (when adjusted for inflation), reaching a total of nearly \$32 million. Even so, counties are bearing an increasingly heavy financial burden. From 1981 to 1991, county expenditures for probation accounted for 52 percent of the increase in total probation expenditures statewide, while state support accounted for 48 percent.

For what aspects of probation does the state pick up the tab?

Since 1979, the state has reimbursed counties a flat rate per month for each probation officer engaged in basic services. In 1984, the state began reimbursing counties 100 percent of the salaries of all chief man-

aging probation officers, of line probation officers needed to meet workload standards, and of probation officers involved in IPS. In 1987, the state began reimbursing counties for the salaries of probation officers supervising probationers convicted of driving under the influence.

In state fiscal year 1991, more than \$16 million in state funds were transferred to county probation departments for flat-rate salary subsidies, more than \$14 million for grants-in-aid, and almost \$1.8 million for specialized DUI caseloads.

But state funding for probation has been reduced over the past few years. In 1991, state appropriations for salary subsidies, grants-in-aid, and specialized DUI caseloads totaled \$33.5 million. In 1992, those state appropriations had been reduced

to less than \$31 million.

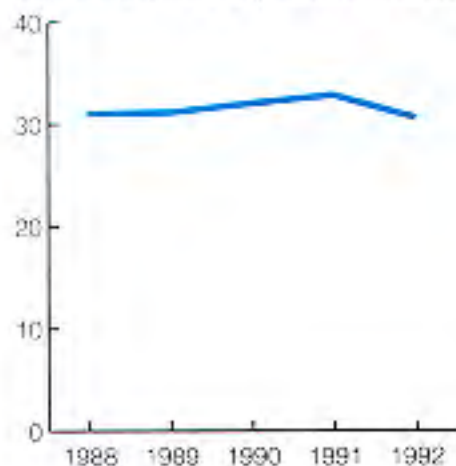
"The reduction of state funding for reimbursement, which started two years ago and continued in the current fiscal year—a total reduction in budget of some 15 percent—has left us with a workload in need of about 250 probation officers just to meet our basic statutory workload standards," said R. Barry Bollensen, director of probation services for the Administrative Office of the Illinois Courts.

While state budget cutbacks have not been unique to probation, some officials have suggested that strained relations between the courts, which operate probation programs in Illinois, and the General Assembly, which appropriates funds, may be a factor.

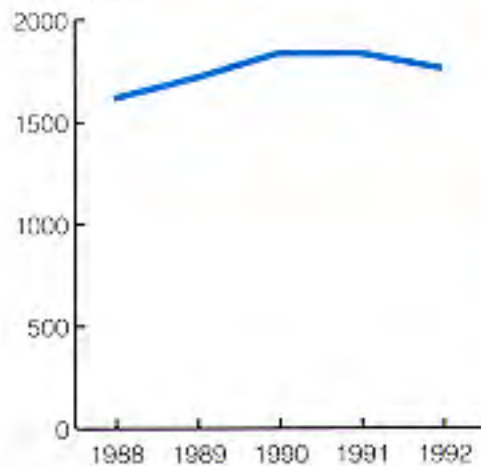
"The probation community relies on the [Illinois] Supreme Court to advocate its cause," said Michael J. Rohan, Cook County director of probation and court services. "Yet at a recent conference on the future of the courts [Illinois Senate President] Phil Rock mentioned to all participants that the relationship between the judicial branch and the legislative branch is at an all-time low. And this is the body that represents us at budget time," added Director Rohan, who is also immediate past president of the Illinois Probation and

State appropriations for probation and the number of probation officers both declined in fiscal year 1992.

State appropriations for probation (millions of dollars, adjusted for inflation)



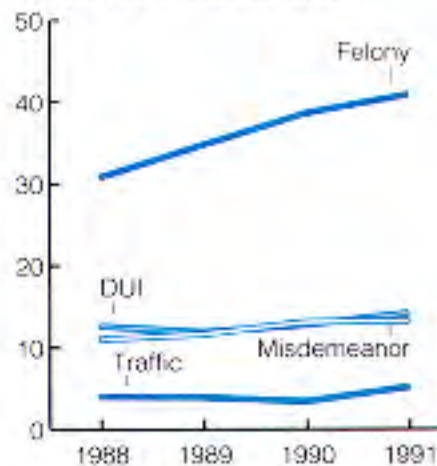
Number of probation officers statewide



Source: Office of the Illinois Comptroller, Administrative Office of the Illinois Courts, Probation Division

But probation caseloads continue to rise in all categories.

Active adult probation cases (end-of-year totals, thousands)



Source: Administrative Office of the Illinois Courts, Probation Division

Court Services Association.

Federal assistance

Counties do not rely solely on the state for assistance; some also get financial help from the federal government through grants made available by the Illinois Criminal Justice Information Authority. More than \$1 million in federal Anti-Drug Abuse Act (ADAA) funds were awarded in the past year and a half for special probation programs in eight counties. These programs range from handling specialized caseloads to drug testing.

But tight budgets at the local level mean some counties that could be eligible for federal funds are unable to apply for them.

Federal grants generally require that a certain amount of local funds, known as matching funds, be allocated for a program. In the case of ADAA funds administered by the Authority, one local dollar must match every three federal dollars. Several counties that the Authority had initially identified as in need of probation assistance, because of high crime rates, heavy caseloads, or other reasons, were unable to accept funding because they could not come up with the matching funds.

"The situation is ironic," said Lauri Stout, who monitors probation grants for the Authority. "The money is there. And there are some counties that could really make good use of it. But, in many cases, it's the very counties that are in the most need that are least able to meet the match."

Offenders help pay

Probation departments no longer have to rely solely on federal, state, and county taxpayer dollars, however. New laws in Illinois allow probation departments to recoup some of their expenses from the offenders themselves.

A 1991 law (Ill.Rev.Stat., ch. 38, par. 1005-6-3.1 (j)) allows courts to impose a fee of up to \$25 a month upon probationers to help cover the cost of their supervision. These fees are deposited into a special fund in the county that collected them.

The money can be used only for the costs of operating the probation and court services departments, such as equipment purchases. The fund cannot be used to pay the salaries of probation or court services personnel. In 1991, counties collected \$2.2 million through these probation services fees, or about 2 percent of the probation departments' total expenditures.

In addition to direct monetary payments by probationers, many communities are benefiting from work done by the increasing number of probationers sentenced to perform community service. In 1991, 5,412 felony probationers were ordered to perform public or community service as part of their sentences. On average, each was ordered to perform almost 128 hours of service.

If the value of these community service hours is estimated at the current minimum wage of \$4.25 an hour, those probationers were ordered to perform almost \$3 million worth of work for their communities. Community service hours ordered to be per-

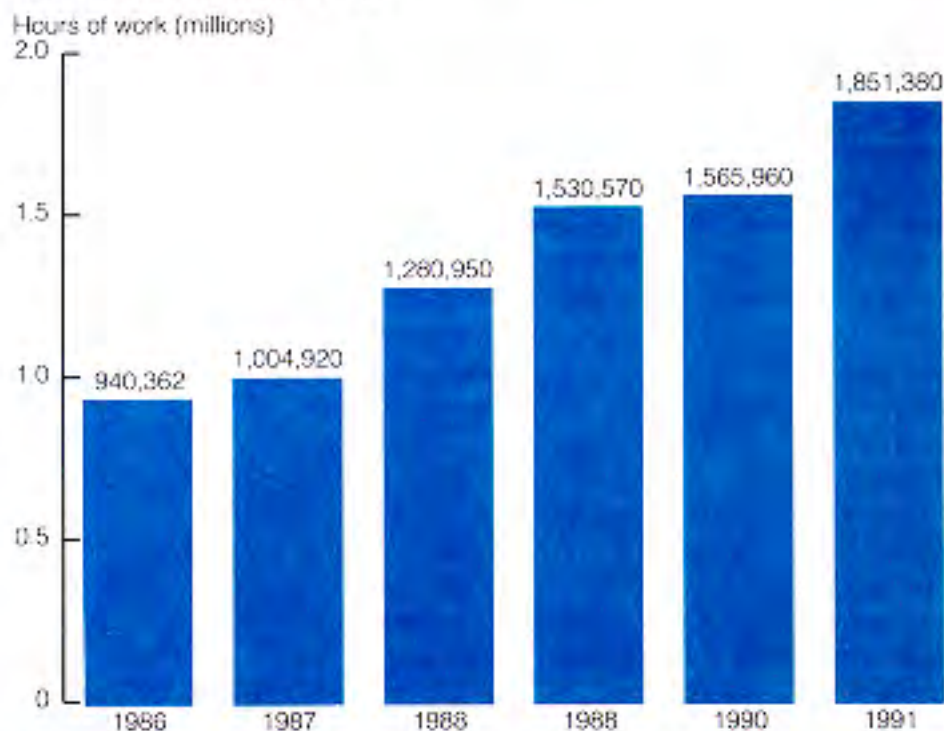
formed by felons have nearly doubled since 1986.

When all probationers, not just felons, are taken into account, about \$8.1 million worth of community service work was performed in 1991—a total of more than 1.85 million hours.

In addition, many offenders are required to make restitution directly to their victims. In 1991, more than \$8.8 million in restitution was collected from adult offenders. The amount of restitution paid to victims by offenders has more than doubled since 1988.

Even as they search for new sources of funding, probation departments are left trying to close the gap between resources and activity. And beyond just "catching up," probation departments will probably have to deal with more—and more complicated—offenders in the future, as the state seeks to expand its use of intermediate sanctions. These, too, will cost money—perhaps not as much as prison, but still a substantial investment. ■

In 1991, Illinois probationers performed more than 1.85 million hours of community service work—the equivalent of about \$8.1 million at minimum wage.



Source: Administrative Office of the Illinois Courts, Probation Division

Getting tough with treatment

More than one-fourth of probationers in Illinois are under court order to participate in drug or alcohol treatment. Experts say many more could use help. Finding the resources to provide the needed treatment, and making it part of a meaningful punishment, remain daunting tasks.

By Jeffrey Austin

Talk to just about anyone in any branch of the criminal justice system in Illinois, and ask what is driving the ever-increasing number of offenses, arrests, court caseloads, and prison admissions. One word is sure to come up in every conversation—drugs.

In 1990, there were 47,242 arrests for drug offenses in Illinois, 33,234 in Chicago alone.

In 1988, 15 percent of all prison admissions in Illinois were for drug-related cases; in 1991 that figure had grown to 28 percent.

Statistics from the Illinois Department of Corrections show that the number of drug offenders in Illinois prisons has risen from 1,700 in 1988 to nearly 5,200 in 1991.

At the end of September 1992, the state's adult inmate population stood at 31,018—150 percent above design capacity. Approximately 18 percent of these prisoners were serving time for drug-related crimes.

Effects on probation

The arrest and imprisonment numbers are so compelling that the effects of increased drug law enforcement on Illinois' other "correctional" system—probation—often are overlooked. While more people have been arrested and sent to prison for drug offenses, more drug-involved offenders have also been added to the state's already crowded ranks of probationers.

Of all adults sentenced for probationable offenses in Illinois in 1991 (those which do not carry a mandatory prison sentence), about

65 percent were sentenced to probation. At the end of 1991, the total active adult probation population in Illinois was 74,846.

While available statistics cannot say with certainty how many of these probationers are substance abusers, 23 percent of offenders sentenced to probation in Illinois were charged with drug offenses, according to a 1990 survey by the Administrative Office of the Illinois Courts.

The same AOIC survey found that about 26 percent of all probationers were ordered by the court to participate in drug or alcohol treatment, while an additional 9 percent were ordered to be evaluated for treatment.

Most experts agree, however, that the percentage of Illinois probationers in need of some type of treatment is much higher than the percentage ordered to treatment by the courts. Probation officers themselves estimated that 38 percent of all probationers in 1990 were in need of drug and/or alcohol treatment, an estimate considered to be conservative by others.

Nationwide, more than half (53 percent) of all felony probationers were determined to be drug abusers, according to a 1990 report by the U.S. Department of Justice's Bureau of Justice Statistics. Fewer than 40 percent were ordered by the court to participate in treatment.

Adding muscle to treatment

Walking the line between social service and corrections, probation has often been per-

ceived as soft on criminals. Drug treatment and other programs to help offenders on probation are easily targeted as a legacy of failed liberal policies. But probation officials are working hard to change that image. Increased personal supervision for certain cases, frequent mandatory drug testing, the use of electronic monitoring, and other measures are adding some muscle to treatment and rehabilitation programs.

"Offenders who do best under probation supervision have a combination of strict surveillance and service," said Arthur J. Lurigio, associate professor of criminal justice at Loyola University of Chicago. "The most recent evaluations of intensive supervision programs show that offenders that had services attached to their probation period, and received services, did better with respect to rearrest."

"What we know from national research is that incarceration does not do anything to eliminate addicts' addictions. It only means that they come out at a higher level of addictive behavior," said Melody Heaps, president of Treatment Alternatives for Special Clients at the July 1992 meeting of the Illinois Task Force on Crime and Corrections. "We're not suggesting that you can just open the door and everybody goes into treatment," Ms. Heaps said. "We're saying that you can put something in place that can become an exit with controls. And that when they're in the community, sanctions can be put into place—with treatment—that really begin to monitor what is going on."

More than a slap on the wrist

TASC is a not-for-profit agency that serves as a liaison between the courts, the drug treatment community, and drug-abusing offenders. TASC provides case management services to clients with a variety of social, welfare, and health needs. Treatment programs in which TASC places probationers are licensed by the state and have the reputation of sometimes being tougher than doing time.

"Going through TASC was harder than any jail or prison time I ever served," a successful TASC client named Kim told the task force. "Prison was only a place that took

away my freedom for a while and I'd be right back doing the same thing.

"Facing prison for the third time, I decided that if I went back to this madness, it would never end," she said. "It would be a vicious cycle until my addiction was treated.

"[The third time] they offered me a gift: they offered me two years. They had never offered me two years—it was always eight, 10, and I'd do four. So the two years was a gift. I could have done six months easy and come right back doing the same thing—I didn't want that," she said.

While the treatment programs chosen by TASC are tough on their clients, just being accepted by TASC is also tough. In 1991 the agency screened 5,400 prospective clients statewide. Only 2,169 were found to be acceptable candidates for treatment, and only 1,487 were placed into treatment programs.

"We reject two-thirds of everybody we see," Ms. Heaps said. "Mostly because their attitudes stink. They're not serious. They are people who are trying to game us."

Community-based treatment

Turning down close to 4,000 requests for help a year may sound hard-hearted, but treatment providers are still too few and the waiting lists are too long. Statistics from the John Howard Association indicate that approximately 160 inmates at the Cook County Jail had been sentenced to probation with residential drug treatment, but were still awaiting placement at the end of September.

"There just aren't enough treatment facilities out there, so you have to make a choice on who you're going to send," said Robin D. Leaf, of the Cook County Adult Probation Department. "There is a six- to eight-week time lag when TASC is asked to perform an assessment, then a wait of about another month before a bed can be available in a given treatment program," she explained.

Ms. Leaf is director of Project Safeway, a new program developed by the probation department in partnership with TASC, the Safer Foundation, and other community agencies. The program stresses community involvement in providing a "full service" model of probation that addresses the wide range of probationers' needs, including drug

"What we know from national research is that incarceration does not do anything to eliminate addicts' addictions. It only means that they come out at a higher level of addictive behavior."

—Melody Heaps, President
Treatment Alternatives for Special Clients

treatment, education and vocational training, parental and life management skills, and counseling on health and nutrition.

There are about 1,000 people on probation in the neighborhood, according to Ms. Leaf. About 700 probationers are involved in Project Safeway. The average client is a black male, about 24 years old, on probation for a drug offense (usually a possession or manufacturing and delivery charge). Most do not have a high school diploma or GED, and are unemployed or underemployed.

"We find health issues in general are a big issue," Ms. Leaf said. "Education is a big issue—they may have learning disabilities. Our clients have a multitude of problems. It's not just as simple as getting them off drugs, although that's often where you have to start."

The West Side Association for Community Action is one local organization that is involved in helping probationers back into community life. The association is made up of service providers in the Lawndale neighborhood and also includes interested individuals, church leaders, and politicians.

In addition to working with local organizations to provide much-needed help for probationers, Project Safeway requires probationers with community service sentences to give something back to the community by participating in neighborhood clean-up programs. Probationers have worked with community residents to clean up and replant vacant lots throughout the neighborhood in which Project Safeway operates.

"The community is getting very involved," said Dr. Lurigio. "I'm extremely impressed with how much input they have had and how they are involved though their work on the advisory board. I think we've only just seen the beginning of this program."

Intensive drug program

Sharing Project Safeway's offices on South Kedzie Street are the officers responsible for monitoring probationers on Cook County's home confinement, Intensive Probation Supervision, and Intensive Drug Abuser programs.

The Cook County IDAP, funded in part by a \$112,208 federal grant awarded by the Authority, is one of several newly established programs. The Authority awarded additional grants to similar programs in Champaign, DuPage, Kane, Madison, McHenry, Sangamon, and St. Clair counties (see page 14). The programs, while not identical, are modeled after the Intensive Probation Supervision program in that they provide for increased monitoring of selected offenders. Like Project Safeway, IDAP in Cook County takes advantage of community resources in the Lawndale area for drug treatment and education.

Federal funds for IDAP are provided through the Anti-Drug Abuse Act. Each program is also supported by matching funds provided by the various counties.

Probation officers working in the program are trained in recognizing the symptoms of substance abuse and in implementing intervention techniques. Probationers in Cook County's IDAP are subject to three phases of supervision and drug screening, each progressively less intensive and dependent on successful completion of the preceding phase.

"IPS and IDAP have a direct presence in the neighborhood," Dr. Lurigio said. "I think that's good for probation too, because that improves its image with law enforcement agencies—letting the police know that we [in probation] are not just behind-doors social workers, but that we're also out on the street." ■

Getting the most out of drug testing

Large numbers of probationers abuse drugs—21 percent of all Illinois probationers have been ordered to participate in drug or alcohol treatment. And drug testing, as a means of monitoring and responding to the problem, is becoming a major component of many probation programs.

How does the criminal justice system get the most out of its drug testing dollar? More specifically, how do agencies make the drug testing aspect of intensive probation programs as effective—and cost-effective—as possible?

The Illinois Criminal Justice Information Authority has taken steps toward answering those questions, by conducting a study of drug testing in cooperation with a model probation program the agency is funding in St. Clair County. The St. Clair County Intensive Drug Abuser Program (IDAP), one of eight such programs around the state that the Authority is funding with federal Anti-Drug Abuse Act money, handles offenders with serious drug abuse problems. (Other programs are in Champaign, Cook, DuPage, Kane, Madison, McHenry, and Sangamon counties.)

As part of its evaluation of the program, which completed its second year of operation last April, the Authority decided to test whether drug testing could be done less expensively and more flexibly than has generally been considered necessary.

An important feature of IDAP is frequent, mandatory urinalysis, which is conducted on-site with a technique known as fluorescence polarization immunoassay, specifically, the ADx system from Abbott Laborato-

ries. The largest portion of an IDAP budget is for personnel; 15 percent to 20 percent of all staff time is devoted to specimen collection, chain of custody responsibilities, and urinalysis. Coupled with additional expenses for chemicals and equipment, drug testing consumes about 30 percent of the entire program budget. Although these costs are reasonable given commercial rates, they are still high, considering the current financial restrictions under which most county governments must operate.

The Authority's study of the St. Clair County program raised two questions. First, does drug testing deter drug use? Second, in what way is probationer honesty (otherwise known as self-disclosure validity) linked to drug testing?

The Authority's study tested the hypothesis that a reduction in the odds of a probationer's urine specimen being tested would lead to an increase in positive outcomes. In other words, if probationers were told that there was less than a 100 percent chance that their urine specimens would be tested, would they be more inclined to use drugs, believing they had a better chance of getting away with it? And would a reduction in drug testing necessarily lead to a reduction in probationer openness or honesty?

Cohorts of high-risk drug abusing probationers were randomly assigned to control and treatment groups. Treatment group participants were given a one in three (33.3 percent) chance of having any one urine specimen tested for the presence of drugs; control group participants were given a one in one (100 percent) chance of having any one speci-

An Authority study finds effective drug testing programs could be run less expensively than previous studies have suggested, without adversely affecting probationer drug use or self-disclosure validity.

men tested. Each participant was carefully and repeatedly informed of the odds of being tested for illicit drug use by urinalysis.

Sixty-three probationers participated in the study, 32 in the control group and 31 in the treatment group. There were no statistically significant differences between the two groups at the outset of the study on any dimension, including drug use, age, race, or offense on which convicted.

Data collection took two months, March and April 1992. All specimens collected from the control group were tested and officially recorded throughout the study. All specimens collected during March from the treatment group were also tested for comparison. But just one-third—a random sample—of the specimens collected during April from the treatment group were officially tested and recorded by the probation office. All April specimens were tested and recorded by the Authority, however, for the purposes of the study.

Probationers were asked about their drug use each time a urine specimen was taken. In addition, participants were interviewed at the conclusion of the study to shed light on probationer perceptions of the relationships between drug testing, drug use, and self-disclosure.

The study found no statistically significant difference be-

tween the two groups, either in positive urinalysis outcome rates or in the truth or falsehood of their statements about their own drug use. Additional data revealed that while treatment group probationers understood that there was just a one in three chance that their specimens would be tested, they nevertheless *believed* that all of their specimens would actually be tested. The implication is that probationers perceived that the simple act of providing the probation officer with a urine specimen was somewhat equivalent to an assurance that the specimen would be tested.

Regardless of whether they were in the control or the treatment group, the probationers in the study gave false information about their drug use in only 10 percent of the self-disclosure surveys. But when only the surveys of probationers whose urinalysis showed they were actively using drugs were tallied, 76.5 percent contained false information.

The study suggests that effective drug testing programs can be run less expensively than previous studies have suggested, without adversely affecting probationer drug use or self-disclosure validity. The study also suggests, however, that statements about their own drug abuse from offenders who are active drug users must be taken with more than a grain of salt.

Edwin Kennedy

Chicago launches innovative plan to reduce gang and domestic violence

With Chicago on a record-setting pace for homicide this year, state and city officials have launched a \$1.4 million plan to reduce gang and domestic violence in two Chicago neighborhoods.

The plan, developed by the Illinois Criminal Justice Information Authority, the Chicago Police Department, and a coalition of criminal justice, victim service, and academic agencies, aims to reduce street gang-related violence in the Marquette Police District (10th) on the West Side and domestic violence in the Grand Crossing District (3rd) on the South Side.

The new programs are being funded by a \$1.05 million grant awarded by the Authority under the federal Anti-Drug Abuse Act. The city is matching the grant with \$350,000 in local resources.

Both programs are based on extensive research the Authority and Loyola University of Chicago have conducted on more than 25 years of Chicago homicide data. This research has been spearheaded by Carolyn Rebecca Block, head of the Authority's Statistical Analysis Center, and Richard Block, professor of sociology at Loyola.

Gang crime

The street gang component will target young adult gang members in the largely Latino 10th District. This district had a homicide rate from street gang-related incidents that was nearly twice the city average in 1991.

Expanded police efforts in the district will be complemented by a five-member civilian gang outreach team that will provide mediation and crisis intervention among rival street gangs in the community. The outreach team will maintain regular contact with up to 200 known gang members every month, providing them with referrals to educational, job, and other social service opportunities. The effort will be coordinated by Irving Spergel, a nationally recognized expert on street gangs who teaches at the University of Chicago's School of Social Service Administration.

Carolyn Block said an examination of the Chicago Homicide Dataset revealed that gang homicides in the Latino community, particularly in the 10th District, are often the result of retaliation over a previous gang incident, not a dispute over drugs or drug trafficking.

"There is usually a cycle of violence and retaliation at work here before an incident turns lethal. That cycle provides an opportunity for intervention and prevention, an opportunity we're trying to seize with this program," she said. "The gang outreach team will try to mediate and defuse small gang disputes before they grow into bigger ones."

A computerized crime analysis system developed by the Authority will help police and outreach team members in identifying specific areas at risk for an outbreak of street gang-related violence. The Authority's Spatial and Temporal Analysis of Crime (STAC) program is already being used by police in Area 4, which

includes the 10th District, to analyze and plot gang and crime information, and to provide an early warning system for gang violence.

Other partners in the program include the Cook County Adult Probation Department, which will provide intensive supervision services to 150 gang members from the community sentenced to probation. A Community Advisory Group of local agencies, community organizations, and residents will consult with project staff.

Domestic violence

The domestic violence component will target high-risk households in the predominantly African-American Grand Crossing District. This district had a homicide rate from domestic violence that was three times the citywide average in 1991.

"Domestic homicides are often the last, lethal act in a series of escalating confrontations within a household. Our research tells us that today's victim is often tomorrow's abuser," said Candice Kane, the Authority's associate director for federal and state grants. "With this program, we're providing an innovative way to break that cycle of violence before it escalates into serious assault or homicide," she said.

Under the program, police will give high priority to reports of domestic disturbances, with follow-up services to high-risk households. All patrol officers in the 3rd District are being trained in a range of domestic violence issues, including a new protocol for responding to domestic incidents.

In addition, four mobile crisis intervention teams will provide follow-up contact, counseling, and referral services for households at the greatest risk for increased violence. The crisis teams will be staffed by Chicago police officers, plus counselors and advocates from Chicago Abused Women Coalition and Family Rescue, two of Chicago's largest providers to victims of domestic violence.

To help identify high-risk households, a computerized information system is being developed by Lupetin Consultants of Chicago. The system will analyze domestic violence incidents in the district and link them by address, household names, and other variables.

Chicago homicides reaching an all-time high

The two violence reduction programs come as Chicago appears headed toward a record year for homicide. As of October 15, 778 murders were reported in Chicago, 27 ahead of last year's near-record place. In 1974, there were a record 970 killings.

Statistics show that gang- and domestic violence-related incidents have been behind much of the surge in murders in recent years. Citywide, gang-related homicides jumped from 50 in 1987 to 133 last year, while homicides related to domestic violence rose from 84 in 1989 to 101 last year.

Teresa Vlasak

Safe school zone protections expanded

"Young people should be able to attend school and enjoy learning in an atmosphere that is free of violence, threat, intimidation and drugs," says Dr. Lonnie Jones, principal of Hirsch Metropolitan High School of Communications in Chicago.

Such statements—echoed by educators and law enforcement professionals throughout Illinois—have prompted state lawmakers to create stiff penalties for drug and weapons offenses committed on or near school property and to expand "safe school zone" laws over the years, including new changes in 1992.

Safe school zone laws in Illinois date back to 1985, when the General Assembly enacted tough anti-drug and anti-weapons legislation. These laws increased penalties for the sale, distribution, and manufacture of illegal drugs on any school campus and within 1,000 feet of school property. The laws also increased penalties for weapons violations committed on school property.

Recent changes in the law

More recently, state law was changed so that minors aged 15 and older found in possession of a weapon in school can be tried as adults. Last April, safe school zone laws were extended to include school buses, and were clarified to include times when school is not in session (24 hours a day, year round).

Then in August, Governor Jim Edgar signed Senate Bill 1541, which strengthened the laws even further. The new measure expands the area covered by the laws to include public parks, public ways within 1,000 feet of a school, and residential property belonging to a public housing agency. The law also increases the penalties for certain gun offenses in these zones, including possessing a silencer or machine gun, or carrying firearms while hooded or masked.

Officials say laws such as these are designed to send a clear message to drug and weapons offenders that they face harsher criminal sanctions for violations on or near school property. For example, selling a gram or more of cocaine in a safe school zone is a Class X felony, carrying a mandatory prison sentence of six to 30 years. The same crime committed in another location is a Class 1 felony, with the possibility of probation or a prison sentence of four to 15 years.

Here is a summary of Illinois' safe school zone laws:

- ◆ A minor aged 15 or older charged with manufacturing or delivering a controlled substance, or with carrying or possessing a weapon, in a safe school zone can be tried as an adult.
- ◆ Manufacture or delivery of cannabis on or near school property subjects the dealer to harsh penalties, including up to seven years in prison and up to \$200,000 in fines if convicted of a Class 2 felony.
- ◆ Manufacture or delivery of controlled substances on or near school property subjects the dealer to up to 30 years in prison and up to \$500,000 in fines if convicted of a Class X felony.
- ◆ The use of any cellular communication device by a student on school property is prohibited unless authorized by school officials. Using such a device to deal drugs is a Class 2 felony that carries a three- to five-year prison sentence and up to \$100,000 in fines.
- ◆ At a school's request, law enforcement officials may conduct searches for illegal drugs or weapons on school grounds, including lockers, using specially trained dogs.

Under the Juvenile Court Act, a minor not tried as an adult for a drug or weapons offense may still face stiff legal consequences. The minor may be committed to a juvenile detention facility or a non-secure custody facility. In some cases, a minor may be put under house arrest with an electronic monitoring device.

How to get safe school signs

To aid in deterring drug-related crimes, many communities and schools have posted "Safe School Zone" signs. Officials report that, while the signs are important, they must be backed with strong community support. "If a school is involved in safe school zone laws, then that community has to take an active role in enforcing that law or seeing that the law is enforced by outside agencies," said Ronald W. Alston, director of Chicago Intervention Network, a city agency that provides gang and crime prevention and intervention services.

There are two ways to obtain the signs. In Chicago, send a letter on organizational letterhead requesting signs to Chicago Intervention Network, Kraft Building, 5th Floor, 500 North Dearborn Court, Chicago, Illinois, 60611. Outside of Chicago, send a request to the National Training and Information Center, 810 North Milwaukee Avenue, Chicago, Illinois, 60632 (telephone 312-243-3035).

To assist community groups and law enforcement agencies in implementing safe school zone laws, as well as other anti-drug laws, the Illinois Criminal Justice Information Authority has developed a 16-page guide. For a copy of the booklet, *Creating Safe Neighborhoods . . . Using Illinois' Drug Laws*, contact the Legal Consequences of Drug Abuse campaign at 312-793-8550, TDD 312-793-4170.

Jamilah Owens



Schools in Chicago and throughout Illinois are posting signs warning of the tough consequences of committing crimes in or near schools.

Governor signs new gang crime laws

Juvenile violence and street gang-related criminal activity are areas of increasing concern. This summer, the General Assembly passed, and Governor Jim Edgar signed, several laws that will improve coordination and sharing of juvenile information among public officials. An innovative law that provides public officials with a means to recoup losses caused by gangs and gang members was also signed this summer. And the "safe school zone" laws, which increase penalties for certain drug and weapon violations near schools and other public areas, were expanded. (For more about safe school zone laws, see page 16.)

Information sharing

Local, state, or federal law enforcement officers who take a minor into custody may now obtain records from other law

enforcement agencies and juvenile court records on the minor, if the minor has previously been adjudicated delinquent for a street gang-related offense. (P.A. 87-927; effective January 1, 1993)

The Juvenile Court Act was clarified to permit law enforcement officers to share information about a minor, if there are reasonable grounds to believe that the minor poses a threat to the safety of the public or to law enforcement officers. The law provides that such information shall not be publicly disclosed. (P.A. 87-1198; effective September 25, 1992)

The Statewide Organized Gang Database (SWORD) Act permits the Illinois State Police to develop SWORD for the purpose of tracking organized gangs and their membership. The act also permits the Illinois State Police, in consultation

with the Illinois Criminal Justice Information Authority, to develop an electronic system for making such gang information available to prosecutors and other law enforcement agencies. (P.A. 87-932; effective January 1, 1993)

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) will allow counties to establish multi-disciplinary SHOCAP committees, comprising law enforcement officials, school leaders, prosecutors, court services personnel, and representatives of social service agencies and the community. The committees will adopt criteria for identifying serious habitual juvenile offenders. They will then enter into written interagency information-sharing agreements in order to establish a coordinated multi-disciplinary approach for dealing with juvenile offenders

and to assist in the development of early intervention strategies. (P.A. 87-928; effective January 1, 1993)

Recouping losses

In an innovative approach toward holding street gangs accountable for their actions, the General Assembly created the Illinois Streetgang Terrorism Omnibus Prevention Act. The law establishes a cause of action in favor of a unit of local government or school district that has had to expend money, allocate resources, or incur any loss or damage because of criminal activity by a street gang. The cause of action would lie against the street gang and officers and members of the gang, and may be brought by the state's attorney or his designee. (P.A. 87-932; effective January 1, 1993)

*Kristen Bernath and
Robert Boehmer*

Domestic violence laws also toughened

Illinois' Domestic Violence Act and related laws have been significantly revised and expanded, effective January 1, 1993 (P.A. 87-1186). Here is a summary of a few of the significant aspects of the 107-page omnibus law passed by the General Assembly and signed by Governor Jim Edgar.

The law expands the definition of family or household member under the Domestic Violence Act to include persons who share a blood relationship through a child, persons who have or have had a dating relationship, and person with disabilities and their personal assistants.

It provides that domestic violence offenders refrain from all contact with their alleged victims for at least 72 hours after being released on bail.

Penalties for a violation of an order of protection will include incarceration, payment of restitution, a fine, payment of attorney's fees and costs, or community service. For second or subsequent violations of an order of protection, courts are encouraged to impose a minimum penalty of 48 hours imprisonment.

Every law enforcement agency will be required to develop, adopt, and implement written policies for arrests in domestic violence incidents.

An important aspect of the law affects sheriffs, who will be required to enter all orders of protection into the LEADS (Law Enforcement Agencies Data System) network. The Illinois State Police are required to maintain a systematic index of the information for use by dispatchers and law enforcement officers.

Law enforcement officers investigating an alleged incident of abuse between family or household members will be required to make a written police report of any bona fide allegation and the disposition of such investigation. In addition, local law enforcement officers will be required to assist domestic violence victims and to take steps to prevent further abuse. These steps can include arrest of the abuser; accompanying the victim to his or her place of residence; providing the victim with information regarding relief available for victims of abuse and referral to an accessible service agency; advising the victim about seeking medical attention and preserving evidence; and arranging for transportation for treatment of injuries, to a victims shelter, or to the nearest available judge in order to obtain an order of protection.

Local law enforcement agencies will also be required to develop standardized bond forms for use in domestic violence cases.

Robert Boehmer

Review: Desk reference on police shootings

Deadly Force: What We Know — A Practitioner's Desk Reference on Police-Involved Shootings

William A. Geller and Michael S. Scott

(Police Executive Research Forum: Washington, D.C., 1992)

Bill Geller, long recognized as the nation's premier expert on police use of deadly force, makes another significant contribution to that field of knowledge in his new book *Deadly Force: What We Know*. Mr. Geller draws on his persistent work in this subject area over the past decade and a half—publishing research and advising police departments, the FBI, mayors and city managers, the media and community, civil rights, and civil liberties groups.

His latest work, compiled with assistance from police administrator Mike Scott, is destined, in my view, to become a classic in the annals of police literature. It is the most ambitious and successful effort ever undertaken to summarize in one convenient volume the collected best thinking (supported with illustrative data) about the nature, extent, and control of extreme police-civilian violence.

Although the book has a solid grounding in the field's most sophisticated thinking about police management techniques (Mr. Geller is also editor of the recent 50th anniversary edition of the International City/County Management Association's standard police management textbook), the approach from the first to the last of its more than 650 pages is eminently practical.

The volume was written with not one but many types of practitioners in mind—police (from the chief through the first-line officer), mayors, city managers, legislators, journalists, scholars, and civic and community leaders.

The authors' stated goal, achieved with success, is to arrange a wealth of detailed descriptive and analytic information—much of it never before published—in a format that permits the busy reader to efficiently retrieve pertinent facts and figures when a critical incident—the shooting by police of a civilian or the shooting of an officer—shifts deadly force questions to everyone's front burner.

The detailed table of contents and index guide the reader through an encyclopedia that catalogs and clearly explains almost every issue that a police executive can expect to be faced with. But this book doesn't just list kinds of critical incidents. It portrays and analyzes them, using data from departments spanning the nation. And, most importantly, the authors discuss in detail the array of control mechanisms that police agencies and others would be well-advised to establish and maintain to reduce the risks of such occurrences.

One issue the authors address that is a special favorite of mine is "mixed messages." Police officials, politicians, and other influential individuals commonly send mixed messages to police officers about what is expected of them. By demanding, on the one hand, that officers show restraint in their use of force, and then making it quite clear, on the other hand, that officers should do "whatever it takes" to get results—confessions from sus-

pects, orderly behavior from street congregants, drug confiscations, and so forth—society truly places its cops between the proverbial rock and a hard place.

In the final analysis, this weighty tome (literally) is a desk reference, practitioner's guide, textbook, and encyclopedia. Over a nearly 30-year career in policing and, more recently, criminal justice research and information management, I've never seen anything quite like this book, which is sure to be a law enforcement best-seller.

My advice: If you are a police executive, buy two copies, because you will surely wear one out referring to it as you de-

velop policy, administer discipline, or respond to community concerns. If you are a police officer, you will learn of the experiences of your fellow officers across the country. If you are an educator, you will find valuable data for your classroom presentations. If you are a journalist or other observer of the police, you will frequently refer to this book when interpreting police conduct.

For information on how to order *Deadly Force: What We Know*, contact the Police Executive Research Forum, 2300 M Street, N.W., Suite 910, Washington, D.C., 20037, or call 202-466-7820.

Dennis E. Nowicki

U.S. attorney general releases crime-fighting plan

U.S. Attorney General William P. Barr has released the Department of Justice's blueprint for fighting crime at the state and local levels. Mr. Barr said the report, *Combatting Violent Crime: 24 Recommendations to Strengthen Criminal Justice*, highlights the successes of tough law enforcement and the need for continued legal reform.

The recommendations, developed in conjunction with state and local law enforcement experts, are divided into six groups: pre-trial detention; deterrence and punishment of adult offenders; deterrence and punishment of juvenile offenders; trial, appeal, and collateral attack procedures; prevention and detection of crime; and protection of victims' rights.

Included within these groups are specific recommendations to:

- ◆ Adopt mandatory minimum penalties for gun offenders, armed career criminals, and habitual violent offenders
- ◆ Provide sufficient prison and detention capacity to support the criminal justice system
- ◆ Adopt drug testing throughout the criminal justice system
- ◆ Increase the ability of the juvenile justice system to treat chronic violent juvenile offenders as adults
- ◆ Permit victims to require HIV testing before trial of persons charged with sex offenses

Copies of the report (NCJ-137713) may be obtained by writing to the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850, or calling 800-851-3420.

Revised victims' rights brochure available

A revised brochure explaining the legal rights of crime victims in Illinois is available from the Illinois Criminal Justice Information Authority. Originally enacted in 1984 and amended since then to provide additional protections, the Illinois Bill of Rights for Victims and Witnesses of Violent Crime guarantees two basic rights to crime victims and witnesses: the right to obtain certain information from the criminal justice system, and the right to be treated in a humane way by the system. Bulk and single copies of the brochure are available from the Office of Public Information, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, 10th floor, Chicago, Illinois, 60606-3997, telephone 312-793-8550, TDD 312-793-4170.

Authority to participate in three-state police behavior study

The Illinois Criminal Justice Information Authority has been awarded a \$30,000 grant from the U.S. Department of Justice's Bureau of Justice Statistics to participate, along with Ohio and Pennsylvania, in a three-state study of police behavior and ethical standards. Approximately 2,400 police officers in all three states will be surveyed on their perceptions of and attitudes about police ethics and misbehavior. The study will provide a clearer understanding of current ethical standards in law enforcement, the current level of police misbehavior, and what sanctions police officers expect for their misbehavior. The study will also provide guidelines for future police training curricula. The Illinois component of the study is expected to be completed late next year.

New from the National Criminal Justice Reference Service

Three new publications are available from the federal government.

- ◆ The Bureau of Justice Statistics recently published the *Report of the National Task Force on Criminal History Record Disposition Reporting*. This report is the culmination of a two-year effort by a 17-member task force that included representatives of state judiciary and criminal justice systems.

- ◆ The National Institute of Justice has published the eighth edition of "Directory of Criminal Justice Information Sources" (NCJ 125728), a listing of 176 organizations whose major functions include provision of criminal justice information.

- ◆ The Office of Juvenile Justice and Delinquency Prevention has published the *OJJDP Guide to the Data Sets in the National Juvenile Court Data Archive*.

For information on how to obtain any of these publications, contact the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850, telephone 800-851-3420.

Rovner first woman named to federal appeals court here

Ilana Rovner, a federal judge since 1984, has become the first woman to sit on the federal appeals bench in Chicago. She was confirmed in August by the U.S. Senate and sworn in in October, after being recommended earlier this year by President George Bush.

Her appointment to the 7th Circuit Court of Appeals is the latest in a history of firsts for Judge Rovner. In the early 1970s, she became the first woman law clerk in federal court in Chicago, working for **James B. Parsons**, the first black U.S. District Court judge in the country.

She later became the first woman to head a division in the U.S. Attorney's Office, and then the first woman to serve as the legal counsel and deputy governor under former Governor **James R. Thompson**.

In 1984, she became only the second woman ever appointed to the U.S. District Court for Northern Illinois.

As deputy governor, Judge Rovner helped draft legislation establishing the state's Department of Human Rights, and she wrote Governor Thompson's executive order barring sexual harassment in the workplace.

Police Training Institute has new executive director

Michael T. "Mick" Charles is the new executive director of the Police Training Institute at the University of Illinois-Champaign. Dr. Charles replaces **Clifford W. Van Meter**, who is retiring after a long career in criminal justice, including 16 years as executive director of PTI. The institute provides basic and specialized training for approximately 3,000 Illinois police and correctional officers each year.

Dr. Van Meter is credited with introducing a number of innovative programs at PTI, including computer-assisted instruction, an exchange program with law enforcement authorities in Great Britain, and a pilot program to establish pre-service training for law enforcement officers.

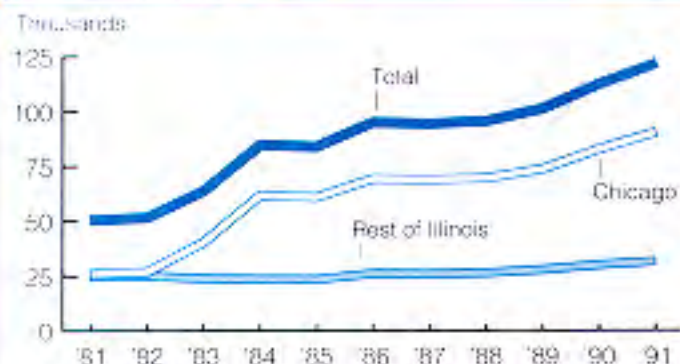
Dr. Charles comes to PTI from Illinois State University in Normal, where he was a professor of criminal justice and former chairman of the Department of Criminal Justice for four years.

New catalog outlines training for substance abuse prevention

The Illinois Prevention Resource Center, a not-for-profit organization funded by the Illinois Department of Alcoholism and Substance Abuse, has published its 1992-1993 *Training Resource Catalog*. The training sessions are aimed at prevention professionals, educators, and community, church, and youth leaders active in drug and alcohol abuse prevention programs. For more information, write to the Illinois Prevention Resource Center, 822 South College Street, Springfield, Illinois, 62704, or call 800-252-8951 (Illinois residents only) or 217-525-3456.

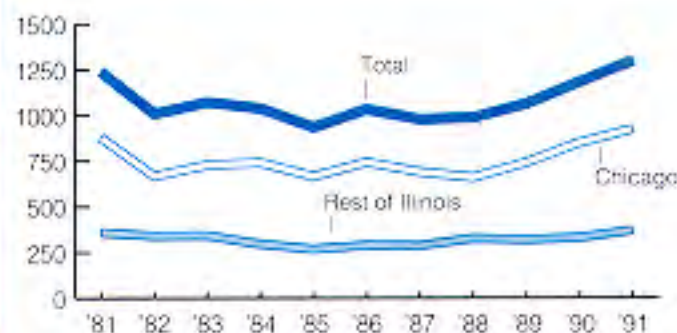
Trends

Violent index offenses



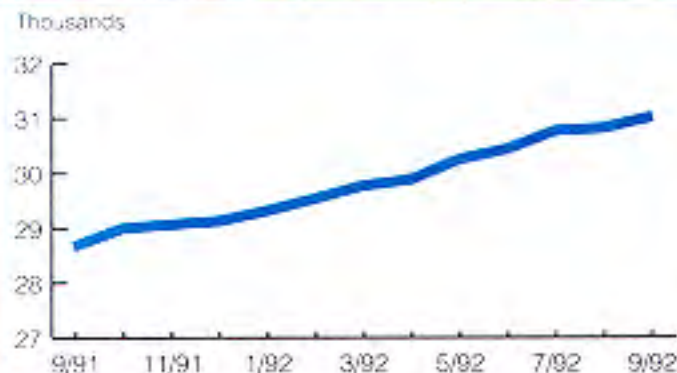
Source: Illinois State Police
 Note: Chicago changed some crime reporting practices and definitions in 1983-84.

Index murders



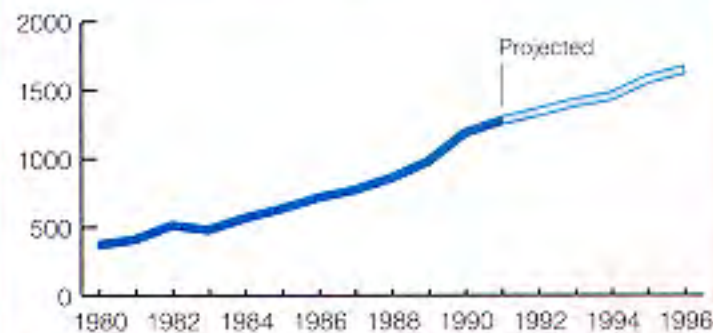
Source: Illinois State Police

State adult inmate population (end of month)



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

State female inmate population (end of month)



Source: Illinois Department of Corrections



ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

120 South Riverside Plaza
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