

The Compiler

Illinois Criminal Justice Information Authority

Winter 1993

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Tight space, tight deadline

Prison crowding in Illinois has reached crisis proportions. And with every new busload of incoming inmates, the crisis only gets worse—and the time for solving it only gets shorter. Correctional officials now project our prisons will run out of room for new inmates by July 1994, if significant changes are not made.

To identify some of these changes, Governor Jim Edgar last February created a 29-member Task Force on Crime and Corrections. After a year of study, the group has learned there are no easy answers, but it has identified some promising approaches for easing the current crisis and for making long-term change. Its final recommendations will be released in March.

In the meantime, this issue of *The Compiler* explores the complex nature of prison crowding in Illinois, and some of the ways officials hope to alleviate it, while also maintaining public safety.

Victims rights amendment passes

Illinois voters overwhelmingly ratified the Victims Rights Amendment to the state constitution in November's general election. Similar amendments passed in four other states—Colorado, Kansas, Missouri, and New Mexico—bringing to 13 the number of states that have made victims rights part of their constitutions. Nearly 80 percent of Illinois citizens who voted on the amendment voted yes.

"This resounding approval sends the message that the public feels this issue of victims' rights is so important that we put it in the state constitution," wrote Paul Froelich and Denise McDonald, co-chairmen of the Illinois Victims' Constitutional Amendment Network, in a letter to the *Chicago Sun-Times*.

Opponents of the amendment said most of its provisions were already in place as state law, and therefore an unnecessary addition to the constitution. Victim advocates, however, said that by being part of the constitution, the amendment will give crime victims greater legal standing and visibility in the justice system.

Supporters in at least 10 other states are organizing efforts to place similar measures on their state ballots.

11 new users 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 135 users in four different regions of the state.

The Chillicothe, Creve Coeur, Pekin, and Peoria police departments have joined the ALERTS network in Peoria and Tazewell counties. The Bedford Park, Burbank, Countryside, and Elmwood Park police departments, along with the Lake County Multi-Jurisdictional Motor Vehicle Theft Prevention Task Force have been added to the Chicago-area network. The Athens and Buffalo police departments have joined in the Springfield area.

According to Motorola, Inc., the manufacturer of the mobile data terminals used by ALERTS, the Authority's system is now the largest public safety application of mobile data technology in the nation.

Four Illinois communities get crime prevention recognition

Four Illinois communities earned recognition for their efforts in National Night Out 1992: Evanston, Rock Island, St. Charles, and West Chicago. Nationwide, this event involved a record-setting 8,500 communities and more than 25 million people.

The 1993 National Night Out, on August 3, will mark the event's 10th anniversary. The original event involved just 400 communities and 2.5 million people. "More agencies and organizations are involved now than ever before, and I think 1993 will really be a banner year for National Night Out," said National Project Coordinator Matt Peskin.

For more information about National Night Out, write National Association of Town Watch, National Night Out '93, P.O. Box 303, Wynnewood, Pennsylvania, 19096, or call 1-800-NITE-OUT (1-800-648-3688).

St. Clair arraignments now on video

St. Clair County has installed a video system designed to reduce the cost and security risks of transporting prisoners to arraignment hearings. The system instead allows officials to conduct arraignments via a video link between the jail and the courthouse. Peoria County has used a similar video arraignment setup for two years.

While the county is expected to realize significant cost savings from the system, officials say security is the main reason for installing it. According to St. Clair County Sheriff Mearl Justus, the system greatly reduces the chance of an escape attempt and potential hostage situation. "It's 10 blocks between the jail and the courthouse," Sheriff Justus said. "You eliminate trips, you eliminate movement, you eliminate risk." Sheriff Justus also said the system will help ease crowding at the jail because people charged with misdemeanors will be able to enter their pleas sooner.

The Compiler

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Casino would bring increase in crime — and costs — Authority reports

A land-based casino and entertainment complex in Chicago could increase Cook County's index crime rate by as much as 5.8 percent, and could generate additional justice system expenditures of \$41.5 million to \$99.8 million annually to respond to the projected increase in index crimes. These are the principal findings of a new report, *Casino Gambling and Crime in Chicago*, released in November by the Illinois Criminal Justice Information Authority.

The study, conducted by Authority staff and an independent criminal justice planning consultant, estimated the likely increase in crime that could be directly attributed to the presence of a land-based casino complex in Chicago. The study used those estimates to identify the expected financial impact this increase in crime would have on the criminal justice system.

The study identified five possible scenarios, covering a range of potential increases in the number of index crimes in Cook County. The cost implications of each scenario were calculated using current budget and criminal justice processing data from Chicago, Cook County, and state justice agencies whose workloads would be affected. Key assumptions made for each scenario included such factors as visitor estimates, visitor spending, crime impact related to visitor spending, and crime impact related specifically to casino gambling.

The scenarios range from a low estimate of a 0.3-percent in-

crease in index crime carrying a criminal justice cost of \$5.5 million, to a high of an 8.6-percent increase in index crime and a criminal justice cost of \$149.7 million. The study, however, identified two most likely scenarios—a 2.4-percent crime increase with additional criminal justice costs of \$41.5 million, and a 5.8-percent crime increase with additional criminal justice costs of \$99.8 million. These two scenarios are based on reliable national research that has isolated the specific impact of tourism and casino gambling on crime.

The report stresses that these scenarios should not be considered all-encompassing. There are many costs that were not—and could not—be calculated, such as probable increases in non-index crimes (for example, drunken driving, fraud, extortion, prostitution, and drug offenses), regulatory costs, and the costs to crime victims.

The study pointed out that a casino complex would add pressure to an already overburdened criminal justice system. "Most agencies are struggling with bare-bones budgets and cannot afford any workload increases. . . . Any even slight increase in the system workload would be disastrous—and such an increase can likely be expected if a casino complex is built," the report said.

For more information or a copy of the study, contact the Authority's Information Resource Center at 312-793-8550.

Criminal history transcripts now available on LEADS

For the first time in Illinois, local criminal justice agencies can obtain complete criminal history transcripts through LEADS, the State Police's telecommunications network. The Law Enforcement Agencies Data System links virtually all Illinois law enforcement agencies (and many prosecutors' offices) to the Illinois State Police's Computerized Criminal History (CCH) system.

The new capability allows local agencies to quickly obtain the same detailed information found on criminal history transcripts (rap sheets), including arrests, prosecutorial decisions, final court dispositions, and sentencing information. Previ-

ously, LEADS users were able to obtain only summary information relating to a subject's criminal history—identification information as well as a summarized count of arrests and convictions—and had to wait for a paper copy to obtain all the details.

Full automation of the state's rap sheets has been endorsed by the Illinois Criminal Justice Information Authority for several years. In previous audits of the CCH system, the Authority consistently recommended that timely access to complete criminal history record information (CHRI) be a top priority.

"This technological ad-

vance will provide important benefits for public safety," said Dennis E. Nowicki, executive director of the Authority. "An automated LEADS response is the most readily accessible form of CHRI. It allows law enforcement officers to quickly obtain a detailed overview of an offender's criminal history."

The change is important for prosecutors and judges as well. A LEADS response is often the only CHRI available for bond hearings. Having the complete criminal histories will support more informed pretrial release decisions.

This new capability is part of Illinois' recent participation in the Interstate Identification

Index (III), which is aimed at decentralizing the FBI's criminal history records.

Under the III program, state identification bureaus—such as ISP's Bureau of Identification in Joliet—are becoming increasingly responsible for servicing the interstate needs of criminal justice and non-criminal justice users of criminal history records. The ability to electronically transmit complete criminal information is one requirement of participation in that program.

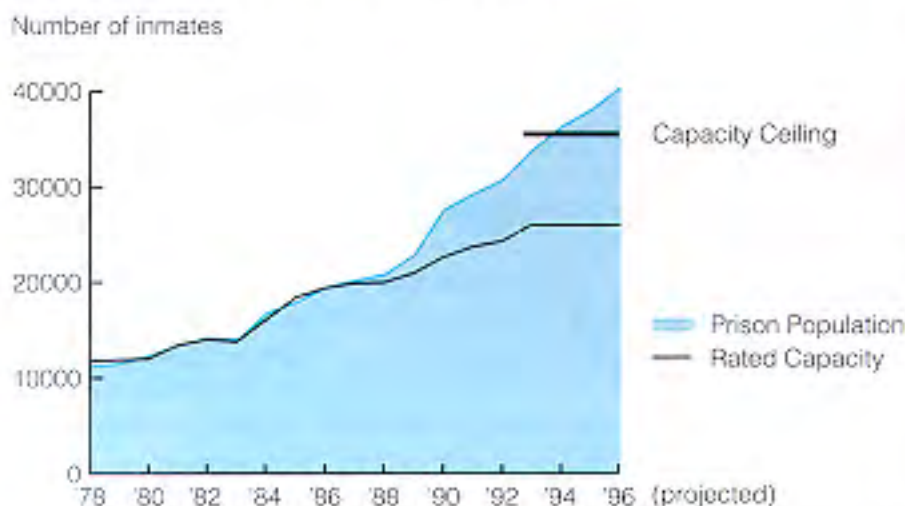
For more information, contact Gary McAlvey, Bureau Chief, Illinois State Police Bureau of Identification, 815-740-5160.

Full house: Not a winning hand

Illinois' adult prison population has nearly tripled over the last 15 years, fueled not just by increases in crime but also by changes in sentencing laws, intensified efforts against illegal drugs, and other public policy decisions. Today, Illinois prisons house nearly 32,000 inmates in a system originally designed to hold only about 20,000. Our prison system is rapidly becoming one of the nation's most severely crowded, and our prisons are becoming increasingly dangerous places for both inmates and staff.

By Kenneth Vangeloff

Prison population vs. capacity

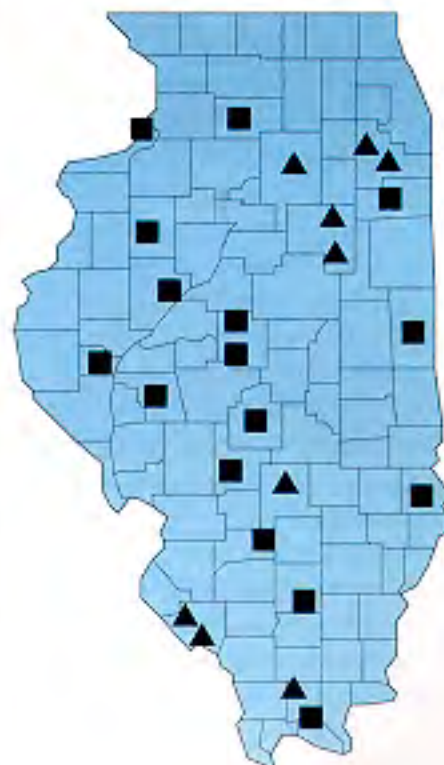


Over the last four years the population of Illinois' prison system has increased dramatically over its rated capacity, with an even wider gap projected for the future. This population explosion came in spite of the massive building expansion that took place over the last 15 years. The latest projections indicate the prison system will reach its capacity ceiling of 36,000 by July 1994.

Sources

Data for these two pages were obtained from the Illinois Task Force on Crime and Corrections and the Illinois Department of Corrections. All years are state fiscal years.

Illinois prisons



▲ Built before 1978 ■ Built since 1978

Definitions of "Prison Capacity"

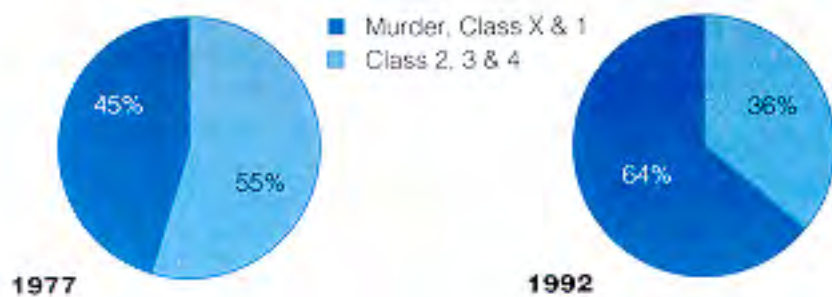
Design (Ideal) Capacity. The number of inmates a correctional facility was originally designed to house. Design capacity as of December 31, 1992: 20,818.

Rated Capacity. The number of inmates a correctional facility should house based on administrative judgments and sound correctional practices. Rated capacity as of December 31, 1992: 24,562.

Capacity Ceiling. The maximum number of inmates a correctional facility can accommodate in existing housing (with 80 percent double-celling systemwide). Projected capacity ceiling: 36,000 (factors in facilities to be opened later this fiscal year).

How the prison population has changed

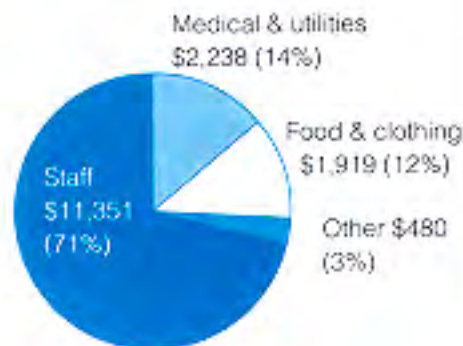
Prison population offense profile



Longer, often mandatory sentences, and an increase in some reported index crimes have resulted in a "stockpiling" of the most serious offenders in prison—murderers and Class X and Class 1 felons. Since 1977, 76 percent of the increase in prison population has been among these groups of offenders.

Prison costs

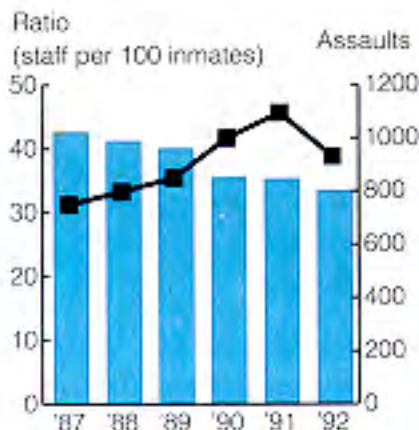
Breakdown of costs to maintain a prison inmate for one year, based on annual per-capita costs of \$15,988



Incarceration is among the most expensive correctional options. The average cost to maintain an adult inmate in an Illinois prison for one year is \$15,988. By comparison, the annual costs for electronic detention and for intensive probation are \$2,974 and \$3,600, respectively.

Staffing and security

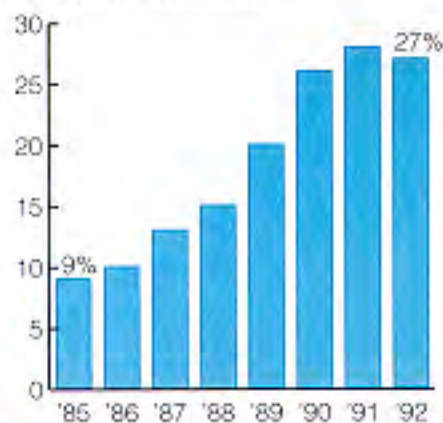
■ Prison staff to inmate ratio
 ■ Assaults on staff



As the prison population has grown, the ratio of correctional staff to inmates has dropped sharply. At the same time, assaults on staff have increased, peaking at 1,095 in 1991, before dipping in 1992. Early reports for 1993 indicate assaults are back on the rise.

Drugs: Bad influence

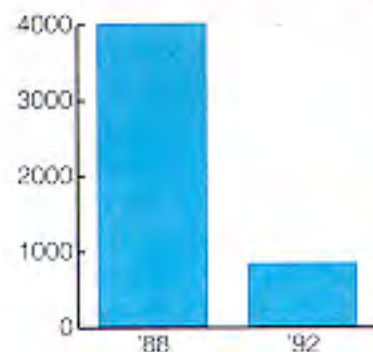
Percent of admissions



Drug offenders are the fastest growing population of inmates being admitted by the courts. Drug offenders currently make up more than one-quarter of all prison admissions and about 18 percent of the prison population.

Availability of beds

Cells available for double-celling



In recent years, Illinois has relied on the "double-celling" of inmates to handle the growing prison population. At the end of 1992, however, only 826 cells were available for double-celling, compared with 4,000 just four years earlier.

Easing pressure on crowded prisons

Given the sheer magnitude of prison crowding in Illinois, the Illinois Task Force on Crime and Corrections really has two jobs. One is to develop a plan for the future that will reduce crowding by lowering recidivism and promoting inmate rehabilitation. But the group's more immediate task is to ease the pressure on the state's prisons right now, before they overflow.

By Maureen Hickey

Every Friday morning, a caravan of buses leaves the Cook County Jail carrying as many as 300 recently convicted offenders to Illinois' state prison system. But a year from now, officials fear, there may not be room—any room—to safely house offenders from Cook or any of Illinois' other 101 counties.

As of December 31, 1992, Illinois prisons held 31,640 inmates in a system originally designed to hold about 20,800. Even after increasing so-called rated capacity through such measures as double-celling, the state's prisons should hold only about 24,500 inmates. If current trends and policies remain the same, however, the state's prison population will reach the system's "capacity ceiling" of 36,000 inmates by July 1994—despite the fact that one new prison, four work camps, and a community correctional center will be opening in the next few months.

So what can be done to ease the crisis in the state's prison system? A task force created last February by Governor Jim Edgar has been studying the problem, and will present its recommendations in March to the Governor and the Illinois General Assembly.

One of the most urgent goals of the Illinois Task Force on Crime and Corrections is to buy the Illinois Department of Corrections (IDOC) some time before it hits its ca-

capacity ceiling. The task force is expected to recommend that the state expand its use of correctional programs other than traditional incarceration.

The task force has recognized, however, that to have an impact on prison crowding over the long haul, the state must make greater use of viable intermediate sanctions other than prison for some offenders (see page 9).

"The only realistic alternative sanctions are those which minimize risk to the public and contribute to a reduced recidivism rate," task force chairman Anton Valukas said in a letter to Governor Edgar last summer. "Recent experience has proven that we cannot build our way out of the problem."

Averting the immediate crisis, in order to buy some time for other options to kick in, but without compromising the overarching goal of protecting public safety, has been the task force's unenviable charge. The group has found two existing, but relatively new programs to be particularly promising: electronic detention and impact incarceration (boot camps), two approaches that not only can reduce the length of stay in prison, but also show promise in reducing recidivism rates.

Electronic detention

The task force has discussed increasing the

number of offenders who are placed on electronic detention in the community during the last few months of their sentences. Electronic detention frees bed space by allowing inmates, who are due to be released soon anyway, a chance to serve out their sentences under close supervision at home, while also reintegrating into the community.

Electronic detention, also known as electronic monitoring, allows corrections officials to monitor the whereabouts of a person, using a tamper-resistant electronic device strapped to his or her body. The device signals an IDOC computer when the person being supervised is "out of bounds." Some pretrial services and probation departments in Illinois also use electronic detention to monitor the people they supervise.

IDOC has operated an electronic detention program since July 1989. Currently, inmates who are incarcerated for Class 2, 3, or 4 offenses or for residential burglary (a Class 1 offense) and who are approaching the end of their sentences are eligible for the program. In addition to wearing an electronic monitoring device, participants set weekly itineraries with community correctional center counselors, have at least two face-to-face contacts per week with an IDOC field agent, and have periodic alcohol and drug tests. Each week, IDOC officials also run arrest checks on all electronically monitored inmates. Participants commonly spend at least 35 hours a week in structured activities, including employment and drug or alcohol counseling.

Proponents of electronic detention point out that it is not only less expensive than prison—\$15.89 per offender day, as compared to approximately \$43 per offender day in prison—but it also appears to reduce recidivism among many offenders. As of September 30, 1992, 5,204 inmates had been placed on IDOC's electronic detention program. Eighty inmates, fewer than 2 percent, have been arrested while on detention, and fewer than 16 percent returned to prison within two years of their release. By contrast, 25 percent of inmates released from community correctional centers and

26 percent of inmates released from prison returned to prison within two years.

Expanding the program

The task force has discussed two ways of expanding electronic detention to include more inmates. Some Class 1 offenders could be included in the pool of offenders eligible for electronic detention. And IDOC could be allowed to place some carefully selected Class X offenders on electronic detention for the last 90 days of their sentences. Persons convicted of murder or of most sex offenses would be excluded from the program.

Experience suggests this type of expansion is feasible. When the electronic detention program first began in July 1989, there were no restrictions on who could be placed on the program. Initially, 56 Class X and 100 Class 1 offenders (other than residential burglars) were placed on electronic detention. Only 1.6 percent of those offenders have returned to prison for a new offense.

In 1991, however, the Illinois General Assembly passed a law prohibiting these classes of offenders from participating in the electronic detention program.

If electronic detention were made

available to Class 1 offenders, IDOC estimates that an additional 200 inmates might be eligible each year, with 100 on electronic detention at any one time—freeing that many prison beds. If selected Class X offenders could also be placed on electronic detention for the last 90 days of their sentences, IDOC estimates that 840 more inmates per year could participate—210 at any one time.

Electronic detention costs, on average, \$2,974 per participant per year, according to IDOC. While this cost is only slightly lower than the marginal costs of keeping someone in prison—opening up electronic detention to more Class 1 and Class X offenders could save Illinois a total of \$52,390 a year—the proposal would also reduce the need for and the cost of constructing new bed space.

Does electronic detention work?

Electronic detention has not escaped criticism. Some short-term evaluations of electronic detention have questioned whether it is any more effective than other forms of supervision in preventing people from committing more crimes. Studies of a pre-parole program in Oklahoma City, a work-release

program in Columbus, Ohio, and a probation program in Los Angeles all found very little difference in rearrest rates among offenders who were electronically monitored and those who were not. Data from other programs, however, such as Florida's and Michigan's, as well as IDOC's data, show much more success among electronically monitored offenders.

The technology itself can raise problems. For one thing, electronic monitoring systems use telephone lines to communicate with the central computer. Other members of the offender's household may object to having the telephone tied up regularly. But a more serious concern is equipment failure. A 1990 survey by Kutztown University in Pennsylvania found that, nationwide, an average of 76 percent of electronic monitoring equipment was operational in 1990, and that 14 percent to 17 percent of most offender-worn devices needed to be repaired or replaced within the first three months of use.

IDOC maintains at least 120 electronic detention units as backup in case of equipment failure, and performs frequent system checks to detect faulty equipment.

One misconception about electronic

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Prisoner Review Board

detention is that it replaces the need for parole, probation, or other supervisory personnel. In fact, most electronic detention programs, like IDOC's, include a strong program component. IDOC estimates it will need 10 additional detention agents to handle the increased population on electronic detention under the task force proposals.

Boot camps

The task force is also examining the possibility of expanding the pool of inmates that would be eligible for boot camps, or shock incarceration. This would not only free up bed spaces and cycle inmates more quickly through the prison system, but would also provide those inmates with a jolt of discipline. Boot camp programs vary from state to state, but generally consist of a short period at a military-style boot camp, followed by a longer period of close community supervision. They are generally geared toward younger, first-time offenders.

Currently, in Illinois, offenders aged 17 to 29 who are being admitted to prison for the first time for a nonviolent offense are eligible for impact incarceration, or boot camp. They must be recommended by the sentencing judge, and they must be found fit by IDOC. Inmates must be physically and mentally capable of participating, and they must volunteer.

Offenders spend 120 days in boot camp, followed by three months on electronic detention, along with an extended period of up to two years on Prestart. IDOC's

program for reintegrating ex-offenders into the community (see *The Compiler*, Winter 1992).

In the boot camp, offenders participate in mandatory physical exercise, labor assignments, and drills. They also take classes that prepare them for release and future employment, including mandatory drug education. Offenders who do not have a high school diploma are required to take courses to prepare them for a General Equivalency Degree.

IDOC opened the state's first boot camp in Dixon Springs in far southern Illinois in October 1990. The department is planning to open a second boot camp this spring by converting a work camp in Greene County. Additional facilities may be needed if the program is expanded.

As of August 31, 1992, 1,636 inmates had participated in IDOC's boot camp program since its inception in October 1990; 899 have "graduated." The majority of the 516 who left the program without graduating quit (77 percent), and the rest (23 percent) were returned to prison for violating the program rules.

Expanding boot camp eligibility

One reason the task force has found boot camps so attractive is their apparent impact on recidivism. Among Illinois boot camp graduates released a year or more ago, 5 percent were returned to prison for committing a new crime. Twelve percent of a comparison group of prisoners who did not par-

ticipate in the boot camp program returned to prison for committing new crimes.

There are several ways the General Assembly could widen eligibility for boot camps:

- ◆ Increase the age limit for eligible offenders to age 39, provided they meet the physical and mental requirements.
- ◆ Open the program to inmates with a prior prison admission, so long as they had not been in boot camp before and otherwise met all the boot camp criteria.
- ◆ Allow offenders with a sentence of greater than five years to participate.

If all three of these changes are implemented, according to IDOC, the state's annual prison population will be reduced by approximately 560 inmates, at a cost savings of \$983,122.

Boot camp concerns

The nation's first boot camp program opened in Georgia in 1983. Since then, several other states, including Michigan, Mississippi, New York, and Ohio, have aggressively pursued this approach. Because most programs include some kind of counseling and an extensive follow-up period of intensive supervision, aftercare, or both, it is difficult to measure the effect of the boot camp experience alone on young offenders. Some critics, in fact, believe that giving young offenders a period of military-style boot camp is counterproductive, reinforcing offenders' tendencies to resort to physical or blindly reactive solutions to problems.

On the other hand, experienced probation officers report that shock incarceration graduates make better probationers. According to a 1991 National Institute of Justice study, shock incarceration graduates nationwide are more likely to obey instructions, to keep appointments, and to seek, obtain, and maintain employment.

The early statistics on recidivism have corrections officials in Illinois believing that boot camp expansion here may have a dual effect: relieving prison crowding by cycling more inmates through the shorter boot camp program, and reducing both crime and prison crowding in the long run by lowering the state's recidivism rate. ■

Impact incarceration for drug offenders

In an attempt to reduce recidivism among drug-abusing offenders, the Illinois Task Force on Crime and Corrections may recommend a new intensive treatment program under which inmates could earn an additional 180 days of "good time" off their sentences if they succeed in the program.

The potential program would target chronic nonviolent offenders who have already served some of their sentences and are within a year of release. Research indicates that offenders in their late 20s and 30s are the most successful in treatment programs. And successful treatment of chronic offenders will have the greatest criminal justice impact in reducing future drug abuse and drug-related crime.

The task force has discussed an intensive, residential 180-day program including both treatment and education. Offenders would continue in treatment after release for another six months, and might also be monitored in the community under electronic detention.

A correctional continuum for Illinois

An important focus of the Illinois Task Force on Crime and Corrections has been the development of strategies for "filling in the middle" of the corrections continuum—sanctions that fall somewhere between fines and probation on the one hand, and institutionalization on the other. Here is a look at one possible intermediate sanctions model for Illinois.

By Jeffrey Austin

Illinois opened 14 new prisons in the 14 years between 1978 and 1991. But even that unprecedented—and expensive—building program did not keep pace with the surging prison population.

"We need to find innovative, cost-effective alternatives to building one prison after another." Governor Jim Edgar said last February in announcing the formation of the Illinois Task Force on Crime and Corrections. "It is clear that we cannot build our way out of the prison overcrowding problem.

"But finding these alternatives—especially alternatives that meet the dual goals of ensuring public safety and reducing recidivism—has never been easy," he said.

In looking for solutions that meet these demanding criteria, the task force examined what many national experts call a true "correctional continuum."

As envisioned by the National Institute of Corrections and others, the continuum is a coordinated series of sanctions, beginning with least intrusive options such as fines or restitution, continuing through a series of increasingly strict punishments (house arrest, electronic

monitoring, intensive probation), and ending with incarceration (in a jail, prison, or boot camp) as the most intrusive sanction. It would be reserved for serious and violent offenders and for those who continually fail in the less restrictive sanctions in the continuum.

The task force is in the process of developing a structure for a possible continuum of correctional sanctions for the state, to be included in its final report in March.

This continuum would begin with expanded community-based sanctions to divert certain non-violent offenders from prison, continue through incarceration for appropriate offenders, and conclude with a series of sanctions after incarceration to assist offenders in successfully reintegrating into the community.

An idea whose time has come—again

In 1986, the Illinois General Assembly passed a law authorizing—actually encouraging—the development of such a criminal justice continuum in Illinois (Ill.Rev.Stat., ch. 38, par. 204-8). Nearly

seven years later, no one single jurisdiction—much less the state as a whole—has implemented a detailed and robust continuum that addresses the dual goals of protecting the public and reducing prison crowding. Many elements of the continuum exist in Illinois, but they are generally scattered both geographically and programmatically.

One reason the 1986 law has never been fully implemented is money. The state was able to provide funds to local jurisdictions for only one month of one fiscal year. Another impediment is public perception.

"Many people believe that sanctions other than incarceration are somehow 'soft'—that they permit too great a degree of freedom and, consequently, send a message that the criminal justice system is not serious about controlling or punishing offenders," said Dennis E. Nowicki, executive director of the Illinois Criminal Justice Information Authority, and a member of the task force.

Probation and other criminal justice officials in Illinois are working hard to overcome that image by making community-based sanctions such as day reporting or electronic monitoring more stringent, and by making offenders themselves more accountable for their conduct in the community.

Elements of the continuum

The correctional continuum developed by the Authority for the task force's consideration includes sanctions and options at all stages of the criminal justice process, not just after adjudication. Following are descriptions of how these sanctions may be used:

◆ *Arrest stage.* Some arrestees could be paired with complainants and referred to dispute resolution or mediation programs. Such efforts would determine the seriousness of the event, and whether the complainant and the defendant can reach an accord without having to go to court.

While dispute resolution has been used primarily in civil cases in Illinois, the potential exists to increase its use in

mostly minor (misdemeanor) criminal cases. This would probably have little direct impact on prison crowding, but it would free up valuable criminal justice resources that could be devoted to other, more serious cases.

◆ *Pretrial stage.* Many of the options termed “intermediate sanctions” could come into play at the pretrial stage. Programs such as dispute resolution, electronic monitoring, and drug testing may be used individually or in combination with one another. These would serve two purposes; allow the defendant to remain in the community pending trial (and thus relieving local jail crowding) and reduce the possibility of either failure to appear in court or arrest on a new charge while awaiting trial.

Again, while these pre-adjudication options may have limited direct impact on prison crowding, they would free up resources, potentially reduce caseloads by reducing the level of pretrial failure, and provide an early indication of an offender’s performance in a community-based sanction after trial.

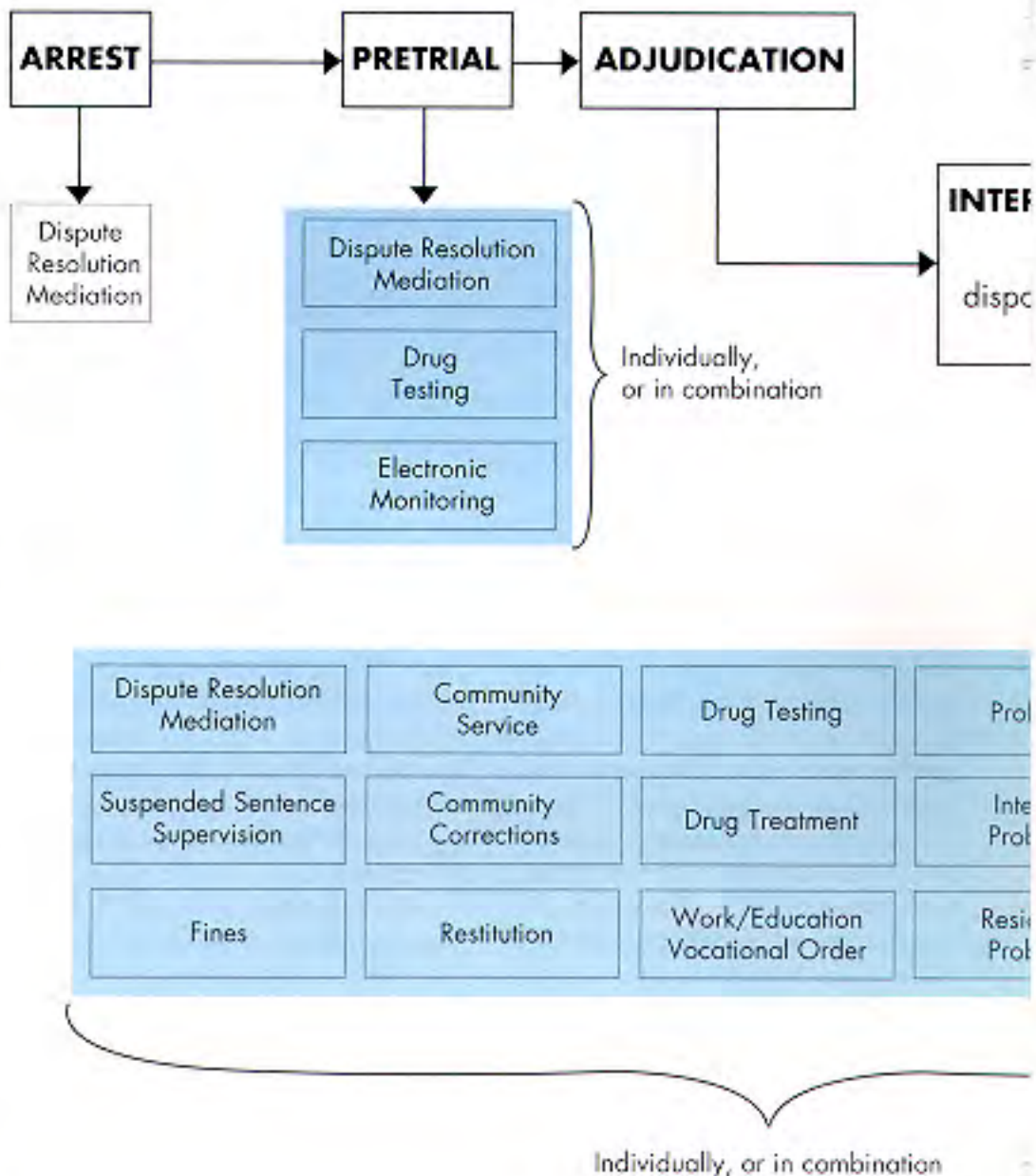
◆ *Intermediate sanctions (post-conviction).* Following conviction, a broad array of intermediate sanctions would become available under the continuum. At least 15 discrete sanctions could be used either individually or in combination at this stage.

It is here that the continuum has the greatest potential to have an effect on prison crowding, while at the same time promoting community safety and requiring responsibility and accountability on the part of the offender.

“If all of these intermediate sanctions were available to all—or even most—judges in Illinois, at least some prison-bound offenders could instead be placed in various community-based sanctions within the continuum,” director Nowicki said. “A comprehensive continuum can have the added benefit of reducing recidivism among these offenders and others placed on the continuum,” he said.

Correctional continuum model

Post-disposition and post-incarceration applications

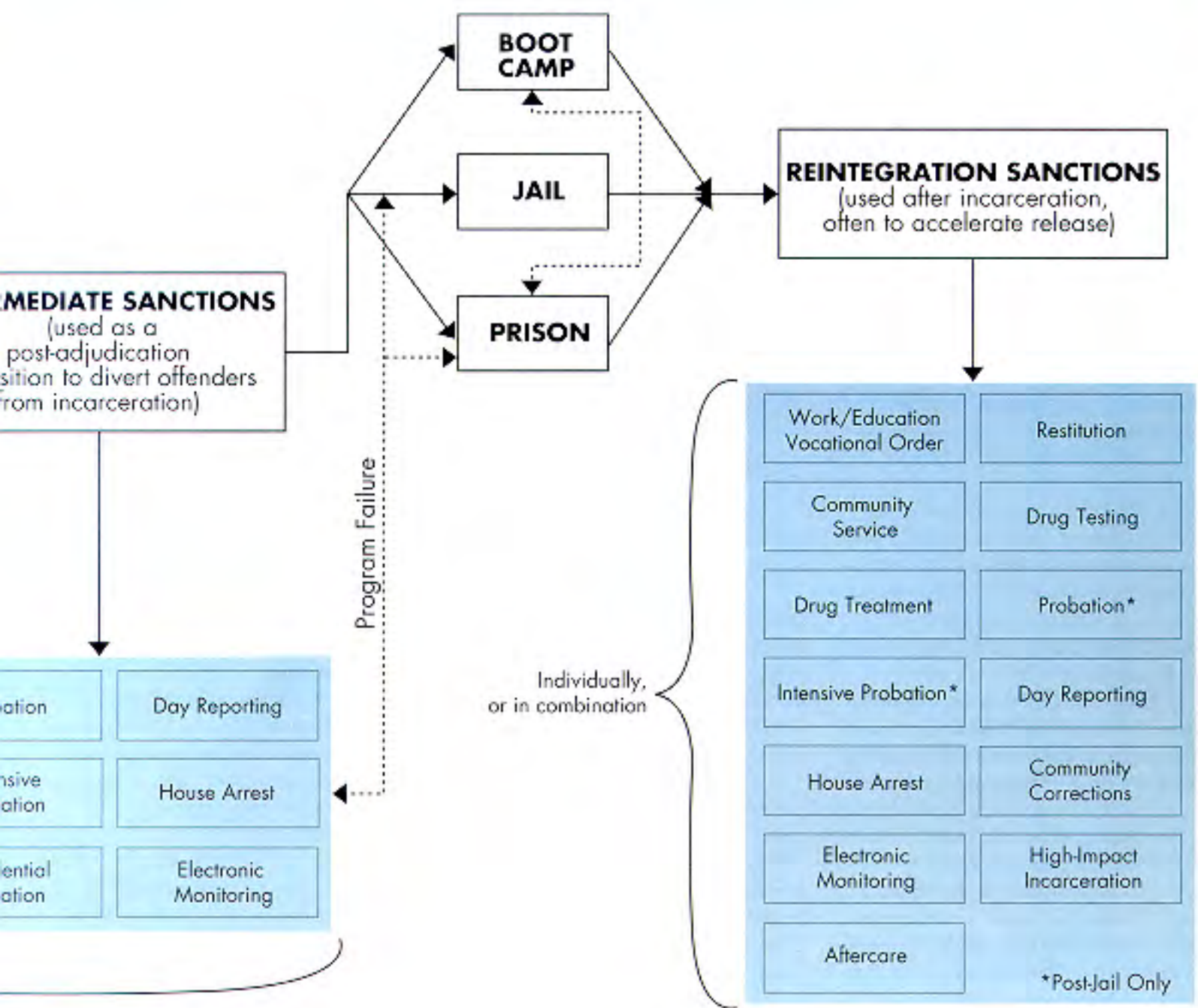


◆ *Incarceration.* For those offenders whose crimes demand incarceration, or for those who have failed at various community-based options, incarceration becomes the option of choice within the continuum. In other words, incarceration becomes the controlling sanction in the continuum.

Offenders who consistently do not conform to the requirements of community-based sanctions may eventually be moved

to an institutional setting. In addition, offenders who perform well in a community-based setting, but then recidivate, may also become candidates for incarceration.

◆ *Reintegration sanctions (post-incarceration).* With the near abolition of parole supervision in Illinois, due to program and budget cutbacks, the state has sought new ways to provide support and



Source: Illinois Criminal Justice Information Authority

supervision to newly released inmates. The continuum suggests that a number of different *reintegration sanctions* be available to help smooth, and often expedite, the re-entry of the offender into the community. Many of these sanctions are similar, or even identical, to the intermediate sanctions at the post-adjudication phase of the continuum.

Used at the end of the continuum.

however, these programs can provide the necessary supervision and support to help the offender get stabilized in the community. They can also help alleviate prison crowding by allowing offenders who are going to be released in the near future to serve out the latter stages of their sentences in the community.

Working through these various options and coming up with recommendations for

implementing intermediate sanctions have become a major focus of the task force. In the meantime, the Authority has set aside nearly \$1.3 million in federal Anti Drug-Abuse Act funds to set up local alternatives to detention at a selected number of demonstration sites. The success of these efforts may hold the long-range key to easing Illinois' prison crowding crisis. ■

Taking care of business

When it comes to addressing both the immediate needs and the long-range goals of corrections, one promising approach is correctional industries. The Illinois Task Force on Crime and Corrections is looking at ways to expand Illinois' program—with the private sector as its newest business partner.

By Kevin P. Morison

Since it opened in 1986, the optical lab at the Dixon Correctional Center has made eyeglasses for thousands of prison inmates and Public Aid recipients in Illinois. Initial investment in equipment: \$300,000. Savings to the state thus far: nearly \$5 million.

Anton Valukas likes to point to success stories such as this one when calling for a major upgrade and expansion of Illinois' correctional industries program. An expanded program, he said, would benefit not only the prison system but taxpayers, staff, victims of crime, and offenders as well.

"The prison system clearly benefits from a skilled work force that can produce goods and defray costs for its institutions," said Mr. Valukas, who chairs the task force that Governor Jim Edgar formed last year to study prison crowding. But he points to other beneficiaries as well.

Taxpayers benefit from lower government spending on the operations of prisons and other government agencies. Correctional staff benefit from a productive inmate population that is less prone to violence. Victims benefit from the increased restitution they receive. And inmates themselves benefit from the critical job skills and work habits they acquire.

The long-range goal of correctional industries is to lower Illinois' consistently high recidivism rate, and ultimately alleviate prison crowding, said Mr. Valukas, a former

U.S. attorney and now partner with the Chicago law firm of Jenner & Block.

Stamping out stereotypes, not license plates

He and others hope the Task Force on Crime and Corrections will bring renewed attention to the benefits—and needs—of correctional industries in Illinois.

"Correctional Industries is a part of the Illinois Department of Corrections that taxpayers, elected officials, and people in the criminal justice system need to know more about," said Larry Mizell, chief deputy director of the Illinois Department of Corrections (IDOC). "As a former warden, I know the benefits to the department in having industries work assignments available. The potential to increase the benefits this business offers to the prison system is incredible," he said.

As the business arm of IDOC, Illinois Correctional Industries (ICI) operates programs in almost all adult facilities. These include traditional ventures such as furniture making and agricultural and food services, as well as the new and emerging fields of data processing, asbestos abatement, recycling, and other environmental cleanup projects.

State agencies are the primary consumers of ICI goods and services—IDOC itself is the biggest customer. Local governments, colleges and universities, and not-for-profit

organizations account for most other ICI sales. Illinois law also permits ICI products to be sold on the open market.

In fiscal year 1992, ICI turned a profit of nearly \$1.5 million, on sales of \$34 million. That compares with just \$4 million in sales in fiscal 1980.

"For all its success, Correctional Industries remains somewhat of a mystery to the average citizen," said ICI Superintendent Ron Parish. "The old stereotype of sweatshops with inmates begrudgingly stamping out license plates is history."

Mr. Parish said correctional industries programs are "set up to work with inmates who may not have had a job before, who don't understand the work ethic and what it means. Inmates need to know that if they work hard, their efforts will be rewarded."

Untapped potential

While the benefits of correctional industries have been widely recognized, and the program has grown significantly in Illinois, its full potential remains untapped.

Only a small percentage of Illinois inmates are able to get jobs in correctional industries, and only a small percentage of eligible government purchases are made from ICI, despite a long-standing state law requiring such purchases.

The task force is considering a number of proposals to expand correctional industries among its primary customer base of government and not-for-profit agencies, as well as to carry out a long-range expansion in partnership with the private sector:

- ◆ The task force is looking at ways to reinforce Illinois' law on state purchases of correctional industries products and to encourage a short-term expansion of ICI through a detailed assessment of its customer needs.

Current Illinois law requires "the State, its political units, its agencies and public institutions" to purchase from IDOC "all articles, materials, industry related services, food stuffs, and supplies required by them which are produced or manufactured by persons confined in institutions and facilities of the Department" (Ill.Rev.Stat., ch. 38, par. 1003-12-7). The law, however, is not being implemented as aggressively as it could be, with

state agencies either choosing to buy from other vendors or being forced to because ICI does not offer the items they need.

Private sector partnership

◆ The task force is also considering ways of establishing and fostering a stronger relationship between ICI and the private sector. For models, the task force is looking to several other jurisdictions that have already implemented this type of partnership. In Arizona, prison inmates are employed by the Best Western motel chain on its 24-hour national telephone reservations system. Other states have cooperative arrangements with labor unions, which provide apprenticeships and job placement help. And UNICOR, the federal prison industries program, has a board of directors that includes representatives of the business and labor communities.

◆ The task force has examined ICI's spending authority—both to meet basic business needs and to allow for expansion. Although ICI continues to generate record sales, it can spend only the amount appropriated to it by the General Assembly. In the last three fiscal years, ICI's appropriation—

its authority to spend money on wages, raw materials, and other necessary costs—has not changed. As a result, needed investments to maintain and expand the program have been deferred.

In addition, \$2.3 million from ICI's Working Capital Revolving Fund, established to hold the proceeds from ICI sales and to make necessary payments, has been transferred to the state's General Revenue Fund over the last two years and used for non-ICI expenditures. ICI officials worry that its current expenditure authority is insufficient to support existing programs through the rest of fiscal year 1993, which ends in June, and will be inadequate to meet the needs of future years.

◆ The task force is looking at ways to provide ongoing, independent research and evaluation of how well ICI is meeting its goals, something that hasn't been done previously in the state.

The program could be evaluated on several measures: reducing violence inside Illinois' prisons; helping inmates find jobs once they are released to the community; reducing recidivism; creating cost savings for state

government; and generating family support payments, compensation for victims, and payment of fines.

Population and cost impact

It is difficult to estimate the likely population and cost impact of an expanded correctional industries program in Illinois. Research at the federal level, however, indicates that correctional industries not only can improve an inmate's behavior while in the institution, but also can increase his or her chances of succeeding in the community after release.

A 1991 study by the Federal Bureau of Prisons found that inmates employed by UNICOR were less likely than other inmates to have received a misconduct report within the last year of their confinement. The study also found that inmates employed by UNICOR were much more likely to have found employment during the first year of their release. And, perhaps most important, inmates who participated in vocational training and work programs while in prison were less likely to have recidivated by the end of their first year back in the community. Approximately 6.6 percent of these inmates had their parole supervision revoked because of violations or new crimes, compared with 10.1 percent of a comparison group of former inmates.

In Illinois, such benefits will remain limited as long as the program employs a relatively small number of inmates. In fiscal 1992, ICI employed about 4 percent of Illinois' prison population, an average of 1,124 inmates per month. UNICOR, on the other hand, employs almost one-third of the federal inmate population. While many of Illinois' inmates fill non-ICI jobs that are essential to the maintenance of the prison system (dietary, clerical, skilled labor, etc.), IDOC estimates there are approximately 1,500–2,000 inmates with no work or educational assignments, and another 5,000 inmates currently classified as "general laborers" who have largely menial assignments.

This pool of 7,000 or so potential employees will be critical if the goal of an expanded correctional industries program, in concert with the private sector, is realized in the near future. ■

Program success may depend on enough space

Programs such as correctional industries, inmate education, and drug treatment can exist only in stable, reasonably safe institutions. That means not only reducing crowding but also separating out the most dangerous inmates. The task force has discussed three direct means of increasing the number of beds in the Illinois Department of Corrections: completing the conversion of a former high school in East St. Louis to a minimum-security institution, adding three cellhouses at existing institutions, and building a "supermax" facility to house the system's most dangerous and predatory prisoners.

The state has already begun planning and site preparation to convert the Assumption High School building to a correctional facility. Authorization to complete the project would allow IDOC to open the 600-bed minimum-security facility by July 1994. Adding new cellhouses at three existing institutions would add 1,344 beds by March 1994.

One of the task force's most controversial discussions has involved the building of a 500-bed maximum-security adjustment center (a "supermax" prison), in which correctional officials could place the most violent prisoners in the state. Inmates would be able, through good behavior, to earn their way out of the supermax and into the general prison population. The new facility, would be designed to increase the effectiveness of rehabilitation efforts at other state prisons by removing the most violent and disruptive prisoners who are the cause of most disturbances and resulting lockdowns.

Cocaine supply up, marijuana down in Illinois

The cocaine supply in Illinois has gone up since 1990, according to two important indicators, price and purity. Falling prices and increasing purity of cocaine samples seized by law enforcement agencies in the last two years both indicate greater availability of the drug in the "marketplace." Increased seizures of crack cocaine suggest that its supply is increasing as well, not only in Chicago but in many other parts of the state.

On the other hand, soaring prices for marijuana indicate that it has become more scarce than it was a decade ago.

Here's a detailed look at the availability of some of the most common illegal drugs in Illinois, based on price, purity, and other indicators. These include seizures of the drug by law enforcement, numbers of emergency room admissions related to the drug, and the number of arrestees in Chicago testing positive for the drug.

Cocaine

Although a reduction in the availability of cocaine occurred in late 1989 and early 1990, the cocaine supply in Illinois has since rebounded. Cocaine is readily available throughout the state and remains the most visible drug on the street in many areas.

One indicator of increased cocaine availability is lower wholesale prices. After dropping to a record low of \$18,000 in 1988, kilogram prices of cocaine began to climb, reaching \$40,000 by mid-1990, when availability was tighter. Then, in the fall of 1990, wholesale cocaine prices plummeted, settling at about \$25,000 per kilogram in early 1991, and it appears to have stabilized at that price.

Cocaine purity is another indicator of availability: the purer the drug is, the greater the supply. Recent data from Illinois State Police crime labs seem to confirm that the while the supply of cocaine dwindled in 1989 and early 1990, it significantly increased since then. Cocaine samples weighing 2.1-24.0 grams fell in average purity from 69 percent in August 1989 to a low of 42 percent in July 1990. When supplies are down, dealers are more likely to dilute the drug by "cutting" it with other substances, to stretch the quantities that are sold. But purity of the samples then increased to an average purity of nearly 75 percent in November 1992.

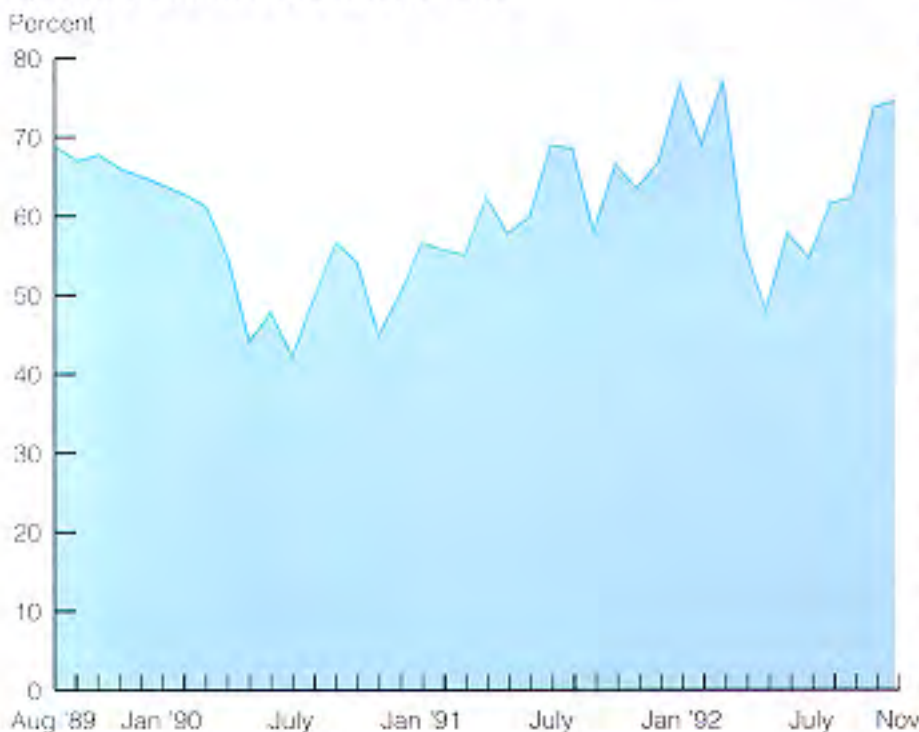
Crack

Crack—the cheap and highly addictive cocaine derivative—is being seized in greater quantities and in more areas of the state than ever before. Statewide, more than 6,300 grams of crack were seized in 1991, or nearly four times the amount (about 1,600 grams) seized in 1989.

In Chicago, crack was seized in 24 of the city's 25 police districts in 1991, compared to only 12 districts in 1989. Crack seizures in Chicago increased in quantity from about 900 grams in 1989, to more than 3,400 grams in 1991.

Across the rest of the state, the increases in crack seizures have been equally dramatic. The quantity of crack seized increased from about 700 grams in 1989, to almost 3,000 grams in 1991, to more than 6,800 grams in the first 10 months of 1992. Crack has been seized in 45 Illinois counties as of October 1992, compared to only 22 counties in 1989.

Average purity of 2.1- to 24-gram cocaine samples analyzed by Illinois State Police crime labs



Source: Illinois State Police

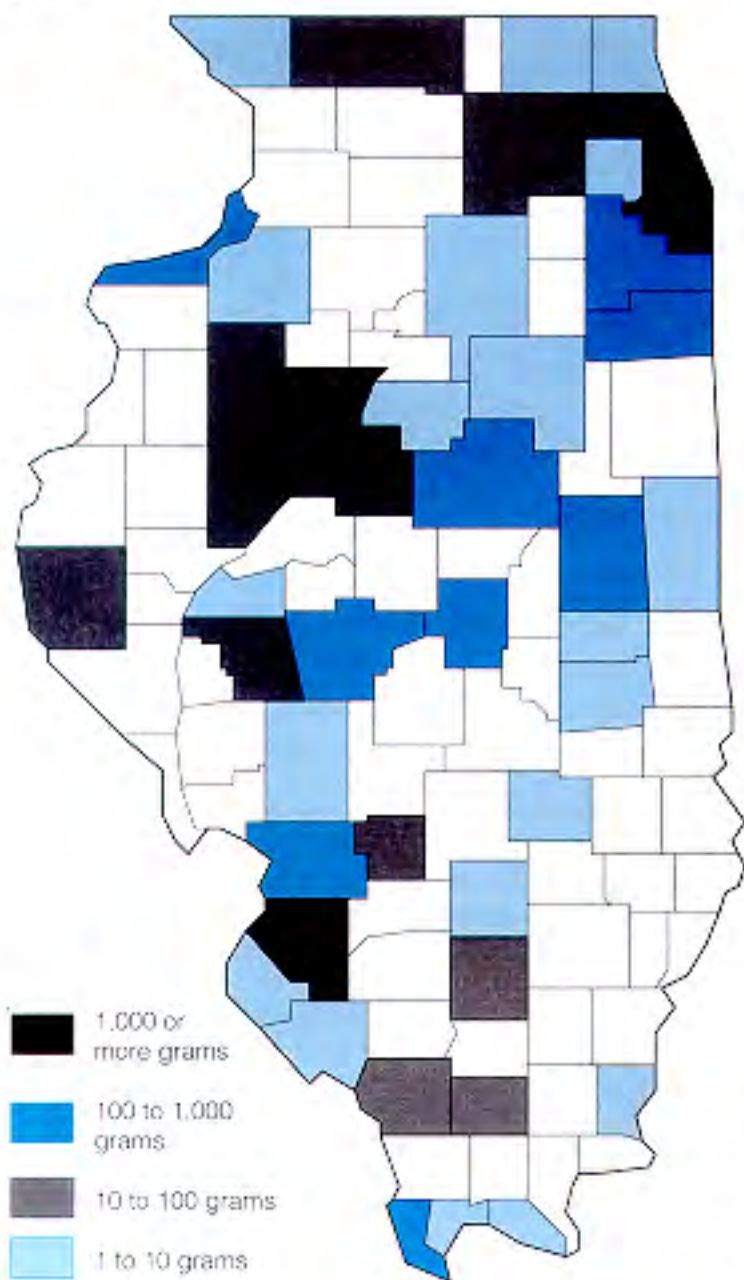
Marijuana

Marijuana prices remain at record levels, indicating a depressed supply. In 1983, the average price of marijuana in Illinois was \$400-\$650 per pound. Today, prices for top-quality marijuana are as high as \$4,000 per pound, while those for mid-quality "Mexican" have increased to about \$1,600 per pound.

Crackdowns on imported marijuana, the development of potent and marketable strains that can be cultivated domestically, and a depressed farm economy have all contributed to a significant increase in marijuana cultivation in Illinois. Law enforcement officials report that in rural parts of the state, out-of-state people have been found with maps showing how to find marijuana fields in Illinois.

Estimates rank marijuana as the state's leading agricultural commodity, even ahead of corn and soybeans. The estimated street value of marijuana eradicated through Illinois' Operation Cash Crop in 1991 was \$3.1 billion, compared to a 1991 estimated harvest value of \$2.9 billion for corn and \$1.9 billion for soybeans. The number of cultivated plants eradicated in Illinois increased from about 10,000 in 1988 to almost 350,000 in 1991.

Illinois counties in which one gram or more of crack was seized from January 1989 through October 1992



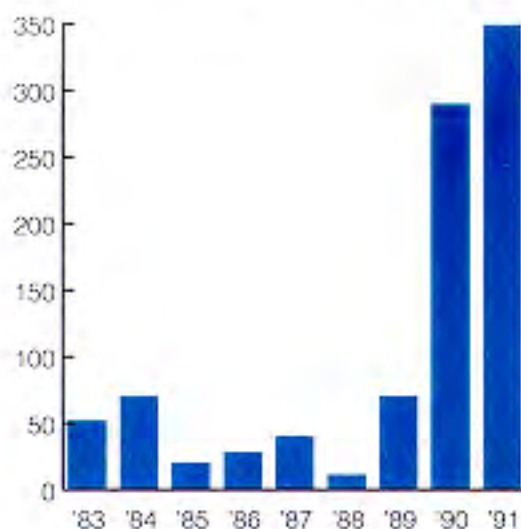
Source: Illinois State Police

Heroin

Among the 20 major cities that are part of the federal Drug Enforcement Administration's Domestic Monitor Program, Chicago is the only one where all three major heroin types (brown, black tar, and China white) are found, and the Chicago area is still considered the largest consumer of brown heroin in the nation. Even so, heroin purity has been declining in Chicago since 1989. Average heroin purity jumped from 3.6 percent in 1988 to 14.2 percent in 1989, but fell to 13.4 percent in 1990 and 9.5 percent in 1991.

Decreased purity may indicate less availability, and other indi-

Cultivated marijuana plants eradicated in Illinois



Source: Illinois State Police

cators, such as the number of opiate-exposed infants born in Illinois, suggest that the heroin problem is stabilizing. Between the fourth quarter of 1990 and the fourth quarter of 1991, the number of infants born in Illinois who tested positive for opiates remained stable, averaging approximately 29 per quarter.

There is evidence, however, of a recent shift in usage patterns that will require careful monitoring. Ethnographers report an increase in the intranasal consumption ("snorting") of heroin by younger smokers of crack or freebase cocaine who are attracted to the ability of opiates to moderate the stimulant effects of cocaine. Should this trend continue, a sizable pool of newly dependent opiate users may emerge.

LSD and PCP

Availability of LSD (lysergic acid diethylamide) appears to have increased in recent years. Nearly 175 grams of LSD were seized and submitted to state and local crime laboratories in 1991, compared to 117 grams in 1990 and 72 grams in 1989. Law enforcement officials in suburban Chicago, in particular, have reported increases in LSD availability. In 1989, suburban Cook County and DuPage, Kane, Lake, McHenry, and Will counties submitted 38.6 grams of LSD to crime labs for analysis, 54 percent of the total for the entire state. In 1991, those same areas submitted 98.8 grams, 56 percent of the state total.

Ethnographic reports indicate that PCP (phenylcyclidine) is also widely available in certain areas of the state, although most recent indicators suggest its use is down. Emergency room reports that mentioned PCP declined from a quarterly average of 236 in 1990 to a quarterly average of 205 in 1991. And among arrestees tested for drug use in Chicago, the percentage testing positive for PCP dropped from 19 percent in August 1990 to 14 percent in February 1991 and to just 1 percent in February 1992.

Roger Przybylski

Teens learn to consider the consequences

Recent studies indicate that comprehensive educational programs have more impact on the drug-abusing behavior of young people than isolated, "scared-straight" types of presentations. By incorporating issues of self-esteem, peer and family pressures, and the consequences of drug and alcohol abuse, such programs increase young peoples' knowledge of drug abuse issues and generate interest in education and counseling support.

To test what impact a concentrated education program on the legal consequences of drug abuse might have in the high-school classroom, the Illinois Criminal Justice Information Authority developed a pilot two-week, in-school program at Chicago's Benito Juarez High School last May. The demonstration program, held in conjunction with the Music Theatre Workshop (MTW) organization, Loyola University of Chicago's Center for Children and Families, and Latino Youth, Inc., a social service agency, was designed to determine the effects of this type of presentation on students' knowledge and attitudes about drug abuse and the law, and to see how such presentations could be incorporated into ongoing drug education programs.

Captain Clean

The program consisted of MTW's performance of the contemporary musical theater presentation *Captain Clean*, followed by role-playing and discussion among the student audience and the play's actors. At the request of the Authority, a special format covering the legal consequences of drug abuse was incorporated into the performances, discussions, and role-playing sessions. More than 800 students in 9th through 12th grades at Juarez High School viewed the play, which was

performed 18 times, with intensive discussion following each performance.

Captain Clean presents a group of young people, employed by a cleaning service, dealing with day-to-day issues of self-esteem and the pressures of drug abuse and family and peer relationships. In the course of the 30-minute performance, the actors portray teens coping with unemployment, chemically dependent parents, poor self-esteem, peer pressure to abuse drugs, and some of the legal consequences associated with drug abuse.

Following each performance, students discussed the play and participated in role-playing situations, such as what to do about drugs and alcohol in a car on prom night, how to deal with a friend who asks you to hide drugs in your locker, and how to handle parental substance abuse. Following the performance and discussions, counseling and support resources of agencies outside the school were offered for students in need of immediate assistance.

Findings

To discover if the program influenced teens' attitudes and knowledge about the legal consequences of drug abuse, pre- and post-performance testing, in the form of written questionnaires, was conducted by Loyola University. In general, the questionnaires showed that many teens lack knowledge of—or have inaccurate knowledge of—the legal consequences of drug abuse.

But the data also suggested that knowledge of the consequences can affect behavior. In the follow up testing, for example, 62 percent of the participating students indicated they would not allow drugs or alcohol to be used on a date, even when participation was requested by a friend. Eighty-five percent indicated they would be less inclined



Rachael Smith Payne

Actor Christian Payton (appears courtesy of Actors' Equity Association) conducts role-playing with a student following a performance of Music Theatre Workshop's *Captain Clean* (script by Meade Palidofsky, score by Claudia Howard Queen).

to get into a car when drugs or alcohol are present. And some typical responses to open-ended questions were "I didn't know they could take my Mom's car if drugs are being used," "If you're under 18, you could still be convicted for using drugs," and "If you take drugs or alcohol and drive, you could be in serious trouble with the police."

Some conclusions

An important assumption of the Authority's pilot program is the necessity of stimulating discussion and providing support resources for students currently coping with drug abuse pressures. When encouraged to talk and share information, in this case through a live theater performance and discussion, the majority of adolescents not only are willing to talk about themselves, their friends, and their families, but many also request further help in the form of counseling.

Approximately 18 percent of the Juarez students participating in the program requested follow-up counseling. This figure was slightly higher than the number of students who typically request counseling following other MTW performances that don't

focus on legal consequences messages. The Juarez data also demonstrate the intense day-to-day pressures teens are coping with, often without support from traditional institutions such as family and school.

The Loyola researchers concluded that programs such as this, incorporating theater presentations, role-playing, discussion, and the opportunity for follow-up counseling, can have an impact. At a minimum, the program opened discussions about coping, and provided counseling to students in immediate need.

Using successful elements of the program at Juarez, the Authority's Legal Consequences of Drug Abuse staff are currently developing a self-contained school program for teachers and prevention specialists to incorporate in their ongoing drug education curricula. A video presenting a musical theater performance, with instructions for teachers on how to implement role-playing discussions, is currently in the planning stage.

For information on this program, or a copy of the complete Loyola study, contact Jim Nayder at the Authority.

Jim Nayder

Authority \$23.3 million strategy to combat drug abuse and violent crime

The Illinois Criminal Justice Information Authority has approved a \$23.3 million plan to fight drug abuse and violent crime this year in Illinois. The statewide plan will be funded by more than \$17.5 million in federal money plus more than \$5.8 million in local and state matching funds.

"The 1993 strategy continues to emphasize the important role of law enforcement in the fight against illegal drugs," said Peter B. Bensinger, chairman of the Authority. "But the plan also recognizes the needs of prosecutors, public defenders, the courts, and state and local correctional agencies. The unprecedented rise in drug cases is severely taxing the resources of these agencies as well," he added.

To ensure continuity of ongoing anti-crime efforts, the strategy continues many successful programs funded in previous years—community problem-oriented policing, metropolitan enforcement groups (MEGs) and drug task forces, multi-jurisdictional drug prosecution, asset seizure and forfeiture programs, offender treatment, and program evaluation, for example. In fact, continuations of existing programs account for 92 percent (or approximately \$16.1 million) of the 1993 federal funds. However, the strategy does address some critical needs with the limited dollars available for expansions and initiatives. These include crime prevention, expanded treatment services for drug and sex offenders, and local alternatives to detention.

The federal money

In October, the federal government appropriated \$423 million in assistance to the states for drug law enforcement and violent crime control under the Anti-Drug Abuse Act. Illinois' share of these federal funds is \$17.5 million, essentially unchanged from the \$17.57 million the state received in 1992.

Under the 1993 strategy, about 5 percent of Illinois' funds (\$859,768) will be used by the Authority to administer the state's program. As in previous years, the Authority is using less than half of the 10 percent allowed for program administration under the federal law. As required by the act, 64.5 percent of the remaining federal funds (more than \$10.7 million) will be allocated to local units of government, and about 35.5 percent (more than \$5.9 million) will be allocated to state agencies. Every three federal dollars must be matched by one local or state dollar.

As in 1992, 5 percent of the 1993 federal funds—a total of \$875,300—must be used for the improvement of criminal history record information. The Authority is continuing to work with an 18-member Ad Hoc Committee on Dispositional Reporting to refine and implement a records improvement plan.

Identifying Illinois crime problems

The Authority sought the input of a variety of experts in developing the *1993 Statewide Strategy to Control Drug and Violent Crime*. This process included a series of in-depth panel discussions, in addition to written comment from local and state officials involved in enforcing drug and violent crime laws. Thirty-eight experts participated in nine panel discussions which covered a range of criminal justice topics. In addition, 35 agencies—representing virtually all components of the criminal justice system, as well as citizen

groups and service providers—submitted written remarks.

To supplement this information, the Authority collected and analyzed available data on the extent and nature of drug abuse and violent crime in Illinois, and on how effectively the criminal justice system is addressing those problems. This data analysis is covered in depth in the Authority's 156-page strategy.

Funded programs

The Authority met in November to identify and approve the program areas to be supported with the 1993 federal funds. The Authority also assigned overall dollar amounts to each funded program area as follows (dollar amounts are federal money only, and do not include matching funds):

- ◆ \$5.4 million for multi-jurisdictional enforcement and prosecution programs. Included are \$2.5 million to continue support of the MEGs and task forces, and nearly \$2.3 million to continue specialized drug prosecution efforts.
- ◆ \$3.5 million for expanded correctional and intensive supervision resources. Included are \$2.7 million to continue offender treatment and education programs in the Illinois Department of Corrections, plus \$250,000 for an in-prison sex offender treatment program.
- ◆ \$2.3 million for innovative programs in areas of high-intensity drug and violent crime. Included are \$1.4 million to continue drug enforcement, prosecution, and corrections programs in East St. Louis and parts of south suburban Cook County, plus \$500,000 to continue violence reduction efforts in Chicago.
- ◆ \$1.5 million for community crime prevention. Included are \$1.3 million to continue community policing efforts in Aurora and Joliet and \$102,500 to continue the Authority's Legal Consequences of Drug Abuse public information campaign.
- ◆ \$1.1 million to continue nuisance abatement programs in Chicago and suburban Cook County.
- ◆ \$425,000 to continue program evaluation efforts.
- ◆ \$383,296 to continue DNA testing and latent fingerprint analysis programs.
- ◆ \$207,325 for programs at the local level to provide non-secure alternatives to detention for certain nonviolent but high-risk offenders.
- ◆ \$190,000 to support the prosecution of drug cases at the appellate level.
- ◆ \$190,217 to continue a state-level financial reporting program targeting illegal money laundering.
- ◆ \$150,000 to continue drug-related public defense programs at the state (appeals) level.

Designation of individual agencies

The Authority submitted the 1993 strategy to the U.S. Department of Justice on December 4. The department has 45 days to review and approve the plan. The Authority expects to begin negotiating inter-agency agreements with designated agencies and awarding federal funds in the spring and summer.

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

Teresa Vlasak

Authority's deputy director, general counsel accept new positions

After a combined total of 33 years in state government, two of the Illinois Criminal Justice Information Authority's senior staff members, **Paul D. Fields** and **Barbara McDonald**, have taken on new leadership positions at the local level. Mr. Fields, the Authority's general counsel for the last 10 years, is the new director of administrative operations for the Office of the Cook County Public Defender. Ms. McDonald, the Authority's deputy executive director for the past three years, has been appointed director of research and planning for the Chicago Police Department.

Ms. McDonald has held various positions in Illinois' criminal and juvenile systems since 1978, including administrator of federal assistance programs for the Authority. She also served as director of juvenile justice for the Illinois Department of Children and Family Services and the Illinois Law Enforcement Commission, one of the Authority's predecessor agencies.

In 1992, Ms. McDonald became the first woman elected president of the National Criminal Justice Association, a position she still holds. A member of the NCJA's board of directors since 1988, she also serves on the Crime Prevention Committee of the International Association of

Chiefs of Police.

As director of research and planning, Ms. McDonald will oversee policy and program development activities, as well as data collection and analysis, for the state's largest law enforcement agency.

Mr. Fields served as general counsel and secretary to the Authority since its inception in 1983. From 1975 through 1982, he was legal counsel to the Criminal Justice Information Systems Division of the Illinois Law Enforcement Commission.

Recognized for his expertise in privacy and security of criminal history record information, Mr. Fields is the principal author of a number of Illinois laws, including the Illinois Motor Vehicle Theft Prevention Act (1990), the Illinois Uniform Conviction Information Act (1987), and the Illinois Uniform Disposition Reporting Law (1983). Mr. Fields also supervised the annual criminal history record audits of the Illinois State Police from 1979 to 1981 and served as administrator of the Statistical Analysis Center from 1980 to 1982.

In his new position as director of administrative operations, Mr. Fields is spearheading program development and policy planning for the Cook County Public Defender's Office.

Governor names new chief counsel

Governor **Jim Edgar** has named **James S. Montana, Jr.**, a Chicago attorney and law professor, as his new chief counsel. Mr. Montana, a federal prosecutor for four years, has been in private practice for the last 17 years. He also serves as an adjunct professor of law at Loyola University and as chief justice of the Illinois Court of Claims. Mr. Montana is leaving a position as a partner in the Chicago office of Dickinson, Wright, Moon, Van Dusen, and Freeman, a Detroit-based law firm, to join the Governor's Office.

Mr. Montana replaces **Arnold Kanter** of Highland Park, who served as chief counsel during Governor Edgar's first two years. Mr. Kanter returns to work in the private sector.

Governor announces appointments

Governor **Jim Edgar** announced several appointments to the Local Governmental Law Enforcement Officers Training Board, the state agency that manages police training in Illinois. **Jeffrey Doherty**, city manager of Carbondale; **Marilyn Sindles**, mayor of Mundelein; and Normal Police Chief **James Taylor** are new appointments to the board. DuPage County Sheriff **Richard Doria**; Elgin Police Chief **Charles Gruber**; **Robert Hogan**, a Springfield police sergeant; and **Valerie Salmons**, village administrator of Bartlett were all reappointed.

Governor Edgar also announced his appointments to the newly established Law Enforcement Medal of Honor Committee. This seven-member committee will develop an annual award program to recognize law enforcement officers who were killed or seriously hurt, or who displayed exceptional bravery or heroism, in the line of duty. Appointed to the committee are retired Peoria Police Chief **Allen Andrews Jr.**; **Dale Gulbrantson**, of Rockford, executive secretary of the Illinois Police Association; Lombard Police Chief **Leon Kutzke**; and Kendall County Sheriff **Richard Randall**. They join three ex-officio members of the committee: Illinois State Police Director **Terrance Gainer**; **Tom Jurkanin**, executive director of the Local Governmental Law Enforcement Officers Training Board; and Chicago Police Superintendent **Matt Rodriguez**.

William Redmond, former Illinois House Speaker, dies

William A. Redmond, a Bensenville resident who served 23 years as a state representative and 10 years on the Prisoner Review Board, died on December 11. Mr. Redmond, who was elected to three terms as House Speaker, modernized many of the House operations and instilled a more businesslike approach to lawmaking.

Governor **Jim Edgar** said Mr. Redmond "had a distinguished career . . . and he was genuinely committed to public service." This public service continued outside the legislature when Mr. Redmond resigned his seat in 1982 to accept an appointment by Governor **James R. Thompson** to the state Prisoner Review Board. He held this post until his death.

Authority members win reelection

Two members of the Illinois Criminal Justice Information Authority won their reelection bids in November's general election. Cook County State's Attorney **Jack O'Malley** defeated Chicago Alderman **Patrick O'Connor**, while Lake County State's Attorney **Michael Waller** defeated attorney **Gerald Statza**. The Cook County state's attorney is automatically a member of the Authority's 15-member board. State's Attorney Waller was appointed to the Authority to fill the position reserved for a state's attorney outside Cook County.

Three new justices elected to Illinois Supreme Court

Three Illinois Appellate Court justices were elected to the state Supreme Court in the November elections. First District Appellate Justice **Mary Ann G. McMorrow**, 2nd District Appellate Justice **John L. Nickels**, and 5th District Appellate Justice **Moses W. Harrison II** began their 10-year terms on the Illinois Supreme Court in December. Justice McMorrow, who defeated Appellate Justice **Robert Chapman Buckley** for the seat held by retiring Justice **William G. Clark**, became the first woman elected to the state Supreme Court. Justice Harrison defeated **Don Weber**, the former state's attorney of Madison and Ford counties, for the seat held by Justice **Horace L. Calvo**. Justice Nickels ran without opposition for the seat held by retiring Justice **Thomas J. Moran**.

New book on homicide features Authority authors

Homicide: The Victim/Offender Connection, edited by **Anna Victoria Wilson**, is a volume of research articles, studies, and analyses focusing on the victim/offender relationship aspect of homicides. Two senior analysts at the Illinois Criminal Justice Information Authority, **Carolyn Rebecca Block** and **Roger K. Przybylski**, contributed articles to the book.

"Lethal Violence in the Chicago Latino Community," written by Dr. Block, examines characteristics of Latino victims and offenders and their relationships in Chicago over a 25-year period (1965-89). Dr. Block has earned a national reputation for research on lethal and nonlethal violence. While at the Authority, she has authored numerous reports, papers, and books on the use and interpretation of criminal justice data.

"Stranger Murders and Assault: A Study of a Neglected Form of Stranger Violence," co-written by Mr. Przybylski and **Marc Reidel**, of Southern Illinois University—Carbondale, tackles the issue of how murders can be classified to allow for better and easier understanding of these violent acts. Mr. Przybylski heads the Information Resource Center at the Authority and directs all drug-related research and policy analysis. He has also conducted additional research on homicide as well as recidivism, electronic monitoring, and substance abuse.

Crime analysis user group formed

Crime analysis officers in several northern Illinois law enforcement agencies have formed their own computer user group—the Illinois Crime Analysis/Microcomputer Association (ICAMA). The association holds meetings every other month and publishes a newsletter to share information with others in the law enforcement community. ICAMA is open to any crime analysis officer, analyst, or computer operator. For more information, contact Officer Neil Loewe, Des Plaines Police Department, 708-391-5458 or Officer Joe Budde, Naperville Police Department, 708-420-4169.

Authority publishes updated guide to Illinois firearm data

The Illinois Criminal Justice Information Authority in October published an updated edition of its *Guide to Illinois Firearm Data*. A complete revision of the Authority's 1980 report, the guide provides current information about sources of firearm data, the quality of those data, and the availability to users. The report covers data on firearms, firearm owners and dealers, and firearms and crime. It also includes a guide to various Illinois and Chicago laws on firearms and an analysis of Illinois victimization data. The guide was assembled by Authority researchers **Carolyn Rebecca Block**, **David Olson**, and **Anthony Mata**. For a copy, contact the Authority's Information Resource Center.

American Correctional Association publishes directory, policy manual

The American Correctional Association has published two new reference reports.

1992-94 Probation and Parole Directory contains listings for probation and parole commissions, boards, and local offices, as well as state district and satellite offices. Each agency listing contains statistical data about its programs and services, salaries, personnel, and client caseloads.

Policies and Procedures: Adult Local Detention Facilities, also available on computer diskette, provides sample policies and procedures for operating adult local detention facilities. Issues covered include health care, staff development, offender rights, security, correctional industries, volunteers, AIDS, and polygraph examinations.

For more information, contact the American Correctional Association at 1-800-825-2665.

Police futurists to meet

The Society of Police Futurists International (PFI) will hold its first symposium, "Police Leadership in the 21st Century," May 2-5, at the Maritime Institute in Baltimore, Maryland. Symposium topics will include "Social Factors," "Information, Technology, and Police Management," and "People in Policing."

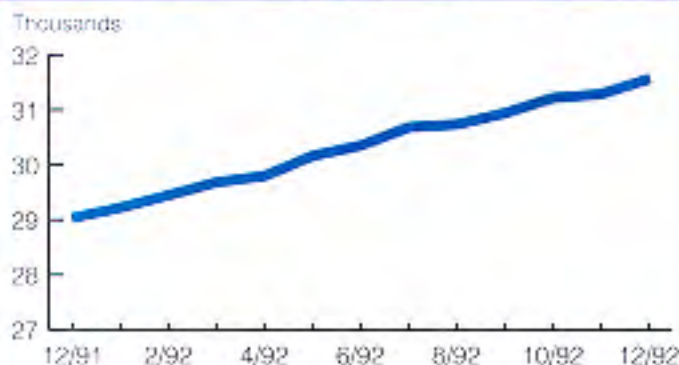
For more information, write to Lieutenant Daniel L. Arkenau, Cincinnati Police Department, 824 Broadway, Cincinnati, Ohio, 45202 or call 513-352-6459.

Crime prevention in the black community is conference topic

The Florida Attorney General's Office will hold its eighth National Conference on Preventing Crime in the Black Community in West Palm Beach, Florida, April 21-24, 1993. For more information, contact **Susie Ellis**, Bureau of Criminal Justice Programs, Office of the Attorney General, The Capitol, Tallahassee, Florida, 32399-1050, telephone 904-487-3712.

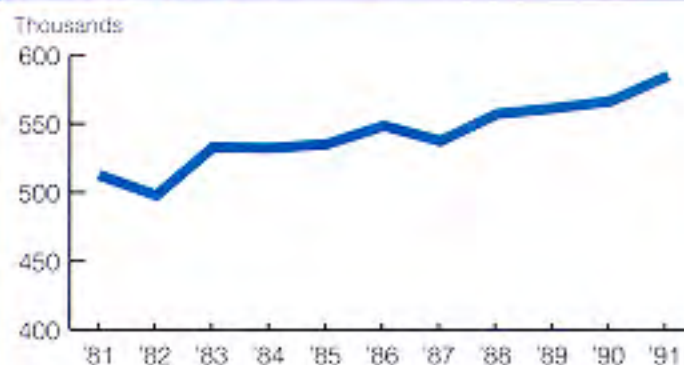
Trends

State adult inmate population (end of month)



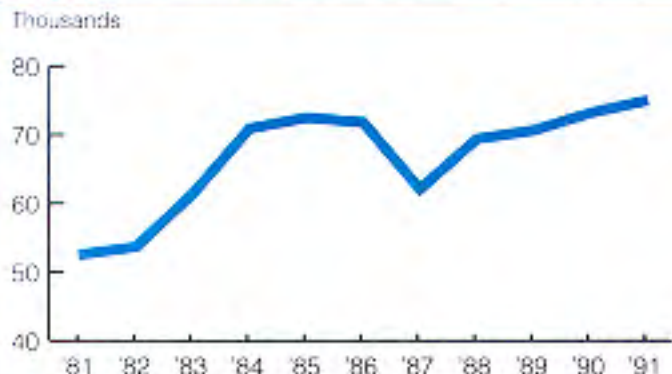
Source: Illinois Department of Corrections
(Includes inmates in state and federal prisons and work release centers)

Index property crimes



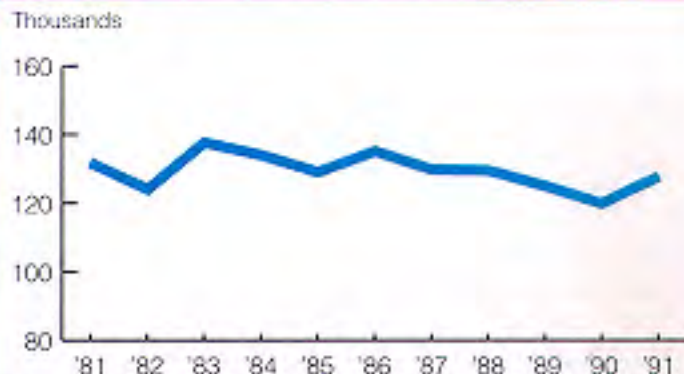
Source: Illinois State Police

Motor vehicle theft



Source: Illinois State Police

Burglary



Source: Illinois State Police



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