

The Compiler

Illinois Criminal Justice Information Authority

Spring 1999

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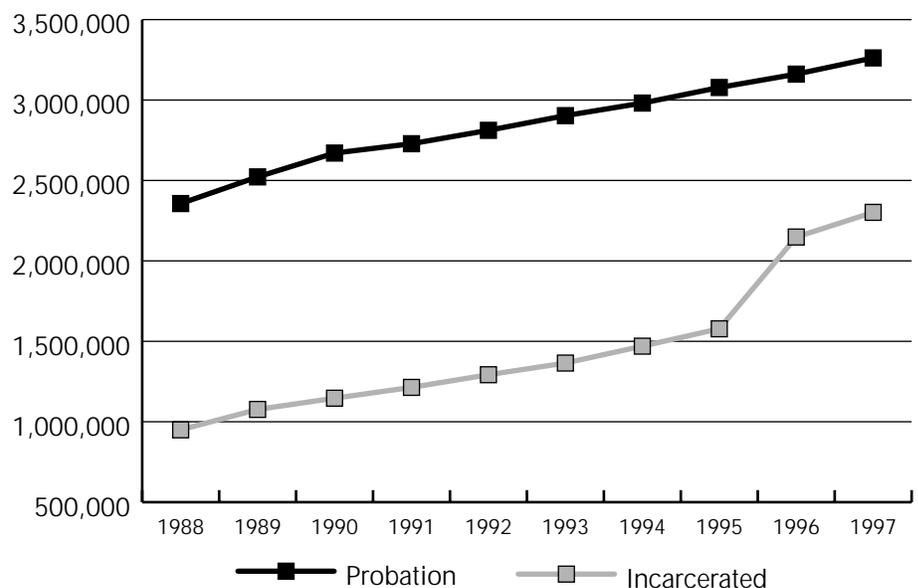
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Source: U.S. Department of Justice, Bureau of Justice Statistics

While most of the money in corrections is spent keeping people behind bars, most adult offenders in the system are actually in their community under some form of supervision. This issue of *The Compiler* focuses on trends in probation and takes a look at specialized programs for sex offenders and domestic violence offenders.

THE COMPILER is published quarterly by the Illinois Criminal Justice Information Authority.

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Created in 1983, the Illinois Criminal Justice Information Authority is a state agency dedicated to improving the administration of criminal justice. The Authority works to enhance the information tools and management resources of state and local criminal justice agencies, and it serves as a statewide forum for criminal justice coordination, planning, and problem solving. It also is responsible for research, information systems development, and administration of federal anti-crime funds. The Authority's specific powers and duties are spelled out in the Illinois Criminal Justice Information Act [20 ILCS 3930/1 et seq.].

The Illinois Criminal Justice Information Authority is governed by a 15-member board of state and local leaders from the criminal justice system, plus experts from the private sector. Authority members help develop priorities and monitor their progress. The agency's day-to-day work is carried out by a full-time professional staff working out of the Authority's Chicago office.

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Governor appoints Authority director, members

Gov. George H. Ryan in May appointed Candice M. Kane, Ph.D., executive director of the Authority. Kane has been acting executive director since 1996.

Ryan also has appointed John Piland, of Mahomet, as a new member of the Authority, and reappointed several existing members, including Peter B. Bensinger as chairman. Piland, 37, is the state's attorney for Champaign County. He was appointed as a member of the general public and replaces Richard Mark on the Authority.

In addition to Bensinger, the governor also reappointed Authority members Albert Apa, Jane Rae Buckwalter, Barbara Engel and Michael Waller to new terms. Buckwalter has been a member of the Authority since 1988; Bensinger, Engel and Waller have been members since 1991; and Apa joined the Authority in 1998.

Federal grant funding levels announced

The Authority will receive more than \$15 million in Federal Fiscal Year 1999 funds to administer under the Victims of Crime Act (VOCA) and the Violence Against Women Act (VAWA), the U.S. Department of Justice, Office of Justice Programs, recently announced.

The \$9.7 million available for VOCA programs represents a reduction of about 15 percent from the \$11.4 million available in 1998, and a 43 percent drop from the program high of \$16.9 million in 1997. Funding under VOCA can fluctuate widely from year to year because, unlike other federal grants administered by the Authority that are appropriated by Congress, VOCA funding is determined by fines collected by U.S. Attorney's offices.

The Authority also will administer nearly \$5.4 million in Federal Fiscal Year 1999 funds under VAWA. This is a slight increase from 1998 funding.

VOCA proposals sought

The Authority sent out a request for proposals (RFP) for \$2 million in 1998 VOCA funds to be expended over a 24-month period. The RFP is for general victim services programs, and awards will be a minimum of \$30,000 per year for up to two years. Proposals were accepted through May 21 and awards will be designated in June.

Preference will be given to programs and services that focus on juvenile victims, victims of juvenile crime, drunk driving crash survivors, and the expansion of prosecution-based victim assistance services.

Local Law Enforcement Block Grants announced

The Authority recently made 68 awards totaling more than \$1 million under the federal Local Law Enforcement Block Grant program. Of the 359 proposals requesting funding that were received from law enforcement agencies in Illinois, 321 met the requirements of the RFP and were reviewed.

The 68 awards ranged from \$5,000 to \$20,000, and will support the purchase of equipment, including cars, mobile data terminals, and radios.

VOI-TIS incentive grants to be awarded

The Authority accepted proposals through May 5 for Violent Offender Incarceration/Truth-In-Sentencing (VOI-TIS) incentive grants to fund juvenile detention facilities.

The Authority is administering a \$1.5 million grant from the U.S. Department of Justice Corrections Program Office for the construction or expansion of detention facilities to increase bed capacity for violent juvenile offenders. Funds will be awarded to local government entities that detain juveniles who are adjudicated or awaiting adjudication for violent crime, comply with Illinois County Juvenile Detention Standards, report or will report to the Juvenile Monitoring Information System, operated by the Department of Human Services, and are able to support, operate, and maintain juvenile detention facilities built with grant funds.

Juvenile justice block grant eligibility announced

Notices of eligibility for \$8.7 million that is available under the Juvenile Accountability Incentive Block Grant program have been sent to 160 county and municipal units of government. The program is designed to promote accountability in the juvenile justice system. Funds may be used to hire juvenile judges, probation officers and public defenders to expedite administration of the juvenile justice system and reduce case backlogs, and establish juvenile drug and gun court programs. Programs that expand juvenile detention and correctional facilities also are eligible for funding.

McGruff balloon available

The Authority has purchased a 30-foot inflatable McGruff the Crime Dog balloon for use at fairs and conventions and the balloon available to law enforcement agencies for crime prevention-related events.

McGruff's image is registered by the National Crime Prevention Council, and users must adhere to guidelines set forth by the NCPC. Also, users are responsible for shipping costs associated with use of the balloon. For information on

borrowing the Authority's McGruff balloon, please contact Hank Anthony at 312-793-8550.



Cook County victim-witness program recognized

The Victim-Witness Assistance Program of the Cook County State's Attorney's Office has been cited for excellence by the U.S. Department of Justice for its efforts on behalf of crime victims. Representatives from the state's attorney's office were presented with the 1999 Crime Victim Service Award at a ceremony in Washington on April 19. The award was given in conjunction with National Crime Victims' Rights Week.

The Authority is in the midst of assessing the effectiveness of the Victim-Witness Assistance Program. The evaluation will be completed this summer.

Legislature votes to extend Motor Vehicle Theft Prevention Council

A bill to extend the sunset clause of the Motor Vehicle Theft Prevention Act (HB 2723) was passed unanimously by the state Senate on April 21. The bill, which was previously approved by the House, was forwarded to the governor for approval.

Created in 1991 and extended in 1996, the current sunset clause for the Council expires in 2000. If signed by the governor, the legislation will extend the life of the Council to 2004.

Drug offender study

The Authority was recently awarded a grant from the U.S. Department of Justice, Bureau of Justice Assistance, to carry out a study of drug offenders arrested by Illinois' multi-jurisdictional drug enforcement units. The \$100,000-grant will fund the two-year project, which will be jointly conducted by the Authority and Loyola University Chicago. The study's principal investigators are David Olson, Ph.D., an assistant professor at Loyola, and Gerard Ramker, Ph.D., the Authority's director of research. The research will compare offenders arrested by special drug enforcement groups to those arrested by local police departments and will be completed in December 2000.

Chicago hosts ADAM conference

The 3rd Annual Arrestee Drug Abuse Monitoring (ADAM) Conference was held in downtown Chicago, April 28-30. Hosted by the National Institute of Justice, the conference highlighted the development and expansion of the ADAM program, which collects substance abuse data from arrestees. The conference also included discussions on interview instruments, site sampling plans, and the publication and dissemination of findings.

The Authority, in conjunction with Treatment Alternatives for Safe Communities (TASC), will aid in the organization of the ADAM Local Coordinating Council in Chicago and Cook County. This council will meet on a quarterly basis and will assist in identifying research needs and integrating ADAM data into local planning and policymaking contexts. The Authority and TASC will also publish quarterly reports on ADAM findings. The first such report was made available at the ADAM conference. It presented findings from the third quarter of 1998, when the new ADAM data collection procedures were first implemented. ■

National and state trends in probation

While most of the money in corrections is spent keeping people behind bars, most adult offenders in the system actually are in their community under some form of supervision.

There were nearly three times as many adults in the United States on probation in 1997 as there were in prison, according to the U.S. Department of Justice, Bureau of Justice Statistics.

But the rate of growth in the U.S. prison population in the last decade has far exceeded that of probation. Between 1990

and 1997 the U.S. prison population grew by nearly 60 percent, compared to a 22 percent change in the probation population, according to BJS.

Truth-in-sentencing laws, more nonprobationable offenses, and an increased focus on the enforcement of drug laws have all contributed to the overall growth in the prison population. The number of inmates in state prisons for drug offenses in the United States increased almost 60 percent between 1990 and 1996. There were fewer than 150,000 drug offenders in state prisons in 1990, but by 1996 that figure had grown to more than

237,000, accounting for more than one out of every five prison inmates.

Offenders convicted and sentenced for drug law violations also have had a considerable impact on the probation population in the United States. In 1995, more than 561,000 adults convicted of a drug offense were on probation nationwide, accounting for one out of every five offenders on probation.

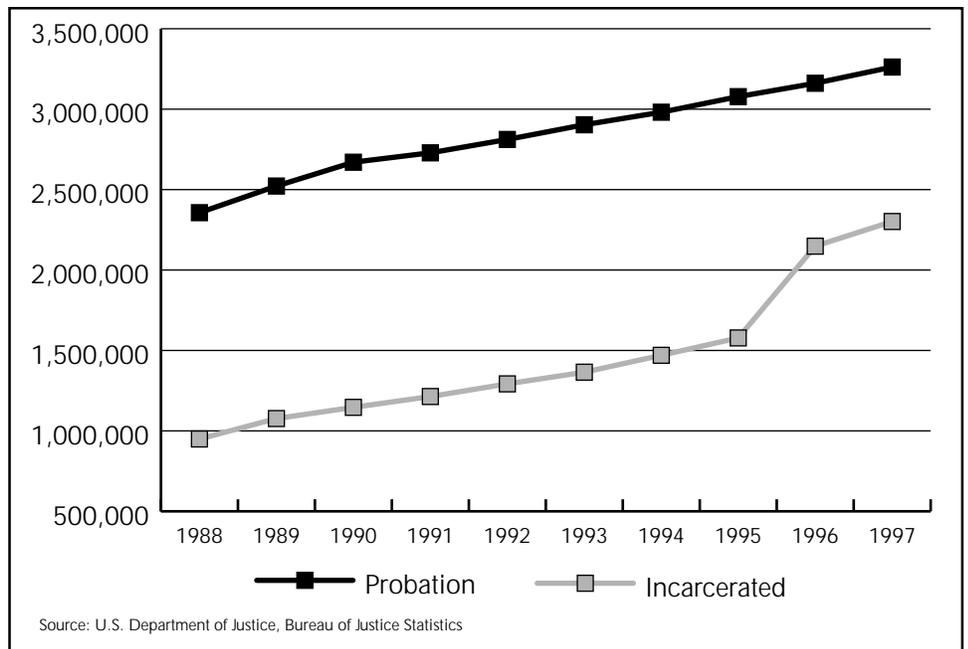
Costs

In Illinois, the average annual cost of keeping an offender in prison is around \$17,000. The annual cost for each offender on probation ranges from around

Highest and lowest rates of probation supervision in U.S.

10 states with the highest supervision rates in 1997	Persons supervised per 100,000 adult U.S. residents*
Delaware	3,225
Washington	3,177
Texas	3,095
Georgia	2,699
Minnesota	2,641
Rhode Island	2,607
Connecticut	2,260
Indiana	2,222
New Jersey	2,153
Florida	2,146
10 states with lowest supervision rates in 1997	Persons supervised per 100,000 adult U.S. residents*
Kentucky	410
West Virginia	438
Mississippi	556
New Hampshire	556
North Dakota	559
Virginia	589
South Dakota	641
Utah	690
Montana	720
New Mexico	723

Adults on probation and incarcerated (jail and prison) in the United States



\$1,000 for basic probation to about \$4,000 for specialized programs, according to the Administrative Office of the Illinois Courts (AOIC).

BJS figures show that there were more than 3.2 million adults on probation under federal or state jurisdiction at the end of 1997, compared to about 1.2 million adults in prison. Another 558,000 adults were in jail at the end of 1997, and 685,000 adults were on parole.

Delaware had the highest rate of adult offenders on probation in the nation in 1997. There were 3,225 adults on probation per 100,000 population in Delaware, followed by Washington (3,177), Texas (3,095), and Georgia (2,699).

Kentucky had the lowest probation rate, with 410 adults on probation per 100,000 population, followed by West Virginia (438), Mississippi (556), and New Hampshire (556).

Probation rates among states are influenced by a number of factors, including overall crime rates, the nature of crimes that are handled by the state's criminal justice system, sentencing structures and laws, and available correctional resources.

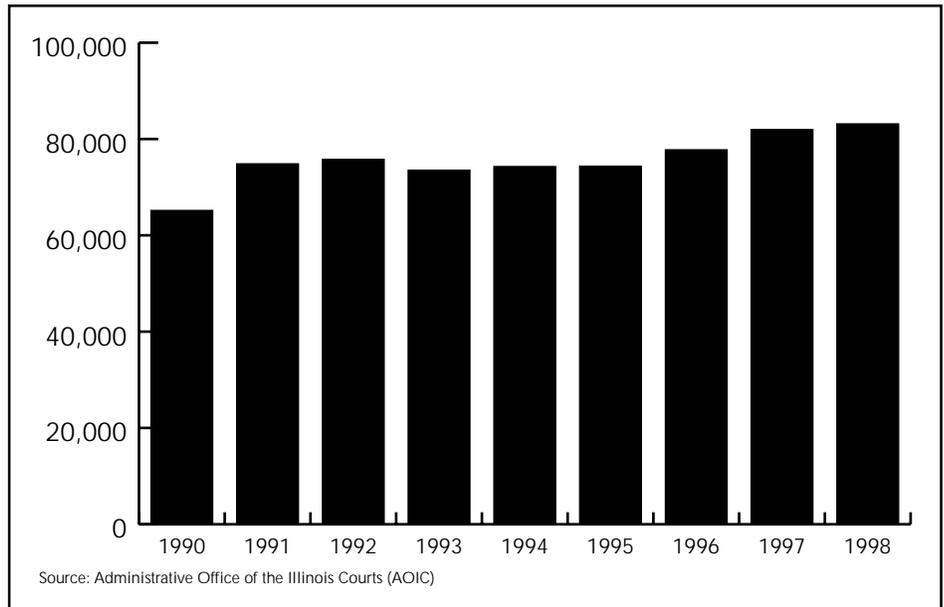
Illinois trends

At the end of 1997 there were 119,481 offenders on probation under federal and state jurisdiction in Illinois. That represented a 3.4 percent increase from the beginning of the year and a probation rate of 1,370 per 100,000 population.

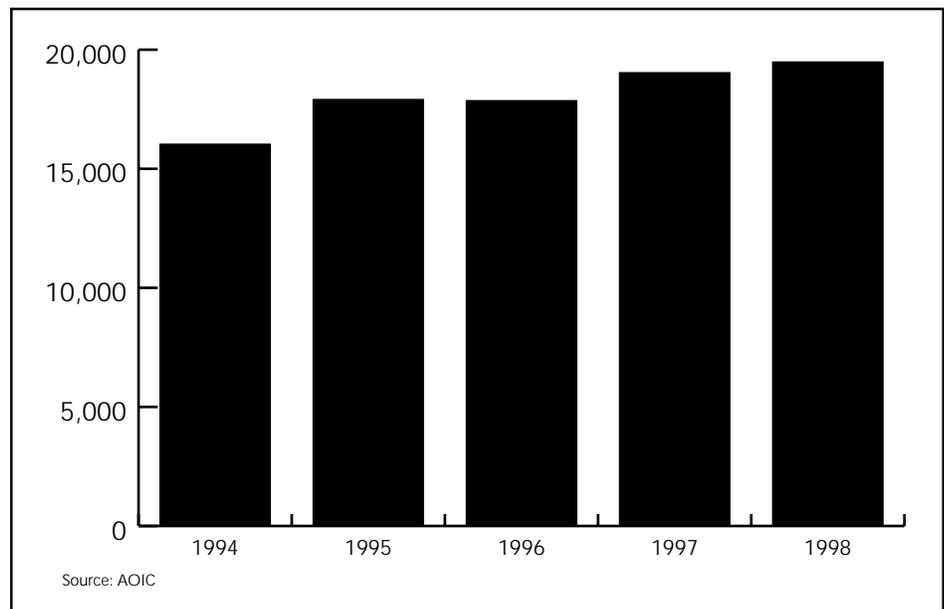
At the end of 1998 there were 83,142 adult offenders on probation under state jurisdiction in Illinois, according to AOIC. This record number of offenders on probation represented a 1.4 percent increase from 1997 and a 13 percent increase from 1993. More than half of the adult offenders on probation were convicted of felony offenses.

The number of juveniles under active probation supervision in Illinois also reached record levels during 1998. The nearly 19,500 juveniles on probation at the end of the year represented a 2 percent increase from 1997, and a 31 percent increase from that same date in 1993. ■

Adult probation cases in Illinois under state jurisdiction



Juvenile probation cases in Illinois under state jurisdiction



Statewide probation training focuses on a “What Works” philosophy

By Cristin Monti

Using educational strategies to change an offender’s criminal behavior is the most recent trend in probation training in Illinois. With the assistance of statewide training grants from the Authority, probation officers are being trained to analyze offenders’ motivations for criminal behavior and develop problem-specific treatment and supervision programs.

Proper treatment and supervision of individuals on probation reduces the risk of recidivism, said Michael Tardy, associate director of the Probation Services Division of the Administrative Office of the Illinois Courts (AOIC). “Risk factors are related to the offender’s associates, antisocial values, and belief systems,” he said. “If you want to impact their behavior, you have to change their thinking.”

The statewide probation training program is based on a “What Works” philosophy in supervising and managing offenders in the community. Its goals are to direct offenders in finding programs and services promoting competency development that reduce their risk of re-offending, repair harm to the community, and provide victim assistance.

Training is administered in four principal areas: risk assessment, criminogenic needs assessment, “responsivity,” and intensive behavioral intervention. Responsivity is the analysis of an offender’s unique characteristics and circumstances, and the use of that analysis to match the offender with effective pro-

gramming. Criminogenic needs assessment techniques enable probation officers to identify offender needs, such as gang association and drug abuse, that are linked to criminal behavior.

The probation training program also aims to orient juvenile probation and court services administrators, officers, and jurisdictional teams throughout Illinois in the philosophy, principles, and application of balanced and restorative justice as described in the Juvenile Justice Reform Act of 1998. “Under a framework of balanced and restorative justice, the victim, the community, and the offender receive equal attention,” Tardy said.

Through three Authority-administered Anti-Drug Abuse Act grants, 979 individuals representing each jurisdiction in Illinois received probation training during state fiscal year 1998.

“Probation has multiple responsibilities and the improved capacity to meet those responsibilities has allowed us to be more comprehensive in offering a wide range of topics for training,” said Jim Grundel, AOIC assistant director for probation services.

Training occurs over several days through a variety of workshops addressing recent trends in crime and probation. Criminal justice consultants with expertise in areas specific to the state’s probation population are contracted to train the officers. Surveys are conducted to assess whether skills and programs covered in training have been implemented.

“Training should provide the technical knowledge and the skills to meet the goals and objectives of probation,”

Tardy said. “We are trying to lay a foundation of training based on the principles of the best practices.”

The growing number of female offenders in the criminal justice system revealed the need for gender-specific probation programs, which will be addressed in training. Workshops promoting officer safety in the field will focus on the prevalence and nature of workplace violence; effects of workplace violence on stress levels, productivity, and organizational culture; policies for handling crisis situations; and the importance of being proactive.

Another workshop will help probation officers understand the relationship between violence and drug addiction and how to deal with substance-abusing offenders who are resistant to treatment. Other topics include gang awareness and intervention, and maximizing treatment potential.

Emphasis on reducing recidivism

The “What Works” philosophy has fueled the creation of more educational opportunities in probation with hopes that they will help decrease recidivism. The teaching and administration of these techniques is a priority in statewide probation training.

Officers also are trained to identify personality traits leading to offenders’ self-defeating behavior patterns. This information is used to develop personalized intervention strategies that will alter these patterns. The problem-specific treatment is then implemented to curb the offender’s antisocial urges.

Cultural diversity training is included in the probation training program to aid in communication between officers and the criminal population. “There has been an effort to educate the staff on the broad variety

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of cultures and values of both the clients and the community,” Tardy said. The inclusion of this training will assist officers in understanding complex cultural issues as they arise, he said.

The fiscal and societal values of probation as an alternative to incarceration provide more long-term benefits to both the community and the offender, Tardy said. “It is important to have the right person incarcerated,” he said. “Probation certainly should, and does, contribute to public safety.”

Probation can promote family stability, and encourages the offender to participate in employment and educational programs. It also allows the offender to remain employed as a productive member of the community.

Several strategies are used during probation to develop competency skills in offenders. Cognitive interventions are used to help high-risk offenders restructure their thinking and belief patterns. Officers are trained to recognize when an offender on probation would benefit from courses that teach problem-solving skills, how to effectively analyze situations, life management skills, and maintaining healthy relationships. Pilot programs that teach these courses have been implemented in several jurisdictions throughout the state. “Probation training has helped to develop the skills and expertise to assess who you have on probation and where to direct them for appropriate programs,” Tardy said.

Some departments have in-house programs run by probation officers on how to find a job, build a resume, and prepare for an interview.

“Our goal is to help (offenders) change their thinking, values, and attitudes so that they leave probation a little better able to manage life than when they came in,” Tardy said.

Specialized training

Increased funding has made statewide training in domestic violence and sex offender probation available on a larger scale in recent years. An increase in sex offenders and domestic violence perpetra-

“Probation has multiple responsibilities, and the improved capacity to meet those responsibilities has allowed us to be more comprehensive in offering a wide range of topics for training,” — Jim Grundel, AOIC assistant director for probation services.

tors on probation fueled the initiative to develop specialized training programs. Training in both areas is based on national program models.

Sex offender probation officers are trained in the dynamics and cycles of both juvenile and adult sex offending. Treatment planning, relapse prevention, and victims’ issues are included in training. In addition, sex offender probation training also covers the use of technology in sex offending, which includes the grooming of victims over the Internet, as well as sex offender containment as seen in the use of such risk assessment tools as polygraph and plethysmograph testing.

Because sex offenders are at high risk for recidivism, emphasis is placed on the partnership between probation officers and treatment providers. Officers are required to become familiar with materials and techniques used by treatment providers. They also are trained in cycles of offending.

Sharing knowledge

Statewide forums are held for specialized sex offender probation units to share problem-solving strategies, discuss program purpose and content, assess training needs, and plan program improvements.

Maintaining professionally healthy staff members, especially those handling sex offenders, is another objective of specialized probation training, Tardy said. “This is not an easy population to deal with,” he said. “You look at the victims and it’s very, very sad. Their lives are changed forever. And you are only dealing

with one case, knowing there may be 20 others we don’t know about.”

Domestic violence probation training teaches officers the dynamics of, and ways to identify, family violence and elder abuse. Though limited efforts have been made toward the identification and prevention of elder abuse to this point, intervention strategies in both types of situations are discussed in training.

Offenders on probation for domestic violence enter a rigorous treatment program that teaches problem solving in relationships and anger management. Officers are trained to lead structured social learning groups for male batterers and collaborate with community agencies that provide these services.

The domestic violence probation program is predominately geared toward male batterers. While the general probation population is 80 percent male, domestic violence offenders on probation are almost exclusively male.

“Some perpetrators don’t even perceive the victim to be a victim,” Tardy said of many offenders. “They’ll say, ‘I told my wife to be home and she wasn’t, so I hit her.’ You can’t just give them consequences. You have to change their thinking.”

A successful probation program requires the collaborative efforts of law enforcement officials, the judiciary, and service providers, Tardy said. “Probation is a player, not the player,” he said. “Collaboration is absolutely crucial to the program’s success.”■

Domestic violence probation keeps close tabs on offenders, helps victims

By Daniel Dighton

Domestic violence has been addressed on many levels in Sangamon County in recent years, including services for victims and a special domestic violence court. But not until recently has there been an approach focusing directly on offenders.

After several months of planning, the Sangamon County Adult Probation and Court Services Department in January launched a specialized domestic violence probation program.

The program seeks to stop acts of battering by giving special attention to domestic violence offenders sentenced to probation, including increased monitoring and mandatory participation in a treatment program. Somewhat unique for probation, the program also emphasizes reaching out to victims and providing referrals for victim services.

“Sometimes I say I have two clients, the defendant and the victim,” said Laura Hanner, the new domestic violence probation officer in Sangamon County.

Working with victims of domestic violence adds a whole new dimension to the probation cases she handles, Hanner said. Sometimes the victim is still in a relationship with the offender, and other times the victim is seeking help. “Really, it’s a slam-the-door-in-my-face approach, or it’s calling for help,” she said.

Regardless of the dynamics of the relationship, Hanner tries to let the victims know that her door is always open to

them. And at the very least, the probation office provides victims with referrals for services. Hanner sends victims a letter and informational brochure listing places where they can get help, including Sojourn Shelter and Service, the primary service provider for victims of domestic violence in the area.

But the major focus of the program is to change the behavior of the batterer, said Kathryn Rubinkowski, deputy director of Sangamon County Adult Court Services.

Among the requirements of the domestic violence probation program is participation in a 26-week group counseling program. The group sessions are conducted by Alternatives to Violence, a local treatment program, and if a client on probation misses two sessions he can be

sent back to court and face revocation of his probation.

Regular status hearings

Another feature of the probation program is regularly scheduled status hearings in the court every three months. At that time the judge reviews the case and will get a report from Hanner. Status hearings can also be called for on an as-needed basis to respond quickly as issues arise, and, if necessary, modify the conditions of probation, Rubinkowski said.

The close monitoring of offenders in the domestic violence probation program includes frequent contact with the probation office – at least every two weeks. Hanner also is establishing a surveillance network that includes police,

Grants support multiple domestic violence probation programs

The Sangamon County Specialized Domestic Violence Probation program is supported by a federal Anti-Drug Abuse Act grant from the Authority.

Using federal funds, the Authority currently is supporting domestic violence probation programs in 14 Illinois counties — Adams, Champaign, Kankakee, Lake, Macon, Macoupin, Madison, Peoria, Sangamon, Tazewell, Winnebago, Bureau, LaSalle and Grundy. These programs include 18 probation officers working full-time on domestic violence cases and one officer, in Macoupin County, who splits his time between domestic violence and sex offender cases.

Funding was approved for the sites based on their high domestic violence probation caseload and the presence of an active domestic violence coordinating council.

An evaluation of the Champaign County program is nearing completion, and, in the next year, programs at six additional sites funded by the Authority will be evaluated.

Domestic violence probation programs not funded by the Authority also exist in Cook, Kane, and McLean counties, and the 14th Judicial Circuit, which includes Rock Island.

Daniel Dighton is a public information officer with the Authority.



Sangamon County Probation Officer Laura Hanner, left, and Adult Court Services Deputy Director Kathryn Rubinkowski.

service providers, and, in some circumstances, victims.

Domestic Violence Court

Cooperation among public agencies and private service providers has been an important part of the program from the beginning. Such cooperation actually played a key role in the creation of the program. A group of public and private practitioners had formed a task force on domestic violence that eventually led, in January 1998, to the creation of the Domestic Violence Court in Sangamon County.

The special court streamlines the process and establishes a protocol for handling domestic violence cases. Its effectiveness is enhanced by the involvement of the same players from different parts of the system. All cases are heard by the same judge and are assigned to the same court clerk and assistant state's attorney.

While the Domestic Violence Court was a tremendous step forward, Rubinkowski and others in the probation department did not want to stop there. They felt it was important to take the process one step farther and address the treatment and supervision of the offender after sentencing.

"Our plan was to really be the support network for what happened in the courtroom," Rubinkowski said. "The intervention on the part of the defendant may provide more safety for the victim, or others he may have relationships with."

Prior to establishment of the domestic violence probation program, domestic violence offenders sentenced to probation were handled like any other probation case and spread among the 18 probation officers in the department. Now, all offenders sentenced to probation for domestic violence or violation of an order of protection are assigned to Hanner, who expects her caseload to be between 50 and 60 offenders.

A five-year veteran of the Sangamon County Adult Probation and Court Services Department, Hanner has become part of the courtroom team — along with the judge, assistant state's attorney and court clerk — that regularly handles domestic violence cases. She attends all status hearings and advises the judge on whether her clients are meeting the conditions of their probation.

Having the support of the Domestic Violence Court has made it easier for Hanner to make sure her offenders follow the terms of their probation. The judge backs her up, she said. "I think it is more intense because the court allows me to be more intense."

Judge Robert Hall took over the Sangamon County Domestic Violence Court in December 1998. He set aside the last two Thursdays of each month for status hearings on the domestic violence probation cases. This structure helps ensure compliance with court orders and brings a swift response for noncompliance, Hanner said.

Also, working with the same judge, prosecutor, and court clerk helps things run more smoothly, Hanner said. "There really does seem to be a good dynamic in the courtroom." ■

Authority introduces database for domestic violence probation programs

Probation departments across the state use a variety of methods to track probationers, varying from sophisticated automated systems to paper files. To standardize the collection and reporting of program activity for the 11 new domestic violence probation programs, the Authority has built a new automated database system. The database was introduced at the Illinois Probation and Court Services Conference in April 1999, and will be made available to all domestic violence probation programs across the state.

The new database will allow each participating probation department to store and retrieve detailed case-by-case information on each offender, and identify the probation services the offenders are receiving. The database also will give departments the ability to generate required monthly summary data reports to the Authority. Each quarter, participating departments will download their entire databases and transmit them to the Authority to be compiled into one cache of data. The collected data will be used to speed Authority reporting of program activity to the federal government, and provide feedback to the individual departments on their performance relative to similar departments across the state.

The new domestic violence probation programs are among the projects the Authority plans to have evaluated in the coming year. The collection of case-specific information from the newly funded domestic violence probation programs is expected to maximize the efficiency of the evaluation and provide researchers with a rich source of data that can be studied to develop recommendations for new supervision strategies and practices.

— *Maureen Brennan, ADAA program manager*

Specialized sex offender probation monitors offenders in Lake County

By Cristin Monti

Because convicted sex offenders are at high risk for recidivism, implementing techniques to minimize probationers' risk of re-offending is key to successful supervision. Statewide, a growing number of probation departments are developing specialized units that enhance regular contact with offenders and improve communication among probation officers, law enforcement, victims, and treatment professionals.

Lake County implemented its Sex Offender Probation Unit in 1996. Probation officials began developing the program a few years earlier when they recognized intensive specialized treatment was necessary to prevent recidivism of sex offenders in their community. In addition, more offenders were being identified and prosecuted, which led to dramatic changes in legislation, said Scott Summers, an assistant director of adult probation services in Lake County.

"It became evident that there was a concern in the community and in law enforcement about these people," Summers said.

The county responded to this need by creating a four-officer specialized sex offender unit. In 1997, an Anti-Drug Abuse Act (ADAA) grant administered by the Authority allowed the unit to be expanded to six probation officers and two surveillance officers. Officers provide treatment referrals and reports to the court. They also assist their clients' victims in receiving treatment referrals. Each officer in the unit has a caseload of about 40 sex offenders plus 60 additional offenders sentenced for other crimes. Sex

offenders comprise about 30 percent of the caseload of each officer in the specialized unit. The Authority also supports sex offender probation programs in Cook, Winnebago, DuPage, Madison, Macoupin, Coles, and Vermilion counties.

Specialized probation programs are an alternative to incarceration, where offenders are less likely to receive treatment. "Society as a whole can benefit by treating sex offenders no matter where they live, whether they are in the penitentiary or out, because if they are incarcerated, they'll get out sometime," Summers said.

Many sex offenders undergo a presentence investigation to determine whether they are capable of benefiting from the program before they are given probation. "Some sex offenders are incapable of changing, but there are a significant number of them who can," Summers said.

Heightened supervision

Sex offenders require a heightened level of supervision and surveillance to protect victims and the community, Summers said. Two unit officers are charged with the surveillance of probationers days, evenings, and weekends. Regular contact is made with the offenders at their residences, places of employment, and areas of recreation at least three times per month. Offenders identified as predatory may be visited several times a week. Surveillance officers ensure that offenders are complying with court

conditions, such as obeying curfews. They also monitor the offenders' living arrangements to ensure they do not have contact with victims or minors, or possess pornographic material. Offenders also may not be employed in an area or participate in leisure activities that provide access to potential victims. An offender who fails to comply with rules set by the court could face probation revocation.

Sex offenders remain under maximum supervision until they have successfully completed treatment. Often, offenders are sentenced to periodic imprisonment with work release to exercise additional control over their activities during the early stages of treatment.

Probation periods for sex offenders usually last two to four years. Throughout their probation, offenders are required to participate in specialized sex offender therapy and are held financially accountable for their evaluations and treatment. They also are responsible for restitution and therapy expenses of their victims, which are paid through the courts.

Surveillance officers maintain regular contact with local police to monitor registration compliance and check offenders' records for criminal activity. Collaboration at every level of law enforcement is im-



Scott Summers

perative for sex offender probation to be successful, Summers said.

“These people have built their lives around deceit, manipulation, and lying,” he said. “Verification of what a sex offender tells you is paramount.”

Offenders undergo random urinalysis and breathalyzer tests, at times even during field visits. Because drugs and alcohol impair judgment, offenders who use them are at a higher risk for recidivism. Officers are trained to recognize signs that may lead an offender to relapse. When warning signs become apparent, officers “up the ante” by increasing supervision, Summers said.

Officers monitor their clients’ behavior and work closely with therapists to intervene in turbulent times. “Many of them are comfortable enough to share when they are feeling they could re-offend,” Summers said.

The courts have granted probation of- ficers flexibility in the way they handle their cases, especially in instances where it has been determined that an offender has slipped into a higher risk for recidivism, said Frank Kuzmickus, director of adult probation services in Lake County. “We have a good working relationship with the state’s attorney’s office, and our judges have supported our efforts from the start,” he said. “Those two things are valuable to any sex offender unit.”

Risk assessment

Risk assessment is one of the toughest challenges in handling sex offenders, Summers said. The Freeman Longo Evaluation of Dangerousness, plethysmograph, and other measures are used to assess risk. Information shared at monthly staff meetings helps to more swiftly identify risks of re-offending. These tools also determine a probationer’s progress in treatment. In addition, offenders must submit to regular polygraph tests. Sex offenders on proba- tion are considered to be at high risk for recidivism from the start.

“We don’t have the luxury anymore of having only low-risk sex offenders on

probation because of overcrowding,” Kuzmickus said.

Offenders are tested for HIV and sexually transmitted diseases, and also must submit blood samples for DNA in- dexing. These intrusive requirements are unique to sex offenders on probation. Offenders also are forbidden to have ac- cess to post office boxes and the Internet, as they may be used to obtain pornographic material.

Sex offender probation officers have regular contact with their clients’ treat- ment providers. They monitor their clients’ treatment attendance as well as their progress in treatment. Probation of- ficers also closely evaluate treatment programs to ensure offenders receive the offense-specific treatment needed to en- hance public safety. Treatment providers must meet the specific minimum criteria suggested by the Association for the Treat- ment of Sexual Abusers.

In instances where the offender fails to comply with set conditions, probation officers are asked to provide the courts with information documenting noncom- pliance. Local and state police are charged with tracking offenders who are not in compliance.

Law enforcement trends in control- ling these offenders include enhanced penalties for sex offenses and higher re- strictions on convicted sex offenders who want to relocate. “Because the need to sur- veil these people is so great, we have gotten very selective about which offend- ers can move from one state to another,” said Kuzmickus.

Sex offender probation program ad- vocates say the program’s long-term benefits to the community are invaluable. Treatment helps to prevent victims in the future, while strict supervision and sur- veillance aid in punishing the offender.

“Probation is not a slap on the wrist,” Summers said. “The whole point of this is not to be nice to the offender. We are try- ing to protect, as best we can, people from becoming victims in the future.” ■

Evaluations measure success of specialized probation programs

To better measure the effectiveness of specialized probation programs, as well as document implementation efforts, the Authority has funded multiple evalua- tion projects. The University of Illinois at Springfield is evaluating the Special- ized Domestic Violence Probation program in Champaign County. The specialized sex offender probation pro- grams in Coles, DuPage, Lake, Madison, Vermilion, and Winnebago counties are being evaluated in a joint effort by Loyola University Chicago and the Uni- versity of Illinois at Springfield.

These one-year evaluations will ad- dress the implementation and preliminary impact of the programs, which provide specialized supervision and treatment for domestic violence and sex offenders. The evaluations will as- sess the development and evolution of the programs, as well as the impact on targeted probationers, their victims and families, and the criminal justice system. They also will provide an overall assess- ment of the programs as viable post-dispositional alternatives for do- mestic violence and sex offenders. The final report for each evaluation is due June 1999, and follow-up impact studies may be awarded in the future.

Loyola University Chicago also is conducting a long-term evaluation of the Specialized Adult Sex Offender Proba- tion program in Cook County. This three-year evaluation will assess the implementation and administration of the program, program effectiveness, and impact. To date, the evaluation has con- centrated on data collection regarding offender characteristics, contact stan- dards, and treatment. The evaluation also focuses on program development and communication. The first-year in- terim report and an *On Good Authority* summary of the report are available from the Authority. The evaluation is scheduled for completion in June 2000.

— Tracy Hahn, research supervisor

A comparative analysis of offenders on probation in Illinois, 1990 and 1995

This article was written by Arthur J. Lurigio, Ph.D., and Magnus Seng, Ph.D., of the Department of Criminal Justice, Loyola University Chicago, and by Thomas Ellsworth, Ph.D., and Ralph Weisheit, Ph.D., of the Department of Criminal Justice Sciences, Illinois State University. It is based on their November 1998 report for the Authority, "A Comparative Analysis of Probation Intakes in Illinois."

The Probation Services Division of the Administrative Office of the Illinois Courts (AOIC) develops probation programs and sets probation standards throughout the state. AOIC also collects and analyzes juvenile and adult probation data. In May 1990 and May 1995, the division conducted a statewide survey of juvenile and adult probationers' intake data. The survey was designed to collect information that could help state and local decision-makers serve probation clients more effectively.

The statewide probation intake data included variables such as offenders' personal characteristics, current offenses, criminal histories, and court actions. These data provide only a snapshot of offenders sentenced to probation in Illinois during a one-month period in 1990 and in 1995. A study of that survey data was conducted to determine whether there were any significant changes in the probation population in the first half of the 1990s. The investigation also examined subgroups of offenders: those placed on probation for drug and violent crimes and those sentenced to probation in urban versus rural counties.

This article presents the findings of the probation intake study with respect to three distinct analyses of the data. The first

analysis focused on adult probationers — 8,105 in 1990 and 3,939 in 1995 — and explored demographic characteristics, prior criminal histories, current offenses, and court-ordered dispositions and treatments. The second analysis focused on juvenile probationers — 1,577 in 1990 and 1,051 in 1995 — and examined demographic characteristics, offense types, previous juvenile justice experiences, such as prior custodies, probations, and commitments to correctional facilities, types of petitions, and lengths of court or probation supervision. The third analysis, using the 1995 intake data, explored the similarities and differences between adult probationers sentenced in urban and rural counties.

Adult probation intakes

Demographic characteristics

Adult offenders placed on probation in 1990 were similar in many ways to those placed on probation in 1995. The samples from both years consisted mainly of whites, African-Americans, and Hispanics. The percentage distribution of offenders from each of the three racial-ethnic groups remained virtually unchanged from 1990 to 1995. A small increase over the period, however, was found in the percentage of female offenders placed on probation. This increase was most pronounced in the percentage of females sentenced to probation for drug crimes.

Intake data on probationer income for 1990 were unavailable. Half of the adult probationers sentenced in 1995 reported incomes of less than

\$10,000 per year. Eight of 10 had annual incomes of less than \$20,000. Eighty-four percent of the adult drug offenders at intake reported annual family incomes of less than \$20,000. In both 1990 and 1995, almost half of the probationers were unemployed at intake. These data indicate that unemployment and low wages are significant problems for adult probationers and pose a challenge for the probation officers who supervise them.

Prior criminal records

In 1995, ages at first arrest were between 10 and 19 for 43 percent of the adult offenders entering probation. The onset of criminal activity, as measured by arrests, was similar for drug offenders and violent offenders placed on probation. Overall, an increasing number of offenders between 1990 and 1995 entered probation with pre-

Table 1

Previous criminal justice system involvement of probation intakes in 1990			
Involvement	Number of involvements/ percent of intakes		
	0	1	2 or more
Arrests	35%	21%	44%
Probation	70%	21%	9%
Prison	93%	5%	2%
Previous criminal justice system involvement of probation intakes in 1995			
Involvement	Number of involvements/ percent of intakes		
	0	1	2 or more
Arrests	28%	19%	54%
Probation	65%	22%	12%
Prison	90%	7%	3%

vious arrest records (Table 1). In addition, the percentage of the population of drug offenders entering probation in 1995 with prior criminal records increased from 1990 (Table 2), but the percentage of violent offenders entering probation with a record of at least one previous arrest decreased slightly from 1990 to 1995.

Juvenile probation intakes

Demographic characteristics

There were no differences in average ages or in the age distributions of juveniles sentenced to probation in 1990 and 1995. Although a slight increase over the period was found in the average age of juveniles at intake, the difference was not statistically significant. The greatest change in age was reported in the collar counties, where the 14-and-under population decreased by 11 percent. This change might be explained by the sharp drop, between 1990 and 1995, in the overall number of intakes in the collar counties.

The majority of juvenile intakes were male, although a 10 percent increase in the number of female probationers was found in the collar counties over the five-year period. A 7 percent increase in the number of female intakes also was found in the rural counties. A comparison of 1990 and 1995 intakes showed that the majority of juveniles placed on supervision were white, with the size of the African-American probation population, which constituted 36 percent of the juveniles on supervision, remaining unchanged over the time period. The most significant change was the decline in the percentage of Hispanic juvenile offenders at intake — from 13.2 percent in 1990 to 9.5 percent in 1995.

The racial-ethnic distribution of the offender population reflects general population demographics. Specifically, a majority of the juvenile probationers in Cook County were African-American, whereas a majority of the offenders in the collar, suburban, and rural counties were white. Except for a change in the Hispanic offender population, the racial-ethnic composition of the juvenile

probation intake population was largely unchanged from 1990 to 1995.

One-third of the families of juvenile probationers in 1995 received public assistance, a significant increase compared with 1990. The percentage increase varied by county group. In Cook County, about one-third of the juvenile intake sample received public assistance in 1990, compared with 50 percent who received similar aid in 1995.

Because most juvenile intakes involve school-age adolescents, it is not surprising that the study found that 90 percent had not completed high school (Table 3).

A significant increase in the percentage of juveniles who reported their educational status as “truant” in 1995 was more than double the percentage in 1990. Although there was a decline in the percentage of juvenile probationers who reported their educational status as “drop out,” the percentage of female probationers who reported that they were dropouts increased by 3 percent in 1995. Among juveniles attending school, the percentage of them enrolled in special education or alternative schools increased in 1995 to 30 percent, a 10 percent increase from 1990. The collar

Table 2

Previous criminal justice involvement of adult probation intakes sentenced for drug crimes in 1990			
Involvement	Number of previous involvements/ percent of probation intakes		
	0	1	2 or more
Arrests	44%	17%	39%
Probation	75%	19%	6%
Prison	93%	6%	.7%
Previous criminal justice involvement of adult probation intakes sentenced for drug crimes in 1995			
Involvement	Number of previous involvements/ percent of probation intakes		
	0	1	2 or more
Arrests	24%	16%	61%
Probation	68%	22%	10%
Prison	90%	8%	2%

counties showed the largest increase in this subgroup.

Adjudication information

Violent and property crimes were the most common offenses committed by juveniles in both 1990 and 1995. The percentage of juveniles entering probation for drug offenses increased in 1995. In particular, Cook County experienced a threefold increase in the percentage of offenders entering probation for drug offenses. Although the percentage of property

Table 3

Last grade completed by juvenile probation intakes by year and county group*								
Last grade completed	Cook County		Collar counties		Urban counties		Rural counties	
	1990	1995	1990	1995	1990	1995	1990	1995
1-6	8.2%	4.9%	5.7%	2.1%	7%	13.4%	6.4%	6.8%
7-8	27.5%	25.2%	25.5%	34.4%	37%	32%	28.1%	39.8%
9-11	61.8%	69.2%	65.6%	62.5%	54.8%	54.1%	63.1%	53%
12	2.6%	.7%	3.3%	1%	2.2%	.4%	2.5%	.5%
*May not equal 100% due to rounding								

offenders in 1995 exceeded all offense groups except in Cook County, the percentage of property offenders overall dropped from 55 percent in 1990 to 44 percent in 1995. A 20 percent decline appeared in the proportion of juveniles entering probation in Cook County for property offenses. A slight increase in property offenses was recorded in the rural counties only.

Among violent juvenile offenders, increases were found for females, Cook County and urban county offenders. The sharpest increase was among female offenders; the sharpest decline was in the rural counties. The study found an increasing proportion of juvenile offenders entering probation after having been adjudicated for drug offenses. For females in Cook County, the greatest percentage increase occurred for violent offenses.

The data are unclear about juvenile offenders who had been taken into custody at least once before their present offenses. In 1990, the figure was 63 percent. The dramatic decline in 1995 to 38 percent of the juvenile offenders with reported custody histories might have resulted from unreliable self-report data or incomplete files. Only a small percentage of juvenile offenders in 1990 and 1995 were identified as having been on probation previously.

Juvenile court judges have several dispositional alternatives. Among these are probation, court supervision, and continued under supervision. Probation is clearly the disposition of choice, but the percentage of juvenile offenders placed on probation in urban counties declined from 64 percent in 1990 to 45 percent in 1995. The largest increase in the use of probation (25 percent) occurred in Cook County. In Cook and the collar counties, the percentages of offenders continued under supervision declined sharply, while in urban and rural counties there was a significant increase in the percentage of juveniles in that category. In 1995, a 43 percent increase was found in the number of juvenile offenders continued under supervision in the state's urban counties.

Treatment orders

The percentage of juvenile intakes ordered to treatment increased overall in 1995. In rural areas and among female offenders, however, the rate remained the same from 1990 to 1995. A significant increase was noted in the percentage of cases in which probation officers were permitted to use their discretionary power in determining treatment needs.

Juveniles adjudicated for drug and violent offenses

The 1990 and 1995 juvenile intake cohorts were combined in an effort to determine whether juvenile drug and violent offenders were different from other juveniles. The data showed that drug offenders were older, were more likely to be African-American, had higher rates of truancy and dropping out of school, and were more often placed on probation. There were no significant differences between drug and nondrug offenders with respect to gender, public aid status, prior probation experiences, or length of supervision periods. As expected, drug offenders were more often ordered to obtain treatment than were other juvenile offenders. Violent juvenile offenders also differed from other offenders. They were more often female and African-American, came from families on public aid, were less likely to receive a court disposition of "continued under supervision," and were more likely than nonviolent offenders to have no treatment ordered by the court.

Urban and rural differences

The final analysis focused on identifying urban and rural differences at intake among the 3,698 adult probationers. Several departments, usually smaller ones, reported their data through larger departments. Because it was impossible to separate these cases from the larger group, all intakes from those counties were eliminated from the analysis. Offenders in the urban and rural groups were equally likely to be male, have a high school diploma or higher degree, be on public aid, and have an annual family income of \$10,000 or

less. Offenders in rural counties were more likely to be young and white and were more often employed than their urban counterparts.

Offenders from rural counties were much less likely to be on probation for drug offenses. Offenders from urban counties were more likely to be on probation for drug sales than were drug offenders from rural counties. Rural probationers had fewer prior arrests but more prior probations than urban offenders did. The average sentence length of 20 months was the same for both urban and rural adult probationers. Violent offenders received shorter probation sentences than drug or property offenders. Most of the violent offenders placed on probation were sentenced for misdemeanor offenses, which may explain the shorter overall period of supervision.

Recommendations

Greater emphasis in probation supervision should be placed on helping probationers acquire gainful employment and on holding probationers accountable for finding and maintaining jobs. Also, because of shrinking probation resources, other sentencing alternatives should be sought for the rather large number of offenders placed on probation for misdemeanors. In addition, the probation and educational systems should work together to alleviate the problem of school failure and underachievement among juvenile probationers. Finally, low-level, nonviolent drug offenders in both the juvenile and adult courts should be diverted from the criminal justice system and into drug treatment programs. ■

Outcomes

Assessing the effectiveness of probation

By David Olson

Like most criminal justice agencies, probation departments have several goals and objectives, among them the supervision of offenders and protection of the public; the referral of offenders to treatment, educational and vocational services; and the monitoring of offenders for compliance with court-ordered conditions. At times, some of these goals appear to conflict with one another. Probation officers are expected to supervise and monitor the activities of offenders, while fostering rehabilitation and providing referrals for services.

In addition to these conflicting goals, probation departments and officers increasingly are being held responsible for the actions of probationers and the outcomes of probation sentences, such as probation revocation, technical violations, and arrests for new crimes. Until recently, data were not available for policymakers and practitioners in Illinois to assess probation effectiveness. In 1997, the Authority collaborated with the Probation Services Division of the Administrative Office of the Illinois Courts to collect and analyze information regarding the outcomes of probation sentences in Illinois.

Although anecdotal accounts of probationer performance while supervised are important to understanding the details of specific cases, the data collected from across Illinois provide a more accurate and complete assessment of the outcomes of probation sentences in Illinois, and the

factors associated with certain outcomes. This article summarizes some of the findings from these analyses, and offers some conclusions as to which types of probationers in Illinois have the highest risk of probation revocation, technical violations, and new arrests.

Subgroup comparisons

When considering probation outcomes, three different aspects were examined:

- The extent to which probationers had their probation sentences revoked;
- The extent to which probationers technically violated their probation sentences, such as missing an appointment with a probation officer, missing a treatment session, or testing positive for drugs; and
- The extent to which probationers were arrested for a new crime while on probation.

When these various types of case outcomes were examined across probationer characteristics, such as demographics, criminal history, and conviction offense, a number of consistent patterns emerged as to which offenders are more successful on probation.

However, before the differences in case outcomes are compared across the various subgroups of probationers, it is important to note the overall prevalence of negative case outcomes across all probationers. Of all adult probationers in Illinois, less than 14 percent had their probation revoked, while 31 percent were arrested for a new crime and 37 percent had a technical violation of their probation sentence. Thus, being arrested for a new crime or having a technical violation of

probation does not necessarily result in an automatic revocation of probation. In addition, more than 80 percent of new arrests did not involve a victim, and were most likely for traffic or drug offenses.

Patterns in negative case outcomes, such as probation revocation, technical violations, and new arrests, were identified in specific demographic categories, including age, race, gender, and income. Many of the patterns identified in the analyses of Illinois' probation outcome data are consistent with research done in other states. Specifically, younger probationers were more likely than older offenders to have their probation revoked, have a technical violation of their sentence, or be arrested for another offense. For example, 21 percent of adult probationers under the age of 21 had their probation revoked for either a new crime or a technical violation, compared to less than 9 percent of probationers over the age of 40. Similarly, minorities were more likely than whites to experience a probation revocation, technical violation, or new arrest during their supervision.

With respect to gender differences in case outcomes, the only statistically significant difference occurred when comparing arrests for new crimes. Less than 27 percent of female probationers were arrested while on probation, compared to almost 33 percent of male probationers. Gender differences were not evident when other case outcomes were considered.

When case outcomes were compared across income classes of probationers, consistent patterns across each case outcome measure were found. Probationers with lower incomes were more likely to have their probation revoked, have a tech-

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nical violation, or have a new arrest than higher income probationers. Among those probationers with annual incomes below \$5,000, a range within which one-third of all probationers fell, almost 25 percent had their probation revoked, compared to less than 7 percent of probationers with incomes over \$15,000. Similarly, those probationers in the lowest income bracket were more than twice as likely as probationers earning more than \$15,000 to be arrested for a new crime, 46 percent versus 20 percent, respectively.

Probationers who had not yet completed high school also were more likely to have their probation revoked, have a new arrest, or have technical violations of their probation than those who had either earned a GED high school equivalency degree or received a high school diploma.

Another consistent characteristic found when examining negative case outcomes, whether they were measured as probation revocation, technical violations, or new arrests, was that those with criminal histories or a history of drug abuse, tended to do worse than those who had no prior convictions or substance abuse history. Probationers with prior adult convictions, for example, were twice as likely to have their probation revoked (21 percent) than those who did not have prior convictions (9 percent). Similarly, almost one-quarter of probationers identified as having a history of drug abuse had their probation revoked, compared to 8 percent of those without a history of drug abuse.

The conviction offense and some sentencing characteristics also were associated with differences in case outcomes. When the conviction offenses were categorized into either a violent, property, drug, or driving under the influence (DUI) offense, DUI offenders consistently had better case outcomes than drug and property offenders. Among DUI offenders, for example, less than 19 percent were arrested for any new crime during supervision, compared to more than 40 percent of probationers initially convicted of a property offense.

Sentence length also was associated with differences in case outcomes, with

those serving longer probation sentences more likely to have probation revoked, technically violate their sentences, or be arrested for new crimes. There are a number of possible explanations for this pattern. The longer the probation sentence, the longer the period of surveillance, and therefore it is more likely new arrests will be identified and that appointments will be missed or conditions of probation will not be fulfilled, which may result in a revocation of probation. Also, more serious offenders, such as those with prior convictions, will tend to receive longer sentences than first offenders, thus the relationship between negative outcome and sentence length may have more to do with the offender than the length of supervision.

The final element considered in the comparison of case outcomes was whether the probationer had a court mandate to participate in treatment. The court most frequently ordered alcohol and drug abuse treatment. Differences were not noted between offenders ordered to treatment and offenders who were not when rates of probation revocation were compared. On the other hand, offenders ordered to treatment were more likely to have a technical violation of their probation than those not ordered to treatment. This is not surprising, however, since offenders with more conditions of probation, such as treatment, are at higher risk of receiving technical violations for things such as missing appointments with treatment providers. Probationers ordered to treatment, however, were *less* likely to be arrested for a new crime than those not ordered to treatment. Among offenders ordered to treatment, 29 percent were arrested during the period of supervision, compared to almost 35 percent of those not ordered to treatment. Thus, while probationers ordered to treatment were more likely to have a technical violation, they were less likely to be arrested for a new crime. This could be an indication of the rehabilitative effect of treatment, or a change in the behaviors that could lead to a new arrest for an offense such as drug possession.

Multivariate analyses

Although the analyses presented up to this point provide a great deal of information on how offender, offense, and sentencing characteristics are associated with differences in case outcomes, it is unclear whether individual characteristics are important in predicting case outcomes, or whether a combination of individual factors lead to an increase or decrease in negative case outcomes. For example, why are offenders convicted of DUI less likely to have their probation revoked, have technical violations, or be arrested? Is it because DUI probationers have higher educational levels, higher incomes, and less extensive criminal histories that result in this group performing better on probation than other groups of probationers?

To answer this question, the variables measuring the individual probationer's offense and sentencing characteristics were analyzed simultaneously to determine their effect on case outcomes when the other factors included in the analyses were controlled for.

As a result of this multivariate analysis, many of the patterns found in the bivariate analyses were reaffirmed. Specifically, when including age, race, income, education, prior convictions, sentence length, offense type, and the type of jurisdiction (urban versus rural), age, income, education and prior convictions were consistently related to the different case outcomes considered -- probation revocation, technical violations, and new arrests. When all of the factors were simultaneously included in the analyses, race, offense type, sentence length and type of jurisdiction did not have a substantial effect on case outcomes. The variable that had the most substantial impact on each of these negative case outcomes was whether the probationer had any prior adult convictions.

Even when statistically controlling for the other variables, such as age, race, and income, those probationers with a prior adult conviction were almost three times as likely as those without a prior conviction to have their probation revoked, have technical violations, or be arrested for a

new offense. The effect of income and education levels also was consistent across each case outcome measure in the multi-variate analyses. When controlling for the other factors, higher educational achievement and incomes decreased the likelihood of negative case outcomes.

Conclusions

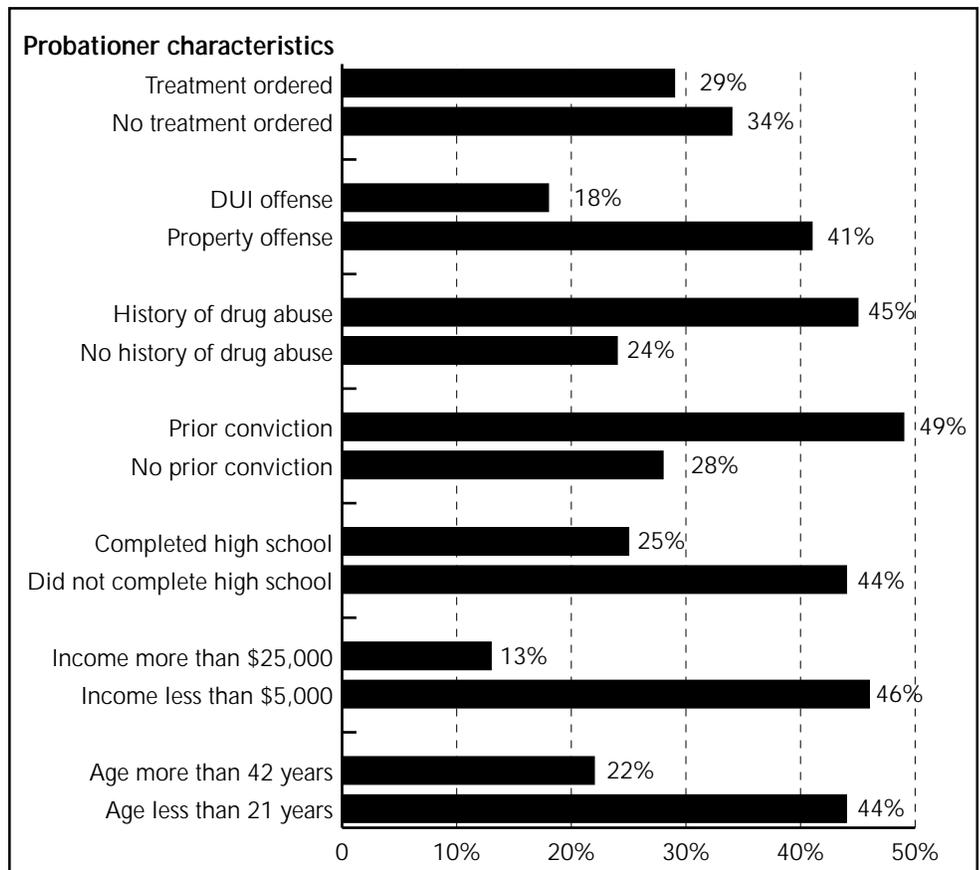
The majority of probationers in Illinois complete their term of probation satisfactorily, without technical violations or arrests for new crimes. Thus, the effectiveness of probation must be considered against the costs and limited capacities of other correctional options. However, this is not to say that all probationers are successful.

Clearly, the data indicate that there are particular groups of individuals and characteristics of probationers that are associated with higher rates of probation revocation, technical violations, and new arrests. For some of these offenders, more resources and new or expanded supervision strategies are needed to address the public safety goal and objective of probation. For others, such as those who have histories of drug abuse, low educational achievement, and few employable skills, additional resources and new or expanded strategies should be directed toward changing and improving these conditions. ■

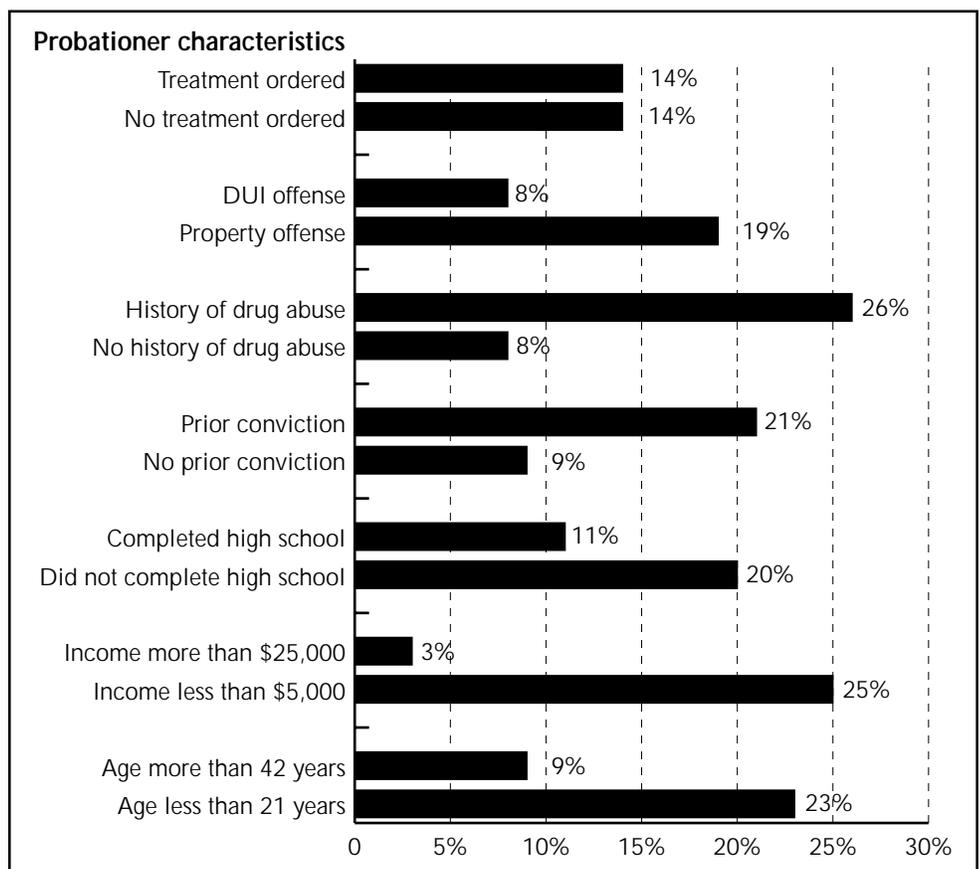
“Results of the 1997 Illinois Adult Probation Outcome Study”, written by David Olson and Rich Adkins, of AOIC’s Probation Division, and published by the Authority in December 1998, is available from the Authority’s Research and Analysis Unit.

For additional information about this article, or the analyses presented, please contact David Olson, Department of Criminal Justice, Loyola University Chicago, 820 N. Michigan Avenue, Chicago, IL. 60611. (312-915-7563) or e-mail: dolson1@luc.edu.

Percent of probationers arrested while on probation



Percent of probationers whose probation was revoked



The future of probation in Illinois: safer communities through programs that work

This article was written by the staff of the Probation Services Division of the Administrative Office of the Illinois Courts.

“We can’t predict the future, but we have an obligation to help to create it.” When this profound challenge was voiced by probation consultant Fahey Mulaney to a group of state probation directors in 1996, the probation and court services profession in Illinois was in a modest fiscal recovery and resource growth after severe budget reductions in 1991 and 1992. Survival of the probation profession and its dedicated, skilled, and loyal workforce was the focus of administrative activities. Energies and thinking were not directed to the challenges of crafting and implementing effective, empirically researched, community-based correctional programs. Now, however, as the difficult lessons of cutback management strategies have provided a framework for systems changes, Illinois probation is on the brink of implementing revolutionary changes in its work.

Probation and court services directors, administrators, and policy makers have greeted the process of organizational and professional change with eagerness and hope. Organizational thinking and planning has dramatically shifted to a future vision of accountable and effective programming — not simply a request for more resources to do more of the same things. While inventorying those practices and programs that are fundamentally sound and in direct response to statutory and judicial priorities, such as social history and pre-sentence investigations, Illinois probation also has begun to educate itself on the principles of “What Works” in correctional intervention research. The lessons to be learned from this

powerful body of international research initiatives are compelling and Illinois probation is in the process of moving from rhetoric to reality in the way business is viewed and conducted.

Fundamental changes in large, rather entrenched systems are generally neither regular nor rapidly paced occurrences. They are, however, wonderful opportunities that should be seized and maximized. System changes, in order to be effective and long-standing, have to be rooted in values, vision, mission, and goals. For Illinois probation, there is a belief that probation and court services is a judicial branch function which is an indispensable component of the juvenile and criminal justice system. It is a belief that for the majority of offenders, probation is the most viable sanction available to the court to achieve the constitutional mandate of restoring the offender to useful citizenship. It is a further belief that the ends of justice can be met by structuring probation and court services programs anchored in management of offender risk to victims and communities and built on principles of treatment and intervention which address the motivational basis for offending. Probation envisions a comprehensive system of quality programs and services that focus on protection of the public, reparation for the victim, and restoration of the offender.

The framework for change in Illinois probation has been crystallized through integrating the principles of the “What Works” literature with Illinois’ Juvenile Justice Reform Act of 1998, with its centerpiece purpose and policy of balanced and restorative justice. These separate yet

interrelated approaches to formulating public policies in the arena of community justice will be the foundation for changes in how a wide range of Illinois probation programs are delivered.

“What Works” represents the mantra of probation professionals and researchers in response to Robert Martinson’s (1974) damaging, unfounded, and later recanted (1979) statement that “nothing works” in offender rehabilitation. The data documenting that there is potency to offender rehabilitation programs is readily available and accessible from a variety of published offender treatment outcome literature reviews (Andrews & Bonta, 1994; Gendreau & Cullen, 1990; Palmer, 1978; Ross & Fabiano, 1985; Ross & Gendreau, 1980, etc.). These research findings have resulted in a basic set of principles that guide effective probation programming which can reduce offender recidivism an additional 25 percent to 50 percent. Descriptions of these core principles and their impact for the future of Illinois probation follow.

Risk assessment

To better differentiate frequency of contacts and predict probation successes from failures, Illinois probation has been using validated risk instruments at the time that case intake is completed. These instruments have been used in adult probation since 1984 and in juvenile probation since 1995. They are, however, “second generation.” A virtual explosion of research in the area of risk assessment has occurred and a “third generation” of risk assessment instruments have proven

validity in matching offender risk with supervision and treatment direction. Illinois' current "second generation" instruments do not adequately distinguish and weigh historical (static) risk factors, such as prior convictions, while differentiating dynamic risk items, such as antisocial friends, alcohol or drug abuse, and attitude. The "third generation" instruments, which are generally proprietary in nature, are beginning to see pilot use in Illinois probation. Our vision for the future of risk assessment includes further expansion of "third generation" instruments for myriad reasons, including that they incorporate many more risk and behavioral scales than our current instruments.

We envision a probation system in which staff are afforded full training to develop high levels of competency in the use and interpretation of these instruments. We envision that the new instruments will be used as a part of a progressive system of screening and assessment in which the higher the offender risk, the more detailed and comprehensive the assessment process, and that services will be directed only to the high-risk offender.

Criminogenic needs assessment

Similar to risk instruments, Illinois has used a needs assessment instrument in the adult probation arena since 1984. While it has some utility in case supervision planning, there is very little evidence that the current process of assessing needs has any predictability for future criminal behavior. The "third generation" instruments link the assessment process to offender rehabilitation through identifying criminogenic needs, or those needs that are linked to criminal behavior. They may include peer relations, values, attitudes, interpersonal relationships, school problems, alcohol or drug use, and other needs that, when altered, provide a strong likelihood of changing criminal behavior. The future work of Illinois probation should incorporate training and the application of instruments that address criminogenic needs.

The framework for change in Illinois probation has been crystallized through integrating the principles of the "What Works" literature with Illinois' Juvenile Justice Reform Act of 1998, with its centerpiece purpose and policy of balanced and restorative justice.

Responsivity

This principle of the "What Works" literature is relatively new to Illinois probation programming. The responsivity principle requires the matching of an offender's unique set of circumstances — social, psychological (cognitive skills, readiness for change, maturity, acceptance of responsibility), gender, age, cultural, and physical — to both a program and a probation caseworker who can best respond to these variables. Research has shown that without addressing offender responsivity, the utility of accurate assessment will be greatly diminished. We envision all of Illinois' probation and court services programs to address the responsivity principle through staff training and program design that will provide for a full continuum of services and sanctions.

Targeting the high-risk offender

While this principle of the "What Works" mantra is one that has driven probation program designs for the last several years, there is only recently, through pilot programs, a substantive change in the actual content and format of delivering probation supervision. The development of cognitive behavioral curriculums, delivered in groups by trained probation staff, is the next level in reducing of-

fender recidivism through applying the "What Works" principles. These curriculums, some public domain and some proprietary, are based on the social learning model of development in which an offender's behavior doesn't change until his/her thinking, values, attitudes and beliefs change. These curriculums, geared for varying levels of cognitive development, have recently been implemented in a few pilot areas of Illinois. We envision a probation system in which the basic system of one-to-one case management strategy is enhanced and supplemented with a system of cognitive group curriculums targeting high-risk offenders.

Finally, as a component of our vision for the future of Illinois probation and court services, we see an integrated local and state system, which is fully automated and able to produce, analyze, and respond to data from all of its operations in order to assist in crafting data driven public policy decisions. We envision a system that incorporates quality, accountability, and credibility in its work with all of its constituents. ■

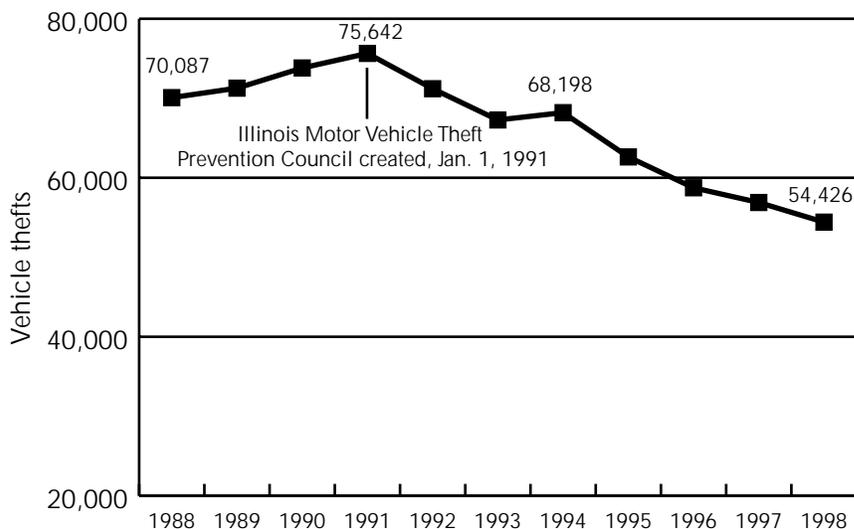
Vehicle thefts continue decline

In 1990 the Illinois General Assembly took action against a steadily rising auto theft rate by passing the Motor Vehicle Theft Prevention Act. The Act, which took effect on Jan. 1, 1991, established the 11-member Illinois Motor Vehicle Theft Prevention Council and gave it the responsibility for making grants from a special trust fund. Insurance companies pay into the fund each year an amount roughly equal to \$1 for each private passenger vehicle they insure for comprehensive coverage – about \$5.4 million is paid into the fund annually.

Most of the funds granted by the Council support multi-jurisdictional task forces and other special law enforcement efforts targeting auto theft and related crimes.

According to the most recent Illinois State Police figures, since 1991, the number of motor vehicle thefts in Illinois has dropped by more than 28 percent. There were more than 21,000 fewer vehicles stolen during 1998 compared to 1991, which equates to a savings of more than \$113 million.

Motor Vehicle Thefts in Illinois



Source: Illinois State Police

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