

State submits \$30.6M drug enforcement plan

By Sarah M. Dowse

The Illinois Criminal Justice Information Authority in April approved a drug enforcement strategy for the state that proposes, among other things, improvements in state and local crime labs and additional manpower and equipment for multi-jurisdictional narcotics units.

The three-year, \$30.6 million plan will be financed through a combination of federal funds from a sweeping anti-drug program approved by Congress last October and matching state and local money. So far, however, Congress has appropriated money for the first year only.

Illinois was the first state to submit a detailed strategy for using the federal funds to the U.S. Department of Justice, which is overseeing the federal drug enforcement block grants. Under the plan, the state will:

- Allocate \$8.01 million over three years to upgrade state and local crime labs

More analysts will be hired at both the Illinois Department of State Police (DSP) and Chicago Police Department crime labs, and additional equipment to speed up drug analyses will be installed. Both improvements are aimed at eliminating backlogs that have allowed drug samples to pile up and forced criminal prosecutions to be dismissed or delayed, said J. David Coldren, executive director of the Authority, which administers federal criminal justice funds in Illinois.

At the end of 1986, for example, DSP's seven crime labs had a backlog of more than 1,000 drug samples waiting to be analyzed, and close to one-quarter of all drug analyses during the year were not completed within four weeks. Similar backlogs and delays exist at the Chicago Police Department's crime lab, where

2,000 unprocessed cases have accumulated and 40 percent of all samples are not being analyzed in time for court proceedings.

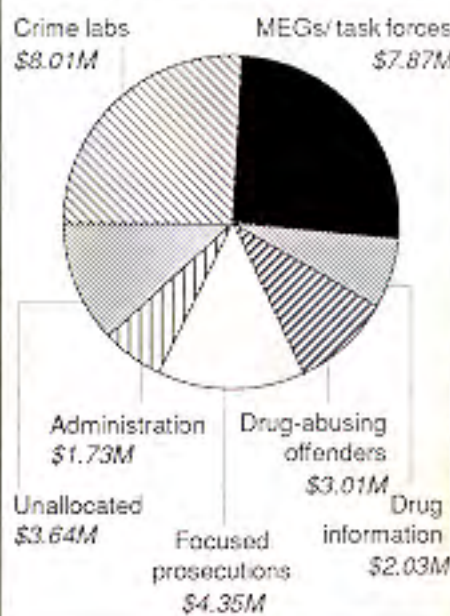
- Use \$7.87 million over three years to expand multi-jurisdictional narcotics units throughout the state.

Law enforcement agencies in 35 Illinois counties currently participate in some form of multi-jurisdictional unit — either a Metropolitan Enforcement Group (MEG) or a task force that investigates drug crimes. The Illinois plan calls for adding officers to each existing unit and for additional resources needed to investigate drug cases and apprehend traffickers.

In addition, the number of counties participating in these narcotics units will be increased to 50. The 15 new counties will either join existing units or have new ones established in their areas. DSP

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How the Authority plans to allocate the state's drug enforcement funds.



Most arrestees are "locals," analysis of PIMS data shows

By Maureen Hickey

Is the person arrested for a burglary on your block more likely to be from down the street or from out of town? How about someone arrested for an assault? And in the Chicago suburbs, how likely is it that the out-of-towner is from Chicago?

To see how these questions might be answered using data from its Police Information Management System (PIMS), the Illinois Criminal Justice Information Authority recently analyzed arrest data that 31 municipal police departments entered into PIMS for six different prop-

erty and violent crimes between 1984 and 1986. The results: for most of the crimes surveyed, more than half of the people arrested came from the immediate area — either the town where the crime occurred or a bordering community. And in towns bordering Chicago, 82 percent to 90 percent of arrests were of people with addresses in the same town or in a neighboring town, including Chicago.

People from Chicago were most likely to be arrested for crimes that took place in suburbs that directly border the city. Still, for each of the six crimes

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News in brief

Agencies to install computer systems

With the help of federal funds, four more criminal justice agencies in Illinois are installing information systems developed by the Illinois Criminal Justice Information Authority.

State's attorneys' offices in Lake, McLean, and Tazewell counties are receiving the Rapid Automated Prosecution System. RAPS tracks criminal cases, maintains local criminal history files, and automates the process of notifying crime victims and witnesses about the cases in which they are involved. Eleven other prosecutors' offices in Illinois and the Office of the State's Attorneys Appellate Prosecutor have installed the system.

In addition, the Correctional Institution Management Information System has been installed at the Whiteside County Sheriff's Office. CIMIS speeds up the booking of inmates and maintains criminal history, housing, and personal data about jail inmates. Three other sheriffs' offices use this microcomputer version of CIMIS.

Half the cost of all systems was paid with federal Justice Assistance Act funds awarded by the Authority.

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Court urges expungement of some records

For the second year in a row the Illinois Supreme Court is urging Illinois legislators to allow criminal records to be expunged under certain circumstances. In its annual report to the General Assembly, the Court recommended that lawmakers enact legislation allowing the expungement of criminal records of those persons convicted of certain minor offenses, but who have led law-abiding lives for a long time thereafter.

The Authority, however, has long recommended *sealing*, rather than expunging, such records for two reasons: to maintain the integrity of statistical databases used for criminal justice research, and because actual expungement is technically difficult and extremely expensive.

FBI rap sheets not exempt under FOIA

Rap sheets maintained by the Federal Bureau of Investigation are not exempt from disclosure under the federal Freedom of Information Act (FOIA), the U.S. Court of Appeals in Washington, D.C., ruled in April. The court held that since information on the FBI's compiled lists of arrests, indictments, convictions, and imprisonments is already public record in local jurisdictions, there is little to support an argument that release of an FBI rap sheet is an invasion of privacy.

In situations where criminal records are often protected, such as with juvenile records, the court ruled that a judge could decide whether the public interest in releasing the information outweighs privacy considerations.

The ruling came in two associated cases brought by news reporters and the Reporters Committee for Freedom of the Press. Disclosure of information is not limited to the press, the court said, but is open to all citizens.

Illinois' FOIA expressly exempts state rap sheets from disclosure under the law. The Authority, however, has proposed a bill, known as the Uniform Conviction Information Act (Senate Bill 926), that would make conviction information on state criminal history records available to the public for a fee.

NCIC database contains nearly 8 million "hot files"

The computerized files of the FBI's National Crime Information Center (NCIC) held almost 8 million records of wanted or missing persons and stolen property as of last August, according to a report prepared for the Bureau of Justice Statistics. These files, commonly called "hot files," contain what is probably the most heavily used type of criminal justice information, according to the report.

Last August 1, the hot files included records concerning more than 2.1 million stolen securities, 2 million stolen or recovered guns, 1.4 million stolen articles, 1.2 million stolen vehicles, 616,000 stolen license plates, 249,000 wanted persons, 53,000 missing persons (mostly juveniles), 26,000 stolen boats, 1,300 unidentified persons, and 253 Canadian warrants, the report said.

As of September 1985, law enforcement officers in the United States and Canada were submitting more than 400,000 requests for information per day to NCIC. Of these, 54 percent were about wanted or missing persons and 42 percent were about stolen vehicles or license plates.

NCIC operates out of the FBI's Washington, D.C., headquarters and responds to information requests 24 hours a day, 7 days a week. It has connecting terminals throughout the United States, Canada, Puerto Rico, and the U.S. Virgin Islands in police departments, sheriffs' offices, state police facilities, federal law enforcement agencies, and other criminal justice agencies. Law enforcement agencies in Illinois gain access to NCIC through the statewide LEADS (Law Enforcement Agencies Data System) network.

Buffalo Grove Police Department accredited

The Buffalo Grove Police Department in April became the fifth law enforcement agency in Illinois — and the 47th nationwide — to be accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA). The department met all 570 mandatory standards and 90

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State police embark on two-year program to upgrade criminal history records

By Maureen Hickey

In a 1980 audit of Illinois' Computerized Criminal History (CCH) system, the Illinois Criminal Justice Information Council said the state's manual criminal history records were vulnerable to fire or other physical disasters because of inadequate backup facilities.

In 1983, the Illinois Criminal Justice Information Authority, the successor to the council, reported that more than half of the arrests recorded on the CCH system had no disposition of any kind.

In a 1985 audit, the Authority found that a majority of the state's rap sheets were not fully computerized.

But because of a shortage of staff and other resources at its Bureau of Identification, the Department of State Police (DSP) has been unable to adequately address these audit findings. Until now, that is.

With the help of nearly \$700,000 in federal and state funds awarded by the Authority, DSP has begun a two-year, three-phase program designed to upgrade the quality of criminal history data in Illinois. Last fall thousands of paper criminal history files were transferred to microfiche. Now DSP has laid out plans to fully computerize records that had to be prepared manually in the past and to track down and enter missing dispositional information.

"This is the first time the Authority has had the opportunity to give DSP the financial assistance necessary to respond to some of the problems pointed out in our audits," said Joanne Laios, head of the Authority's Management Operations Analysis Center.

The federal funds come from the Justice Assistance Act, a block grant program designed to improve the administration of criminal justice in the states. The Authority is administering Illinois' share of the funds, which totaled \$4.1 million during the program's first two years.

The 1980 and 1981 CCH audits found that there was no backup of the state's paper criminal history files. This left the records vulnerable to fires, floods, and other disasters.



Joanne Laios and Gerard Ramker of the Illinois Criminal Justice Information Authority prepare to transmit a document over the Authority's telecopier, part of the state's recently upgraded telefacsimile network (see story on page 5).

Under the first phase of the program, hundreds of thousands of paper criminal history records have now been transferred to microfiche files. Copies of the files are stored at three separate sites, providing backup copies in case disaster strikes one of the other storage facilities.

"For the first time ever, we have complete security of all of our records," said Gary D. McAlvey, chief of the Bureau of Identification. "Should there be a disaster, or should something happen, we can immediately retrieve a set and be back in operation."

The transfer to microfiche has reduced the amount of space and the number of personnel needed to maintain the records, according to Mr. McAlvey. In addition, the transfer has greatly reduced the time needed to retrieve and reproduce files, he said.

In the second phase of the project, which is currently underway, the bureau is entering on the CCH system criminal history information that has previously been stored only on paper or microfiche.

"Theoretically, every criminal history record ending in conviction and a prison sentence should contain an arrest

record, a disposition record from the state's attorney's office filing the charges, a court disposition record of the sentence, and a custodial record from the Illinois Department of Corrections," said Gerard Ramker, head of the Authority's Data Quality Control Center. "Of course, if the case terminated at an earlier stage in the process, the record would stop at that point."

Before DSP finished redesigning the CCH system earlier this year, any dispositional information received out of sequence could not be entered into the system.

"The old CCH system required that information be posted to the database in the order that it happened, not in the order it was received by DSP," said Ms. Laios. "For example, custodial information showing that an offender was received at the Department of Corrections could not be entered to the CCH system until after court conviction information was entered."

Computerized records that were missing such information were flagged as "CCH-incomplete." Before the system

See CCH update, page 4

CCH update

Continued from page 3

redesign, even the computerized portion of a "CCH-incomplete" record could not be generated by the computer. If an agency requested the information, the entire transcript had to be prepared manually.

The new CCH system will allow information to be entered out of sequence. This will ensure that all information the bureau receives can be entered on the system. Therefore, there will be no more new "CCH-incomplete" records.

But the bureau still has a large number of "CCH-incomplete" records left over from the old system. According to Mr. Ramker, the Authority's past audits found that more than 50 percent of the state's 1.8 million criminal history records were "CCH-incomplete" at any one time.

During the second phase of the Authority-funded project, the bureau is updating "CCH-incomplete" records for which it has the missing information in its files. The bureau has received funds

"Our primary concern is to make it easier to positively identify offenders who repeatedly commit serious crimes."

**— Joanne Laios
Illinois Criminal Justice
Information Authority**

for staff and equipment to enter the criminal history information into the CCH system over the coming year.

Because of the large number of "CCH-incomplete" records, the bureau will focus on fully computerizing the records of serious and repeat offenders. "Our primary concern is to make it easier to positively identify offenders who repeatedly commit serious crimes, so the project will concentrate on records of people who are likely to belong to that group," said Ms. Laios.

For example, this phase of the project will be concerned with inmates currently in the Illinois Department of Corrections. "The Authority's Repeat Offender Project has shown that the probability of future criminal activity tends to be greater for offenders with a

criminal history that includes incarcerations," said Mr. Ramker.

Concentrating on likely repeat offenders is also cost effective, according to Mr. McAlvey.

"There are a lot of other people who probably have incomplete records, but there's an extremely low probability that anyone will ever access them," Mr. McAlvey said. "By identifying those high-risk people that someone in the criminal justice system is going to have to deal with in the future and by concentrating on those, we in effect will be coming as close as possible to having complete records for our users," he said.

Once the records have been fully computerized, the bureau will start working on dispositional information that is missing from the records altogether.

The Authority's 1983 audit found that up to 50 percent of the bureau's arrest records, manual and computerized, were missing subsequent dispositional information, according to Mr. Ramker.

In the third phase of the project, the bureau will identify precisely what dispositional information is missing and then solicit it from local agencies. Earlier phases of the project are helping determine how much missing information there is and how much can be obtained, said Ms. Laios.

"Not all of the the dispositional information that local agencies are now required by law to report always had to be reported," she said. "But if a record is missing information that can and should be maintained, attempts will be made to obtain it." □

Did crime go up in 1986?

The Bureau of Justice Statistics and the Federal Bureau of Investigation each released in April their preliminary measures of crime in the United States for 1986 — and each came to a different conclusion.

The FBI's preliminary Uniform Crime Reports for 1986 show that the index of eight major offenses reported to police nationwide rose 6 percent. Violent crimes increased 12 percent and property crimes rose 6 percent last year, according to the FBI.

But BJS's National Crime Survey said crime levels overall in 1986 remained basically unchanged or decreased slightly from the previous year. Preliminary survey results show that personal and household crime in the United States decreased overall by 1.9 percent — a figure the bureau says is statistically insignificant and could be due to sampling variations in the survey.

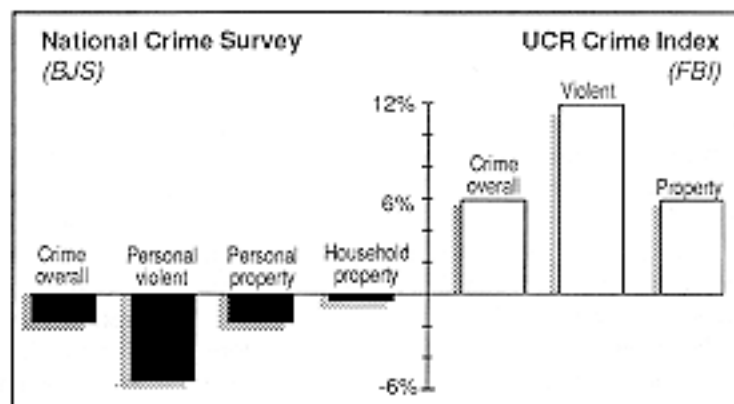
According to the survey, personal violent crimes decreased by 5.5 percent in 1986, personal property crimes decreased 1.9

percent, and household property crimes decreased 0.6 percent.

The National Crime Survey is based on interviews with a nationally representative sample of more than 100,000 people to determine if they have been crime victims. It does not cover arson, murder, and commercial crimes, such as non-residential burglary.

The FBI's figures are based on statistics supplied by law enforcement agencies across the country. The data thus include only crimes known to the police. The National Crime Survey attempts to measure both reported and unreported crime.

According to the BJS survey, 37 percent of all crimes, and 50 percent of violent crimes, were reported to police last year. Reporting rates are now at their highest level ever. □



Illinois' telefacsimile network provides fingerprint checks over the phone

By Maureen Hickey

In October 1985 a man was brought before Cook County's night bond court on a sexual assault charge. It was his first arrest in Chicago, and a computerized name check turned up no criminal history information about him.

The Cook County State's Attorney's Office then asked the Chicago Police Department to telecopy the man's fingerprints to the Federal Bureau of Investigation.

"We were able within a couple of hours to learn that he in fact had a rap sheet and that he had been twice convicted in Tennessee for rape," said James G. Piper, assistant state's attorney and chief of special projects for the state's attorney's office.

Armed with this information, prosecutors were able to get a very high bond for the suspect. "It made all the difference," Mr. Piper said.

Police and prosecutors throughout Illinois are using telefacsimile equipment like that used in the 1985 rape case to identify suspects in custody, to gather criminal history information about them, and to exchange other information. The statewide telefacsimile network was originally set up in 1977.

"Illinois is one of only a handful of states that has a network of police agencies linked by facsimile equipment," said Joanne Laios, the Illinois Criminal Justice Information Authority's telefacsimile project leader. The Authority oversees placement of the devices around the state and coordinates the overall operation of the telefacsimile network.

"The network allows police departments all over the state to share information and get timely positive identifications from central records repositories directly, where otherwise they'd have to wait," Ms. Laios said. "Police departments with telefacsimile equipment not only communicate directly with federal and state records repositories but also with each other," she said.

Gaining positive identification of criminal suspects and getting their criminal history records in time for bail

hearings are the two main benefits of the telefacsimile network. Here's how the process works:

- Local agencies send fingerprints to record repositories at the Illinois Department of State Police or the FBI. The repository compares them to fingerprints already on file and retrieves any criminal history record associated with the fingerprints.

- The repository then telecopies a response — either the rap sheet itself or a statement saying that no record was found — back to the agency that requested it. The entire process can take as little as an hour.

"Obtaining positive identification of suspects through fingerprints is necessary to make sure that appropriate bonds are set for suspects based on their criminal records," said J. David Coldren, the Authority's executive director.

"The telefacsimile network greatly enhances law enforcement's ability to identify and process serious and repeat offenders by enabling local agencies to quickly obtain a positive identification," Director Coldren said. "A name search of state and federal criminal history records systems won't positively identify anyone using an alias. And by the time fingerprints have gone through the mail and back, the pretrial process may be over and a potentially dangerous person with a serious record could be out on bond."

Illinois' telefacsimile network was established in 1977 when equipment was first installed in the state's 21 judicial circuits and at 15 additional locations in Cook County. The original equipment was provided through the Illinois Law Enforcement Commission, one of the Authority's predecessor agencies.

The original telefacsimile network enabled law enforcement agencies to transmit fingerprints to state and federal repositories and to receive criminal history records back. But the system had some drawbacks, too, mainly due to the older-model telecopiers that were used to transmit and receive criminal history records, according to Ms. Laios. The

criminal history records transmitted over the network were difficult to read, and the telecopiers could not communicate with other types of telecopiers used in other agencies, Ms. Laios said.

In 1986 the Authority used federal Justice Assistance Act funds to upgrade and expand the telefacsimile network. Three improvements were made:

- New, more sophisticated telecopiers were installed in the 36 existing telefacsimile sites.

- New fingerprint facsimile transmitters and telecopiers were placed in nine additional sites in Cook County.

- Discounts on telecopier equipment were offered to law enforcement agencies in Cook County who want to join the network. The facsimile equipment available through this "buy-in" program allows law enforcement agencies to receive criminal history information and to transmit written material. It will not, however, enable them to transmit fingerprints.

There are two types of equipment in the telefacsimile network: fingerprint facsimile transmitters and telecopiers. The heart of the telefacsimile network consists of the 45 fingerprint facsimile transmitters, which can transmit high-resolution digital images over standard telephone lines. Because these units are expensive, they have been installed in central locations so they can be shared by surrounding communities.

Each of the 45 fingerprint facsimile transmitter sites also has a telecopier for transmitting written material, such as criminal history records. Agencies that do not have fingerprint transmitters but have telecopiers can receive and transmit written criminal history records, although they must still transmit fingerprints through a department that has a fingerprint facsimile transmitter.

Cook County has 24 of the fingerprint facsimile transmitters because of the high number of serious and repeat offenders in that area, according to Ms. Laios.

"The equipment was allocated so

See Telefacsimile, page 6

Sexual assault victims in Rockford getting help in fighting back

By Sarah M. Dowse

An innovative Rockford program is providing ammunition to sexual assault victims who want to fight back: a coordinated effort to prosecute offenders and improve community understanding of the sensitive issues facing rape victims.

From its small, unassuming office on a quiet residential street, Rockford Sexual Assault Counseling (RSAC) has succeeded in bringing new life to local victims' support efforts. Active in the Winnebago County area since 1977, the private, non-profit agency last year used funds from the Illinois Coalition Against Sexual Assault (ICASA) to make Rockford one of only a few places in the nation with a full-time court advocate exclusively for rape victims. Part of ICASA's funding for the Rockford program comes from federal Victims of Crime Act money awarded by the Illinois Criminal Justice Information Authority (see box, page 7).

Cheryl McArdle, who took on the role of court advocate last summer, is already making a difference in the way rape victims are treated in the courts, according to several officials. By serving as a liaison between victims and the judicial system, she guides them through the often long and complicated court process — a process which many victims are afraid to face alone.

"Before we hired Cheryl, the agency's presence in the courthouse was many different personalities," said Millie Zimmerman, RSAC's director. "Cheryl has created a single presence there."

Before Ms. McArdle arrived at RSAC, many counselors didn't get to know judges and assistant state's attorneys well enough to develop relationships of trust and respect with them.

"One of the worst feelings that accompanies rape is a sense of helplessness, a loss of power. By prosecuting the attacker a victim can fight back and regain control."

— Cheryl McArdle
Court advocate

Now Ms. McArdle accompanies all rape victims to all court appearances. She explains the judicial proceedings and briefs them on what to expect when they take the witness stand. This consistent support, she says, can help victims restore a sense of control over their lives.

"One of the worst feelings that accompanies rape is a sense of helplessness, a loss of power," Ms. McArdle said. "By prosecuting the attacker a victim can fight back and regain control."

During 1986, the number of referrals to RSAC increased 40 percent over the previous year, even though there was no significant jump in the number of rapes reported to police. Ms. Zimmerman gives credit for the increase to Ms. McArdle's presence — and to concerted efforts to increase RSAC's name recognition in the community.

Changes in state law in 1984 also made criminal trials easier on sexual assault victims. A victim's sexual past, apart from previous encounters with the defendant, cannot be used as evidence; only the use of force — whether physical or psychological — against the victim must be proved, not the victim's attempts to resist it; the victim has to prove refusal to participate only if the defendant claims the victim engaged in sexual activity willingly; and only sexual contact, not full penetration, must be proved.

Winnebago County State's Attorney Paul A. Logli said the court advocate's support role is important in keeping the victim confident that the system is working to convict offenders. However, he said it is probably inappropriate for prosecutors to assume those responsibilities.

"It's questionable whether the assistant state's attorneys should 'hold the

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Telefacsimile

Continued from page 5

that no police department would have too far to travel," she said. "In addition, some departments in communities based around large shopping centers were given faxes [fingerprint facsimile transmitters] because of the large number of repeat offenders committing retail theft in their areas."

In Calumet City, fingerprints are checked on virtually all arrests, according to Officer Larry Eby of the Calumet City Police Department.

Officer Eby, who supervises the use of the fingerprint facsimile transmitter for the department, said Calumet City

police use the telefacsimile network extensively in both retail theft cases and all felony offenses. A large number of shoplifting arrests are made at the local mall, Officer Eby said, and the telefacsimile network can quickly get a positive identification and arrest record before the bond hearing.

The Dolton Police Department uses either the fingerprint facsimile transmitter in Calumet City or the one in Harvey to identify unknown arrestees.

"I think it's really necessary," said Lt. Richard Hall of the Dolton Police Department. "People are never who they say they are. You have to prove it."

Despite the importance of a positive

identification, police in Dolton sometimes have to do without, according to Lt. Hall. Because Dolton doesn't have its own fingerprint transmitter, the department must sometimes "wait in line" to have fingerprints processed by a neighboring department.

The Authority's discount buy-in program for telecopiers may help communities such as Dolton cut down on some of the waiting time for fingerprint results, according to Mr. Coldren. With their own telecopiers, these communities will be able to receive the results of the fingerprint check directly, instead of waiting for criminal history transcripts to be delivered from other agencies. □

Victims

Continued from page 6

victim's hand," he said. "They have to maintain a prosecutorial detachment.

"The court advocate has a unique opportunity to bring support to the victim. We have a unique responsibility to prosecute the perpetrator. We'll all be at odds every time we try to do the other person's job," State's Attorney Logli said.

He also emphasized the importance of the court advocate in helping the victim assert the right of the state to prosecute. "The point is that we're not doing it just for the victim, but rather for all the people of the state," he said.

Ms. McArdle said she earned the respect of the state's attorney's office not only through her commitment to victims but also through her sense of restraint. She tries to point out excessive delays and get cases considered, but she also knows that there is a large community demand for time from assistant state's attorneys.

Ms. McArdle and Ms. Zimmerman said they have seen their work pay off in several ways:

- The state's attorney's office is accepting more cases for prosecution.
- Police are committing more time to investigating sexual assault cases.
- The community is more aware of the needs of sexual assault victims.

With these achievements behind them, RSAC now hopes to establish a new venture — a "consortium" composed of key players involved with the victim after a rape incident.

Under the plan, emergency room staff from local hospitals, assistant state's attorneys, police, judges, and social workers would meet on a regular basis to discuss the unique concerns of sexual assault victims.

"We need to assemble a preponderance of people who care and who count," Ms. Zimmerman said.

She said that because different people involved with sexual assault victims have different objectives and operate under different time constraints, there is often little cooperation among them. This can lead to ineffective investigations and evidence collection, and sometimes all the necessary facts don't come together in time for trial, she said.

"Today there is a greater sensitivity

to the needs of the victim," State's Attorney Logli said. "But there still are gaps in the collection of evidence. We need to be even more tuned in to the victim's trauma."

He agreed that members of the consortium should meet regularly to analyze statistics on sexual assault and to discuss weaknesses in the system for helping victims. He said that from time to time it is necessary to look at the big picture so that trends can be detected and then addressed.

One trend Rockford officials noted is an apparent increase in the number of "date rapes." In addition, statistics from ICASA indicate that more than half of all sexual assault victims have previ-

ously met their attackers.

However, for many reasons, this type of sexual assault is extremely difficult to prosecute. For example, the issue of non-consent is difficult to establish. But with better information and better cooperation among the advocate, the victim, and the prosecutor, RSAC hopes to make a difference in these cases as well.

RSAC programs are funded by ICASA (including funds awarded by the Authority), the state Attorney General's Office, the United Way, and other contributors and foundations. Its paid staff consists of Ms. Zimmerman, Ms. McArdle, and a clinical director who trains volunteers. □

For the second consecutive year, the Illinois Criminal Justice Information Authority has earmarked nearly \$275,000 in federal Victims of Crime Act (VOCA) funds for sexual assault advocacy services around the state. The Illinois Coalition Against Sexual Assault administers these funds on behalf of the coalition's member agencies. Currently 25 agencies serving 59 Illinois counties — including Rockford Sexual Assault Counseling — are receiving VOCA sexual assault money allocated by the Authority. The agencies serve an average of 125 victims each month.

Margolis named DSP head

Governor James R. Thompson in May appointed Jeremy D. Margolis as Illinois' new director of state police, making him the newest member of the Illinois Criminal Justice



Illinois State Police Director Jeremy D. Margolis

Information Authority as well.

Director Margolis succeeds James B. Zagel, the former director of state police who was recently confirmed as a U.S. District Court judge in Chicago. The state police director automatically serves on the 15-member Authority.

Prior to his appointment, Director Margolis served for more than two years as Illinois' first inspector general, overseeing the licensing, regulatory, and inspection activities of all state agencies and carrying out special projects for the Governor, including recent efforts directed at child pornography and nursing home abuse. From 1973 to 1984, he was an assistant U.S. attorney for the

northern district of Illinois.

Director Margolis holds a law degree from Northwestern University in Evanston and a bachelor's degree from the University of Illinois at Urbana. He has also lectured at various law schools and conducted training seminars for federal and local law enforcement agencies throughout the country.

Judge Zagel had been a member of the Authority, and chairman of its Legislation and Regulations Committee, since the agency began operation in January 1983. He was appointed director of the Illinois Department of Law Enforcement, now the Department of State Police, in 1980. He previously held several state government positions, including director of revenue, executive director of the Illinois Law Enforcement Commission (a predecessor agency of the Authority), and assistant attorney general.

A graduate of Harvard Law School, Judge Zagel holds master's and bachelor's degrees from the University of Chicago. He has co-authored two books on criminal law with Fred Inbau and Governor Thompson. □



McGruff with fellow participants in Chicago's May 6 anti-graffiti parade.

Neighbors will spend a "Night Out" against crime

When the first "National Night Out" against crime was held in 1984, only about 320 communities in 21 states participated. During this year's fourth annual observance, scheduled for Aug. 11, organizers hope to surpass last year's record — 16.5 million participants in 4,700 communities in 49 states.

"National Night Out is designed to heighten public awareness of crime prevention, to generate interest in local crime prevention programs, and to strengthen neighborhood spirit against crime. It is a night for communities to demonstrate their solidarity against crime and to let criminals know that they're not welcome in their neighborhoods," said Project Director Matt Peskin of the National Association of Town Watch.

Night Out activities usually range from citizens lighting their front porches and sitting out with neighbors for several hours, to organized block parties, dinners, and neighborhood events.

Police departments, crime watch groups, and other community organizations usually serve as local coordinators of the Night Out program. And while the basic theme of the event is the same throughout the

NATIONAL
NIGHT
OUT

country, communities are encouraged to tailor their activities to benefit local crime prevention programs.

Approximately 60 Illinois communities took part in the 1986 National Night Out, including first-time participants Aurora, Hanover Park, Oak Park, Peoria, and St. Charles. Two areas of the state also earned accolades for their efforts last year: The Quad Cities region, which includes communities in both Illinois and Iowa, was rated as having one of the top 15 programs in the country, while the Carbondale-Southern Illinois University area earned an honorable mention.

Registration has already begun for the 1987 National Night Out. For more information, write to National Association of Town Watch, Night Out, P. O. Box 303, Wynnewood, Pa., 19096, or call toll-free 1-800-NITE-OUT. ☼

Normal celebrates Neighborhood Watch

For the good guys, the outcome was really never in doubt.

In a tug-of-war held during recent crime prevention festivities in Normal, Ill., McGruff, Police Chief James Taylor, and several officers and citizens of the McLean County community easily outmuscled Boris the Burglar, the shadowy cartoon figure who appears on many neighborhood watch signs.

Organizers said the symbolic test of strength was designed to show would-be *human* burglars that the odds are becoming stacked against them as well.

Neighbors fighting crime by watching out for each other and their communities was the theme of the April 24 crime prevention event, which was co-sponsored by the Normal Police Department and neighborhood block captains. The purpose was twofold: to provide citizens with crime prevention information and to recruit people for Normal's expanding neighborhood watch efforts.

More than 850 households currently participate in the community's 84 organized block watch groups. Last year only 2 percent of the reported burglaries in Normal took place in watch areas, which cover 5 percent of the city's households.

In addition to the tug-of-war, the day's events featured safety videos for children, including the Geneva Police Department's popular "Safety Tip Shuffle," and, for adults, a computerized crime prevention quiz developed by Radio Shack. People who could answer all 8 questions correctly — "Do you have deadbolt locks on all exterior doors?" was one inquiry — were awarded prizes.

McGruff was on hand all day to pass out safety materials, balloons, pins, and other prizes. And drawings were held every hour for McGruff stuffed dolls.

Organizers of the day-long event declared it was a success, and they gave part of the credit to the local news media, which provided extensive coverage throughout the day. ☼

Governor Thompson honors 28 for crime prevention achievements

Concerned about vandalism, theft, and other crimes in his neighborhood, Everett Copeland of Delavan, Ill., went to the Tazewell County Sheriff's Department four years ago and asked to be trained in organizing neighborhood watch groups and performing home security surveys.

Since then he has gone door to door arranging citizen patrols and conducting home security surveys on evenings and weekends for 90 of his neighbors. He has also fingerprinted about 7,500 children in conjunction with Tazewell County's I-SEARCH and other crime prevention programs. So successful has Mr. Copeland been in Delavan that other law enforcement agencies in the county have sought his help in establishing

citizen programs in their own communities.

Now, his efforts have earned him statewide recognition as well: a 1987 Governor's Award for Outstanding Achievement in Community Crime Prevention.

Mr. Copeland was one of 28 individuals and organizations that received achievement awards this spring during the second annual series of regional crime prevention seminars sponsored by the Illinois Criminal Justice Information Authority. More than 600 people attended this year's seminars, which were held in Decatur, April 7; Rock Island, May 14; Arlington Heights, May 29; and Mt. Vernon, June 2.

Awards were again presented in five categories: law enforcement



T.J. Vaughan of WAND-TV, Decatur, accepts the Governor's crime prevention award from Authority Executive Director J. David Coldren.

agency, business, civic organization, news media, and individual (paid professional or volunteer). Nominations were submitted by law enforcement officials, crime prevention practitioners, business and civic leaders, and citizens from throughout the state, and winners were chosen by an independent advisory committee established by the Authority.

Among the 28 award winners were recipients of two special awards for statewide crime prevention efforts: the Illinois Retail Merchants Association, which conducts an annual anti-shoplifting campaign and which helps small businesses develop loss prevention strategies, and ADT Security Systems, an alarm company which distributes a "Corporate Action Kit" to businesses and law enforcement agencies. The kit, which ADT developed with the National Crime Prevention Council, provides safety information for employees. ☐

WINNERS: 1987 Governor's Awards for Outstanding Achievement in Community Crime Prevention

NORTHEAST (Arlington Heights, May 29)

LAW ENFORCEMENT AGENCY —

Geneva Police Department

BUSINESS — Woodfield Associates, Schaumburg

CIVIC ORGANIZATION — Oak Forest Chamber of Commerce

NEWS MEDIA — Oak Forest Star and Continental Cablevision of Cook County, Inc. (co-winners)

INDIVIDUAL (Paid Professional) — Lt. William Hominick, Park Ridge Police Department

INDIVIDUAL (Volunteer) — Janice Helton, St. Charles Helping Hand

SPECIAL STATEWIDE AWARDS — ADT Security Systems; Illinois Retail Merchants Association

NORTHWEST (Rock Island, May 14)

LAW ENFORCEMENT AGENCY — Prophetstown Police Department

BUSINESS — Illinois-American Water Company, Peoria

CIVIC ORGANIZATION — Rock Island Community Caring Conference

NEWS MEDIA — WGEM-TV, Quincy

INDIVIDUAL (Paid Professional) — Sgt. Bill Sowards, Rock Island Police Department

INDIVIDUAL (Volunteer) — Everett Copeland, Neighborhood Watch Coordinator, Delavan

CENTRAL (Decatur, April 7)

LAW ENFORCEMENT AGENCY —

Morgan County Sheriff's Department

BUSINESS — Archer Daniels Midland Company, Decatur, and Golden Corral Family Steak House, Jacksonville (co-winners)

CIVIC ORGANIZATION — Champaign County Farm Bureau

NEWS MEDIA — WJIL-Radio, Jacksonville, and WAND-TV, Decatur (co-winners)

INDIVIDUAL (Paid Professional) — Off. S.C. Tart, Coles County Sheriff's Department

INDIVIDUAL (Volunteer) — Alan Nudo, Champaign

SOUTH (Mt. Vernon, June 2)

LAW ENFORCEMENT AGENCY — Mt. Vernon Police Department

BUSINESS — Don's Hardware, Belleville

CIVIC ORGANIZATION — Jefferson County Homemakers Extension Association

NEWS MEDIA — Belleville News-Democrat

INDIVIDUAL — Wayne Schlosser, Belleville

A special section of each *Compiler* is devoted to crime prevention news. We welcome news about local crime prevention programs (including black-and-white photographs). Send to McGruff, 120 S. Riverside Plaza, Chicago, IL 60606-3997.

Louise Miller
Crime Prevention Editor

State officials again promote expanded electronic eavesdropping law

By Kevin P. Morison

To many law enforcement officials, it is an indispensable investigative tool, particularly in major drug cases. To others, it's an unconstitutional, and usually unnecessary, invasion of personal privacy.

Non-consensual eavesdropping — the electronic interception of conversations when none of the participants has agreed to be overheard — is currently prohibited by Illinois law. But it won't be for long if some of the state's top criminal justice officials have their way.

Several of them are again backing legislation that would relax Illinois' strict electronic surveillance law. And in an attempt to win the support of lawmakers who have been uncomfortable with non-consensual eavesdropping in the past, officials this year have limited their proposal to three types of cases — felony drug investigations, kidnapping and hostage situations, and terrorism — and have built in what they consider to be extensive procedural safeguards.

Presently Illinois law allows private communications to be electronically intercepted only if all parties to the conversation consent to be overheard. In addition, law enforcement officers, after

receiving judicial approval, are permitted to record conversations in which they are personally involved even if none of the other parties consents.

But neither procedure is particularly helpful in infiltrating high-volume drug distribution networks, said Jeremy Margolis, Illinois' new director of state police (see page 7). "If two drug kingpins are plotting to move 100 kilos of cocaine in Illinois, often times there's no other way to penetrate their operations than through an electronic intercept," he said.

"Under current law, you can only listen in on a conversation in which a government agent is involved. Under that system, you have to physically get next to the kingpin, to see him and hear him. Unfortunately, you just can't get Mr. Big that way" because the high-volume dealer is usually insulated by lower-level operatives, Director Margolis added.

Under an amended House Bill 2571, authorities would be permitted to conduct court-authorized electronic surveillance of private oral communications when no party has consented to the interception *and* when it would facilitate the apprehension and prosecution of certain

felony drug offenders. These include people involved in the manufacture, delivery, or possession of controlled substances; in calculated criminal conspiracies involving drugs; and in drug schemes involving minors. The bill, which was approved by the House Judiciary II Committee in May, would also permit non-consensual eavesdropping in certain kidnapping, hostage, and terrorist cases.

However, Jane Whicher, a lawyer with the American Civil Liberties Union (ACLU) in Chicago, questioned the need for non-consensual eavesdropping in general, and in drug cases in particular. "There is no clear reason that makes drug crimes any less susceptible to traditional law enforcement techniques," she said, noting that state law already allows the recording of conversations in which police officers are involved.

Ms. Whicher said the ACLU opposes non-consensual eavesdropping because the practice represents a "substantial erosion of the right to privacy guaranteed in the Illinois Constitution."

But Tom Braglia, deputy director of the Northeastern Metropolitan Enforcement Group (NEMEG), a multi-

See *Eavesdropping*, page 11

As the use of non-consensual eavesdropping has increased nationwide, so has the cost.

	Number of states that authorize non-consensual electronic surveillance	Number of states that did authorize orders for non-consensual electronic surveillance	Approximate number of states that did authorize orders for non-consensual electronic surveillance for drug offenses	Approximate percentage of state and federal orders for non-consensual electronic surveillance where narcotics was the major offense	Average cost of using electronic surveillance equipment
1975	23	17	15	25%	\$ 6,970
1976	23	20	14	28%	8,482
1977	23	18	15	38%	9,699
1978	23	19	15	34%	11,275
1979	25	19	no data	45%	16,437
1980	27	21	17	50%	17,146
1981	28	21	17	54%	21,686
1982	28	21	16	58%	34,488
1983	30	19	19	56%	33,985
1984	30	23	19	60%	44,976

Source: The Administrative Office of U.S. Courts' *Wiretap Report* (1985), quoted in *State Laws and Procedures Affecting Drug Trafficking Control: A National Overview*, The National Governors' Association and the National Criminal Justice Association, 1985.

Eavesdropping

Continued from page 10

jurisdictional drug enforcement unit in Cook County, said there are two reasons non-consensual eavesdropping is needed in drug investigations: to protect the safety of undercover officers and to provide concrete evidence against drug traffickers at trials.

Mr. Braglia said that although officers can wear recording devices during certain undercover drug transactions, many drug-buy situations are extremely dangerous. He said that poses a dilemma for law enforcement — either scale back an investigation or risk the safety of an undercover agent. "Just for that reason alone, we should have [a non-consensual eavesdropping law] — to protect the undercover agent, to protect his family," he said.

Mr. Braglia added that setting up an officer with a recording device under current policies — obtaining the necessary court order, lining up the equipment, and getting needed technical help — can take up to a day. This means some drug buys are missed because they cannot fit the scheduling demands of the traffickers being investigated. HB 2571 would permit a chief circuit judge to authorize an emergency electronic surveillance without an immediate court order if there is probable cause to believe an investigation is in danger and a substantial threat to the safety of officers exists.

Director Margolis said he thinks people who have opposed non-consensual eavesdropping in the past will be less reluctant once they understand the safeguards in the current proposal. He said these protections are more extensive than those contained in the federal eavesdropping statute, which has been used as a model law for many other states.

For example, the bill would:

- Require the chief judge of the circuit in which the electronic surveillance would take place to approve each non-consensual intercept. In drug cases, judges could give their approval only after authorities present a detailed application showing probable cause that a felony drug violation is involved, that the conversation to be monitored would support their investigation, and that all other investigative techniques have been

tried and failed. The application would also have to spell out exactly where the electronic surveillance would take place and what officers would be involved.

- Mandate that all officers conducting non-consensual eavesdropping receive specialized training from the state.
- Limit each intercept to a maximum of 30 days; 30-day extensions would also be allowed following judicial approval.
- Require that logs of all eavesdropping activities be kept and that reports detailing the use and results of electronic surveillance be made to the Administrative Office of the Illinois Courts, the director of state police, the Governor, and the General Assembly.

"The bill is unyielding in its safeguards," Director Margolis said. "If one cannot meet its basic requirements, the judge is required by law to refuse the intercept." He also said that with the bill's reporting requirements, "we will have a clear record of what was done and when it was done — empirical evidence of how the law is working."

But Ms. Whicher of the ACLU said safeguards on federal eavesdropping have frequently been abused. She cited the example of a 1985 federal wiretap of a pay phone in northern Illinois: 2,332 private conversations were recorded in 30 days at a cost of \$50,000, even though no arrests, trials, or convictions resulted. She described the costs involved in non-consensual eavesdropping as "astronomical."

Others, however, said the resources needed to carry out sophisticated electronic surveillance effectively limit their use to the most important cases.

"The tool is self-policing in some ways because it is expensive and it can

be cumbersome," Margaret Tarrant, assistant district attorney in Milwaukee (Wis.) County, told participants at a recent National Criminal Justice Association seminar in Chicago. According to a federal report, Wisconsin, which has a non-consensual eavesdropping statute patterned after the federal law, authorized seven electronic intercepts between 1983 and 1985, with the average cost in 1985 of about \$27,100.

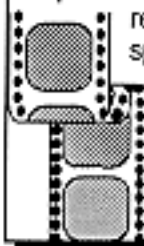
Robert Bonneville, director of public safety in Glencoe, Ill., and president of the Illinois Association of Chiefs of Police, said that because of the cost and expertise involved in electronic surveillance, most local law enforcement agencies need the help of metropolitan enforcement groups, drug enforcement task forces, or the state police in eavesdropping situations. He said police chiefs in Illinois "do think there is a need for wiretapping in drug investigations and other crimes where large amounts of money are involved." But he said chiefs would not support a broad-based eavesdropping bill if it would jeopardize the chances of passing legislation for drug investigations only.

Mr. Margolis said education may be the most important part of the latest push for an expanded electronic surveillance law. "Many people just don't understand what wiretap laws provide and how they work in real life," he said. "Once people understand the safeguards that are involved, I think they'll be less skittish."

Added Mr. Braglia of NEMEG: "If we were not talking about a viable tool, then why is the federal government using it successfully on a daily basis? If we don't get a non-consensual eavesdropping law in Illinois, we'll never know how effective it is." □

Crime File tapes available

Crime File, a videotape series on some of the most critical crime issues facing the public, has been expanded. The 10 new VHS videotapes cover such topics as drug trafficking, drug education, house arrest, street people, restitution and community service, and probation. The 32-part series, sponsored by the National Institute of Justice through a grant to the Police Foundation, is available on loan from the Illinois Criminal Justice Information Authority. Interested agencies or individuals may obtain a complete list of topics and an order form by contacting Christine Devitt at the Authority, 312-793-8550.



Drug enforcement

Continued from page 1

will also create centralized equipment arsenals from which local narcotics units may borrow special items needed for short-term drug investigations.

- *Allocate approximately \$2 million over three years for improving the quality of drug information in Illinois.*

An automated system, to be run by DSP, will be developed to collect intelligence and investigative information and to share it among multi-jurisdictional narcotics units. "Illinois currently has no coordinated means of collecting, organizing, and sharing drug-related information," Director Coldren said. "As a result, MEGs and task forces often end up conducting redundant investigations or missing important leads."

The plan also calls for the development of comprehensive, statewide statistics on the nature and extent of drug-related criminal activity in Illinois and on law enforcement's response to the problem. Director Coldren said better information is essential to effective drug enforcement planning in the future.

- *Use \$3 million over three years for programs to identify and treat drug-dependent offenders in Illinois.* Through a combination of state and local programs, the strategy aims to break the pattern of substance abuse and recidivism among offenders in Illinois.

At the local level, correctional officers from at least three county jails will be trained in how to identify drug-dependent offenders. Those jails will then develop in-jail programs and use existing community-based services to treat substance-abusing inmates. All treatment programs for inmates will be developed in cooperation with the Illinois Department of Alcoholism and Substance Abuse.

At the state level, the plan calls for training Illinois Department of Corrections staff in how to identify substance-abusing prisoners and providing education and special pre-release counseling to those prisoners. A state treatment facility will also be established for female and juvenile offenders who are leaving prison with a history of drug abuse and returning to the Chicago area.

- *Spend \$4.35 million over three years to conduct focused drug investigations and prosecutions.*

A multi-jurisdictional — and possibly multi-state — law enforcement and prosecution effort will be created to identify, apprehend, and prosecute high-volume drug traffickers who operate in the greater Chicago area. "We hope to apprehend and prosecute the increasingly mobile, high-volume distributors who are based in urban areas such as Chicago, but whose range of influence extends into dozens of other jurisdictions," Director Coldren said.

About \$3.64 million remains unallocated in the state's plan. Director Coldren said these funds, which represent third-year dollars, will be used to respond to new drug enforcement needs.

In addition, the Authority will use about \$1.73 million to administer the designated programs over the next three years. This money will cover costs related to program development and monitoring, as well as negotiation of inter-agency agreements. Because the amount being used for administration in Illinois is 4.3 percent less than the 10 percent al-

lowed by the federal law, an extra \$1.33 million is being channeled into state and local drug enforcement programs.

The Authority submitted Illinois' drug enforcement plan to the Justice Department on April 10. The department, the Illinois General Assembly, and the public were given 60 days from that time to review the strategy.

Congress originally envisioned the federal program, officially known as the State and Local Law Enforcement Assistance Act, to be a three-year effort, but it has appropriated only first-year funds so far, including \$7.66 million for Illinois. (Because every \$3 in federal funds must be matched with \$1 in state or local money, the actual first-year program in Illinois will total more than \$10.2 million.)

For more information about Illinois' drug enforcement strategy, or to obtain a copy of the full plan, contact Barbara McDonald, the Authority's federal assistance programs administrator, at 312-793-8550. □

Drug abuse is workshop topic

A lack of vigorous intervention and prosecution is sending a message to drug users that "if you're breaking the law, don't worry about it," Peter B. Ben-singer, the former head of the U.S. Drug Enforcement Administration (DEA), told a drug abuse workshop April 27 in Springfield.

"The scope of the problem is bad because drugs are widely available, widely abused, and there is not much of a disincentive for users," said Mr. Ben-singer, who now consults industry and government on drug abuse policies. He said mandatory testing can be a deterrent to drug use, but he warned that it is not a "magic wand."

More than 100 people — including Illinois legislators, federal and state law enforcement officials, and drug treatment and prevention experts — heard Mr. Ben-singer and several other speakers discuss the extent of drug abuse and current policies and strategies for dealing with the problem. The day-long, first-of-its-kind workshop was sponsored by the Illinois Criminal Justice Information Authority and other state and federal agencies.

In his keynote address, Robert Stut-



Stacatto Mosely, Chicago, and Kathy Khang, Roselle, offer their views of the drug problem among Illinois youth during the April 27 workshop.

man, special agent in charge of DEA's field division in New York, said drug education and prevention efforts should begin before students reach junior high school because so many youngsters today are experimenting with drugs at ages 11 or 12. His remarks were echoed

See Drug workshop, page 13

PIMS arrests

Continued from page 1

analyzed in those suburbs, Chicagoans accounted for less than one-third of all arrests. This percentage ranged from 31 percent for burglary or theft from a motor vehicle to 11 percent for assault or battery.

In Cook County suburbs that do not share a border with Chicago, 6 percent to 21 percent of all arrests were of people with Chicago addresses. And in towns outside Cook County, Chicagoans were involved in only 1 percent to 7 percent of all arrests.

"These results don't surprise me a bit," said Edward Folliard, a PIMS analyst with the Authority and a former police officer. "Most people are arrested for crimes committed in the jurisdiction of their residence or in a bordering jurisdiction — that's why we network neighboring police departments on PIMS. And if a suburb borders Chicago, a lot of the people arrested in that suburb are going to be from Chicago."

Data for the years 1984 through 1986 were analyzed for all police departments using PIMS (see box). Six crime types were examined: residential or non-residential burglary; robbery; assault or battery; motor vehicle theft; burglary or theft from a motor vehicle; and sex offenses. The last category included all

criminal sexual assaults, child pornography, and all other sex offenses except incest, prostitution-related crimes, and obscenity-related crimes.

The 31 PIMS communities were divided into three concentric zones. The innermost zone consisted of the eight PIMS communities that share a border with Chicago. The next group comprised the 13 remaining PIMS towns in Cook County. The 10 PIMS communities outside Cook County made up the third zone.

Four results were calculated for each zone for each crime for the entire 1984-1986 period: the percentage of arrestees with addresses in the town where the crime occurred, the percentage with addresses in bordering towns (except Chicago for the innermost zone), the percentage with addresses in Chicago, and the percentage with addresses in towns that do not border the jurisdiction where the crime occurred (see table on following page for complete results).

[The town that records an arrest on PIMS is almost always the town in which the crime occurred, even if the arrest physically took place in another community. A small number of arrests based on warrants from one community may be recorded as arrests in another town, however.]

To keep the analysis simple, a shared border was the only characteristic used to define which nearby communities are in a town's "local area." This means, however, that certain factors must be taken into account when looking at the results.

For example, two communities were counted as bordering even if they were separated by an unincorporated area. This means that, especially outside Cook County, "bordering" communities could actually be a few miles apart.

The opposite situation often occurs in Cook County, which is more densely populated. There it is possible for two towns that are "non-bordering" to be as little as a mile apart.

In addition, arrest figures should not be equated with offense statistics. "There are always going to be more offenses than arrests," Mr. Folliard said. "But we can analyze only the people who have been apprehended; we don't know about the people who haven't been caught."

Still, the analysis seems to reflect

both the experience of law enforcement officers and statistical research about the distances offenders travel to commit certain types of crime.

In PIMS communities in Cook County (including towns that border Chicago and those that do not), more than half of the people arrested for assault or battery (61 percent), sex offenses (58 percent), and burglary (53 percent) had addresses in the town where the crime occurred. The corresponding percentages were much lower for burglary or theft from a motor vehicle (41 percent), robbery (38 percent), and motor vehicle theft (37 percent).

Over the years, researchers have found that offenders tend to travel farther to commit most property crimes than they do for most violent crimes, according to Carolyn Rebecca Block, head of the Authority's Statistical Analysis Center.

One exception to this general rule, however, is robbery, a violent crime that shares many of the characteristics of property crimes. "Robbers, especially armed robbers, have been found to travel long distances and to target particular areas, such as a central business district," she said.

Dr. Block suggested that one characteristic that makes robbery different from other violent crimes is the amount of planning that usually goes into the

See PIMS arrests, page 14

Drug workshop

Continued from page 14

by a group of nine high school students who said alcohol and illegal drugs are readily available in schools in both large cities and small towns in Illinois.

Anton Valukas, U.S. attorney for the northern district of Illinois, and Jeremy D. Margolis, now Illinois director of state police, called for legislative help in making it easier to eavesdrop on drug traffickers (see page 10) and to seize their assets. Both agreed that federal laws governing these two practices are much easier to use than are comparable state laws.

Much of the workshop was videotaped for use as a training tool by people who could not attend the seminar, said J. David Coldren, the Authority's executive director. For more information about the tapes, contact the Authority's Office of Federal Assistance Programs. □

Municipal police departments that use PIMS*

Arlington Heights	Hoffman Estates
Buffalo Grove	Huntley
Calumet City	Joliet
Crystal Lake	Morton Grove
Des Plaines	Mt. Prospect
Dolton	Naperville
Elgin	Oakwood Hills
Elk Grove Village	Palatine
Evanston	Park Ridge
Fox River Grove	Rolling Meadows
Glencoe	St. Charles
Glendale Heights	Schaumburg
Glenview	Streamwood
Harvey	Wheeling
Highland Park	Wilmette
	Winnepka

* The analysis did not include data from the Northeastern Metropolitan Enforcement Group (NEMEG) and the Department of State Police, Division of Criminal Investigation.

PIMS arrests

Continued from page 13

crime. "The offender's choice of victim in a violent crime, such as assault, often is impulsive, made on the spur of the moment," she said. "In contrast, the choice of target in a property crime is more likely to be based on a 'rational' strategy."

For burglary, the amount of "inside" knowledge needed to execute the crime, rather than the amount of planning involved, may explain why many burglars operate in their hometowns, said Mr. Folliard. "A burglar has to know the neighborhood to know when the targeted property is likely to be empty," he said.

For other property crimes, such as motor vehicle theft, however, this type of insiders' knowledge is not always necessary, he said. "Many PIMS departments, especially in Cook County, are in communities with large shopping malls and office parks, and they all have parking lots. If you're a car thief, all you

have to know is where the mall is," Mr. Folliard said.

In PIMS communities outside Cook County, differences in the distances offenders travel to commit property and violent crimes were not as apparent as in Cook County. The vast majority of people arrested for all six crime types analyzed had addresses in the communities where the crimes occurred. This figure ranged from 71 percent for motor vehicle theft to 81 percent for assault or battery.

"The majority of those arrests are in one or two large communities," said Mr. Folliard. "That may reflect a pattern where those communities, like larger cities, 'manufacture' their own crime."

Because almost no PIMS communities outside Cook County border other PIMS communities, it is impossible to tell how large municipalities other than Chicago may affect arrest patterns in nearby towns. But as more police departments begin to use PIMS, more data will be available for analysis, he said. □

Results of PIMS arrest data analysis

The most commonly used criminal justice databases cannot show the relationship between where a crime occurs and where the person arrested for that crime lives. But the Authority's Police Information Management System can.

When a person is arrested by a police department that uses PIMS, the arrestee's reported address is entered into the computer system. Departments can then run a standard management report that shows the addresses of all people arrested by any PIMS community for certain types of crime.

Using arrest data from 31 PIMS departments for the years 1984 through 1986, the Authority recently examined where people arrested in PIMS communities for six different types of crime lived.

Here are some of the results:

- The percentages of arrests involving persons with addresses in the towns where the crimes occurred were consistently highest outside Cook County: more than 70 percent of arrests for all six crime types. In PIMS communities bordering Chicago, that percentage ranged from 40 percent for motor vehicle theft to 66 percent for assault or battery. In Cook County suburbs that do not border Chicago, the percentage of "hometown" arrests ranged from 23 percent for robbery to 55 percent for assault or battery.

- The percentages of arrests involving persons with addresses in bordering towns were highest for Cook County communities not bordering Chicago (9 percent for assault or battery to 23 percent for burglary or theft from a motor vehicles). In Cook County suburbs bordering Chicago, that percentage ranged from 9 percent for assault or battery to 15 percent for robbery. Outside Cook County, persons from a bordering town accounted for only 3 percent (burglary) to 9 percent (sex offenses) of the arrests.

- The percentages of arrests involving persons with addresses in Chicago were consistently highest for crimes that occurred in the suburbs directly bordering the city. These figures ranged from 11 percent for assault or battery to

See Results, page 15

Most arrests are of persons with addresses within the local area.*

	Percentage arrested from:				Total arrests
	Town where crime occurred	Bordering towns **	Chicago	Non-bordering towns**	
Assault or Battery					
Bordering Chicago	66	9	11	14	3,627
Other Cook County	55	9	6	30	2,708
Outside Cook County	81	6	1	12	2,090
Sex Offenses					
Bordering Chicago	63	11	13	13	272
Other Cook County	54	19	4	23	283
Outside Cook County	77	9	2	12	140
Burglary					
Bordering Chicago	55	13	22	10	761
Other Cook County	50	19	10	21	747
Outside Cook County	80	3	4	13	541
Robbery					
Bordering Chicago	45	15	27	13	232
Other Cook County	23	22	16	39	110
Outside Cook County	80	6	7	7	168
Burglary or theft from a motor vehicle					
Bordering Chicago	44	11	31	14	300
Other Cook County	39	23	11	27	395
Outside Cook County	76	8	2	14	259
Motor vehicle theft					
Bordering Chicago	40	12	30	18	272
Other Cook County	32	15	21	31	151
Outside Cook County	71	7	5	17	118

* Local area = town where crime occurred plus bordering towns.

** Does not include Chicago.

Source: Police Information Management System

Briefs

Continued from page 2

percent of the 284 other standards that were applicable.

The Palatine, Schaumburg, and Wilmette police departments and the Illinois Department of State Police previously were accredited by CALEA. All are users of the Authority's Police Information Management System.

People

Authority Vice Chairman **James A. Sprowl** has co-authored with **Peter B. Maggs** a new book that describes basic computer technology for law students and lawyers. "*Computer Applications in the Law* is meant to provide law students and lawyers with the minimum knowledge about computers that they will need to work efficiently in tomorrow's automated law practice," said Mr. Sprowl, a Chicago attorney. The book, published by West Publishing Co. of St. Paul, Minn., includes a computer diskette with samples of computer applications likely to be found in a law office.... Governor **James R. Thompson** has reappointed **Tommy L. Wells** of Chicago and **William A. Redmond** of Bensenville to the Illinois Prisoner Review Board. **Joanne Sevcik Shea** of Chicago has also been appointed to the

board, replacing **Earl K. Dryden**.... Governor Thompson has appointed **Ernest Jacobi**, acting chief of the Evanston Police Department, to the Department of Corrections' Adult Advisory Board.... **President Reagan** has announced his nomination of **Richard Bender Abell** to serve as assistant attorney general in charge of the U.S. Department of Justice's Office of Justice Programs. Mr. Abell would replace former Assistant Attorney General **Lois Haight Herrington**, who resigned from that position in October, 1986. Mr. Abell is currently serving as acting director of the justice programs office.... U.S. Attorney General **Edwin Meese III** has appointed **George A. Luciano**, former secretary of public safety for the Commonwealth of Massachusetts, to the position of Director of the Bureau of Justice Assistance. **Benjamin H. Renshaw**, who has served as acting director of the bureau since November 1986 will return to his former position of deputy director for management and intergovernmental relations at the Bureau of Justice Statistics.... **Jon R. Conte** of the School of Social Services Administration at the University of Chicago has been named president of the newly formed American Professional Society on the Abuse of Children.... **Charles Friel**, dean of the College of Criminal Justice and director of the Criminal Justice Center at Sam Houston State University in Huntsville, Texas, is the 1987 recipient of the O.J. Hawkins Award for Innovative Leadership and Outstanding Contributions in Criminal Justice Information Systems, Policy, and Statistics in the United States, given by the SEARCH Group, Inc.

Publications

The Authority has published *Spatial and Temporal Analysis of Crime*, a 12-page research bulletin that describes the capabilities of programs the agency developed to analyze crime patterns in time and space. The bulletin also discusses the results of test analyses conducted using data from four communities on six types of crime. For copies of the bulletin, contact **Olga McNamara** at the Authority, 312-793-8550.... *The Handgun... The Law and the Facts* is a new videotape produced for the Circuit Court of Cook County by the Illinois Council

Against Handgun Violence. The first part of the film discusses the legal requirements concerning firearm ownership under Illinois law and Chicago ordinance. The second part discusses the issue of handgun misuse in homicides, suicides, and accidents. The 16-minute, VHS-format film is shown to individuals convicted on misdemeanor gun violations in Chicago, and is available to the public for \$25. For information, contact the Illinois Council Against Handgun Violence, 30 W. Washington St. Room 1236, Chicago, Ill., 60202 (312-641-5575).

Events

The Illinois Association of Chiefs of Police and the Illinois Sheriffs' Association will jointly hold their Annual Illinois Law Enforcement Executive Training Conference in Decatur, July 18-20. For information contact the Illinois Association of Chiefs of Police, P.O. Box 409, Winnetka, Ill., 60009 (312-446-3717).... The Criminal Justice Statistics Association (CJSA) will hold its 1987 annual meeting Sept. 1-4 in San Francisco. This year's conference will focus on drug-related issues. For information contact **Hildy Saizow**, Criminal Justice Statistics Association, 444 N. Capitol St., N.W., Suite 606, Washington, D.C., 20001.... The Authority, along with CJSA, is planning a seminar on statistical projection methods. The seminar, *Criminal Justice Projection Techniques: Eight Critical Steps in Developing Projections*, will be held in Chicago and is tentatively scheduled for November 16-18. For information contact **John Firman** at the Authority, 312-793-8550. □

Results

Continued from page 14

31 percent for burglary or theft from a motor vehicle. The percentages of arrests of persons from Chicago were consistently lowest in PIMS communities outside Cook County: 1 percent for assault or battery to 7 percent for robbery.

• The percentage of arrests involving persons with addresses in non-bordering towns other than Chicago was highest for the Cook County suburbs not bordering Chicago (21 percent for burglary to 39 percent for robbery). For PIMS communities bordering Chicago, persons from non-bordering towns accounted for between 10 percent (burglary) and 18 percent (motor vehicle theft) of the arrests, and outside Cook County, they accounted for between 7 percent (robbery) and 17 percent (motor vehicle theft) of the arrests. □

the Compiler

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Requests for rap sheets down in 1986

During 1986, 476 Illinoisans asked to inspect their state criminal history records and 20 people challenged the accuracy of their rap sheets, according to figures compiled by the Illinois Department of State Police (DSP).

Statistical scoreboard —

The number of requests last year was 24 percent lower than the 1985 total of 629, which was an all-time high. Still, the 1986 figure was the third highest yearly number since 1976, when Illinois citizens first gained the right to review and correct their own criminal records.

[These access and review statistics

are based on a year that runs from March 17, the date the regulations went into effect in 1976, through March 16. Therefore, 1986 covers the year from March 17, 1986, through March 16, 1987.]

Citizens who want to inspect their state rap sheets may file a request at any police department, sheriff's office, or state police facility in Illinois. State prisoners may file requests at their correctional institutions.

The agency will retrieve the requester's rap sheet, if one exists, from the Computerized Criminal History system maintained by DSP. On the average, it took DSP approximately 21 days to respond to access and review requests during 1986. This figure was slightly better than the 11-year average of 23 days.

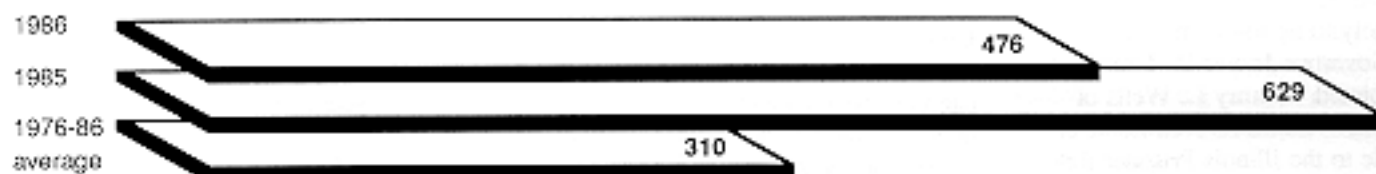
If the requester thinks his record contains errors, he may file a challenge

with DSP. Since 1976, 189 record challenges have been filed with DSP. That represents approximately 5.5 percent of the 3,410 record reviews requested during those 11 years.

If DSP denies the challenge, the person may ask for an administrative review with the DSP director and then an administrative appeal hearing before the Illinois Criminal Justice Information Authority. Only seven administrative reviews and two administrative appeals have been held since 1976, with none last year.

The Authority is responsible for overseeing Illinois' access and review procedures and for setting the fees agencies may charge people who want to inspect their rap sheets. A brochure that explains Illinois laws and procedures for reviewing and correcting criminal history records is available free of charge from the Authority. □

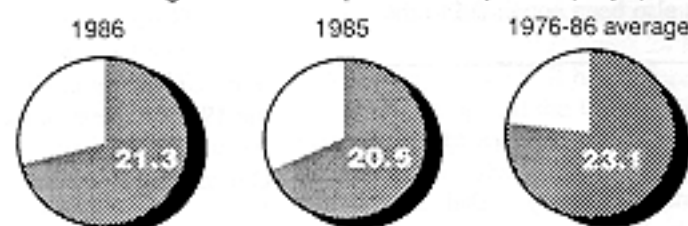
Citizen requests to review their state criminal history records



Challenges to the accuracy of the records



Average time to respond to requests (days)



Source: Illinois Department of State Police



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