

TRENDS AND ISSUES 2008

A profile of criminal and juvenile justice in Illinois: 1995-2005

Prepared by
Research & Analysis Unit
Illinois Criminal Justice Information Authority

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Illinois Criminal Justice Information Authority
300 West Adams, Suite 700
Chicago, Illinois 60606
Phone: 312.793.8550
Fax: 312.793.8422
www.icjia.state.il.us

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Members of the Trends and Issues 2008 team:

Project Director:	Mark Myrent
Project Manager:	Kimberly Burke
Editorial:	Cristin Monti Evans Adrienne Frederick
Chapters:	
Introduction and overview:	Jessica Ashley
Law enforcement:	Christine Devitt Erica Hughes Sal Perri Idetta Phillips
The courts:	Sharyn Adams
Corrections:	Mark Powers
Juvenile justice system:	Jessica Ashley Lindsay Bostwick
Victims of crime:	Kimberly Burke
Conclusion:	Kimberly Burke Cristin Monti Evans

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Foreword

The Illinois Criminal Justice Information Authority (ICJIA) is a state agency created in 1983 to promote community safety by providing public policymakers, criminal justice professionals, and others with information, tools, and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. ICJIA provides an objective system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. The specific powers and duties of the agency are delineated in the Illinois Criminal Justice Information Act (Illinois Compiled Statutes, Ch. 20, Sec. 3930). ICJIA's many responsibilities include serving as a clearinghouse of information and research on criminal justice and undertaking research studies to improve the administration of criminal justice.

Since 1989, the Authority's Research and Analysis Unit has received funds under the federal Anti-Drug Abuse Act of 1988 and the succeeding Justice Assistance Grant program to document the extent and nature of drug and violent crime in Illinois and the criminal justice system's response to these offenses. ICJIA has since amassed a large amount of data measuring the extent and nature of drug and violent crime in Illinois and the impact these crimes have had on the criminal justice system. To put this information into the hands of Illinois' criminal justice policymakers in a useful summary format, ICJIA's Research and Analysis Unit developed the *Trends and Issues* report. It is hoped that this report will be as valuable as previous versions. In addition to providing policymakers with an overview of activities across the components of the justice system in the state (law enforcement, courts, and corrections), *Trends and Issues* will also provide perspective by including trends experienced by specific regions of the state (Cook, collar, rural, and urban counties).

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of crime and the criminal justice system's response. In addition, these data are readily available and consistently defined through existing statewide data collection mechanisms.

The information presented in this report was provided to ICJIA by the Illinois State Police, the Administrative Office of the Illinois Courts, the Illinois Department of Corrections, and the Illinois Department of Children and Family Services. The support and cooperation of these agencies have helped make this report an informative and timely source of information.



CJ DataNet, ICJIA's Web-based clearinghouse of criminal justice data,
is available at: www.icjia.state.il.us

Executive summary

Trends and Issues 2008 was developed to provide an overview of the extent and nature of crime and crime victimization over the past decade in Illinois. This is the sixth *Trends and Issues* published by ICJIA. The first was released in 1987 and the last in 1997.

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of criminal justice activities and the response and impact of the criminal justice system. In addition, these data are readily available and consistently defined through existing statewide data collection mechanisms. Some data presented in this report may have been analyzed differently than in previous years and caution must be taken when comparing numbers presented with previous reports.

Law enforcement

Law enforcement agencies in Illinois operate at municipal, county, state, and federal levels. While officers at every level are charged with enforcing the law, citizens also expect police to prevent and control crime. Besides the apprehension of criminals, police work often encompasses conflict resolution, maintenance of neighborhood order, problem solving, and coordination among other governmental and community agencies. Rapid technology advancements made over the past decade have created additional challenges to officer training and information management. Finally, the past decade has witnessed unprecedented large-scale threats to public safety that law enforcement must be prepared to handle. At its core, law enforcement has three objectives – to detect and investigate crime, and arrest suspects.

The following facts summarize the findings of the Law Enforcement Section, based primarily on crime statistics from the Illinois Uniform Crime Reporting Program (I-UCR):

- Statewide, more than six million index offenses were reported to police during the 11-year period 1995 through 2005. This amounts to a 15 percent reduction in total reported offenses from the previous 11-year period, 1984 through 1994.
- Illinois experienced a continual downward trend in the number of reported index offenses (violent and property) between 1995 and 2005, a trend that occurred nationwide. Index offenses known to police dropped 28 percent during that period.
- Statewide between 1995 and 2005, violent index offenses accounted for 16 percent of the total offenses reported to police, and property index offenses accounted for 84 percent of the total reported index offenses.
- Statewide between 1995 and 2005, aggravated assaults accounted for the majority of reported violent index offenses (60 percent), while theft accounted for the majority of reported property index offenses (69 percent).

- In Chicago, violent index offense rates (per 100,000 persons) dropped 50 percent between 1995 and 2005. This dramatic reduction was greater than for the rest of the state, which experienced a 29 percent decrease. Statewide, violent index offenses declined 43 percent.
- Robbery index offense rates in rural counties was the only index offense category to increase from 1995 to 2005. As a geographic region, rural counties experienced a 10 percent increase in index robbery offenses reported to police, while the rest of the state experienced a 31 percent decrease.
- All regions of Illinois experienced a similar 30 percent decline in property index offenses reported to police between 1995 and 2005.
- Statewide, more than 1.3 million index arrests (violent and property) were made during the 11-year period. This was a 9 percent decrease in total volume of index arrests between 1984 and 1994.
- A steady decrease was seen in the number of total index (violent and property) arrests in Illinois, in line with the decrease in total index offenses. A 33 percent decrease in index arrests was seen statewide while a 24 percent decline reported nationally.
- Violent index arrests decreased 24 percent statewide. Chicago and the rest of the state experienced similar decreases in violent arrest rates over the 11-year period.
- Statewide, violent index arrests accounted for 23 percent of total index arrests, while property index arrests accounted for 77 percent. As seen, in violent and property index offenses, the majority of violent and property index arrests were for aggravated assault and theft, respectively.
- About 1.1 million arrests for drug crimes were reported statewide between 1995 and 2005. This is twice the volume of arrests seen during the previous 11-year period, 1984 through 1994.
- Unlike other types of arrests reported to the Uniform Crime Reporting Program (UCR), arrests for drug crimes generally increased between 1995 and 2005. Statewide, drug arrests increased by 23 percent.
- While the smallest increase in the drug arrest rate was in Chicago (9 percent), the rest of the state experienced a 46 percent increase. As a whole, rural counties exhibited a 103 percent increase in drug arrest rates during the 11-year period. Some of this increase in drug arrests reflects the activity of the more than 20 specialized drug task forces operating in Illinois.
- Arrests for controlled substances accounted for 48 percent of all drug arrests in Illinois between 1995 and 2005, while arrests for cannabis accounted for 39 percent and hypodermic needle and paraphernalia arrests accounted for the remaining 13 percent.

- A substantial increase was seen statewide in cannabis arrest rates per 100,000 persons from 1995 to 2005 (65 percent). In 1995, the arrest rates for cannabis were half that for controlled substances. However, by 2005 cannabis arrest rates surpassed those for controlled substances.
- The 11 multijurisdictional narcotics task forces and nine metropolitan enforcement groups operating around the state seized 10 times as many grams of cannabis and controlled substances in 2006 compared to 2005, three times as much crack cocaine, and 7 percent more heroin.
- Statewide motor vehicle theft index offense rates, as measured per 100,000 registered vehicles, decreased 44 percent from 1995 to 2005. Collar counties in which specialized motor vehicle task forces operate experienced a 53 percent decrease in motor vehicle index theft rates, while urban counties served by motor vehicle task forces experienced a 31 percent decrease.
- According to a needs assessment survey of police chiefs conducted by the Illinois Criminal Justice Information Authority in 2005, theft cases were rated as the top major contributor to officers caseloads, followed by domestic violence cases and cases involving juvenile offenders.
- A majority of police chiefs surveyed said increasing the monitoring of offenders and using more severe punishments would be the best way to reduce illegal drug activity and violent crime. More than three-fourths of respondents also stated that having more youth prevention programs would help reduce these problems.

The courts

Under the U.S. constitution, courts resolve disputes, interpret the law, and apply sanctions to lawbreakers. In this capacity, courts are the final arbiters of the rules by which society is governed. The court system as a whole deals with a wide range of matters, from small claims disputes to violent crimes. Illinois courts also have post-trial duties, including community supervision of offenders on probation.

- In 2005, felonies and misdemeanors accounted for 11 percent of all filings in Illinois courts (criminal, civil, traffic, family, and other).
- In 2005, felony filings increased in urban and collar counties by about 34 percent and in rural counties by 40 percent. In Cook County felony filings decreased 22 percent, while misdemeanor filings decreased 20 percent statewide.
- Between 1995 and 2005, the number of offenders convicted of a felony and sentenced in Illinois increased 5 percent, from 59,889 to 63,069.
- Between 1995 and 2005, the number of active adult probation cases in Illinois increased 23 percent, from 74,349 to 91,186.

- In 2005, felony offenders accounted for 65 percent of Illinois' active adult probation caseload, 92 percent of the Cook County caseload, 57 percent of urban county caseloads, 58 percent of collar county caseloads, and 46 percent of rural county caseloads.

Corrections

The criminal justice system provides for the operation of correctional institutions at the federal, state, and local levels. The federal government operates penitentiaries and one jail in Illinois, the Illinois Department of Corrections (IDOC) is responsible for state correctional centers, and county jails and municipal lockups function at the local level.

The following summarizes adult corrections data:

- Incarcerated populations at the local level (county jail), state level (IDOC prisons), and federal level (federal penitentiaries) increased in size between state fiscal years 1995 and 2005.
- County jails, especially in rural counties, have increased in bookings, the booking rate, and average daily population. However, unlike Cook and collar county jails, rural counties generally do not have a jail population that is above capacity.
- The federal prison population has increased at 21 times the rate of the U.S. population increase.
- IDOC admissions have increased in almost every year between 1995 and 2005, with the technical violation and recidivism rates at all-time highs in later years.
- IDOC admissions and exits for drug offenses are the most common, with more than 40 percent of all new court admissions stemming from drug offenses. Methamphetamine-related drug offenses in particular showed a sharp increase between 1998 and 2002.
- Sex offense admissions have more than doubled since 1995, but violent sex offense admissions have actually decreased. As a proportion of all sex offense admissions, nonviolent sex offense admissions increased at a rate of more than nine times between 1995 and 2004.
- The IDOC population increased from 37,658 inmates in 1995 to 44,669 inmates by June 30, 2005, though the prison population size has been fairly stable since 1999.
- IDOC facilities are overpopulated at approximately over 10,000 inmates above capacity.
- Inmates sentenced to IDOC facilities are disproportionately black; about four times as many inmates are black as compared to their proportion in the general population.

- The commutation of all death sentences to life in prison emptied death row in 2003. Defendants can still be sentenced to death, but executions will not be carried out as long as the moratorium is in effect.

Juvenile justice system

The juvenile justice system in Illinois operates as 102 county-level systems, with some oversight by state agencies for specific responsibilities including probation, detention, and corrections. Each county's juvenile justice system is comprised of a network of various local and state entities that deal with minors under age 17 who commit delinquent acts. Each agency has different responsibilities within the juvenile justice system, and comes into contact with youth at different stages in the justice process.

- A 17 percent increase was seen in the juvenile arrest rate between 2000 and 2004.
- Illinois had a 33 percent decrease in the rate of juvenile delinquency petitions and a decrease of 3 percent of the rate of juvenile court adjudications from 1995 to 2005.
- The rate of juvenile detention admissions decreased by 40 percent from 1995 to 2005.
- A 12 percent drop in of the rate of juvenile probation caseloads was seen from between 1995 and 2005.
- There was a 7 percent increase in the rate of juvenile incarceration admissions, but a 45 percent decrease in court commitments to the Illinois Department of Juvenile Justice, which includes commitments for mental health and drug evaluation prior to adjudication, from FY99 to FY04.
- Black youth in Illinois were four times more likely than white youth to be arrested and incarcerated in 2004 and four times more likely than white youth to be detained in 2005.

Crime victims

Crime victimization has touched many people in Illinois. Several sources of crime victimization data are available. Victim services are provided throughout the state by both governmental and non-governmental entities.

- The statewide rate of domestic offenses in 2005 was 903 per 100,000 people.
- The statewide rate of crimes against children in 2005 was 309 per 100,000 juveniles.
- The statewide rate of reported crimes against school personnel was 25 per 100,000 people.
- The statewide rate of reported child abuse and neglect in 2005 was 3,454 per 100,000 juveniles.

- The statewide rate of verified child abuse and neglect in 2005 was 852 per 100,000 juveniles.
- The statewide rate of reported incidents of elder abuse in 2005 was 437 per 100,000 adults 60 years old and older.
- ICJIA conducted a statewide needs assessment survey in which, victim service providers surveyed about the needs of the criminal justice system indicated they would like to see greater victim involvement in decision-making processes and greater enforcement of victims' rights.

Overview

Trends and Issues 2008 is a comprehensive guide to current Illinois crime and justice trends. The sixth document of its kind and first since 1997, *Trends and Issues 2008* provides valuable criminal and juvenile justice information to practitioners, policy makers, and the general public. The report describes the organization and operation of the state's justice system, tracks statewide and regional trends in crime and the processing of offenders, and presents important and emerging criminal and juvenile justice issues.

Trends and Issues 2008 was designed to serve as a reference guide on the criminal and juvenile justice systems, with sections on law enforcement, courts, corrections, victims, and juvenile justice. The report also highlights special issues of significance facing the criminal justice system today, including identity theft, DNA usage, specialized courts, inmate substance abuse treatment, human trafficking, and juvenile justice reform initiatives.

Data used in this report were derived from a variety of criminal justice sources and, in most cases, covered a 10-year period, from 1995 to 2005. When 2005 data elements were not yet available, the most current data was used. Other limitations also arose in compilation of this document, including missing and unreported data. These limitations are addressed in each section.

Data is presented in summaries, tables, trend graphs, and state maps, each illustrating state data trends over a 10-year period. Counties are color coded in state map graphics to create visual county comparisons. Trends in Cook County, collar counties, urban counties, and rural counties also are described. Collar counties include DuPage, Lake, Kane, McHenry, and Will. Urban and rural designations are based on population.

Introduction

Geography and population of Illinois

Illinois has a population of 12.8 million covering an area of more than 55,000 square miles. Although it is the 25th largest state geographically, Illinois is fifth largest in terms of population.¹ Nearly 25 percent of the Illinois population resides in Chicago. More than 65 percent of the population lives in the Chicago metropolitan area.

Of the 102 Illinois counties, 36 are designated by population as urban, including Cook and collar counties. All other counties are designated rural. Designations may change over time with population shifts. Urban areas outside Chicago include the Illinois side of the St. Louis metropolitan area, as well as Champaign-Urbana, Bloomington-Normal, and Peoria. *Table 1* lists the number of Illinois residents by geographic area.

Table 1
Population in Illinois by geographic area, 2005

<i>Geographic area</i>	<i>Population</i>
Chicago	2,896,021
Cook County	5,303,683
Collar counties	3,060,711
Urban counties	2,711,700
Rural counties	1,687,277
Total	12,763,371

Source: U.S. Census Bureau

White residents make up the majority of the Illinois population (73 percent), followed by black residents (15 percent). Twelve percent of the state population is of Hispanic ethnicity (independent of their race classification). Forty-nine percent of the population is female and 51 percent is male.

The Illinois criminal justice system

The criminal justice system in Illinois operates as 102 county-level systems with some oversight by state agencies having specific responsibilities, such as probation and corrections. Each county's criminal justice system is comprised of a network of state and local entities. These include:

- Illinois State Police, county sheriff's departments, municipal police departments, and university and college police departments.
- County probation and court services departments.
- Judges, state's attorneys, public defenders, and private attorneys.
- Illinois Department of Corrections.
- County-operated jails.

- Private social service organizations that provide crisis intervention, residential placement, employment, counseling, re-entry, and other services.
- Neighborhood-based and faith-based organizations and coalitions.

Entities focusing strictly on juveniles include temporary detention centers, Illinois Department of Juvenile Justice, Illinois Department of Children and Family Services, juvenile justice councils, child welfare agencies, and other youth-centered social service providers. The Department of Juvenile Justice was created by state legislation in 2005, separating juveniles from the adult Department of Corrections.

Figure 1 depicts stages in the criminal justice process. While cases typically flow the same way through county criminal justice systems, variation exists across counties in how specific types of cases are handled. For instance, some counties may offer diversionary programs as alternatives to incarceration, while others have fewer resources.

Crime rate trends

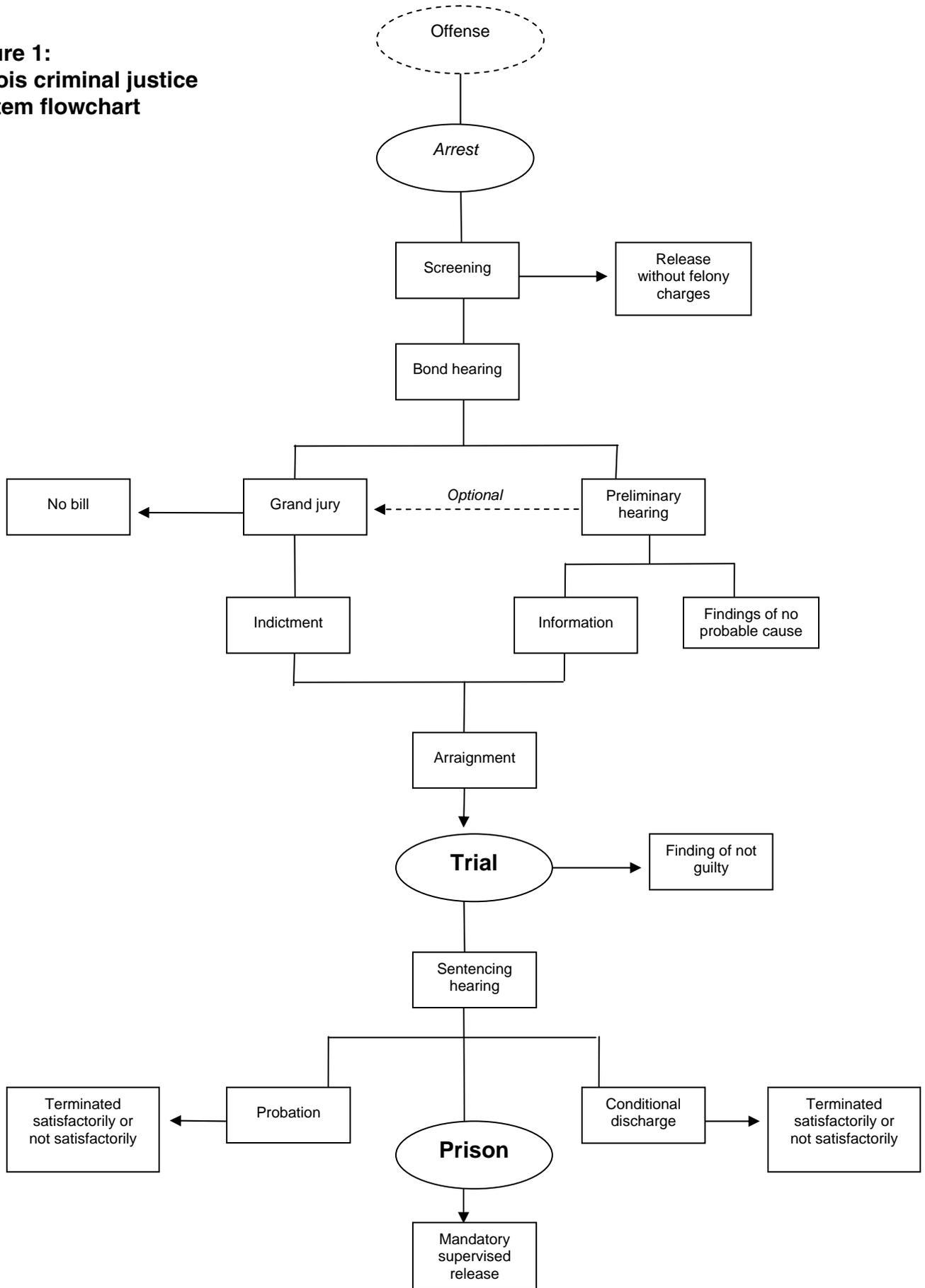
Serious violent crime and property crime have declined nationally since 1993. The estimated number of adult drug-related arrestees has increased, however, and arrests of juveniles for drug crimes have stabilized.²

Illinois crime trends parallel what has been seen nationally. Index crimes are made up of four violent crimes and four property crimes. Index offenses include murder, criminal sexual assault, robbery, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson. In 2005, crime reported to police dropped in the state as a whole for the twelfth consecutive year. In Illinois, from 1995 to 2005, total index offenses reported to police decreased by 28 percent. Arrests involving index offenses also declined during that period by 33 percent. Index offenses are made up of four violent crimes and four property crimes.

According to Illinois State Police, the crime rate fell 2.1 percent in 2006, with the greatest reduction in criminal sexual assault and motor vehicle theft. However, the number of murders and robberies increased by 1.9 percent from the previous year. Firearm-related crime has significantly decreased since 1993, but jumped slightly in 2005.

There has been an increase in the number of females engaging in crime, although female crime rates remain significantly lower than rates of male crime. In 2006, 20 percent of all Illinois arrestees were women. In 1990, six percent of prison admissions were women, but in 2004, they comprised 10 percent of admissions.

**Figure 1:
Illinois criminal justice
system flowchart**



Emerging crime issues

Computer crime

In a statewide survey conducted in 2005, hundreds of Illinois criminal justice professionals listed identity theft as one of several worsening societal problems. Growing numbers of Illinois citizens are experiencing identity theft in many forms—credit card, phone, utility and bank account transfer fraud. More than 10,000 reports of identity theft were made in Illinois in 2006.

Computers are also used to disseminate child pornography and solicit and exploit youth. An estimated 20,000 images of child pornography are posted on the Internet each week, according to the Department of Justice. FBI statistics indicate one in five Internet users in the United States is sexually solicited, usually at home. Parents and schools need to be equipped with the tools to educate children and monitor use of the Internet. Illinois' Internet Crimes Against Children Task Force (ICAC) was created in 2004 and is housed at the Illinois Office of the Attorney General. About 60 law enforcement agencies statewide are partners of ICAC and work collaboratively to combat online child victimization.

Methamphetamine use

Illegal drug use and drug dealing was identified by Illinois criminal justice professionals surveyed as another major societal problem. Illegal drugs continue to plague communities. The Office of National Drug Control Policy estimates that \$65 billion is spent each year on illegal drugs in the United States. Of particular concern to criminal justice professionals is the increasing use, manufacture, and distribution of methamphetamine.

Use of methamphetamine, a potent and very addictive stimulant, has been on the rise since the 1990s, particularly in rural areas. Easily made with store-bought ingredients, meth is dangerous to produce and poses serious risks to individuals, families, and communities. By 2004, meth offenses accounted for an estimated 33 percent of arrests in rural areas. However, meth use has grown in urban areas as well and has quadrupled in those areas in recent years.³ The Illinois State Police and Drug Enforcement Administration indicated that the number of meth labs seized annually by Illinois increased from less than 30 in 1997 to nearly 1,200 in 2005.

Using technology to fight crime

Advancements in technology have helped to fight crime and improve the administration of justice. Technology connects criminal justice agencies and provides quick access to criminal information. It also can assist in information sharing among citizens and victims of crime. One example of this is the effective nationwide AMBER Alert system for missing children. Finally, technology can help law enforcement officers target and investigate crime.

I-CLEAR

The Citizen and Law Enforcement Analysis and Reporting (CLEAR) system is a state-of-the-art information technology system that enables the Chicago Police Department to quickly share

crime information. Plans are under way to expand CLEAR to a statewide system called Illinois Citizen and Law Enforcement Analysis and Reporting System, or I-CLEAR. The new database will allow all 1,200 police agencies in Illinois to quickly share crime information. I-CLEAR can foster unified strategies to reduce crime, promote criminal justice efficiency, increase accountability between criminal justice agencies, and provide comprehensive information on offender criminal activity.

Information systems

Information systems that promote sharing among agencies improve the quality of justice and public safety by eliminating redundant data entry, providing timely access to critical information, enabling information sharing, and improving the consistency and reliability of information.

Key criminal justice data systems in Illinois include:

- Automated Victim Notification System. This system provides victims of crime with information regarding case and/or custody status of offenders incarcerated or charged with a crime.
- Criminal History Record Information System. This system provides arrest history, court disposition, and sentencing information on all arrestees in Illinois.
- Illinois Department of Corrections Offender Management Systems. These systems track prisoners from reception and classification through release on parole or mandatory supervisory release.
- Law Enforcement Agencies Data System (LEADS). LEADS is a statewide, computerized, telecommunications system maintained by the Illinois State Police and designed to provide the criminal justice agencies with justice-related information at the state and national level.
- Probation On-Line Automated Reporting Information System (POLARIS). Currently in planning, POLARIS will be a centralized data warehouse for collecting individual-level data on probationers from across the state.
- Secretary of State Data Systems. Secretary of State Data Systems are accessible to justice decision-makers and include several databases related to drivers and vehicles.
- State of Illinois Justice Information Networks. The Illinois Century Network and Illinois Frame Relay Service allow the capability to handle justice information related to traffic in Illinois.

Computer mapping and GIS

Computer mapping and geographic information systems also are valuable technology for criminal justice. This technology allows law enforcement to analyze problems through up-to-date and comprehensive data in their jurisdictions. They also can organize diverse pieces of

information visually to identify crime patterns and problem areas.⁴ More and more law enforcement agencies are using this technology as a tool to target crime in specific community areas.

DNA

DNA has emerged as a revolutionary crime-fighting tool because of its uniqueness to individuals. Forensic DNA evidence can rule out suspects, solve crimes, and prevent future crimes. DNA samples are collected from victims, offenders, and crime scenes. All convicted felony offenders, including juveniles, have been required to submit DNA in Illinois since 2002. By 2007, Illinois exonerated 27 individuals of their crimes through post-conviction DNA testing.

Criminal justice system trends

In recent years, the Illinois criminal justice system has utilized the latest research findings to implement innovative programs that help reduce recidivism and improve justice. Specialized drug and mental health courts have been established. Probation departments in Illinois have adopted evidenced based practices. The death penalty moratorium enacted in 2000 has remained in effect in Illinois. Victims continue to be included in the justice process and afforded rights as victims.

At the same time, United States continues to increase its rate of incarceration. According to the Bureau of Justice Statistics, on June 30, 2006, U.S. prisons or jails held more than 2.2 million prisoners—an increase of 2.8 percent from the previous year. In Illinois, from 1995 to 2005, admissions to state prisons increased 66 percent from 23,753 admissions to 39,477. Current issues of concern regarding incarceration include racial bias in incarceration decisions, the incarceration of non-violent offenders, and prisoner re-entry into society.

Disproportionate minority contact

Disproportionate minority contact (DMC) is the over-representation of minorities involved in the justice system at any given stage compared to minority representation in the general population. Although DMC is seen in the adult criminal justice system, states have concentrated on juvenile DMC, due in part to the 1988 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974. These amendments authorized the Office of Juvenile Justice and Delinquency Prevention to require states participating in formula grants programs to address DMC in their state plans. The 1992 amendments to the Act elevated DMC to a core protection, tying future funding levels to compliance.⁵

In 1997, minority youth comprised 34 percent of all youth in the United States, 62 percent of youth in secure detention, and 67 percent of youth in secure correctional facilities.⁶ In 2005 in Illinois, black youth were six times more likely to be arrested and eight times more likely to be detained. In 2004, black youth were five times more likely to be incarcerated. Minority over-representation in the juvenile justice system has caused greater scrutiny of juvenile justice system decision-making and examination of how other factors, such as poverty, contribute to the problem.

Sex offender registration

One trend in sex offender management is the development of sex offender registries. Both national and state registries are available and can be accessed by the public through the Internet.⁷ In 1999, the Illinois sex offender database was created to identify individuals who have been convicted of certain sex offenses and/or crimes against children and who, therefore, must register as a sex offender or as a violent offender against youth.⁸

As of April 1, 2008, the Illinois sex offender database contained 24,552 registered sex offenders.⁹ In 2003, Attorney General Madigan created the Illinois Sex Offender Registry Team to improve the accuracy of the state's registry.

Legislation continues to be enacted that further monitors and restricts the whereabouts of these offenders. While there is public support for these measures against this socially abhorred population of offenders, there has been some criticism that sex offender registration laws are too restrictive, making it impossible for offenders to find housing and work and putting a burden on law enforcement agencies. Increased visibility of offenders may also lead to segregation and harassment by the public.

The future

The United States and the state of Illinois have seen many changes since the last publication of the *Trends and Issues* report in 1997. The terrorist attacks of Sept. 11, 2001, greatly influenced federal and state priorities including the allocation of resources and funding for crime. Federal grant reductions for state and local programming resulted, as funds were needed for homeland security and military spending.

Another concern in the wake of large corporate scandals highlighted by the media is white-collar crime. When major companies hide debt and inflate profits, or when corporate executives reap illegal monetary rewards at the expense of stockholders and investors, it can affect the nation's financial markets. In addition, public corruption by government officials remains a concern as federal and state governments continue to expose and prosecute wrongdoing.

According to the FBI, in the next five years, increasing globalization, or an increasing world economy, and new technology will increase the number of terrorists, drugs, weapons, and illegal enterprises entering the United States. Globalization and technological advances will continue to change the face of crime, as well as the ways in which crime is combated.

Notes

¹ U.S. Department of Commerce, Bureau of the Census, 2005.

² U.S. Department of Justice, "Stewards of the American Dream: FY2007-FY2012 Strategic Plan": 2.

³ Bauer, Robert and Olson, David, "The Evolution of Meth in Illinois," Illinois Criminal Justice Information Authority, Research Bulletin (June 2006): 1-3.

⁴ Higgins, Daniel F., "A Crime Analysts Guide to Mapping" Illinois Criminal Justice Information Authority (April 2003): 1.

⁵ Hsia, Heidi M., George S. Bridges, and Rosalie McHale, “*Disproportionate Minority Confinement: 2002 Update*, Summary, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, September 2004, NCJ 201240: 1.

⁶ Hsia, Heidi M., George S. Bridges, Rosalie McHale, *Disproportionate Minority Confinement: 2002 Update*, Summary, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, September 2004, NCJ 201240: 1.

⁷ The Dru Sjodin National Sex Offender Public Registry, coordinated by the Department of Justice is on the World Wide Web at <http://www.nsopr.gov/>

⁸ Illinois sex offender registry is on the World Wide Web at <http://www.isp.state.il.us/sor/>

⁹ Burge, Craig, Illinois State Police, personal communication, April 7, 2008.

Law enforcement

Introduction

Law enforcement agencies in Illinois operate at municipal, county, state, and federal levels. While officers at every level are charged with enforcing the law, citizens also expect police to control and prevent crime. Besides the apprehension of criminals, law enforcement work often encompasses conflict resolution, maintenance of neighborhood order, problem solving, and coordination among other governmental and community agencies.

Policing strategies must keep up with changing societal factors. Rapid technology advancements made over the past decade have created challenges to provide additional officer training and integrated information sharing. Unprecedented large-scale threats to public safety also have become a factor.

At its core, however, law enforcement works toward three objectives: to detect and investigate crime and arrest suspects. Once a crime has occurred, it comes to the attention of law enforcement in several ways, the most common of which is through a victim report. In other instances, an officer may witness a crime in progress or uncover evidence of a crime during an investigation or while patrolling an area. The apprehension of suspects, evidence gathering, and court testimony typically round out the role of law enforcement in the criminal justice system.

This chapter provides an overview of law enforcement in Illinois, including crime trends and arrest patterns since 1995.

Organization of law enforcement in Illinois

Most law enforcement services are organized, administered, and financed at the municipal or county level, although state and federal law enforcement agencies also operate in Illinois. As of October 2005, there were:

- 832 municipal police departments, employing 30,921 full- and part-time sworn officers. Almost half of these officers work for the Chicago Police Department. Primary responsibilities of these departments are enforcement of state laws and local ordinances, and crime investigation, prevention, and reduction.
- 102 sheriff's departments, employing 6,119 sworn law enforcement officers and 9,318 correctional officers. Besides providing law enforcement services in unincorporated areas, sheriff's departments operate county jails and community-based corrections programs, provide security for courts and other public buildings, and assist municipal police departments.
- 1,983 sworn Illinois State Police (ISP) officers. Through the Division of Operations, state troopers patrol state and interstate highways, enforce traffic laws, conduct truck weight inspections, oversee hazardous material control, and respond to emergency situations. Special agents, or detectives, investigate homicides, sexual assaults, fraud and forgery,

and other crimes. These agents also cooperate with federal and local police agencies to help crack international and interstate narcotics rings, solve mass murders, and apprehend international terrorists. The ISP Division of Forensic Services maintains nine forensic science laboratories statewide providing an array of specialty crime scene services, from DNA identification to the Automated Fingerprint Identification System. ISP Division of Internal Investigation investigates allegations of wrongdoing in state government, including executive departments, agencies, commissions, and boards. The division's diverse responsibilities include investigations of financial crimes and theft of state property, and investigations into charges of inmate abuse or neglect within state corrections and mental facilities.

Other agencies with police departments include:

- The Illinois Commerce Commission, which employs nine officers to enforce laws relating to interstate and intrastate transportation of property.
- The Illinois Department of Natural Resources, which employs 152 officers to enforce Conservation Code laws pertaining to fish, game, forestry, boating, snowmobiling, and endangered species.
- The Illinois Secretary of State's Office Department of Police, employing 97 officers charged with regulation of the motor vehicle industry, motor vehicle theft investigations, license and title regulations, and security at Secretary of State facilities and the Illinois State Capitol Complex in Springfield. The department is the sole Illinois law enforcement agency vested with statutory responsibility for investigating identity theft and identity fraud.
- Those dedicated to 44 colleges and universities, 16 railroads and other transportation departments, 16 park districts, five forest preserves, five airports, and two hospitals, each employing at least one sworn officer (full- or part-time) with the power to make arrests.

Several federal law enforcement agencies also operate within Illinois, including four agencies of the Department of Justice, four agencies of the Department of the Treasury, the U.S. Postal Service, and the military branches of the U.S. Department of Defense.

- The U.S. Department of Justice Drug Enforcement Administration is the lead agency for enforcing federal drug laws and regulations. This agency investigates major narcotic law violators who operate at local, state, interstate, and international levels. It also seizes and forfeits assets associated with illicit drug trafficking, enforces regulations governing the legal manufacture and distribution of controlled substances, manages a national narcotics intelligence system, and conducts training and research.
- The FBI, the principal investigative arm of the U.S. Department of Justice, is charged with gathering evidence and locating witnesses in cases involving federal jurisdiction. The FBI's priorities are organized crime (including drug trafficking), violent crime, terrorism, foreign counterintelligence, and white-collar crime. The FBI also offers

cooperative services such as fingerprint identification, lab examination, police training, and the National Crime Information Center, which contains information files pertaining to fugitives, other offenders, vehicles, and crime evidence.

- The U.S. Department of Justice Marshalls Service provides support and protection to the federal courts, apprehends federal fugitives, and maintains custody of and transports federal prisoners. It also seizes, manages, and sells property that is forfeited to the government by drug traffickers and other criminals.
- The U.S. Citizenship and Immigration Service within the Department of Homeland Security (formerly known as the Immigration and Naturalization Service) controls entry into the United States by aliens, maintains information on alien status, and facilitates certification of citizenship. The agency also apprehends and deports aliens who enter the country illegally, who commit certain serious crimes in this country, or whose stay is determined to not be in the public interest.
- The U.S. Treasury Department Bureau of Alcohol, Tobacco and Firearms enforces and administers federal firearms and explosives laws, as well as laws covering the production, taxation, and distribution of alcohol products. Alcohol, Tobacco, and Firearms agents suppress the illegal trafficking, possession, and use of firearms and explosives. They also investigate arson-for-profit schemes and generally assist federal, state, and local law enforcement agencies in reducing crime and violence.
- The U.S. Treasury Department Customs Service interdicts and seizes contraband, such as exports and imports of illegal drugs and high-technology weapons. The service cooperates with other federal agencies and foreign governments to suppress illegal narcotics and pornography. The service also enforces a wide range of requirements to protect the public such as radiation and radioactive material standards, and prohibitions on certain foods, drugs, and hazardous substances.
- The U.S. Treasury Department Internal Revenue Service administers and enforces matters of civil and criminal violations of tax laws.
- The U.S. Treasury Department Secret Service protects the president, other high government officials, visiting federal executives and their families, as well as distinguished foreign visitors. The agency investigates and arrests offenders for counterfeiting coins, currency, or stamps, and for other crimes that involve obligations or securities of the United States. The Secret Service also investigates fraud cases involving electronic fund transfer, use of credit and debit cards, and food stamps.
- The Postal Inspection Service of the U.S. Postal Service enforces more than 100 federal statutes involving mail fraud, mail theft, mail bombs, illegal drugs, and child pornography. The service is also responsible for protection of all postal employees.

- Finally, military police units of the U.S. Army, Navy, Air Force, Marines, and Coast Guard perform law enforcement functions as they pertain to violations of military law and national security.

Typical functions of law enforcement agencies

Varying functions are performed by law enforcement agencies. Even among similar agencies, such as municipal police departments, activities differ depending on crime levels, citizens' service requests, and administrator management styles.

The 2003 Law Enforcement Management and Administrative Statistics survey conducted by U.S. Bureau of Justice Statistics contains the most recent information on areas of primary responsibility of law enforcement agencies. Survey responses show similarities as well as differences across agencies. For example, while all municipal police departments, county sheriff departments, and ISP consider investigation in the areas of accidents, fatalities, and violent and property offenses to be a primary responsibility, fewer agencies considered fire service and emergency medical service to be core functions. And while the Illinois State Police Statewide Terrorism and Intelligence Center specifically deals with terrorism (along with drug offenses and general crimes), only 39 percent of municipal police departments and about 50 percent of county sheriffs' departments have a written plan specifying a course of action in the event of a terrorist attack (*Table 2*).

Table 2
Law enforcement functions by police agency, 2003

Law enforcement functions	Municipal police (National average)	Sheriff police (National average)	Illinois State Police
Investigation responsibility*	92%	92%	Yes
All emergency systems	92%	94%	Yes
Special unit for drug enforcement	18%	36%	Yes
Court security	27%	94%	No
Serving civil process	18%	98%	No
Operating jails	9%	76%	No
School resource officers	43%	47%	No
Drug enforcement	90%	90%	Yes
Problem solving skills	60%	60%	Yes
Policy on terrorist attacks	39%	50%	Yes
Policy on racial profiling	62%	63%	Yes
Calls for service	68%	52%	Yes
Fingerprinting	62%	60%	Yes

*Investigation responsibility for accidents, fatalities, violent crimes, and property crimes.
Source: U.S. Bureau of Justice Statistics

Making an arrest

The Illinois Code of Criminal Procedure (725 ILCS 5 et. Seq.) specifies the lawful manner of apprehension and investigation that all law enforcement agencies must follow. An arrest is defined as the taking of a person into custody. In most cases, law enforcement officers are required to have a valid warrant before making an arrest. Arrest warrants are issued by a judge in

response to a complaint signed either by a victim or complaining witness, or by a law enforcement officer. A complainant must contact a prosecutor with information about a crime, sign a complaint against a suspect in the crime, and appear before a judge before an arrest warrant can be issued. A law enforcement officer also may file a complaint and appear before a judge for a warrant.

An officer who witnesses a felony or misdemeanor act can make an arrest without a warrant. Officers also can make an arrest when there is probable cause that a felony occurred and he person to be taken into custody committed the crime. Probable cause can be established without an officer personally observing commission of a crime. The officer may have observed activities that reasonably suggest the suspect committed a crime, or may have received information from law enforcement radio bulletins, witness or victim reports, anonymous tips, and other leads. But unless it is an emergency, law enforcement may not enter a person's home without a warrant.

Municipal police officers make arrests within their community boundaries. In 1995, the State Code of Criminal Procedure was amended to authorize officers to also make arrests in any state jurisdiction if the offense that occurred in their primary jurisdiction, or if the officer is on duty and personally witnesses the commission of a felony or misdemeanor. Other authorized instances include:

- **Law enforcement district cooperation.** By law, police of any municipality in a law enforcement district (the area that includes corporate limits of adjoining municipalities within a single county) have full authority and power as peace officers to exercise their authority and power in any part of the district. Additionally, the mayor of any municipality in the district and the chiefs of police in the police district may use the police forces under their control anywhere in the district. Local law enforcement officers have implicit authority to make arrests for federal crimes as well.
- **Hot pursuit.** Law enforcement may continue the immediate pursuit of a person into another Illinois jurisdiction, if that person is trying evading arrest.
- **Request from another jurisdiction.** State law allows any law enforcement officer to command the assistance of people 18 years old or older, thus giving them the same authority to arrest as the officer. If the individual is a law enforcement officer from another jurisdiction, that officer is empowered to make an arrest outside the officer's own jurisdiction.
- **Warrant arrest.** Arrest warrants in Illinois are directed to all law enforcement officers in the state, and a warrant may be executed by any officer (or private citizen specifically named in the warrant) at any location that falls within the geographic boundaries listed in the warrant.

Individual criminal history information

When a law enforcement officer stops an individual, information about the person can be obtained via a name-based search of the computerized Law Enforcement Agencies Data System (LEADS). The officer may have access to LEADS via in-car mobile data terminal, or radio communication with law enforcement dispatch. Information about the detainee's dangerousness or past violent activity can alert the officer to potential safety risks or life-threatening situations. A person's criminal record may also indicate if a crime, such as possession of a firearm by a felon, has occurred, or if any Illinois or out-of-state warrants have been issued for the individual. An individual's status as an escapee or failure to comply with conditions of probation or parole can also be determined from a check of complete and current criminal records.

Fingerprints are taken upon arrest. They are then forwarded with charge information to ISP to bring the alleged offender's criminal history record up to date. A new record is created for individuals with no previous arrests. Additional data may be added to the criminal history record later by several sources, including the state's attorney, if court charges are filed, the circuit court clerk upon case disposition, and by the custodial institution if the offender serves a jail or prison sentence.

Fingerprinting provides positive identification of the subject and is crucial for:

- Searching the state's computerized Criminal History Record Information System and other state and federal criminal history record systems.
- Linking prior arrest and conviction records to people who subsequently use false names.
- Ensuring the admissibility of criminal records in subsequent proceedings for such purposes as sentencing.

The past two decades have produced two very important developments in fingerprint identification technology: Livescan technology and the automated fingerprint identification systems (AFIS). Livescan technology, now accessible by a majority of Illinois police departments, has replaced the ink and paper method of capturing fingerprints with an electronic process that converts a fingerprint image into a digital record. Automated fingerprint identification systems allow electronic storage and rapid retrieval of digital fingerprints, facilitating both the initial fingerprint processing and the retrieval of an individual's criminal history record information. Using this technology, fingerprints can be submitted and a response received in two minutes or less, compared with the days or weeks required by the ink-paper method.

Suspect interrogation restrictions

Law enforcement interrogation of a suspect while in pretrial custody is regulated with strict court-instituted rules based on constitutional law. A confession or statement obtained by an officer who fails to follow these rules, in most cases, cannot be used as evidence against the individual who made the statement. In addition, any evidence gathered as a result of the incorrectly obtained statement cannot be used in court.

Since the U.S. Supreme Court's 1966 *Miranda v. Arizona* decision, law enforcement officers have been required to make it clear to suspects that they do not have to answer any questions, and that any statements they make can and will be used as evidence. *Miranda* warnings must be given prior to interrogating a suspect who is in custody or is otherwise deprived of his or her freedom in any significant way. Suspects also must be informed of their right to have an attorney present before being questioned, and that an attorney will be provided at no cost if they cannot afford to hire one. The U.S. Supreme Court ruled in 1989 (*Duckworth vs. Eagan*) that law enforcement may change the exact wording of the *Miranda* warning, as long as what is said to a suspect conveys the same meaning.

Based on recommendations made by former Gov. George H. Ryan's Commission on Capital Punishment in 2002, Illinois became the first state to pass a law requiring that police interrogations conducted in homicide cases are recorded electronically from initial *Miranda* warning to conclusion (725 ILCS 5/103-2.1).¹ The law applies to pretrial custodial interrogation of those in custody for first-degree murder, intentional homicide of an unborn child, second-degree murder, voluntary manslaughter of an unborn child, involuntary manslaughter, reckless homicide, and involuntary manslaughter and reckless homicide of an unborn child. The electronic recording may be audiotaped or videotaped. The law further states that oral or written statements that are not recorded without good reason during a custodial interrogation are inadmissible in court.

After an arrest, law enforcement's primary responsibility within the criminal justice system has been met. The arresting agency may still collect and preserve evidence to be used by prosecutors, and testify at any resulting court case. However, the focus of the system shifts at this point to prosecutors and the courts.

About the data

Uniform Crime Reporting Program

Administered by ISP, the Illinois Uniform Crime Reporting Program (I-UCR) has been the source for crime statistics in the state since 1972. The program operates in conjunction with the national crime reporting program initiated by the International Association of Chiefs of Police and operated by the FBI since 1930. The program's purpose at both the state and national level is to collect accurate and pertinent crime data for daily use by law enforcement, for operational planning and policymaking of government, private agencies, and citizens, and to further information needs of researchers and news services. Contributing law enforcement agencies include those responsible for villages, municipalities, counties, colleges, universities, park districts, railroads, forest preserves, hospitals, ISP units, and several task forces throughout Illinois.

From the I-UCR program's inception and through the early 1990s, Illinois was one of only a handful of states to require incident-level reporting of offenses and arrests. The program required agencies to submit to ISP detailed information, rather than just monthly summaries, of every offense and arrest occurring in their jurisdictions. In 1994, ISP implemented a new reporting

procedure focusing primarily on a monthly count of specific serious violent and property crimes, known as index offenses, and arrests in certain drug categories. Details about victims, offenders, and circumstances surrounding the reported crimes are not collected.

Offense data pertain to the number of crime incidents, or offenses, known to law enforcement, and arrest data refer to the number of individuals arrested for each crime type. Following a law enforcement investigation, crime incidents (or offenses) are determined to have actually occurred, to be unfounded, or to have been reported to the wrong jurisdiction. I-UCR offense information is tallied only for incidents that actually occurred.

When a person is arrested for more than one type of criminal offense, only the most serious crime is recorded for UCR reporting purposes.² For example, if a burglar broke into a dwelling, assaulted one resident, and murdered a second, only the murder would be reported to the I-UCR program.

The crime index

The offense and arrest statistics in this chapter focus primarily on I-UCR categories known as the *crime index*. The eight crime categories in the index can help measure serious crime in a jurisdiction, region, or state.

Violent index crimes

Four violent index crimes are listed in the I-UCR. They include:

- Murder and non-negligent manslaughter—the willful killing of one human being by another. First degree murder (720 ILCS 5/9-1) and second degree murder (720 ILCS 5/9-2) are counted in this category.
- Forcible rape. Until 1984, rape was defined as the carnal knowledge of a female, forcibly and against her will. On July 1, 1984, Illinois sexual assault laws became gender-neutral and broadened the old concept of rape to include many types of sexual assault. Counted in this index crime are all sexual assaults against females and males, criminal sexual assault (720 ILCS 5/12-13), aggravated criminal sexual assault (720 ILCS 5/12-14), forcible sodomy (720 ILCS 5/12-16), and criminal sexual assault with an object (720 ILCS 5/12-14).
- Robbery—taking or attempting to take anything of value from the care, custody, or control of a person by force or with a threat of force or violence. Included in this category are armed robbery (720 ILCS 5/18-2), robbery (720 ILCS 5/18-1), vehicular hijacking (720 ILCS 5/18-3), aggravated vehicular hijacking (720 ILCS 5/18-3), and aggravated robbery (720 ILCS 5/18-4).
- Aggravated assault—intentionally causing, or attempting to cause, serious bodily harm, or threatening serious bodily injury or death. This category includes felony aggravated assault, aggravated battery, and attempted murder. In Illinois, assault is a threat, and

battery is an actual attack. Included in this I-UCR category are felony aggravated assault (720 ILCS 5/12-2)³, attempted murder (720 ILCS 5/8-4 and 720 ILCS 5/9), heinous battery (720 ILCS 5/12-4.1), aggravated battery of a child (720 ILCS 5/12-4.3), and aggravated battery of a senior citizen (720 ILCS 5/12-4.8).

Property index crimes

The other four index offenses listed are property crimes and include:

- **Burglary**—the unlawful entry into a structure to commit a felony or theft. Counted in this category are burglary (720 ILCS 5/19-1), residential burglary (720 ILCS 5/19-3), and home invasion (720 ILCS 5/12-11).
- **Theft/burglary-theft from motor vehicle**—the unlawful taking or stealing of property or articles without the use of force, violence, or fraud. The category includes theft over \$300 (720 ILCS 5/16-1), theft \$300 and under (720 ILCS 5/16-1), retail theft (720 ILCS 5/16a-3), delivery container theft (720 ILCS 5/16e-3), pocket-picking (720 ILCS 5/16-1), purse-snatching (720 ILCS 5/16-1), theft from building (720 ILCS 5/16-1), and theft from a coin-operated machine (720 ILCS 5/16-5). Also included are theft from a motor vehicle (720 ILCS 5/16-1), theft of motor vehicle parts and accessories (625 ILCS 5/4-102 & 4-103), burglary of motor vehicle parts and accessories (720 ILCS 5/19-1), and burglary from a motor vehicle (720 ILCS 5/19-1).
- **Motor vehicle theft**—the unlawful taking or stealing of a motor vehicle, including automobiles, trucks, and motorcycles. This category counts only theft of the motor vehicle, not theft of contents from the vehicle (720 ILCS 5/16-1 & 625 5/4-103).
- **Arson**—the willful or malicious burning of, or attempt to burn, with or without intent to defraud, a dwelling, house, public building, motor vehicle, aircraft, or personal property of another. This category includes arson ((720 ILCS 5/20-1) and aggravated arson (720 ILCS 5/20-1.1).

Drug data

Arrests in four drug categories are collected by the I-UCR program separately. They include:

- **Cannabis Control Act.** Combines nine crimes related to possession and delivery of cannabis, covering arrests for crimes considered felonies, misdemeanors, and petty crimes (Class C). These are aggregated into one monthly count, and cannot be examined separately: possession of cannabis 30 grams and under (720 ILCS 550/4 (a-c), possession of cannabis over 30 grams (720 ILCS 550/4 (d-e), delivery of cannabis 30 grams and under (720 ILCS 550/4 (a-c), delivery of cannabis over 30 grams (720 ILCS 550/4 (d-e), casual delivery (720 ILCS 550/6), delivery to person under 18 (720 ILCS 550/7), cannabis plant production (720 ILCS 550/8), calculated cannabis conspiracy (720 ILCS 550/9), and intoxicating compounds (720 ILCS 690/1).

- **Controlled Substances Act.** Combines eight crimes related to the manufacture, delivery and possession of a narcotic drug substance or immediate precursor not lawful to be sold over the counter without a prescription, or other pharmaceuticals as determined by federal or state law.⁴ Arrests for these crimes are all considered felonies in Illinois. The specific drug involved is not recorded (heroin, cocaine, LSD, methamphetamine, etc.), nor can the individual drug crime types (for example, possession vs. manufacture/delivery) be examined separately: manufacture and delivery of controlled substance (720 ILCS 570/401 & 401.5), possession of controlled substance (720 ILCS 570/402), look-alike controlled substance (720 ILCS 570/404), delivery or possession with intent to deliver (720 ILCS 570/401), criminal drug conspiracy (720 ILCS 570/405 & 405.1), licensed operations (720 ILCS 570/302), delivery to persons under 18 (720 - ILCS 570/407), and failure to keep records (720 ILCS 570/306).
- **Hypodermic Syringes & Needles Act.** In Illinois it is illegal to possess any instrument adapted for the subcutaneous injection of a controlled substance or cannabis without a prescription or other approved uses. Arrests for two crimes are combined: possession of hypodermic needle (720 ILCS 635/10) and failure to keep records (720 ILCS 635/3).
- **Drug Paraphernalia Act.** This category includes arrests related to possession, sale, or delivery of any objects related to illegal drug use, whether cannabis or controlled substances. Arrests for two crimes are combined: sale/delivery of drug paraphernalia (720 ILCS 600/3) and possession of drug equipment (720 ILCS 600/3).

Crimes such as domestic assaults and batteries, kidnapping, child abuse, criminal sexual abuse, unlawful use of a weapon, and vandalism, among others, do not fall into any crime index category.

Law enforcement trends

Statewide and regional offense and arrest trends from 1995 through 2005 are presented here, based on I-UCR index crime data. Besides overall trends in volume of offenses and arrests in the state, detailed data on each region of the state (Chicago, suburban Cook County, collar counties, urban counties, and rural counties) also is provided.

Reported crime

More than six million total index offenses were made known to law enforcement in Illinois between 1995 and 2005. Although this crime volume may seem staggering, it actually represents a reduction of more than one million reported index offenses (15 percent) from the previous 11-year period.

The breakdown of these six million total reported offenses by index crime type include:

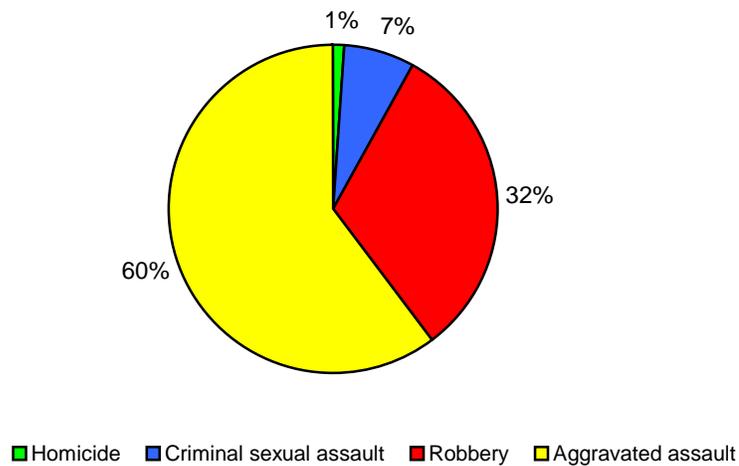
- Theft (including theft of property from a motor vehicle): 59 percent (3,602,234 reported offenses).
- Burglary: 16 percent (976,687 reported offenses).

- Aggravated assault: 9 percent (588,907 reported offenses).
- Motor vehicle theft: 9 percent (556,404 reported offenses).
- Robbery: 5 percent (310,188 reported offenses).
- Criminal sexual assault: 1 percent (68,296 reported offenses).
- Arson: <1 percent (34,348 reported offenses).
- Homicide: <1 percent (10,749 reported offenses).

Violent offenses accounted for 16 percent of total reported index offenses reported over this period, while property offenses accounted for 84 percent of total index offenses. Although violent crimes tend to receive the most public attention, they are clearly outnumbered by property crimes.

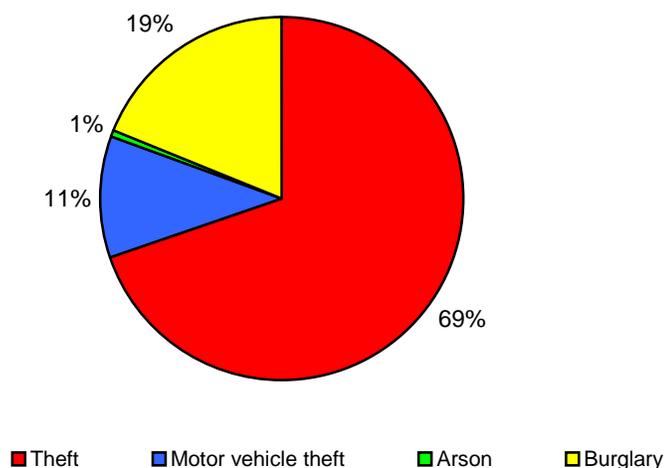
Figure 2 illustrates the relative proportions of crime types within the violent index offense category, while *Figure 3* does the same for property index offenses. Aggravated assault and theft predominated, respectively. Together these two crime categories accounted for about two-thirds of all reported index crimes, and include many relatively minor crimes, such as verbal threats and pickpocket offenses.

Figure 2
Percent of reported offenses by type of violent index offense, 1995-2005



Source: Illinois State Police

Figure 3
Percent of reported offenses by type of property index offense, 1995-2005

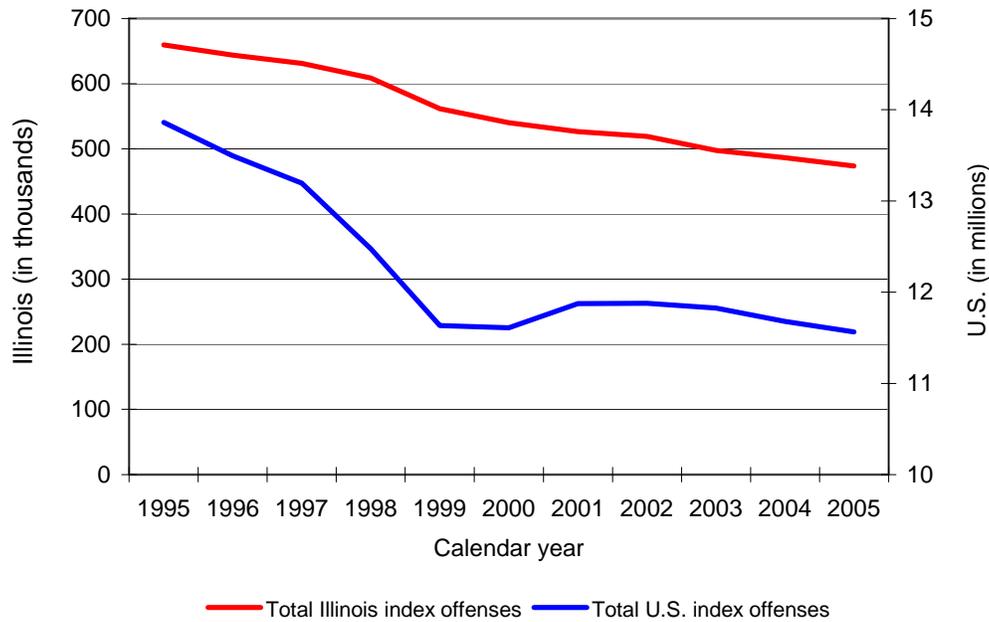


Source: Illinois State Police

Overall trends in index crime

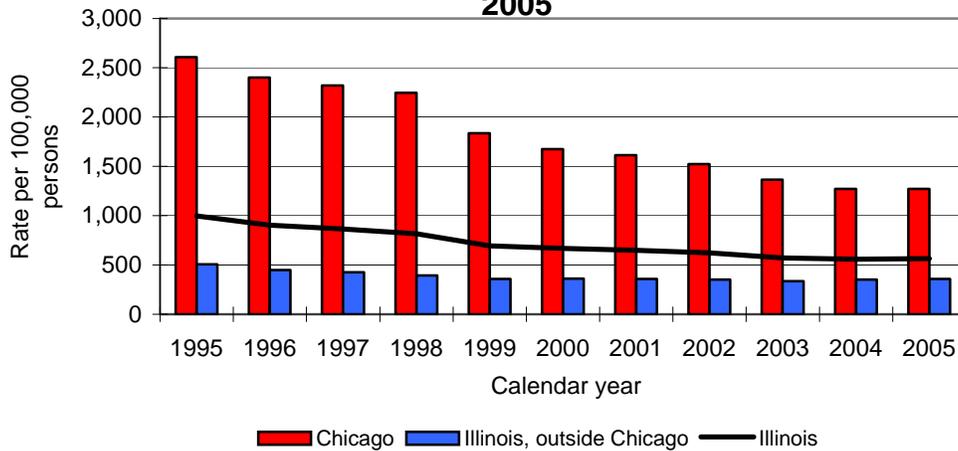
Illinois experienced a continual decline in index offenses from 1995 through 2005. Crime reported to law enforcement dropped in the state as a whole for the 12th consecutive year in 2005, and total index offenses reported to law enforcement decreased by 28 percent, from 659,325 to 473,833. *Figure 4* shows the decline in Illinois compared to the trend in the nation as a whole. According to the FBI, this decrease in index offenses was part of a nationwide decline that began in 1994, following highest ever reported totals in the early 1990s.

Figure 4
Total index offenses, Illinois and U.S., 1995-2005



Source: Illinois State Police and Federal Bureau of Investigation

Figure 5
Total violent index offense rate by region, 1995-2005

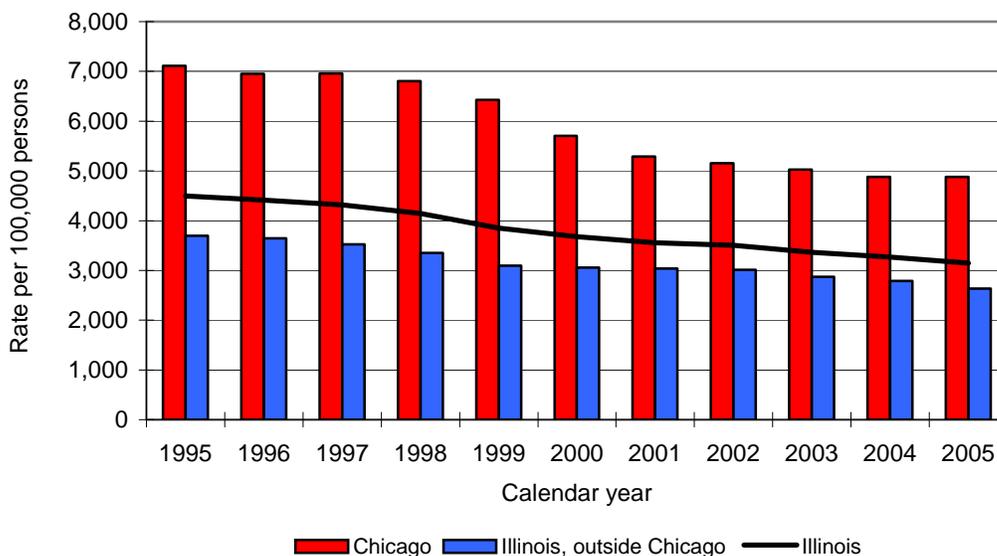


Source: Illinois State Police

The decline in reported offenses in Illinois held true for both violent and property index crimes (*Figures 5 and 6*). Chicago experienced a much higher rate per 100,000 persons of reported violent index offenses in every year than the combined rest of the state. However, the decline in

violent index offenses was also greater in Chicago than the rest of the state during the period studied. In Chicago, the violent index offense rate fell 51 percent from 1995 to 2005 (from 2,606 per 100,000 persons to 1,270 per 100,000 persons), while the violent index offense rate decreased throughout the rest of Illinois by 29 percent (from a rate of 508 per 100,000 to a rate of 359 per 100,000 persons). In Illinois as a whole, violent index offense rate decreased 43 percent (from 998 per 100,000 persons to 566 per 100,000 persons).

Figure 6
Total property index offense rates by region, 1995-2005



Source: Illinois State Police

In every year, Chicago also experienced a higher property index crime rate than the rest of the state combined. In addition, the rate of decline in property index crimes over the 11-year period was similar between Chicago and the rest of the state: Chicago experienced a 31 percent decrease (from 7,109 per 100,000 persons to 4,882 per 100,000 persons), while the rest of Illinois experienced a 29 percent drop (from 3,697 per 100,000 persons to 2,637 per 100,000 persons). Overall, Illinois experienced a 30 percent decrease in property index offenses over the 11-year period (from 4,493 per 100,000 persons to 3,147 per 100,000 persons).

Illinois index arrests

Between 1995 and 2005, about 1.3 million arrests within the eight index crime categories were reported to the I-UCR program—a 9 percent decrease in total volume compared to the previous 11 years. More than 1.4 million index arrests were reported between 1984 and 1994.

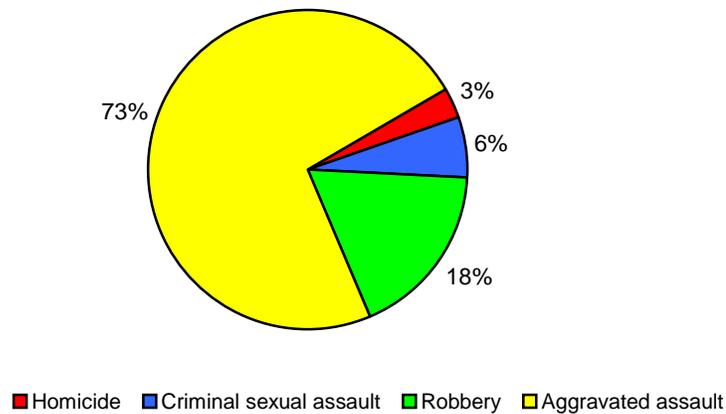
The 1.3 million arrests by index crime type included:

- Theft (including theft of property from a motor vehicle): 58 percent (777,084 arrests).
- Aggravated assault: 17 percent (229,133 arrests).

- Burglary: 9 percent (124,351 arrests).
- Motor vehicle theft (car, truck, motorcycle): 9 percent (118,089 arrests).
- Robbery: 4 percent (55,316 arrests).
- Criminal sexual assault: 1 percent (19,480 arrests).
- Homicide: <1 percent (9,608 arrests).
- Arson: <1 percent - (6,774 arrests).

Violent index arrests accounted for 23 percent of the total during this period, while property index arrests accounted for 77 percent.

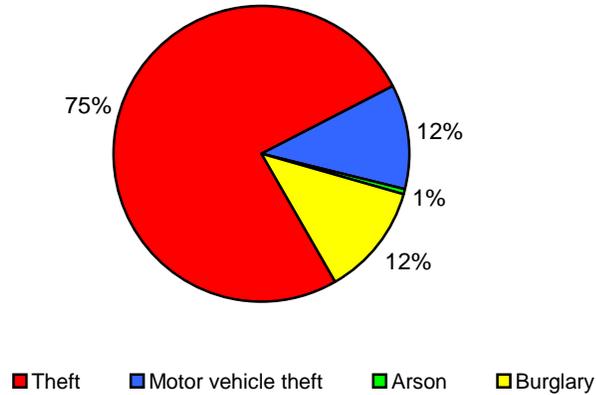
Figure 7
Percent of arrests by type of violent index offense,
1995-2005



Source: Illinois State Police

Figure 7 illustrates the relative proportions of crime types within the violent index arrest category. *Figure 8* does the same for the property index arrest category. Each group has the same predominant crime types seen in index offenses—aggravated assault for violent crimes, and theft for property crimes. However, these two crime types account for a greater proportion of arrests within each group than evident for reported index offenses at 73 percent and 60 percent, respectively, for aggravated assaults, and 75 percent and 69 percent, respectively, for thefts.

Figure 8
Percent of arrests by type of property index offense,
1995-2005

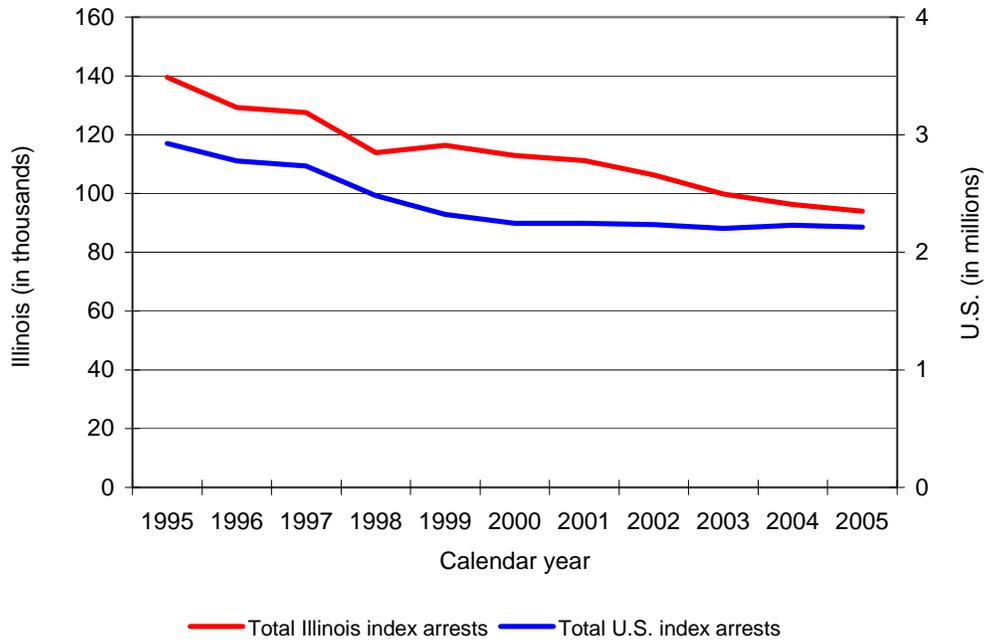


Source: Illinois State Police

Overall index arrest trends

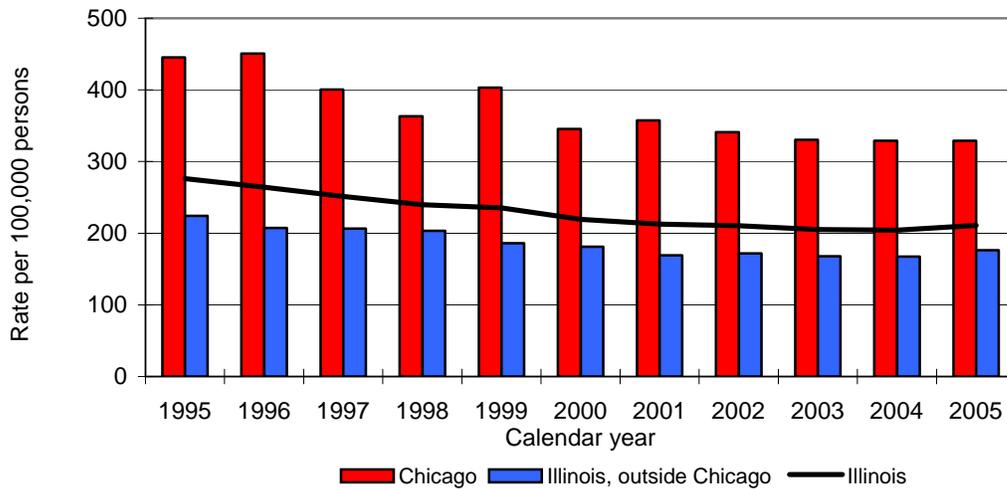
Following the downward trend, total index arrests also declined 33 percent during the period studied from 139,503 in 1995 to 93,961 in 2005 (*Figure 9*). This was a slightly greater decline than the corresponding 28 percent decrease in volume of reported index offenses during the same time period, particularly in the later years. It also was greater than the 24 percent decrease in index arrests reported for the nation as a whole.

Figure 9
Total index arrests, Illinois and U.S., 1995-2005



Source: Illinois State Police and Federal Bureau of Investigation

Figure 10
Total violent index arrest rates by region, 1995-2005

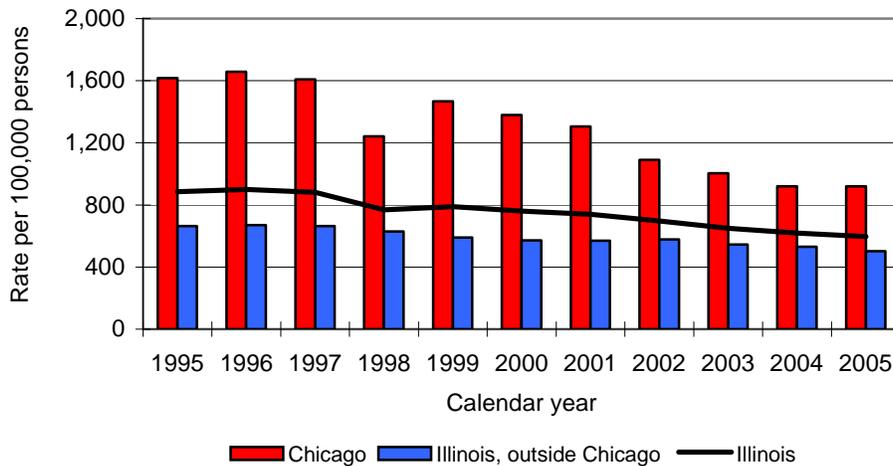


Source: Illinois State Police

As with violent index offenses, Chicago reported a much higher rate (per 100,000 persons) of violent index arrests than the combined rest of the state in every year from 1995 to 2005 (*Figure 10*). Also, violent index arrests declined somewhat more in Chicago than in the rest of the state

during the 11-year period, or 26 percent compared to 21 percent. However, this decrease was not as dramatic as the 51 percent decline in reported violent index offenses in Chicago during the same 11-year period, nor was it an uninterrupted year-to-year decrease. Statewide, violent index arrests declined 24 percent from 1995 to 2005.

Figure 11
Total property index arrest rates by region,
1995-2005



Source: Illinois State Police

Again, Chicago reported a much higher rate (per 100,000 persons) of property index arrests in each year between 1995 and 2005 compared to the combined rest of the state (*Figure 11*). Chicago also had an overall rate of decline in property index arrests twice that of the rest of the state: 43 percent (from 1,618 per 100,000 persons to 919 per 100,000 persons), compared to a 24 percent decrease for the rest of Illinois (from 663 per 100,000 persons to 502 per 100,000 persons).

Overall, property index arrests decreased 33 percent in Illinois as a whole (from 886 per 100,000 persons to 596 per 100,000 persons), nearly paralleling the 30 percent decrease in property index offenses during the same time period. While the property index arrest rates started out almost three times higher in Chicago in 1995 than in the rest of the state, the disparity in property arrest rates was less than half of that by 2005.

Illinois drug arrests

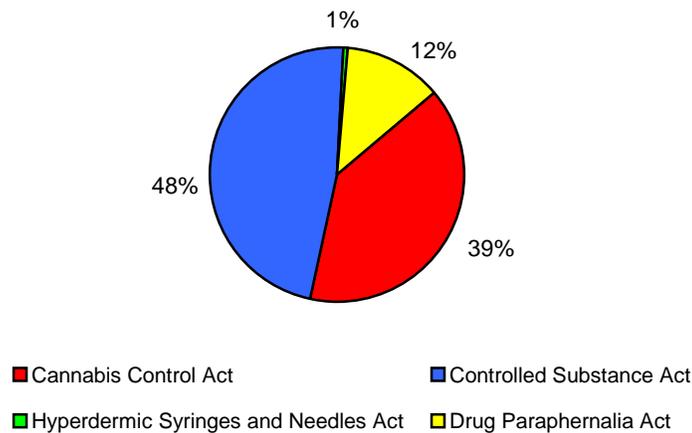
About 1.1 million arrests for drug offenses were made in Illinois from 1995 to 2005. The volume of arrests doubled from the previous 11-year period for cannabis and controlled substances, from 502,182 to 998,470 cumulative arrests.

The following is a breakdown of the 1.1 million arrests by drug type (*Figure 12*):

- Cannabis Control Act: 451,955 (39 percent).
- Controlled Substances Act: 546,515 (48 percent).
- Drug Paraphernalia Act: 142,136 (12 percent).
- Hypodermic Syringes and Needles Act: 8,307 (1 percent).

The *hierarchy rule* applies to these drug arrests, meaning that only the most serious drug offense is counted in an incident. In most cases, a controlled substance offense carries a more serious penalty than the other categories. This may result in an under-representation of the more minor drug violations. Further, arrest data for paraphernalia and hypodermic syringe offenses are missing in several years.

Figure 12
Percent of drug index arrests by type, 1995-2005

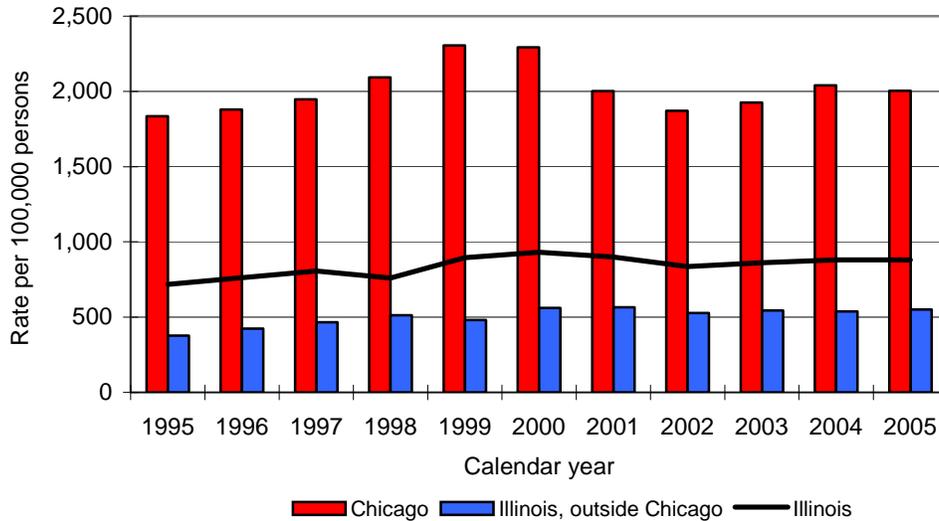


Source: Illinois State Police

Overall drug arrest trends

Unlike the other crime types, drug arrests increased between 1995 and 2005 (*Figure 13*). The rate of drug arrests increased 23 percent in Illinois as a whole (from 718 per 100,000 persons to 880 per 100,000 persons). The increase in Chicago was modest (9 percent, from 1,836 per 100,000 persons to 2,003 per 100,000 persons) compared to the rest of the state. The largest increase in the rate of drug arrests was seen in all of Illinois outside of Chicago (46 percent, from 337 per 100,000 persons to 550 per 100,000 persons). However, Chicago again saw the highest rates of drug arrests per 100,000 persons compared to the rest of the state. Further, drug arrest rates in Chicago were much higher than rates for property index or violent index crimes in the city.

Figure 13
Total drug arrest rates by region, 1995-2005

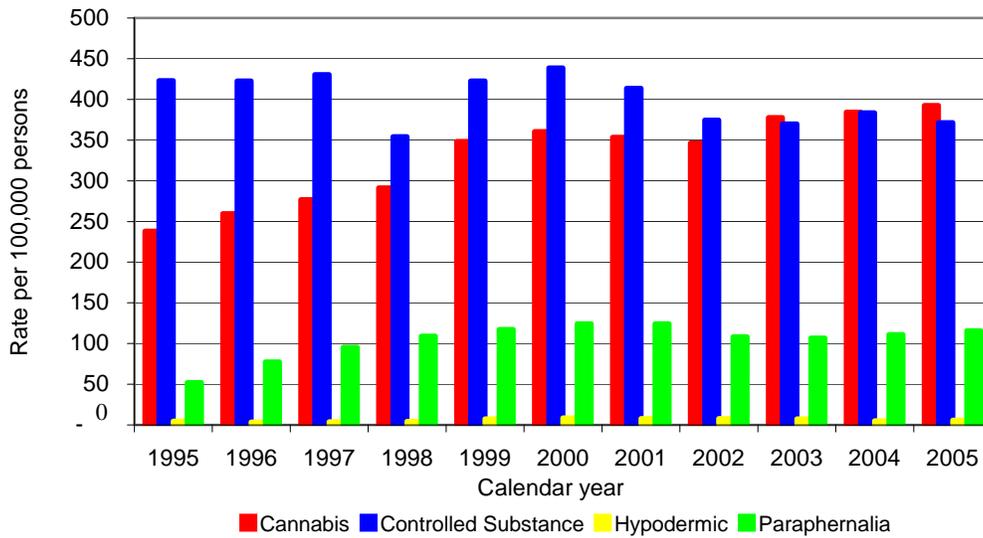


Source: Illinois State Police

The increase in drug arrest rates from 1995 to 2005 was driven by a substantial increase in arrest rates for cannabis statewide (*Figure 14*). In 1995, the rate for cannabis arrests, at 238 per 100,000 persons, was approximately half the controlled substance arrest rate of 423 per 100,000 persons. By 2005, cannabis arrest rates actually surpassed those for controlled substances, at 393 per 100,000 persons, amounting to a 65 percent increase over the 11-year period.

Controlled substances arrest rates declined 12 percent from 1995 to 2005 (from 423 per 100,000 persons in 1995 to 371 per 100,000 persons in 2005). But this statewide decline was largely driven by a 25 percent decrease in controlled substances arrest rates in Chicago. The typically much greater volume of Chicago controlled substances arrests obscured an increase in these arrests in every other region in the state.

Figure 14
Illinois drug arrest rate by drug type, 1995-2005

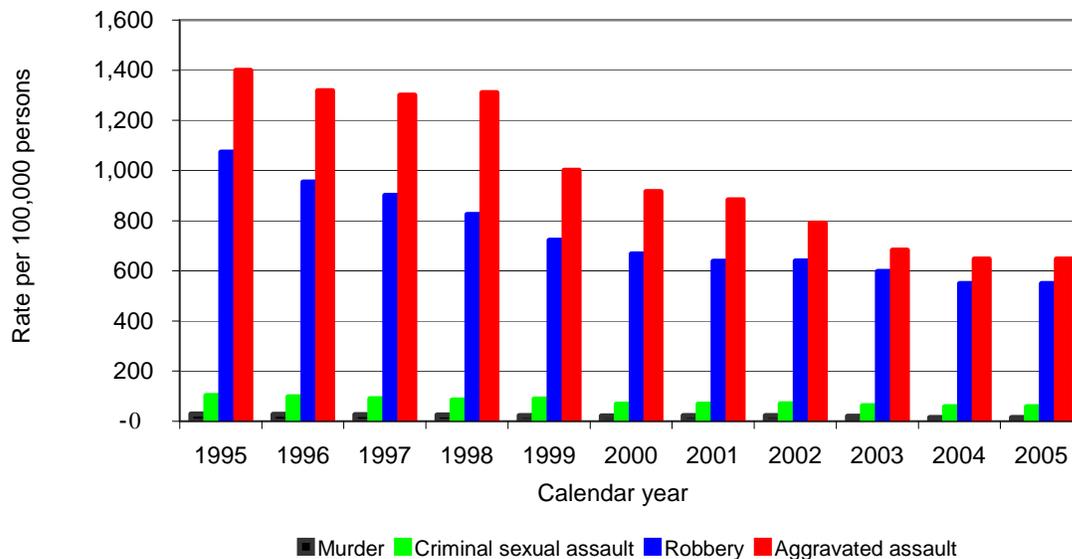


Source: Illinois State Police

Illinois trends by region

Regional I-UCR index crime data is presented here as rates per 100,000 persons rather than raw numbers. This approach is recommended by the FBI and I-UCR program administrators and guards against agency-to-agency comparisons during analysis. Cross-jurisdictional I-UCR analyses may be misleading, since many other social, demographic, and economic factors that account for differences among communities are absent from consideration.⁵

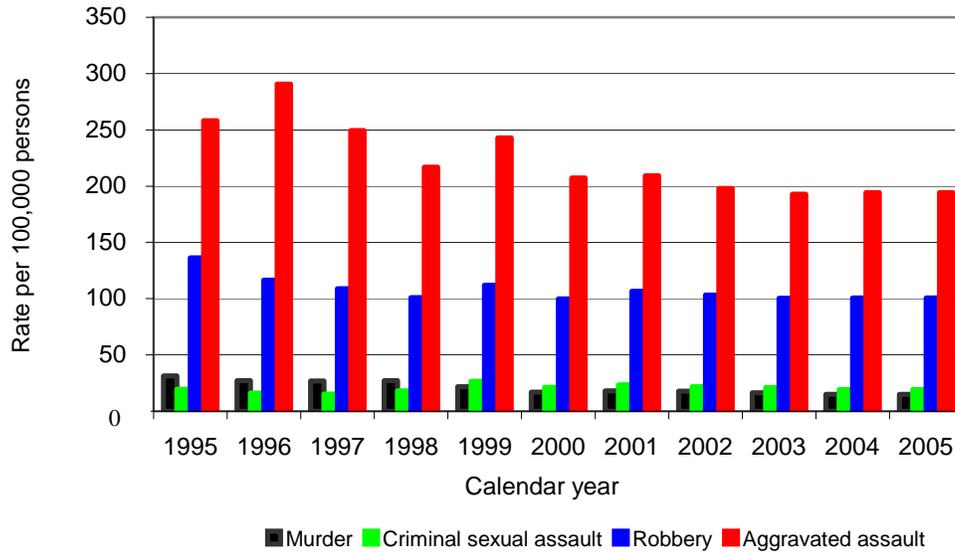
Figure 15
Chicago violent index offense rates, 1995-2005



Source: Illinois State Police

- **Chicago total violent index offense rate** – Declined 51 percent from 1995 to 2005 (2,606 per 100,000 persons in 1995 to 1,270 per 100,000 persons in 2005).
- **Chicago murder index offense rates** – Declined 45 percent from 1995 to 2005 (29 offenses per 100,000 persons in 1995 to 16 offenses per 100,000 persons in 2005).
- **Chicago sexual assault index offense rates** – Declined 44 percent from 1995 to 2005 (103 offenses per 100,000 persons in 1995 to 58 offenses per 100,000 persons in 2005).
- **Chicago robbery index offense rates** – Declined 49 percent from 1995 to 2005 (1,074 offenses per 100,000 persons in 1995 to 549 offenses per 100,000 persons in 2005).
- **Chicago aggravated assault index offense rates** – Declined 54 percent from 1995 to 2005 (1,399 offenses per 100,000 persons in 1995 to 647 offenses per 100,000 persons in 2005).

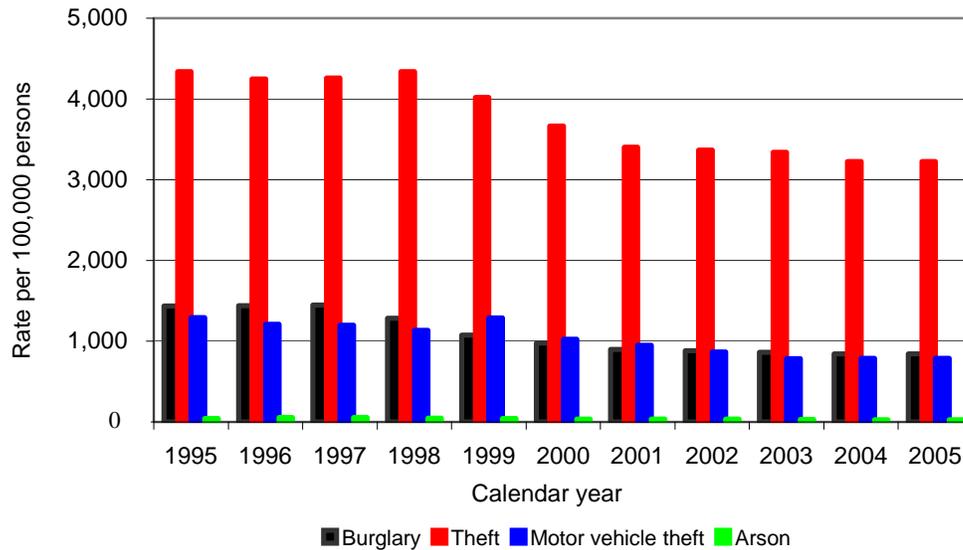
Figure 16
Chicago violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total violent index arrest rates** – Declined 26 percent from 1995 to 2005 (446 arrests per 100,000 persons in 1995 to 329 arrests per 100,000 persons in 2005).
- **Chicago murder index arrest rates** – Declined 52 percent from 1995 to 2005 (31 arrests per 100,000 persons in 1995 to 15 arrests per 100,000 persons in 2005).
- **Chicago sexual assault index arrest rates** – Same rate in 1995 and 2005 at 19 arrests per 100,000 persons. Peaked in 1999 at 27 arrests per 100,000 persons.
- **Chicago robbery index arrest rates** – Declined 26 percent from 1995 to 2005 (136 arrests per 100,000 persons in 1995 to 101 arrests per 100,000 persons in 2005).
- **Chicago aggravated assault index arrest rates** – Declined 25 percent from 1995 to 2005 (258 arrests per 100,000 persons in 1995 to 194 arrests per 100,000 persons in 2005). Peaked in 1996 at 291 arrests per 100,000 persons.

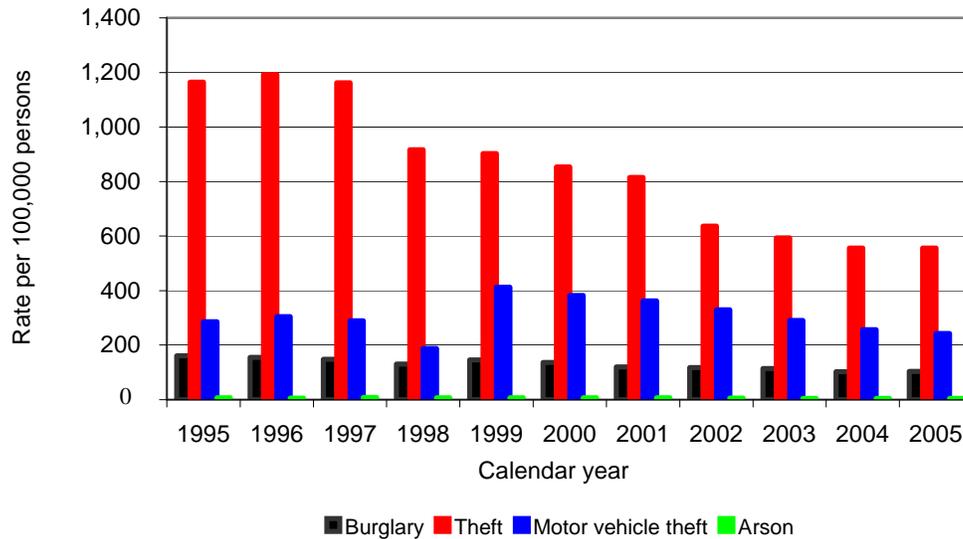
Figure 17
Chicago property index offense rates, 1995-2005



Source: Illinois State Police

- **Chicago total property index offense rates** – Declined 31 percent from 1995 to 2005 (7,109 per 100,000 persons in 1995 to 4,882 arrests per 100,000 persons in 2005).
- **Chicago burglary index offense rates** – Declined 41 percent from 1995 to 2005 (1,436 offenses per 100,000 persons in 1995 to 844 offenses per 100,000 persons in 2005).
- **Chicago theft index offense rates** – Declined 26 percent from 1995 to 2005 (4,336 offenses per 100,000 persons in 1995 to 3,224 offenses per 100,000 persons in 2005).
- **Chicago motor vehicle index offense rates** – Declined 39 percent from 1995 to 2005 (1,292 offenses per 100,000 persons in 1995 to 787 offenses per 100,000 persons in 2005).
- **Chicago arson index offense rates** – Declined 39 percent from 1995 to 2005 (44 offenses per 100,000 persons in 1995 to 27 offenses per 100,000 persons in 2005).

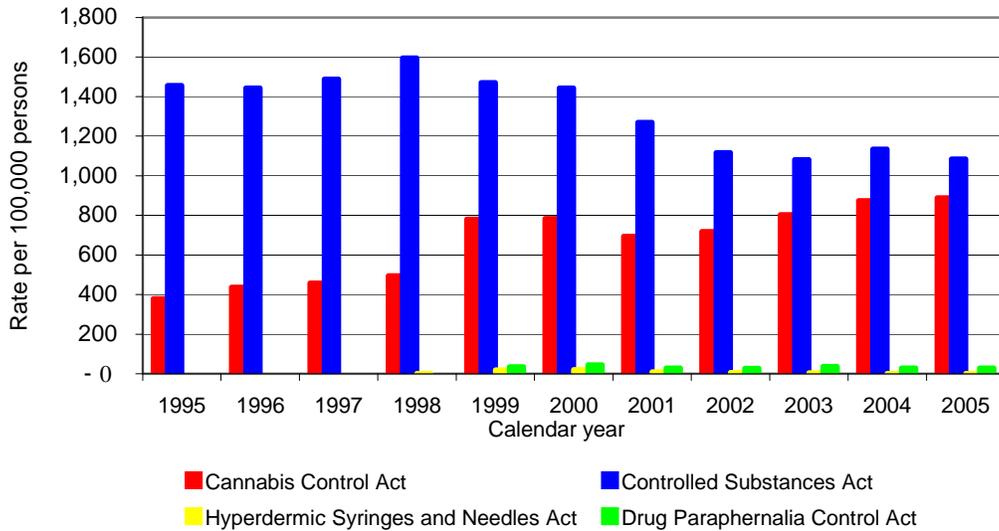
Figure 18
Chicago property index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total property index arrest rates** – Declined 44 percent from 1995 to 2005 (1,618 per 100,000 persons in 1995 to 906 arrests per 100,000 persons in 2005).
- **Chicago burglary index arrest rates** – Declined 36 percent from 1995 to 2005 (161 arrests per 100,000 persons in 1995 to 103 arrests per 100,000 persons in 2005).
- **Chicago theft index arrest rates** – Declined 52 percent from 1995 to 2005, including a 21 percent drop between 1997 and 1998 (1,165 arrests per 100,000 persons in 1995 to 556 arrests per 100,000 persons in 2005).
- **Chicago index motor vehicle index arrest rates** – Declined 15 percent from 1995 to 2005 (286 arrests per 100,000 persons in 1995 to 242 arrests per 100,000 persons in 2005.)
- **Chicago index arson arrest rates** – Declined from seven arrests per 100,000 persons in 1995 to five arrests per 100,000 persons in 2005.

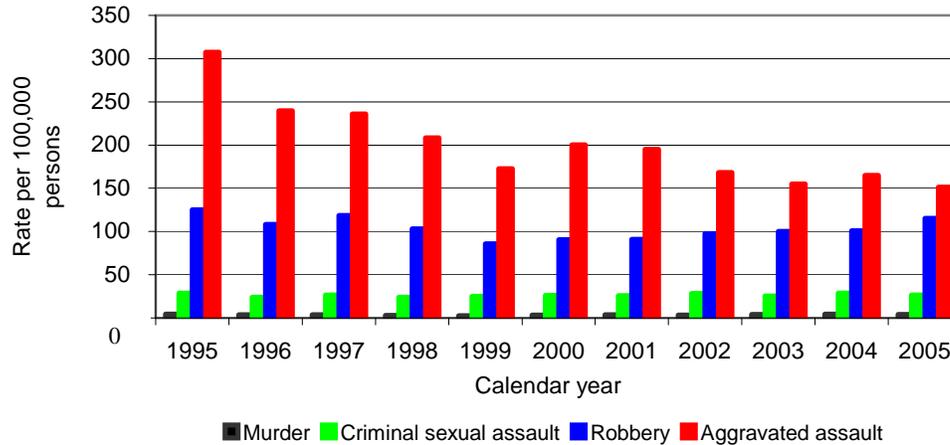
Figure 19
Chicago drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total drug arrest rates** – Increased 9 percent from 1995 to 2005 (1,836 arrests per 100,000 persons in 1995 to 2,003 arrests per 100,000 persons in 2005).
- **Chicago cannabis arrest rates** – More than doubled from 1995 to 2005 (380 arrests per 100,000 persons in 1995 to 888 arrests per 100,000 persons in 2005).
- **Chicago controlled substances arrest rates** – Declined 25 percent from 1995 to 2005 (1,456 arrests per 100,000 persons in 1995 to 1,085 arrests per 100,000 persons in 2005).
- **Chicago hypodermic needle arrest rates** – Same rate in 1998 and 2005 (2 arrests per 100,000 persons. Missing data from 1995 to 1997).
- **Chicago paraphernalia arrest rates** – Declined 19 percent from 1995 to 2005 (36 arrests per 100,000 persons in 1995 to 29 arrests per 100,000 persons in 2005. Missing data from 1995 to 1997).

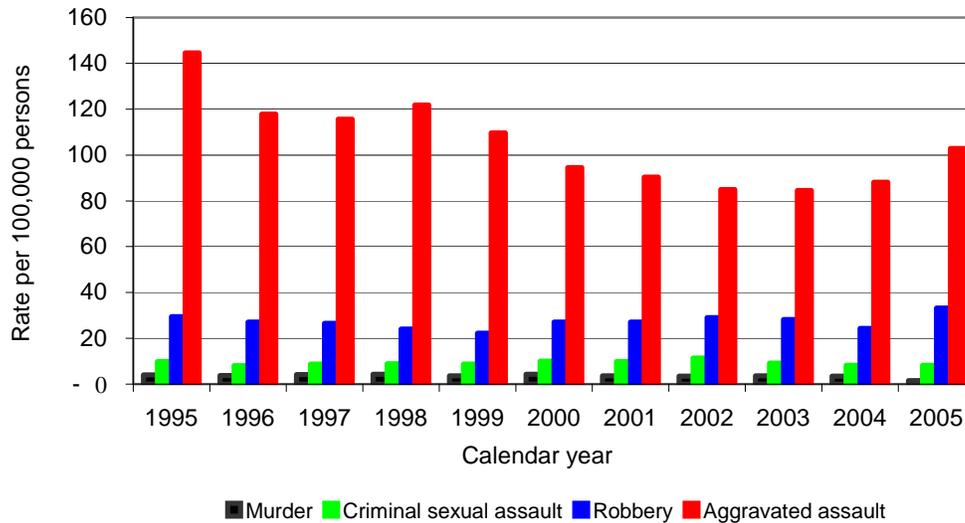
Figure 20
Suburban Cook County violent index offense rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total violent index offense rates** – Declined 35 percent from 1995 to 2005 (466 offenses per 100,000 persons in 1995 to 301 offenses per 100,000 persons in 2005).
- **Suburban Cook County murder index offense rates** – Declined from 5 offenses per 100,000 persons in 1995 to 4 offenses per 100,000 persons in 2005.
- **Suburban Cook County sexual assault index offense rates** – Declined 10 percent from 1995 to 2005 (29 offenses per 100,000 persons in 1995 to 26 offenses per 100,000 persons in 2005).
- **Suburban Cook County robbery index offense rates** – Declined 8 percent from 1995 to 2005 (125 offenses per 100,000 persons in 1995 to 115 offenses per 100,000 persons in 2005. Dropped 32 percent between 1995 and 1999).
- **Suburban Cook County aggravated assault index offense rates** – Declined 51 percent from 1995 to 2005 (307 offenses per 100,000 persons in 1995 to 151 offenses per 100,000 persons in 2005).

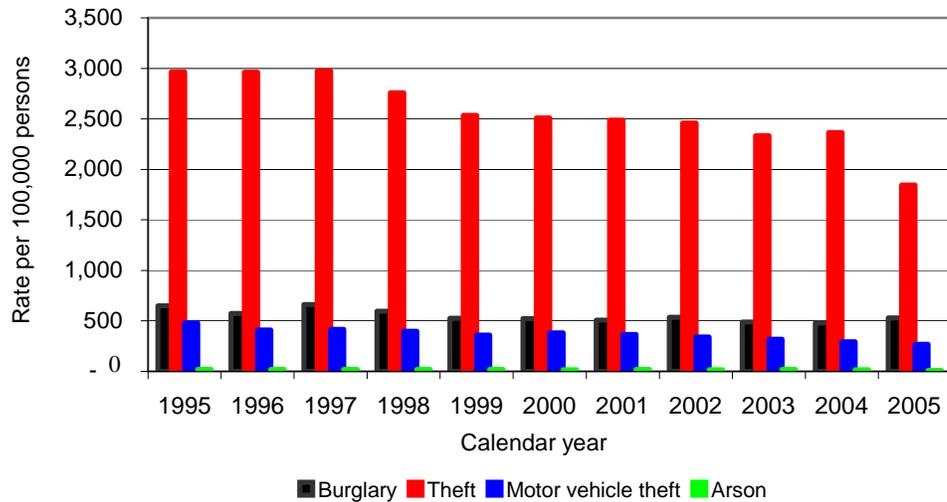
Figure 21
Suburban Cook County violent index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total violent index arrest rates** – Declined 22 percent from 1995 to 2005 (188 offenses per 100,000 persons in 1995 to 146 offenses per 100,000 persons in 2005).
- **Suburban Cook County murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to two arrests per 100,000 persons in 2005.
- **Suburban Cook County sexual assault index arrest rates** – Declined from 10 arrests per 100,000 persons in 1995 to 8 arrests per 100,000 persons in 2005.
- **Suburban Cook County robbery index arrest rates** – Increased 14 percent from 1995 to 2005 (29 arrests per 100,000 persons in 1995 to 33 arrests per 100,000 persons in 2005).
- **Suburban Cook County aggravated assault index arrest rates** – Declined 29 percent from 1995 to 2005 (145 arrests per 100,000 persons in 1995 to 103 arrests per 100,000 persons in 2005).

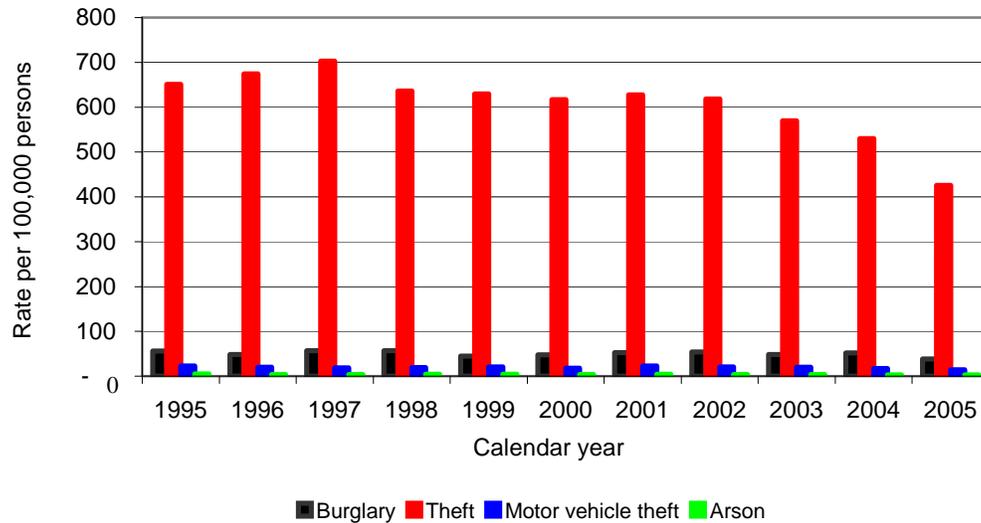
Figure 22
Suburban Cook County property index offense
rates, 1995-2005



Source: Illinois State Police

- **Suburban Cook County total property index offense rates** – Declined 35 percent from 1995 to 2005 (4,114 offenses per 100,000 persons in 1995 to 2,656 offenses per 100,000 persons in 2005).
- **Suburban Cook County burglary index offense rates** – Declined 18 percent from 1995 to 2005 (650 offenses per 100,000 persons in 1995 to 531 offenses per 100,000 persons in 2005).
- **Suburban Cook County theft index offense rates** – Declined 38 percent from 1995 to 2005 (2,965 offenses per 100,000 persons in 1995 to 1,846 offenses per 100,000 persons in 2005). Peaked in 1997 at 2,974 offenses per 100,000 persons.
- **Suburban Cook County motor vehicle index offense rates** – Declined 44 percent from 1995 to 2005 (480 offenses per 100,000 persons in 1995 to 268 offenses per 100,000 persons in 2005).
- **Suburban Cook County arson index offense rates** – Declined 45 percent from 1995 to 2005 (20 offenses per 100,000 persons in 1995 to 11 offenses per 100,000 persons in 2005).

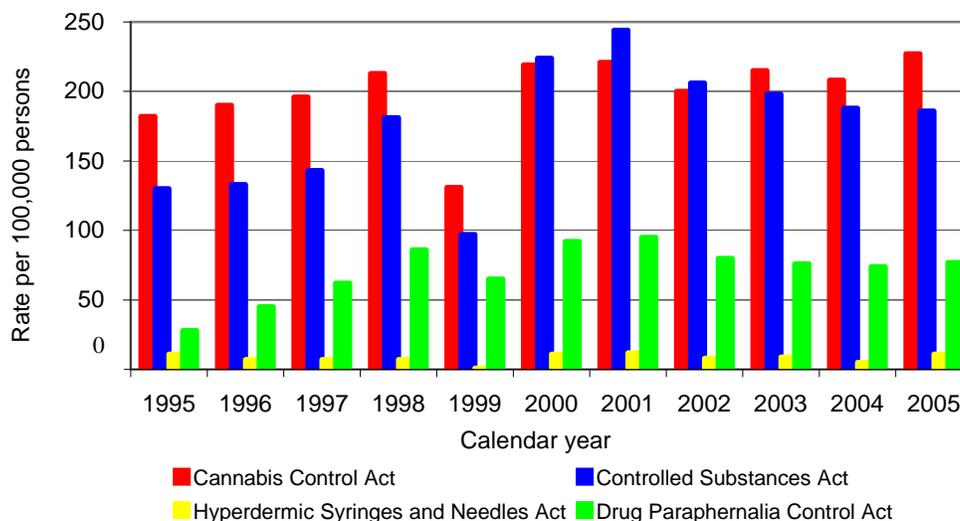
Figure 23
Suburban Cook County property index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total property index arrest rates** – Declined 35 percent from 1995 to 2005 (734 arrests per 100,000 persons in 1995 to 480 arrests per 100,000 persons in 2005).
- **Suburban Cook County burglary index arrest rates** – Declined 32 percent from 1995 to 2005 (56 arrests per 100,000 persons in 1995 to 38 arrests per 100,000 persons in 2005).
- **Suburban Cook County theft index arrest rates** – Declined 35 percent from 1995 to 2005 (651 arrests per 100,000 persons in 1995 to 426 arrests per 100,000 persons in 2005).
- **Suburban Cook County motor vehicle index arrest rates** – Declined 36 percent from 1995 to 2005 (22 arrests per 100,000 persons in 1995 to 14 arrests per 100,000 persons in 2005).
- **Suburban Cook County arson index arrest rates** – Declined from 5 arrests per 100,000 persons in 1995 to 3 arrests per 100,000 persons in 2005.

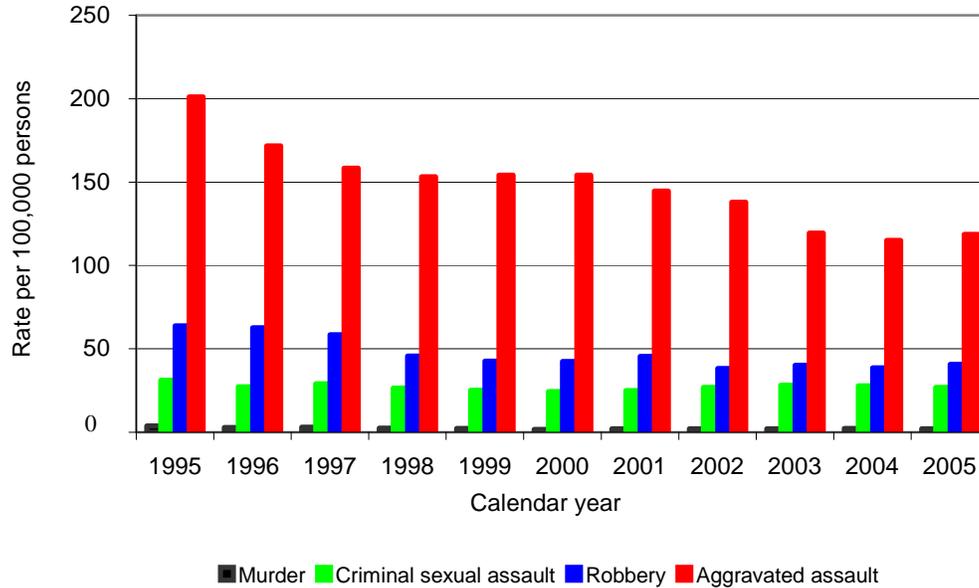
Figure 24
Suburban Cook County drug index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total drug arrest rates** – Increased 43 percent from 1995 to 2005 (351 arrests per 100,000 persons in 1995 to 501 arrests per 100,000 persons in 2005).
- **Suburban Cook County cannabis arrest rates** – Increased 25 percent from 1995 to 2005 (182 arrests per 100,000 persons in 1995 to 227 arrests per 100,000 persons in 2005).
- **Suburban Cook County controlled substances arrest rates** – Increased 43 percent from 1995 to 2005 (130 arrests per 100,000 persons in 1995 to 186 arrests per 100,000 persons in 2005).
- **Suburban Cook County hypodermic needle arrest rates** – Same rates in 1995 and 2005 at 11 arrests per 100,000 persons. Dropped to a low of 1 arrest per 100,000 persons from 1995 to 1999.
- **Suburban Cook County paraphernalia arrest rates** – Increased almost three times from 1995 to 2005 (28 per 100,000 persons in 1995 to 77 per 100,000 persons in 2005). Peaked in 2001 at 95 per 100,000 persons.

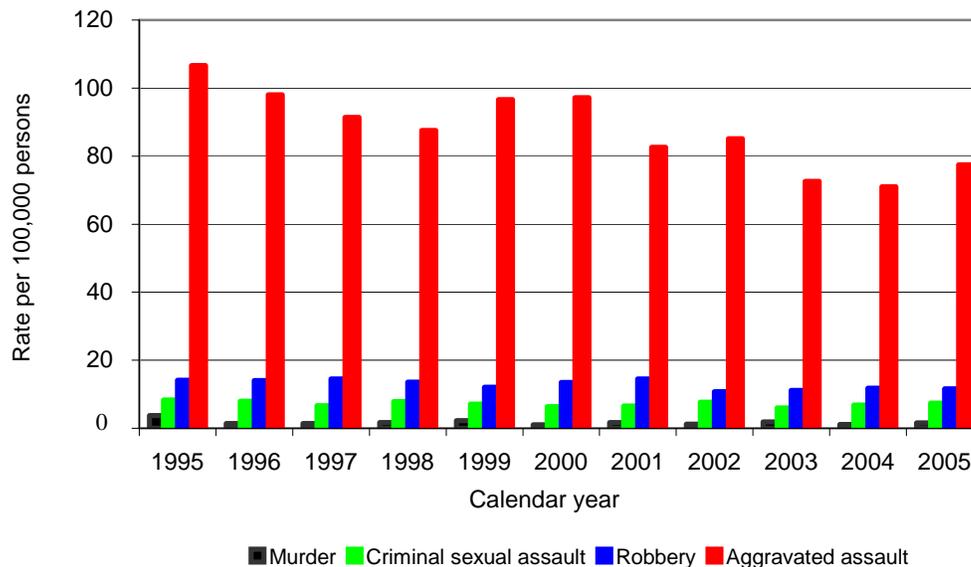
Figure 25
Collar county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Collar county total violent index offense rates** - Declined 37 percent from 1995 to 2005 (300 offenses per 100,000 persons in 1995 to 188 offenses per 100,000 persons in 2005).
- **Collar county murder index offense rates** – Declined from four offenses per 100,000 persons in 1995 to two offenses per 100,000 persons in 2005.
- **Collar county sexual assault index offense rates** – Declined 13 percent from 1995 to 2005 (31 offenses per 100,000 persons in 1995 to 27 offenses per 100,000 persons in 2005).
- **Collar county robbery index offense rates** – Declined 36 percent from 1995 to 2005 (64 offenses per 100,000 persons in 1995 to 41 offenses per 100,000 persons in 2005).
- **Collar county aggravated assault index offense rates** – Declined 41 percent from 1995 to 2005 (201 offenses per 100,000 persons in 1995 to 119 offenses per 100,000 persons in 2005).

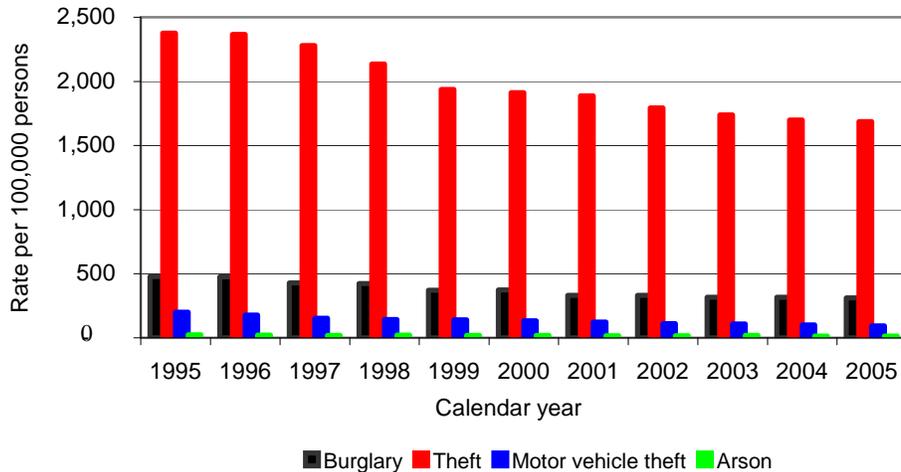
Figure 26
Collar county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total violent index arrest rates** – Declined 32 percent from 1995 to 2005 (133 arrests per 100,000 persons in 1995 to 90 arrests per 100,000 persons in 2005).
- **Collar county murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to two arrests per 100,000 persons in 2005. This is commensurate with the collar county murder offense rate decline.
- **Collar county sexual assault index arrest rates** – Declined from eight arrests per 100,000 persons in 1995 to seven arrests per 100,000 persons in 2005.
- **Collar county robbery index arrest rates** – Declined 14 percent from 1995 to 2005 (14 arrests per 100,000 persons in 1995 to 12 arrests per 100,000 persons in 2005).
- **Collar county aggravated assault index arrest rates** – Declined 28 percent from 1995 to 2005 (107 arrests per 100,000 persons in 1995 to 77 arrests per 100,000 persons in 2005).

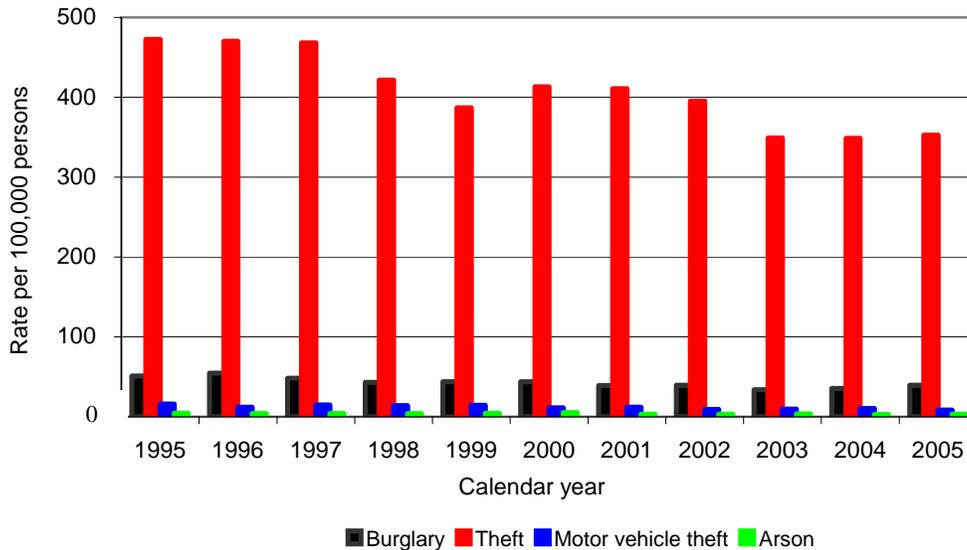
Figure 27
Collar county property index offense rates,
1995-2005



Source: Illinois State Police

- **Collar county total property index offense rates** – Declined 31 percent from 1995 to 2005 (3,078 offenses per 100,000 persons in 1995 to 2,109 offenses per 100,000 persons in 2005).
- **Collar county burglary index offense rates** – Declined 35 percent from 1995 to 2005 (479 offenses per 100,000 persons in 1995 to 313 offenses per 100,000 persons in 2005).
- **Collar county theft index offense rates** – Declined 29 percent from 1995 to 2005 (2,376 offenses per 100,000 persons in 1995 to 1,686 offenses per 100,000 persons in 2005).
- **Collar county motor vehicle index offense rates** – Declined 53 percent from 1995 to 2005 (200 offenses per 100,000 persons in 1995 to 95 offenses per 100,000 persons in 2005).
- **Collar county arson index offense rates** – Declined 38 percent from 1995 to 2005 (24 offenses per 100,000 persons in 1995 to 15 offenses per 100,000 persons in 2005).

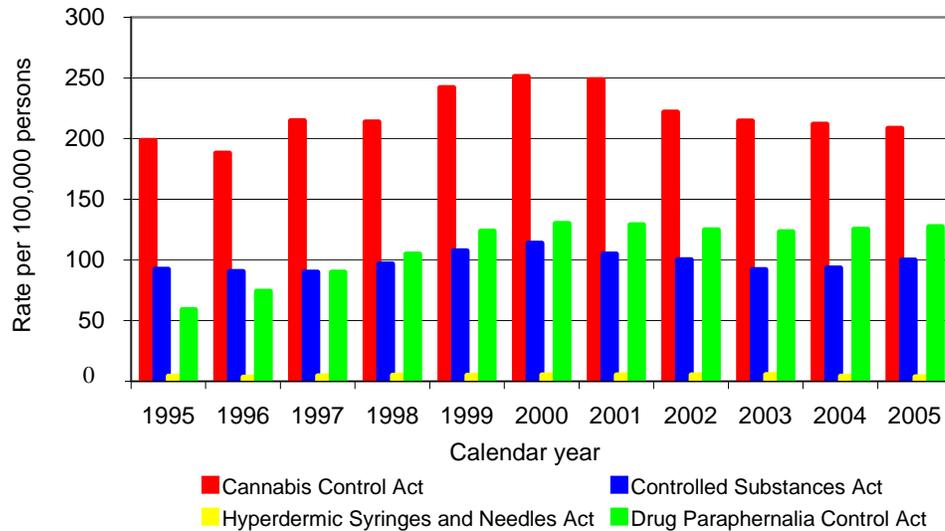
Figure 28
Collar county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total property index arrest rates** – Declined 26 percent from 1995 to 2005 (544 arrests per 100,000 persons in 1995 to 403 arrests per 100,000 persons in 2005).
- **Collar county burglary index arrest rates** – Declined 25 percent from 1995 to 2005 (51 arrests per 100,000 persons in 1995 to 39 arrests per 100,000 persons in 2005).
- **Collar county theft index arrest rates** – Declined 25 percent from 1995 to 2005 (472 arrests per 100,000 persons in 1995 to 352 arrests per 100,000 persons in 2005).
- **Collar county motor vehicle index arrest rates** – Declined from 16 arrests per 100,000 persons in 1995 to eight arrests per 100,000 persons in 2005.
- **Collar county arson index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to three arrests per 100,000 persons in 2005.

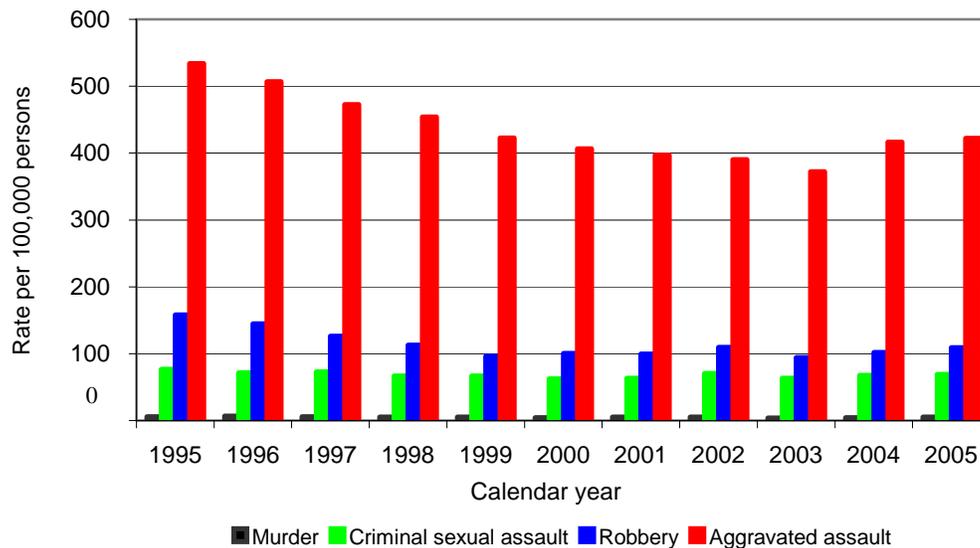
Figure 29
Collar county drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total arrest rates** – Increased 28 percent from 1995 to 2005 (345 arrests per 100,000 persons in 1995 to 440 arrests per 100,000 persons in 2005). Peaked in 2000 at 251 per 100,000.
- **Collar county cannabis arrest rates** – Increased 10 percent from 1995 to 2005 (189 arrests per 100,000 persons in 1995 to 209 arrests per 100,000 persons in 2005). Peaked in 2000 at 251 per 100,000.
- **Collar county controlled substances arrest rates** – Increased 8 percent from 1995 to 2005 (92 arrests per 100,000 persons in 1995 to 100 arrests per 100,000 persons in 2005). Peaked at 114 arrests per 100,000 persons in 2000.
- **Collar county hypodermic needle arrest rates** – Same rates in 1995 and 2005 (41 arrests per 100,000 persons). Peaked in 2003 at 5 arrests per 100,000 persons.
- **Collar county paraphernalia arrest rates** – More than doubled from 1995 to 2005 (59 arrests per 100,000 persons in 1995 to 127 arrests per 100,000 persons in 2005). Peaked in 2000 at 130 arrests per 100,000 persons.

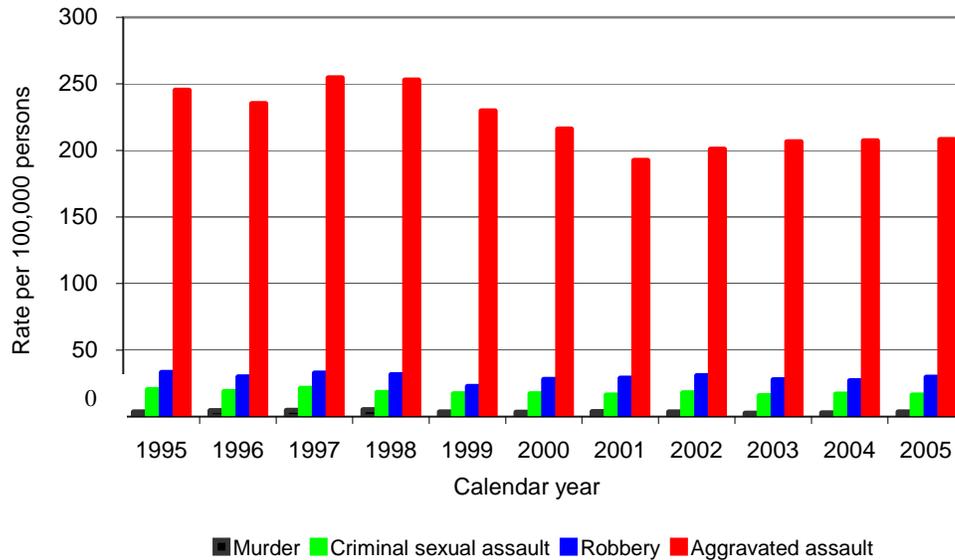
Figure 30
Urban county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Urban county total violent index offense rates** – Declined 22 percent from 1995 to 2005 (774 offenses per 100,000 persons in 1995 to 605 offenses per 100,000 persons in 2005).
- **Urban county murder index offense rates** – Declined from six offenses per 100,000 persons in 1995 to five offenses per 100,000 persons in 2005. Peaked in 1996 at seven offenses per 100,000 persons.
- **Urban county sexual assault index offense rates** – Declined 10 percent from 1995 to 2005 (77 offenses per 100,000 persons in 1995 to 69 offenses per 100,000 persons in 2005).
- **Urban county robbery index offense rates** – Declined 31 percent from 1995 to 2005 (158 offenses per 100,000 persons in 1995 to 109 offenses per 100,000 persons in 2005).
- **Urban county aggravated assault index offense rates** – Declined 21 percent from 1995 to 2005 (534 offenses per 100,000 persons in 1995 to 422 offenses per 100,000 persons in 2005).

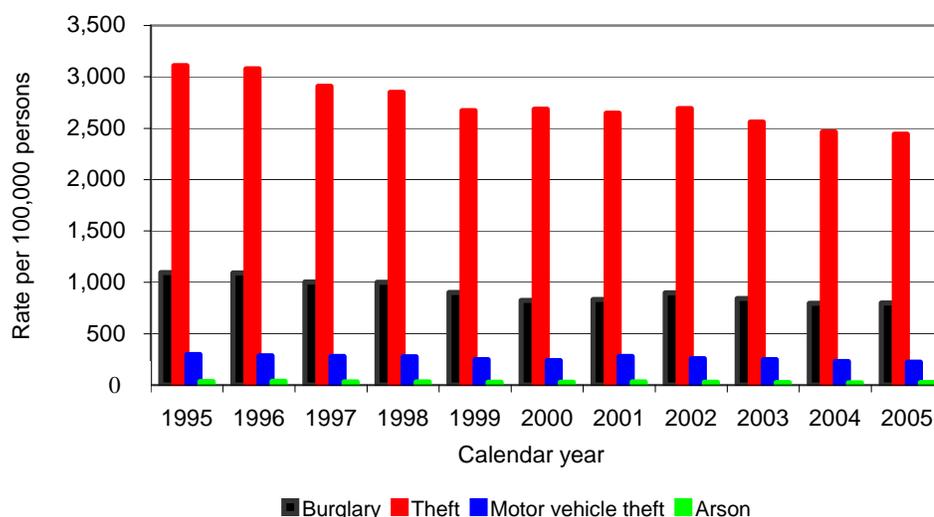
Figure 31
Urban county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total violent index arrest rates** – Declined 15 percent from 1995 to 2005 (303 arrests per 100,000 persons in 1995 to 258 arrests per 100,000 persons in 2005).
- **Urban county murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to three arrests per 100,000 persons in 2005). Peaked in 1998 at five arrests per 100,000 persons.
- **Urban county sexual assault index arrest rates** – Declined 20 percent from 1995 to 2005 (20 arrests per 100,000 persons in 1995 to 16 arrests per 100,000 persons in 2005).
- **Urban county robbery index arrest rates** – Declined 9 percent from 1995 to 2005 (33 arrests per 100,000 persons in 1995 to 30 arrests per 100,000 persons in 2005).
- **Urban county aggravated assault index arrest rates** – Declined 15 percent from 1995 to 2005 (245 arrests per 100,000 persons in 1995 to 208 arrests per 100,000 persons in 2005).

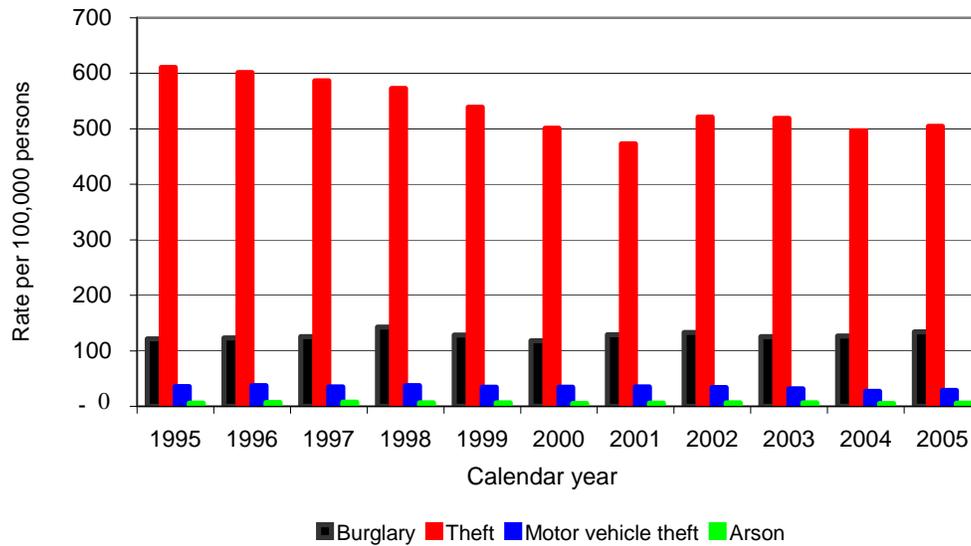
Figure 32
Urban county property index offense rates,
1995-2005



Source: Illinois State Police

- **Urban county total property index offense rates** – Declined 23 percent from 1995 to 2005 (4,535 offenses per 100,000 persons in 1995 to 3,489 offenses per 100,000 persons in 2005).
- **Urban county burglary index offense rates** – Declined 27 percent from 1995 to 2005 (1,094 offenses per 100,000 persons in 1995 to 800 offenses per 100,000 persons in 2005).
- **Urban county theft index offense rates** – Declined 21 percent from 1995 to 2005 (3,110 offenses per 100,000 persons in 1995 to 2,442 offenses per 100,000 persons in 2005).
- **Urban county motor vehicle index offense rates** – Declined 25 percent from 1995 to 2005 (297 offenses per 100,000 persons in 1995 to 222 offenses per 100,000 persons in 2005).
- **Urban county arson index offense rates** – Declined 29 percent from 1995 to 2005 (35 offenses per 100,000 persons in 1995 to 25 offenses per 100,000 persons in 2005).

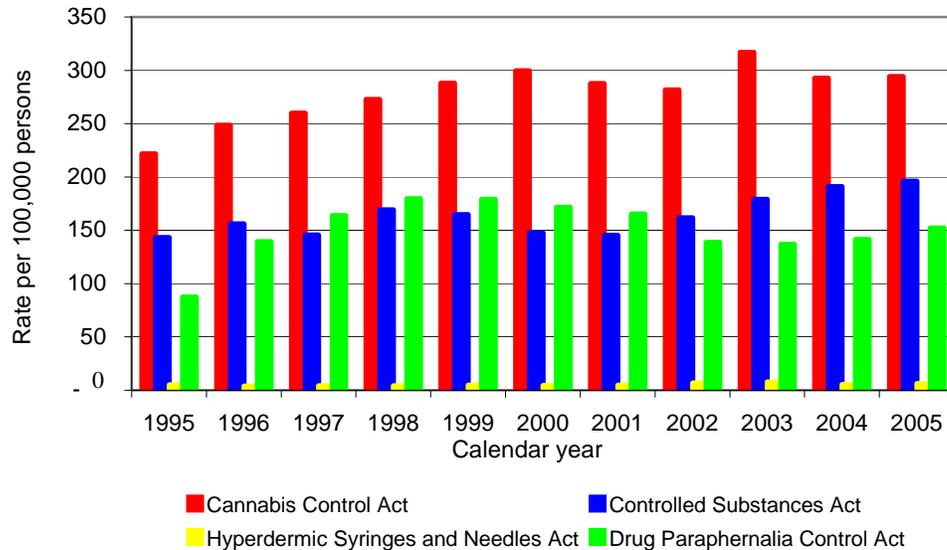
Figure 33
Urban county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total property index arrest rates** – Declined 13 percent from 1995 to 2005 (773 arrests per 100,000 persons in 1995 to 673 arrests per 100,000 persons in 2005).
- **Urban county burglary index arrest rates** – Increased 11 percent from 1995 to 2005 (121 arrests per 100,000 persons in 1995 to 134 arrests per 100,000 persons in 2005).
- **Urban county theft index arrest rates** – Declined 17 percent from 1995 to 2005 (610 arrests per 100,000 persons in 1995 to 504 arrests per 100,000 persons in 2005). Dropped 22 percent from 1995 to 2001, to a low of 473 arrests per 100,000 persons.
- **Urban county motor vehicle index arrest rates** – Declined 19 percent from 1995 to 2005 (36 arrests per 100,000 persons in 1995 to 29 arrests per 100,000 persons in 2005).
- **Urban county arson index arrest rates** – Rates stayed the same in 1995 and 2005, at six arrests per 100,000 persons. Peaked in 1997 at seven arrests per 100,000 persons.

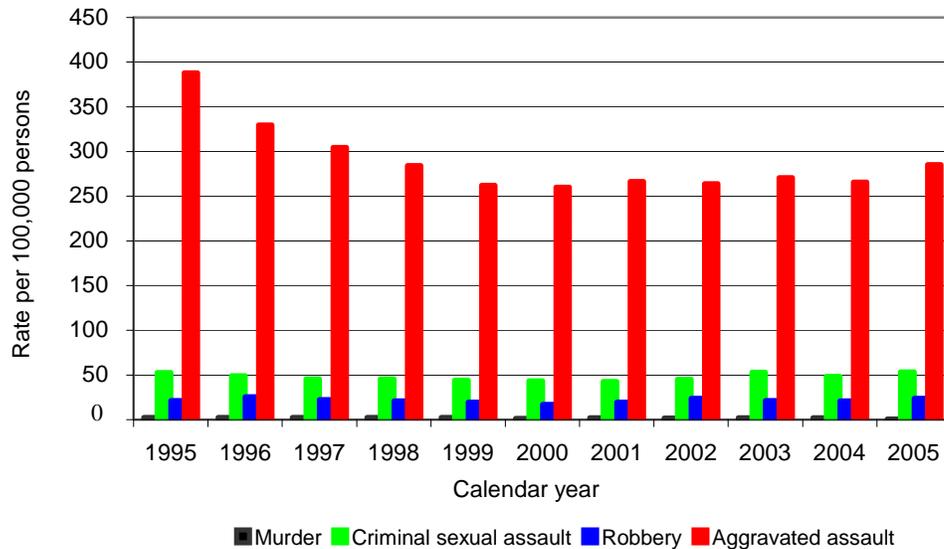
Figure 34
Urban county drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total arrest rates** – Increased 43 percent from 1995 to 2005 (461 arrests per 100,000 persons in 1995 to 661 arrests per 100,000 persons in 2005).
- **Urban county cannabis arrest rates** – Increased 32 percent from 1995 to 2005 (222 arrests per 100,000 persons in 1995 to 294 arrests per 100,000 persons in 2005). Peaked in 2003 at 317 arrests per 100,000 persons.
- **Urban county controlled substances arrest rates** – Increased 37 percent from 1995 to 2005 (143 arrests per 100,000 persons in 1995 to 196 arrests per 100,000 persons in 2005).
- **Urban county hypodermic needle arrest rates** – Increased from 1995 to 2005 from five arrests per 100,000 persons in 1995 to six arrests per 100,000 persons. Peaked in 2003 at eight arrests per 100,000 persons.
- **Urban county paraphernalia arrest rates** – Increased 73 percent from 1995 to 2005 (88 arrests per 100,000 persons in 1995 to 152 arrests per 100,000 persons in 2005). Peaked in 2000 at 130 arrests per 100,000 persons.

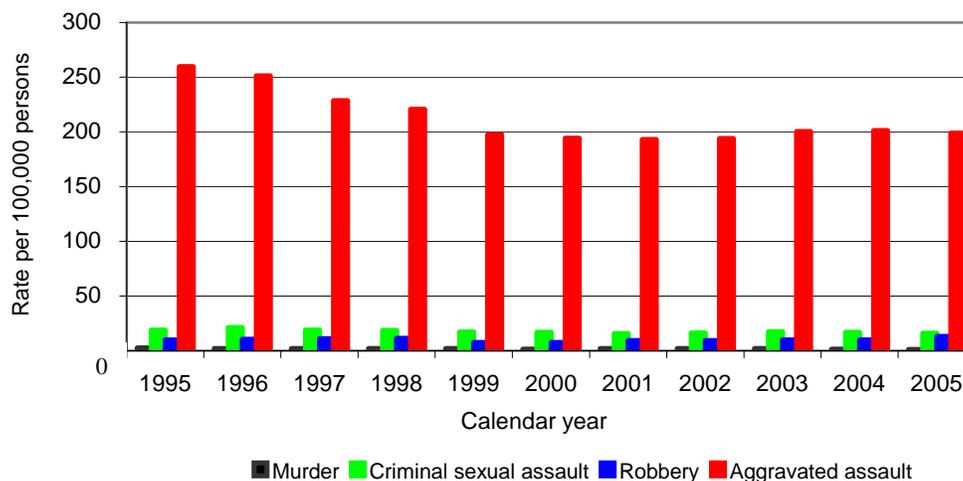
Figure 35
Rural county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Rural county total violent index offense rates** – Declined 22 percent from 1995 to 2005 (464 offenses per 100,000 persons in 1995 to 363 offenses per 100,000 persons in 2005).
- **Rural county murder index offense rates** – Declined from two offenses per 100,000 persons in 1995 to one offense per 100,000 persons in 2005.
- **Rural county sexual assault index offense rates** – Rates stayed the same in 1995 and 2005, with 53 offenses per 100,000 persons. A 19 percent drop was seen between 1995 and 2001, to 43 offenses per 100,000 persons.
- **Rural county robbery index offense rates** – Increased 14 percent from 1995 to 2005 (21 offenses per 100,000 persons in 1995 to 24 offenses per 100,000 persons in 2005).
- **Rural county aggravated assault index offense rates** – Declined 26 percent from 1995 to 2005 (388 offenses per 100,000 persons in 1995 to 286 offenses per 100,000 persons in 2005).

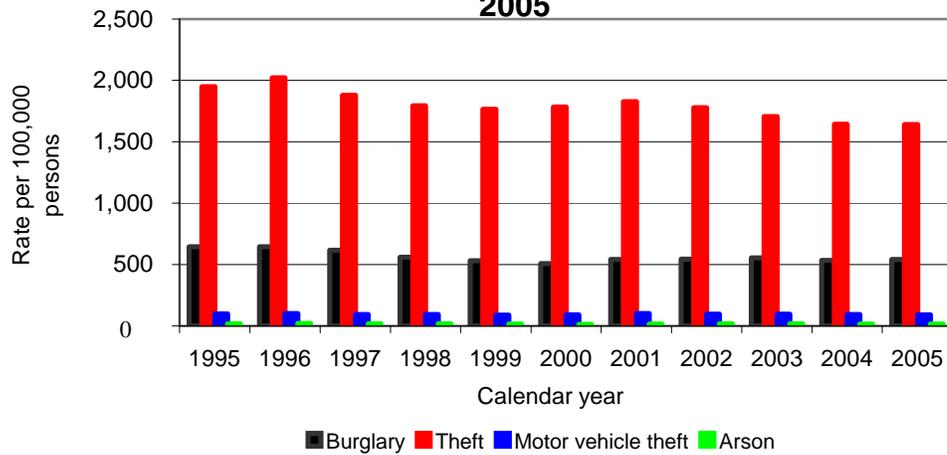
Figure 36
Rural county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total violent index arrest rates** – Declined 21 percent from 1995 to 2005 (291 arrests per 100,000 persons in 1995 to 229 arrest per 100,000 persons in 2005).
- **Rural county murder index arrest rates** – Declined from two arrests per 100,000 persons in 1995 to one arrest per 100,000 persons in 2005.
- **Rural county sexual assault index arrest rates** – Declined 16 percent from 1995 to 2005 (19 arrests per 100,000 persons in 1995 to 16 arrests per 100,000 persons in 2005).
- **Rural county robbery index arrest rates** – Increased 30 percent from 1995 to 2005 (10 arrests per 100,000 persons in 1995 to 13 arrests per 100,000 persons in 2005).
- **Rural county aggravated assault index arrest rates** – Declined 23 percent from 1995 to 2005 (260 arrests per 100,000 persons in 1995 to 199 arrests per 100,000 persons in 2005).

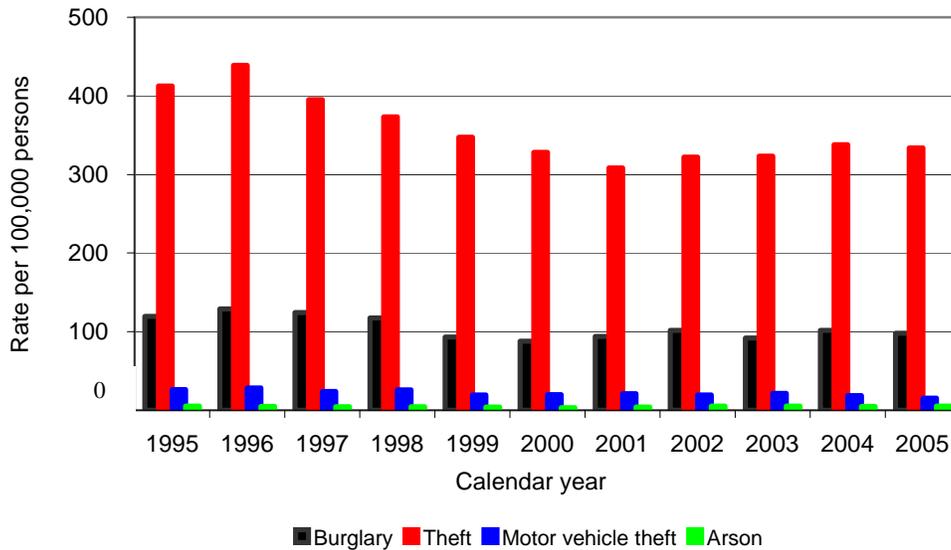
Figure 37
Rural county property index offense rates, 1995-
2005



Source: Illinois State Police

- **Rural county total property index offense rates** – Declined 16 percent from 1995 to 2005 (2,711 offenses per 100,000 persons in 1995 to 2,288 offenses per 100,000 persons in 2005).
- **Rural county burglary index offense rates** – Declined 16 percent from 1995 to 2005 (644 offenses per 100,000 persons in 1995 to 541 offenses per 100,000 persons in 2005).
- **Rural county theft index offense rates** – Declined 16 percent from 1995 to 2005 (1,949 offenses per 100,000 persons in 1995 to 1,639 offenses per 100,000 persons in 2005).
- **Rural county motor vehicle index offense rates** – Declined 6 percent from 1995 to 2005 (98 offenses per 100,000 persons in 1995 to 92 offenses per 100,000 persons in 2005).
- **Rural county arson index offense rates** – Declined 11 percent from 1995 to 2005 (19 offenses per 100,000 persons in 1995 to 17 offenses per 100,000 persons in 2005).

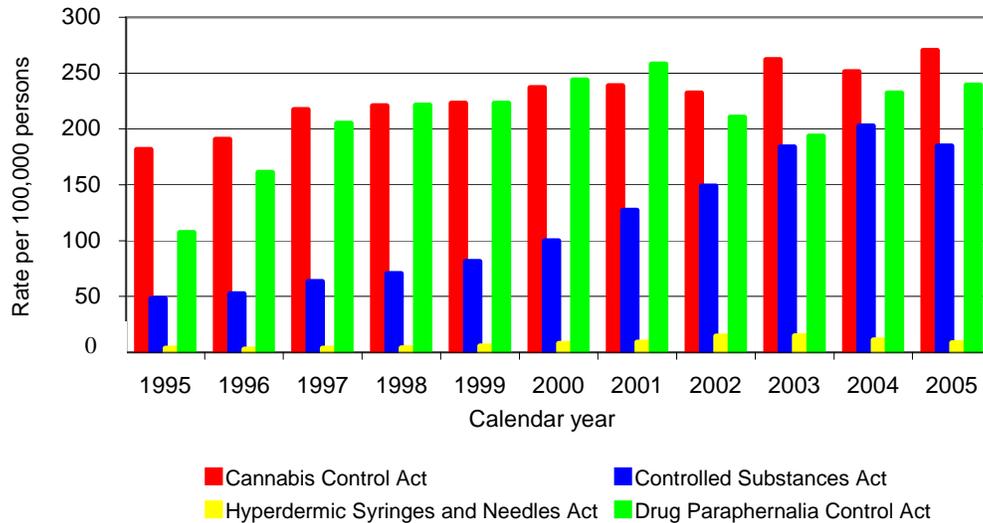
Figure 38
Rural county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total property index arrest rates** – Declined 20 percent from 1995 to 2005 (564 arrests per 100,000 persons in 1995 to 453 arrests per 100,000 persons in 2005).
- **Rural county burglary index arrest rates** – Declined 18 percent from 1995 to 2005 (120 arrests per 100,000 persons in 1995 to 98 arrests per 100,000 persons in 2005).
- **Rural county theft index arrest rates** – Declined 19 percent from 1995 to 2005 (413 arrests per 100,000 persons in 1995 to 334 arrests per 100,000 persons in 2005).
- **Rural county motor vehicle index arrest rates** – Declined 42 percent from 1995 to 2005 (26 arrests per 100,000 persons in 1995 to 15 arrests per 100,000 persons in 2005).
- **Rural county index arson arrest rates** – Same rate in 1995 and 2005, at five arrests per 100,000 persons. The rate was at its lowest in 2000, at three arrests per 100,000 persons.

Figure 39
Rural counties drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total drug arrest rates** – More than doubled from 1995 to 2005 (336 arrests per 100,000 persons in 1995 to 683 arrests per 100,000 persons in 2005).
- **Rural county cannabis arrest rates** – Increased 48 percent from 1995 to 2005 (182 arrests per 100,000 persons in 1995 to 270 arrests per 100,000 persons in 2005).
- **Rural county controlled substances arrest rates** – Increased more than three times from 1995 to 2005 (48 arrests per 100,000 persons in 1995 to 185 arrests per 100,000 persons in 2005).
- **Rural county hypodermic needle arrest rates** – Increased from four arrests per 100,000 persons in 1995 to nine arrests per 100,000 persons in 2005.
- **Rural county paraphernalia arrest rates** – More than doubled from 1995 to 2005 (107 arrests per 100,000 persons in 1995 to 239 arrests per 100,000 in 2005).

Law enforcement task forces

Task forces are teams formed from several law enforcement agencies to address a specific serious crime problem that crosses jurisdictional boundaries. This policing concept has been used widely during the past 35 years to combat drugs, gangs, guns, and, more recently, terrorism. Task force membership may be drawn from municipal, county, and federal law enforcement agencies, and may be established formally by statute, or in response to a limited pressing community need (such as homicide investigations). ISP annually reports basic I-UCR index

crime data on up to 25 task forces formed to combat a variety of crimes across the state including narcotics, child abuse, major crime, auto theft, and financial crimes.⁶ By their nature, task forces are dynamic, and by design they are sometimes short-lived. Therefore, only two long-standing types of task forces, funded in part through the Authority, will be discussed in this section: multi-jurisdictional narcotics units and the motor vehicle theft task forces.

Illinois drug task forces

The Illinois legislature established metropolitan enforcement groups (MEGs) under the Intergovernmental Drug Laws Enforcement Act of 1977 (30 ILCS 715 et. seq.). Coordinated by ISP, these combined units of local law enforcement were formed to enforce the state's drug laws and investigate street gang-related offenses. Nine MEG units were in operation in Illinois in May 2008.

In the early 1980s, ISP established other multi-jurisdictional task forces to conduct drug investigations in areas not covered by the MEGs. Eleven such task forces were in operation in May 2008. MEGs and task forces are supported with funding by participating agencies (25 percent) and federal funds administered by the Authority (75 percent).

MEG units cover specific regions and include:

- DuPage County MEG.
- Lake County MEG.
- Kankakee MEG.
- Vermilion County MEG.
- Quad-Cities MEG: Rock Island County.
- Multi-County MEG: Knox, Marshall, Peoria, and Tazewell counties.
- Central Illinois Enforcement Group: Christian, Logan, Mason, Morgan, and Sangamon counties.
- Metropolitan Enforcement Group of Southwestern Illinois: Madison, Monroe, and St. Clair counties.
- Southern Illinois Enforcement Group: Jackson, Union, and Williamson counties.

Multijurisdictional narcotics task forces also cover specific parts of the state and include:

- Blackhawk Area Task Force: Carroll, Henry, Jo Daviess, Lee, and Whiteside counties.
- East Central Illinois Task Force: Coles, Douglas, Moultrie, and Shelby counties.
- Joliet Metropolitan Area Narcotics Squad: Grundy and Will Counties
- North Central Narcotic Task Force: DeKalb, Kane, and McHenry counties.
- South Central Illinois Drug Task Force: Greene, Macoupin, and Montgomery counties.
- Southeastern Illinois Drug Task Force: Clark, Clay, Crawford, and Cumberland counties.
- Southern Illinois Drug Task Force: Clinton, Franklin, Saline, Washington and White counties.
- State Line Area Narcotics Team Task Force: Boone, Stephenson, and Winnebago counties.

- West Central Illinois Task Force: Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties.
- Zone 3 / LaSalle Task Force: Bureau and LaSalle counties.
- Zone 6 Task Force: DeWitt, Livingston, and McLean counties.

Both MEGs and task forces create local, individualized strategies to address drug problems facing the county or counties they serve. Methamphetamine remains a major focus of the units in central and southern Illinois. Seizure of cannabis, heroin, cocaine and other designer drugs remains a priority for northern counties, including DuPage, Kane, and Lake. For example, in State Fiscal Year 2007, MEGs and task forces:⁷

- Made 3,291 drug arrests, including 1,091 for marijuana and 2,200 for all other controlled substances.
- Seized a total 1,020,636 grams of controlled substances.
- Seized 328,942,860 grams of cannabis.
- Seized 1,020,636 grams of cocaine/crack cocaine.

In May 2005, ISP created six regionally located methamphetamine response teams (MRT). Initiated specifically to target meth-related crimes, these units allow local law enforcement and task forces to focus on combating other drug crimes. MRT personnel take the lead on meth cases, including investigation and meth lab deconstruction and decontamination. The teams have had an immediate and significant impact on the problem of meth use and production in Illinois, accounting for half of all lab seizures in 2005 and one-third of all meth-related arrests. MRT officers also are involved in public awareness and education campaigns, presenting anti-meth programs to community groups and schools in coordination with staff from the Illinois Department of Children and Family Services.

Illinois motor vehicle task forces

With the support of the insurance industry, the Illinois Motor Vehicle Theft Prevention Council (MVTPC) was established by the Illinois legislature in 1991 to combat vehicle theft, insurance fraud, and related crimes. The 11-member Council, made up of law enforcement and insurance industry officials, is charged with assessing the scope of the motor vehicle theft problem in Illinois and implementing strategies to combat it using trust fund allocations collected from insurance companies. Under this program, seven motor vehicle theft task forces comprised of both state and local agencies operate around the state, funded by insurance company fee allocations.

The Motor Vehicle Theft Task Forces are organized in urban areas. They include:

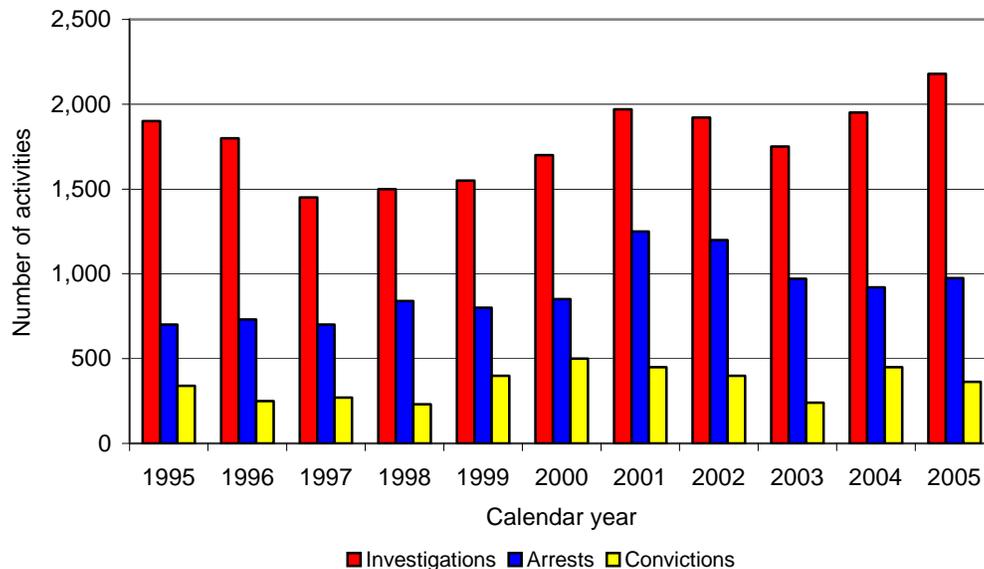
- Northeast Metro Auto Theft Task Force: Chicago and Cook County.
- Northern Illinois Auto Theft Task Force: Boone and Winnebago counties.
- State and Local Auto Theft Enforcement Task Force: Peoria County.
- Tri-County Auto Theft Task Force: Grundy, Kankakee and Will counties.
- Du Page County Auto Theft Task Force: DuPage County.

- Kane-Cook Auto Theft Task Force: City of Elgin, Kane County, and northwestern Chicago area.
- Metro East Auto Theft Task Force: Madison and St. Clair Counties.

Activities of the motor vehicle theft task forces

MVTPC has funded 30 vehicle theft programs in Illinois since its inception in 1992, the majority of which are law enforcement programs that increase investigations and prosecutions of vehicle theft-related crimes.⁸ The various task forces listed above coordinate with local, county, and federal agencies in their areas, along with insurance companies and local vehicle rental companies to combat motor vehicle theft. Their central activities include intelligence gathering, investigation of auto theft and insurance rings, and provision of training to local law enforcement. *Figure 40*, which is adapted from the MVTPC 2006 Annual Report, illustrates the total number of investigations, arrests, and resulting convictions made by task forces between 1995 and 2005.

Figure 40
Motor vehicle task force program activity, 1995-2005



Source: Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report.

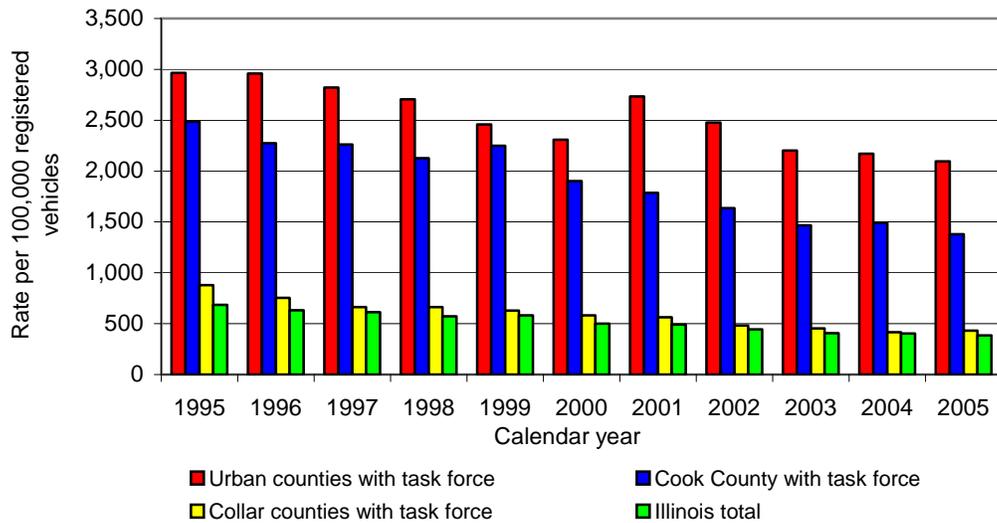
Note: Due to the time lapse between arrest and conviction, the convictions reported do not necessarily reflect the outcome of the arrests reported in the same year.

According to the Motor Vehicle Intelligence Clearinghouse, a research initiative funded through the MVTPC, 75 percent of the vehicles stolen in Illinois in 2006 were recovered. The average number of days between vehicle theft and recovery was 18 days.⁹

Trends in motor vehicle theft

The number of vehicle thefts in a specific county can be compared either to the county's total population or to the number of vehicles registered in the county. *Figure 41* presents index motor vehicle theft index offense rates based on the number of registered vehicles in counties covered by a motor vehicle task force, and in the state as a whole.

Figure 41
Index motor vehicle theft offense rates, by counties
with task forces, 1995-2005



- **Illinois** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in Illinois decreased 40 percent, while motor vehicle theft index offense rates based on vehicle registrations decreased 44 percent.
- **Collar counties with motor vehicle task forces** - As a whole, between 1995 and 2005, motor vehicle theft index offense rates based on population in collar counties decreased 51 percent, while motor vehicle theft index offense rates based on vehicle registrations in collar counties decreased 53 percent.
- **Urban counties with motor vehicle task forces** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in urban counties represented by a motor vehicle theft task force decreased 27 percent, while motor vehicle theft index offense rates based on vehicle registrations in urban counties decreased 31 percent.
- **Cook County** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in Cook County decreased 40 percent, while motor vehicle theft index offense rates based on vehicle registrations in Cook County decreased 44 percent.

Law enforcement needs assessment

In 2005 the Authority conducted a needs assessment survey of criminal justice partners across Illinois, updating a similar assessment conducted in 1996. Court clerks, detention center administrators, judges, police chiefs, probation administrators, public defenders, state's attorneys, and victim services providers were surveyed regarding factors impacting the needs of criminal justice agencies. Factors included perceptions of issues that placed demands on their work, training, and information sources, and focused on improvements to more effectively maintain and increase public safety.

The survey questionnaire for police chiefs sought to gather information in five areas—agency background, workload, staffing, operations and procedures, and research and evaluation. Of the 940 police chiefs surveyed, 330 responded (35 percent).¹⁰

Theft was identified by the chiefs as being the largest contributor to law enforcement officers' workloads. Identity theft, illegal drug dealing, and domestic violence were identified as issues that were getting worse.

The majority of officers (80 percent or more) surveyed suggested increased offender monitoring, more youth prevention programs, and more severe punishment to address drug problems in their jurisdictions. When dealing with the problem of violence in their communities, they recommended similar actions—increased offender monitoring, more severe punishment, and more arrests and prosecutions.

Automated technology was perceived as valuable in investigation activities, but had not yet been implemented to the desired level across the state, according to survey respondents. Law enforcement officials also reported a need for improved training in identity theft and language translation.

Police chiefs were asked to list topics for research and any program evaluation that would be beneficial to their organizations. The responses included:

- Strategies to address specific high volume crimes facing their communities, such as illicit drug use, domestic violence, and identity theft, including such aspects as evidence collection, prevention/enforcement, and alternative approaches.
- Effectiveness of training, including in areas of mediation, conflict resolution, and investigation.
- Recruitment and staff retention.
- Effectiveness of law enforcement technology.
- Chemical warfare/terrorism, such as homeland security strategies, emergency preparedness, and weapons of mass destruction.

Conclusion

Key findings in this section, based primarily on crime statistics from the Illinois Uniform Crime Reporting Program, include:

- Statewide, more than six million index offenses were reported to law enforcement between 1995 and 2005. This was a 15 percent reduction in total reported offenses from the previous 11-year period, 1984 through 1994.
- Illinois experienced a continual downward trend in the number of reported violent and property index offenses from 1995 through 2005, a trend that also was seen nationwide. From 1995 through 2005, the number of index offenses known to law enforcement decreased by 28 percent.
- Statewide from 1995 through 2005, violent index offenses accounted for 16 percent of the total offenses reported to law enforcement. Property index offenses accounted for 84 percent of the total reported index offenses.
- Statewide from 1995 through 2005, aggravated assaults accounted for the majority of reported violent index offenses (60 percent), while theft accounted for the majority of reported property index offenses (69 percent).
- In Chicago, violent index offense rates per 100,000 persons were reduced by half from 1995 through 2005. This dramatic reduction was greater than what was seen in the rest of the state, which experienced a 29 percent decrease. Statewide, violent index offenses declined 43 percent.
- Robbery index offense rates in rural counties were the only index offense category to increase from 1995 to 2005. As a geographic region, rural counties experienced a 10 percent increase in robbery index offenses reported to law enforcement, while the rest of the state experienced a 31 percent decrease.
- All regions of Illinois experienced a similar 30 percent decline in property index offenses reported to law enforcement from 1995 through 2005.
- Statewide, more than 1.3 million violent and property index arrests were made between 1995 and 2005. This was a 9 percent decrease in total volume of index arrests from the previous 11-year period.
- Between 1995 and 2005, a steady decrease was seen in the number of violent and property index arrests in Illinois. The 33 percent decrease in index arrests statewide was greater than the 24 percent decline reported nationally.

- Statewide, violent index arrests decreased 24 percent. Chicago and the rest of the state experienced similar decreases in violent arrest rates over the period studied.
- Statewide, violent index arrests accounted for 23 percent of total index arrests from 1995 to 2005, while property index arrests accounted for 77 percent. The majority of index arrests were for aggravated assault and theft.
- Statewide, about 1.1 million arrests were made for drug crimes reported between 1995 and 2005, twice the volume of arrests made during the previous 11 years.
- Unlike the other crime types reported to the Uniform Crime Reporting Program, arrests for drug crimes generally increased from 1995 through 2005. Statewide, drug arrests for all drug types increased by 23 percent.
- While the smallest increase in the drug arrest rates was in Chicago at 9 percent, the rest of the state experienced a 46 percent increase. As a whole, drug arrest rates in rural counties doubled during the period studied. Some of the increase in drug arrests reflected the activity of the more than 20 specialized drug task forces operating in Illinois.
- Statewide, arrests for controlled substances accounted for 48 percent of all drug arrests from 1995 through 2005, while arrests for cannabis accounted for 39 percent.
- Statewide, a 65 percent increase was seen in cannabis arrest rates per 100,000 persons from 1995 to 2005. In 1995, the arrest rates for cannabis were half that for controlled substances. However, by 2005 cannabis arrest rates surpassed those for controlled substances.
- Statewide, motor vehicle theft index offense rates, as measured per 100,000 registered vehicles, decreased 44 percent from 1995 to 2005. Collar counties in which specialized motor vehicle task forces operate experienced a 53 percent decrease in motor vehicle index theft rates, while urban counties served by motor vehicle task forces experienced a 31 percent decrease.
- According to a needs assessment survey of police chiefs conducted by the Authority in 2005, theft was identified as the largest contributor to law enforcement officers' caseloads, followed by domestic violence, and cases involving juvenile offenders.
- A majority of police chiefs surveyed said increasing the monitoring of offenders and using more severe punishments would be the best way to reduce illegal drug activity and violent crime. More than 75 percent of respondents stated more youth prevention programs would help reduce these problems.
- More than 20 percent of police chiefs indicated their agency needs to make major improvements in reducing juvenile crime, investigating identity theft, and following up on investigation activities.

- A majority of police chiefs surveyed also identified identity theft as a problem that is worsening in their communities.

Notes

¹ Several jurisdictions in Illinois, notably the Kankakee Police Department, Kankakee Sheriff's Department and Naperville Police Department, have electronically recorded custodial interrogations for years prior to the passage of the law. (Sullivan, Thomas P. *Police Experiences with Recording Custodial Interrogations*, A Special Report Presented by Northwestern University School of Law Center on Wrongful Convictions, Summer 2004 (1).

² A "hierarchy rule" of crime severity is determined by each reporting agency – *Crime in Illinois*, 2005.

³ The aggravated assault category for UCR purposes includes a variety of offenses and should not be confused with the misdemeanor offense called "aggravated assault" in the Illinois Criminal Code.

⁴ 720 ILCS 570/100 et seq.

⁵ Federal Bureau of Investigation, *Crime in the United States*, 2003, October 25, 2004; Illinois State Police, *Crime in Illinois*, 2005.

⁶ Illinois State Police, *Crime in Illinois*, 2005.

⁷ Illinois Criminal Justice Information Authority State Annual Report for the Edward Byrne Memorial (ADAA/JAG) Formula Grant Program, July 1, 2006 – June 30, 2007, submitted to the Bureau of Justice Assistance Office of Justice Programs, U.S. Department of Justice..

⁸ For more information, refer to the Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report: www.icjia.state.il.us/mv.

⁹ Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report.

¹⁰ Download the full report, "*Illinois Criminal Justice Information Authority Needs Assessment Survey Final Report*", February, 2007, at www.icjia.state.il.us.

Special issue

Illinois gangs

Defining gangs

Illinois law defines a *gang* or *street gang* as group of three or more persons with an established hierarchy that engages in a course or pattern of criminal activity through its membership (Illinois Streetgang Terrorism Omnibus Prevention Act, 740 ILCS 147/10). Under this law, it is not necessary to show that such a group acknowledges a common name, insignia, secret signal, leadership structure, or geographic boundary if other competent evidence demonstrates the existence of conspiracy to commit crime on behalf of the group. Such “gang-related” criminal activity, authorized, or at least ratified, by a gang leader, can include those intended to increase the gang’s size, membership, or control in a geographical area; provide the gang with control over any criminal market sector, such as sale of drugs, arson or arson-for-hire, trafficking in stolen goods, trafficking in prostitution or pornography, or robbery, burglary, or theft, or obstruct justice or intimidate/eliminate witnesses against the gang (740 ILCS 147/10). Many gang members openly display tattoos and dress in a style identifying their gang. Their personal belongings are frequently covered with the gang's name. Many make gestures with their hands which identify their gang. Members often adopt nicknames when recruited.

Major gangs in Illinois

There are many recognized street gangs operating in Illinois. The midwest, especially Chicago, has historically been home to some of the largest and most violent gangs in the country. According to gang investigators surveyed in the *2005 National Gang Threat Assessment*, several gangs account for the biggest presence in the community and the highest levels of criminal activity in Illinois and the Midwest, more generally. These include:

- The Gangster Disciples (also commonly referred to as the Black Gangster Disciples), which continue to be one of the largest, most organized, and dangerous street gangs in Chicago. The FBI estimates this gang has established a national presence of more than 100,000 members and is heavily involved in drug trafficking. Ninety percent of gang investigators surveyed reported Gangster Disciples gang presence in Illinois, with 40 percent reporting a high or moderate level of criminal activity in their community.
- The Latin Kings, formed in Chicago in the mid-1960s, has a predominately Latino membership, with an estimated membership of between 25,000 and 50,000 nationwide. According to the National Drug Intelligence Center, this gang has extensive ties to Mexican drug cartels, and various prison gangs, as well as Columbian, Dominican, and Nigerian criminal groups operating in Chicago. Just more than 80 percent of gang investigators surveyed reported Latin Kings gang presence in Illinois, and 62 percent indicated a moderate or high level of criminal activity in their community.

- Sur 13, another umbrella organization of Latino gang members, is a growing problem in Illinois and Indiana. These gangs most often emulate the southern California gangs of the same name. Over 40 percent of gang investigators surveyed in the midwest reported Sur 13 gang presence and more than 30 percent reported a moderate or high level of criminal activity.
- The Vice Lords began in Chicago and have a national membership of nearly 35,000 members confirmed in 28 states. Besides Illinois, much of the gang's drug trafficking activity is reported in Indiana, Wisconsin, Michigan, and Iowa. More than 90 percent of Illinois gang investigators surveyed reported the gang's presence, with 40 percent noting high criminal activity.
- Neighborhood-based drug-trafficking groups and crews are also reported on the rise in the Midwest, with high levels of criminal activity. According to the National Alliance of Gang Investigators Association, a growing trend among gangs in the Midwest includes hiding affiliations, not wearing colors, and denying allegiance to traditional gang groups.

Gang criminal activities

Gang survey respondents also were asked to rate the level of involvement of gangs in specific crimes. More than half of the respondents indicated that gangs were at least moderately involved in vandalism and graffiti in their communities. Gangs were also found to have a high level of involvement in felonious assault and firearms possession, and a moderate level of involvement in auto theft, burglary, and firearms trafficking. Respondents were asked to quantify how often gangs use firearms while committing specific crimes. More than one-third of respondents stated that gangs almost always used firearms in the commission of a homicide, felonious assault, and carjackings.

Gangs are also highly active in illegal drug trafficking activities, with Chicago acting as the hub for drug distribution across the country. The National Drug Intelligence Center reported in 2004 that Chicago is a primary market for the marijuana distribution, most often to other states in the Midwest. Nearly 70 percent of gang investigators reported moderate or high gang involvement in marijuana trafficking, and nearly as high gang involvement in crack cocaine distribution. Powdered cocaine, heroin, and methamphetamine were all less likely to be trafficked by gangs in the Midwest. Gang investigators reported that Mexican and Columbian drug trafficking organizations dominate wholesale cocaine and marijuana distribution in the Midwest, while the Gangster Disciples, Vice Lords, and Latin Kings act as principle retail, or street level, distributors.

According to a major study by the Chicago Crime Commission, some Chicago-area street gangs are expanding into crimes such as mortgage fraud and identity fraud/theft. The study concluded that although street gangs generate most of their money from illegal drugs, they have the potential to peddle stolen identities to other criminals, fellow street gang members, drug smugglers/suppliers, illegal aliens, teenagers, or even terrorists. Survey respondents indicated that gangs use the Internet to steal victims' personal information. They use a number of electronic methods to gain information, including Trojan or backdoor viruses to give them unlimited access to information on a victim's computer. They also create e-mail scams that appear in the form of a request from a seemingly legitimate company asking victims to verify personal information or account details.

Nation-wide youth gang demographics

Currently, no central source for data on gangs exists in Illinois. However, the National Youth Gang Center, sponsored by the Office of Juvenile Justice and Delinquency Prevention, conducts an annual survey of law enforcement agencies across the country to assess the scope and characteristics of youth gang activity. This survey specifically asks respondents to report on “groups of youths or young adults that your agency or community is willing to identify as a gang.”

Gang problems were reported in 80 percent of large cities, 28 percent of smaller cities, 40 percent of suburban counties and 12 percent of rural counties. On average, 60 percent of gang members were reported to be adults (18 years and older), compared to 40 percent under age 18. This age distribution was more common in large cities and suburban counties with longstanding gang problems. Less than 40 percent of identified gang members in rural counties and smaller cities were adults.

Respondents indicated that less than 10 percent of gang members in their communities were female, and smaller cities and rural counties reported a higher percentage of female gang membership. This would appear to be related to the higher participation of youths (under age 18) in gangs in these areas.

Close to 50 percent of gang members in large cities, suburban counties, and smaller cities were described as being Latino. The figure dropped to approximately 30 percent in rural counties. More than 50 percent of gang members in rural counties and just more than 40 percent of gang members in large cities were described as black. Suburban counties reported the fewest black gang members, at approximately 25 percent. Whites represented about 10 percent or less of gang members in all regions, although agencies reporting new emergence of gang problems, or fewer overall gang members, were significantly more likely to report a greater percentage of white gang members.

Community response to gangs

Schools are the primary institutions offering gang-prevention and intervention programs. Several programs received positive mention in the *2005 National Gang Threat Assessment Survey*, including gang resistance education and training, drug abuse resistance education and gang prevention/intervention through targeted outreach. Often in concert with law enforcement officials, communities have responded to gangs in numerous ways, including school resource officer programs, after-school programs, “zero tolerance” policies, aggressive patrols, and increased sharing of gang intelligence. Respondents said community awareness of an emerging gang problem, assessment of the extent and level of that problem, and collaborative actions among schools, police, and community organizations are key to addressing the issue of youth gangs and associated criminal activity. Multi-agency task forces have been an effective means of combating gang violence, especially coordinated efforts among local, state, federal, and even international law enforcement agencies.

Special issue

Identity theft

Law enforcement officers face many challenges with identity theft, since information can be stolen simply from a lost wallet, or via technology such as computers, cell phones, and hand-held electronic devices.

An identity thief needs a victim's social security number, birth date, address, phone number, or other personal identifiers to steal a person's identity. A thief can gain access to personal information in several ways, including working for a business that collects or stores personal information, including offices of doctors, accountants, lawyers, dentists, schools, or health insurance carriers. The identity thief can use this information and other identifiers to apply for credit, both in person and through the mail. Once a thief is able to open one credit account and use that account with other identifiers, credibility is established to fraudulently assume the stolen identity.

An individual who does not shred or otherwise destroy confidential information, including utility bills, credit card slips, and other documentation, also leaves himself open to identity theft. In addition, a great deal of information is readily available on the Internet, on a personal computer's hard drive, from letters or documents in a mailbox, from the courts, and in public documents. It is possible for an identity thief to steal thousands of dollars without a victim's knowledge, and use a victim's identity to commit other crimes.

Victims of identity theft

Statistics from the Federal Trade Commission reveal that in 2006, the Illinois identity theft rate was 78.6 victims per 100,000 persons, making the state 12th in the nation with 10,080 identity theft complaints.

The most frequent types of identity theft reported to the FTC by Illinois victims in 2006 were credit card fraud at the rate of 25 percent, phone and utility fraud at 19 percent, and checking/savings/electronic fund transfers fraud at 14 percent.

Table A indicates the percentages state and national identity theft fraud by type.

Table A
State and national percentages of types of identity theft, 2006*

<i>Type of fraud</i>	<i>Illinois percentage</i>	<i>National percentage</i>
Credit card fraud	25%	25%
Phone or utilities fraud	19%	16%
Bank fraud	14%	16%
Employment related fraud	13%	14%
Government documents or benefits fraud	11%	10%
Loan fraud	6%	5%
Other identity theft	22%	24%

*Percentages may not equal 100% due to rounding and incidents fitting into more than one category.

Challenges for law enforcement

Law enforcement faces many challenges from identity theft. It is difficult and time consuming to investigate identity theft because perpetrators may steal multiple identities and travel across state lines leaving a trail of victims. Identity theft rings target different areas of a community and move quickly and frequently to evade apprehension. Law enforcement resources must also deal with the threat of terrorism as it relates to identity theft, since terrorists have been known to use fake documentation to access and reconnoiter areas they intend as future targets.

Government, law enforcement, and the business community continually combat identity theft in its many forms through enforcement, public awareness, citizen outreach and education, and criminal justice system training. More resources should be allocated to investigate and prosecute perpetrators, to develop prevention measures, and to make key identification documents and information less susceptible to being counterfeited and used fraudulently.

The courts

Introduction

Under the Illinois and U.S. constitutions and state and federal statutes, courts resolve disputes, interpret the law, and apply sanctions to lawbreakers. Courts are the final arbiters of the rules by which society is governed.

Criminal courts are based on an adversarial system in which representatives of the state (the state's attorney) and representatives of the accused (the defense attorney) argue the facts of a case before an impartial party, either a judge or jury. A criminal case is brought to trial after a state's attorney has decided that evidence collected by law enforcement officials warrants that charges be brought against a suspect, who from then on is referred to as the defendant.

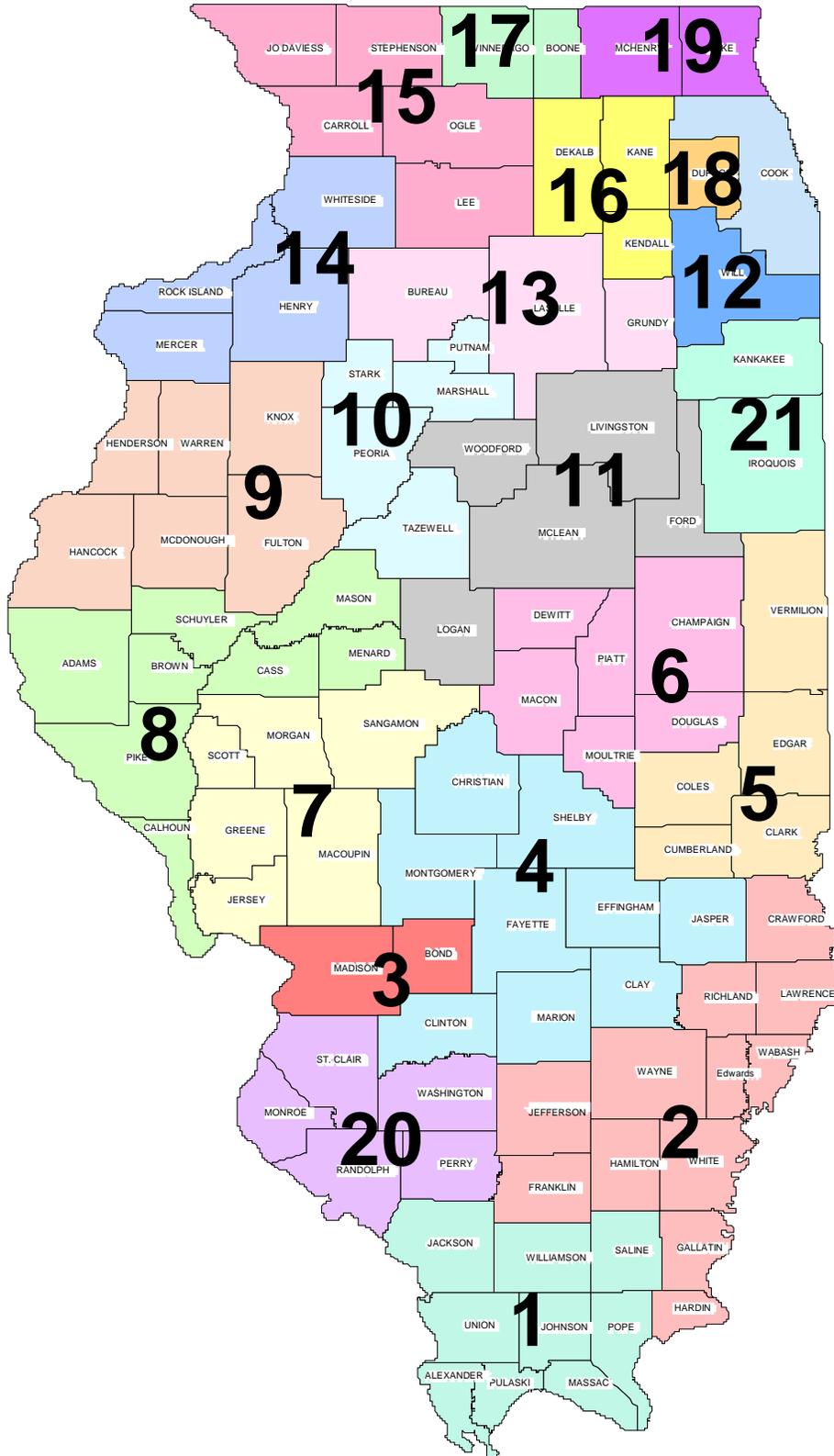
Beyond being a fair and impartial arena for resolving conflict, courts function as a final decision maker and answer the following questions: Should the defendant be granted release on bond? If so, what bond conditions and amount should be set? Does probable cause exist to move further with the criminal matter? Has evidence been presented which shows guilt beyond reasonable doubt? If a court or jury has handed down a conviction of guilt, what sentence should be imposed? Illinois courts also have post-trial duties, including community supervision of offenders on probation.

In 1964, Illinois became the first state in the nation to adopt a unified court system – a uniform statewide structure overseen by a single centralized administering and rule-making agency. Prior to 1964, Illinois had a variety of courts in place at the local level, including circuit, justice-of-the-peace, and police magistrate courts. With the unification, all but the circuit courts were eliminated.

The Illinois criminal court system has three tiers: trial, or circuit, courts, the Illinois Appellate Court, and the Illinois Supreme Court. The majority of all criminal matters, both misdemeanor and felony, are heard and resolved in circuit courts. The circuit courts review the facts of a case and render a disposition on the defendant. The Illinois Appellate Court is a single intermediate court of appeals. The Illinois Supreme Court has either original or appellate jurisdiction, depending on the case.

Each Illinois county has at least one trial court organized within 22 judicial circuits statewide (*Map 1*).¹ These circuits can contain as many as 12 counties. Cook, DuPage, and Will each make up a single judicial circuit (Cook County does not have a circuit number).

Map 1
Map of judicial circuits in Illinois



State's attorneys

State's attorneys are the most visible criminal prosecutors in Illinois. Each county is served by a state's attorney, who is elected by the people of that county to a four-year term. They are empowered to commence and carry out all civil and criminal prosecutions in their counties. They also defend all actions and proceedings brought against their county or against county or state officers employed within the county. In addition, they are required to assist the attorney general when needed and to assist in appeals cases originating from their county.

The size and complexity of state's attorneys' offices vary considerably, and reflect the needs and available resources of each county. In large or densely populated counties, the state's attorney's office usually includes both the elected state's attorney and a staff of assistant prosecutors, investigators, and support personnel. In small, rural counties, the state's attorney often performs all prosecutorial functions with little or no assistance.

All state's attorneys perform the same basic functions in criminal cases: initial screening of charges, investigating and preparing cases, filing formal charges in court, coordinating the participation of witnesses and victims, negotiating pleas, participating in jury selection, administering pretrial and trial procedures, and making sentencing recommendations. State's attorneys, at their discretion, also handle criminal appeals. State's attorneys have wide discretion in deciding whether to seek indictments, file charges, or reduce charges in cases presented to them. Additionally, state's attorneys establish administrative policies and procedures that best serve, using available resources, the needs of their counties.

Public defenders

In Illinois, public defenders are appointed by the chief judge of the circuit court of the county in which they work. One exception to this is the appointment of the Cook County public defender, which is selected by the county board. In large counties, the public defender may be a full-time appointee with a large staff of attorneys. In smaller counties, the public defender may be the only public defense attorney in the county, and may work only part-time. In some counties, the circuit court contracts with private attorneys to provide public defense, either through long-term counteracts or on a case-by-case basis.

Illinois counties with 35,000 or more inhabitants are required to have a public defender's office. Counties with fewer than 35,000 people are not required to create this office but may do so if approved by the county board. Any two or more adjoining counties within the same judicial circuit may, by joint resolution of their county boards, create a common public defender's office.

Public defense attorneys provide representation to indigent clients at juvenile and adult circuit court hearings, while the clients are in police custody, and at post-conviction hearings, including appeals. Although these responsibilities generally apply to public defenders throughout the state, the point at which public defenders enter criminal proceedings differs depending on county and available resources.

Sentencing

With every guilty verdict, a sentence is imposed. In most cases, a judge imposes the sentence at a subsequent sentencing hearing. While many factors may influence the sentence imposed by the court, including public sentiment regarding the role of punishment and availability of alternative sentencing options, the most influential are severity of the crime and defendant's criminal history.

In Illinois, felony and misdemeanor offenses are classified by degree of severity. In order of decreasing severity, these classifications are first degree murder; Class X felonies; Class 1, 2, 3, and 4 felonies; and Class A, B and C misdemeanors. State legislation mandates imprisonment for certain offenses, including all first degree murder cases where the death penalty is not imposed, almost all Class X offenses, and certain Class 1 and 2 felonies.² Probation or conditional discharge may be imposed for other offenses unless imprisonment is necessary to preserve public safety (730 ILCS 5/5-5-3). Misdemeanor incarceration sentences may not exceed one year.

Sentencing options

Under Illinois law, courts have several sentencing options. Depending on the offense, these options may be used singularly or in combination (730 ILCS 5/5-5-3) (*Table 3*).

Table 3	
Illinois sentencing options	
<i>Community-based sanctions</i>	
<ul style="list-style-type: none">• Intensive probation supervision• Home confinement/electronic monitoring• Conditional discharge• Probation (maximum, medium, or minimum supervision)<ul style="list-style-type: none">• Restitution to victims• Public/community service• Random drug testing• Mandatory treatment• Orders of protection• Specialized caseloads (DUI program, sex offender, other)• Supervision fees (conditional discharge, court supervision)• Fine/costs	
<i>Incarceration</i>	
<ul style="list-style-type: none">• Prison/jail• Impact incarceration (boot camps)• Periodic imprisonment/work release	
<i>Death penalty</i>	

Probation

Probation is the most frequently used sentencing option in Illinois, as well as throughout the United States. People sentenced to probation are released into the community under prescribed court-ordered conditions, always including supervision by a probation officer. The Administrative Office of the Illinois Courts Probation Division oversees and develops probation programs operated at the county level. Probation officers are employees of the individual circuit courts.

As with a prison sentence, probation sentence lengths vary but must fall within a statutorily defined range. While on probation, the offender must meet all court-ordered conditions without committing any new criminal offenses. If the court finds that an offender has violated terms of probation, the probation sentence may be revoked and replaced with imprisonment or other sentencing options.

Conditional discharge

Conditional discharge allows an offender to return to the community after sentencing (730 ILCS 5/5-1-4). A conditional discharge sentence is usually imposed when the court believes the offense was not severe enough to warrant probation. Possible conditions and consequences of conditional discharge sentences are the same as those of normal probation. Despite its name, the individual is not discharged at the conclusion of the sentence and the conviction remains in the individual's criminal history.

Periodic imprisonment

Periodic imprisonment is more punitive than probation and may be applied to all offenses except first degree murder, and Class X and Class 1 felonies. Periodic imprisonment often is used in combination with probation. It requires the offender to report to a correctional facility, usually a county jail, for a portion of every day or for a designated number of days during the week. Periodic imprisonment enables offenders to remain employed or in school while serving their sentences.

Incarceration

Incarceration is confinement in a county jail or a state correctional facility. Illinois' determinate sentencing structure and truth-in-sentencing laws define the sentence range that convicted offenders must serve in jail or prison, based on the type of offense. The maximum penalty for a misdemeanor conviction is a sentence of incarceration in a county jail for no more than 364 days.

Repair of criminal damage to property

As a part of their sentence, offenders may be sentenced to clean up or make repairs to any properties that were damaged or destroyed during the commission of a crime (730 ILCS 5/5-5-3 (b) (5)).

Fines

Fines are often used in combination with other sentences. State law establishes the maximum amount the court can order an offender to pay, and the fine must be used in combination with another sentence when the offense is a felony (730 ILCS 5/5-9-1). Fines are often used to recoup some of the costs of processing a defendant through the court system.

Restitution

When restitution is ordered by the court, the offender is usually required to pay the victim for physical or monetary loss incurred as the result of the offender's criminal act, or to provide services in lieu of money. State law mandates that the courts must order restitution in all cases where there is a bodily injury or damage to property (730 ILCS 5/5-5-6). Like fines, restitution is often used in combination with another type of sentence, such as probation. However, neither restitution nor a fine can be the sole disposition for a felony conviction (730 ILCS 5/5-5/3 (b)).

Other conditions and options

Beyond these sentencing options, statutes also permit judges to place additional conditions on offenders as a part of their sentences. In most cases these conditions include mandatory drug testing, completion of a drug treatment program, or completion of a set number of community service hours. Another option is house arrest, wherein an offender is released into the community with severe restrictions on his or her mobility. In most cases house arrest subjects must remain within their residence at all times. Courts will allow offenders time outside their residences under specific circumstances, such as for employment, education, medical services, or substance abuse treatment. House arrest predominately employs electronic monitoring devices, usually a band worn around an offender's ankle. The anklet signals a law enforcement officer when an offender has violated their allowed radius of movement. House arrest and electronic monitoring are often used in combination as a condition of probation or conditional discharge.

Organization of probation departments

Probation systems in the United States differ according to the branch of government under which they operate (executive or judicial) and the level of government under which they operate (state or local). The Illinois probation system is operated by the courts—the judicial branch—rather than by an intergovernmental commission, which is part of the executive branch. Probation supervision is administered locally by individual departments. The Administrative Office of the Illinois Courts Probation Division oversees provision of statewide probation services.

The administration of each probation department in Illinois varies according to the needs and resources of each county or circuit. Most Illinois counties have a single probation department that oversees all criminal supervision caseloads, including probation, conditional discharge, and court supervision.³ The Circuit Court of Cook County, however, has separate departments for supervising individuals sentenced to probation and those sentenced to conditional discharge or court supervision. Offenders sentenced to probation are overseen by the Cook County Adult

Probation Department, while those sentenced to conditional discharge or court supervision are supervised by the Cook County Social Service Department.

Several Illinois counties operate various specialized probation programs to meet caseload and programming needs, including intensive probation supervision (IPS) and specialized DUI caseload probation programs. IPS provides a dispositional alternative to incarceration, allowing the court to place certain types of felony offenders into a highly structured community supervision program. Conditions of IPS may include increased probation office appointments, electronic home monitoring, remote breath analysis, and unannounced home visits, all in order to ensure that the offender is maintaining a crime-free lifestyle. The specialized DUI supervision program targets DUI offenders who have been identified by probation officers as high risk for repeating the offense.

Court trends

The Administrative Office of the Illinois Courts (AOIC) provided most of the data presented in this chapter in annual reports, and statistical reports and summaries.

Probation caseload data are supplemented with more detailed information on the characteristics of adult and juvenile probationers that was compiled in the 2000 Illinois Probation Outcome Study. Conducted by AOIC, the Authority, and local probation departments, the study collected detailed data for 3,364 adult and 821 juvenile probationers discharged November 2000.

Adult court activity in Illinois

Although Illinois has one of the better court reporting systems in the country, AOIC only collects aggregate data on court filings, dispositions, and probation caseloads. Statewide data on court filings, dispositions, and convictions by offense type are not available.

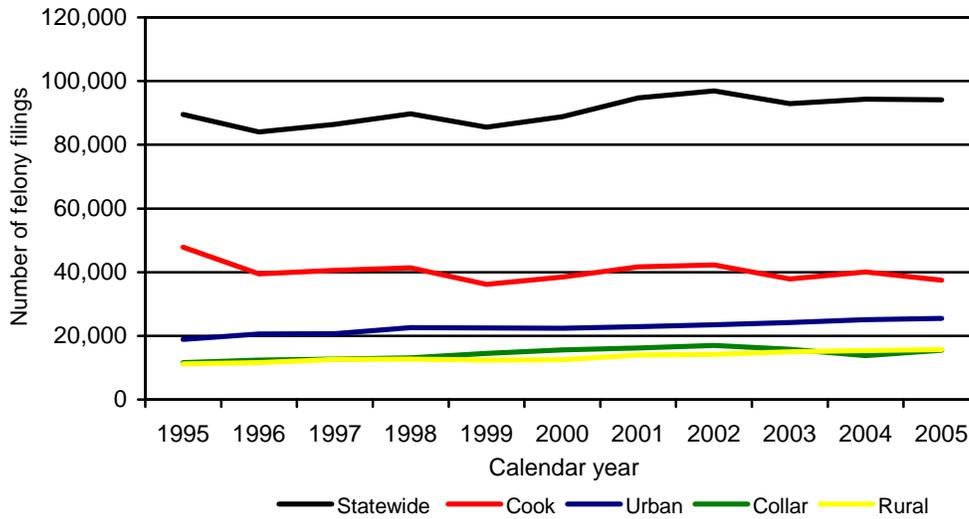
Misdemeanor and felony filings

The Administrative Office of the Illinois Courts reports data on criminal court cases in two categories: misdemeanors and felonies. After screening a case and determining that it warrants further action, the state's attorney must file formal charges in court. Misdemeanor cases are less serious than felonies and are punishable by probation sentence of two years or less and less than one year of incarceration. Felony cases, on the other hand, are more serious. Sentences may include a probation term of up to four years and incarceration for more than one year. Reporting practices differ across time and across counties by number of filings. For example, when two or more defendants are involved in a single case, some state's attorneys file a single case charging all suspects, while others file a separate case for each individual.

In 2005, felony and misdemeanor filings accounted for 11 percent of all cases filed in Illinois courts (criminal, civil, traffic, family, and other). In 2005, felony and misdemeanor filings accounted for 16 percent of all cases filed in Cook County, 9 percent of all cases filed in urban and rural counties, and 5 percent of all cases filed in collar counties.

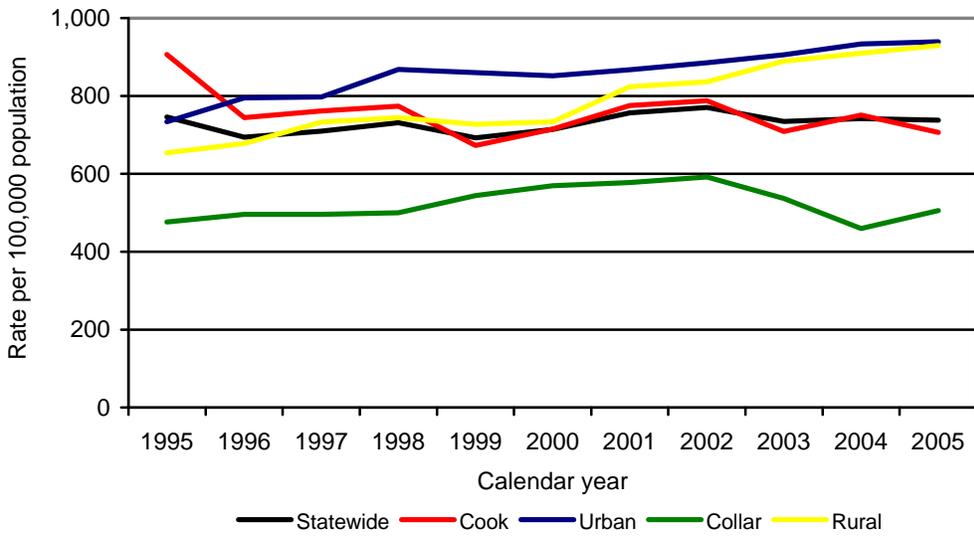
Between 1995 and 2005, the number of felony filings in Illinois increased 5 percent, from 89,565 to 94,125 (*Figure 42*). In 2005, felony filings increased by about 34 percent in urban and collar counties and by 40 percent in rural counties. In Cook County, felony filings decreased 22 percent, from 47,880 in 1995 to 37,474 in 2005.

Figure 42
Felony court filings in Illinois, 1995-2005



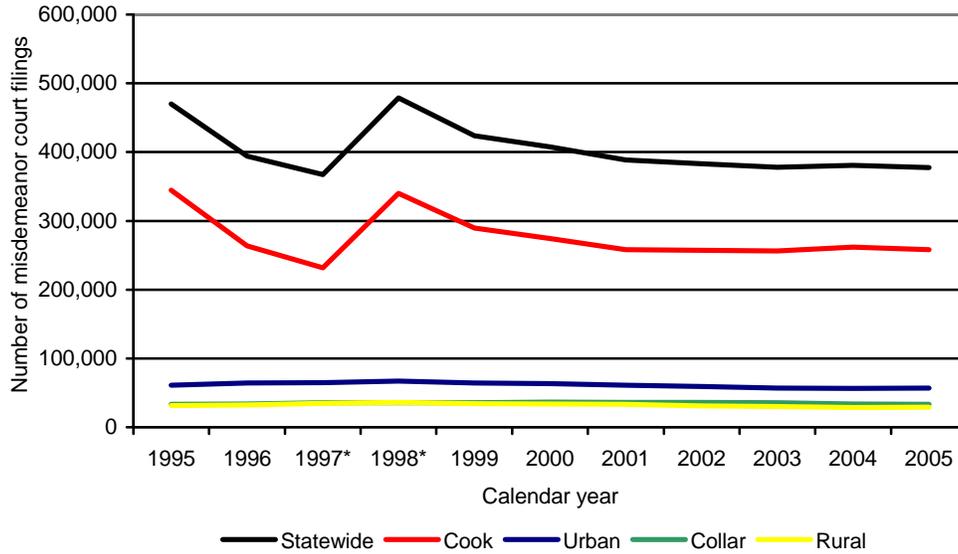
Between 1995 and 2005, the felony filing rate in Illinois decreased slightly from 746 cases to 737 cases per 100,000 persons (*Figure 43*). While the rate increased 6 percent in collar counties, 28 percent in urban counties, and 42 percent in rural counties, Cook County reported a decrease of 22 percent in the felony filing rate. The rural county rate increased from 654 to 930 cases per 100,000 population from 1995 to 2005.

Figure 43
Felony court filing rates in Illinois, 1995-2005



Misdemeanor filings decreased 20 percent statewide, from 469,966 in 1995 to 377,711 in 2005. The number of misdemeanor filings decreased by 7 percent in both urban and rural counties, and by 25 percent in Cook County. Collar counties experienced a 1 percent increase (Figure 44).

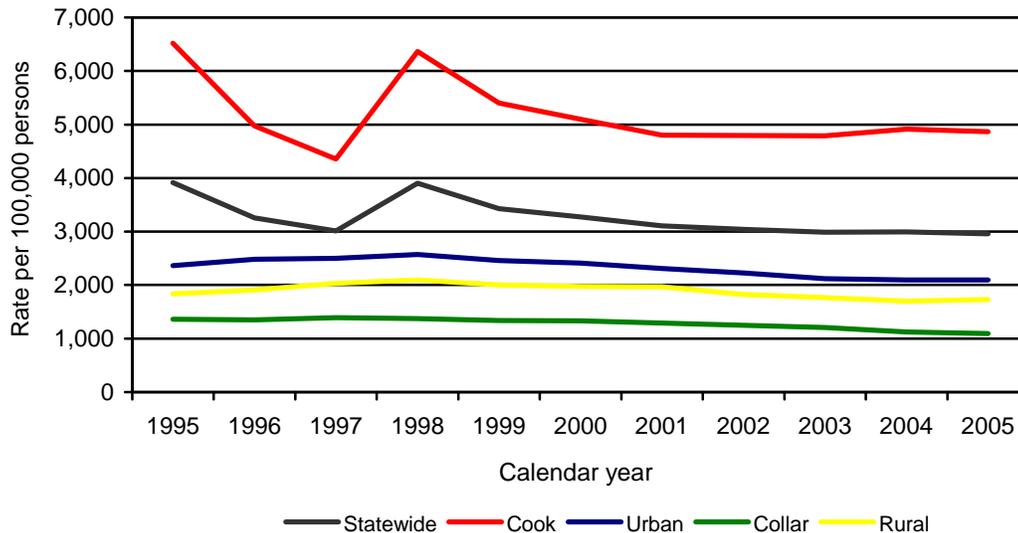
Figure 44
Misdemeanor court filings in Illinois, 1995-2005



*Source: Cook County Court Services

Between 1995 and 2005, the misdemeanor filing rate in Illinois decreased 24 percent, from 3,914 cases to 2,959 cases per 100,000 persons. Cook County reported the largest decrease with 25 percent, followed by decreases of 20 percent in the collar counties, 11 percent in urban counties and 6 percent in the rural counties (*Figure 45*).

Figure 45
Misdemeanor court filing rates in Illinois, 1995-2005

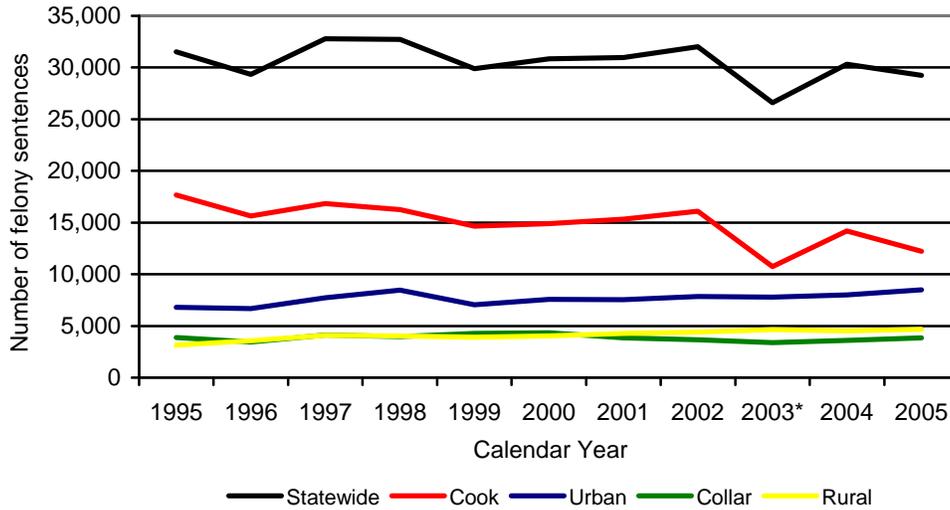


Possible penalties for a felony offense include prison incarceration, probation, and conditional discharge, the latter two of which may include periodic imprisonment or home confinement. A number of factors influence the type and length of sentence imposed on convicted felons, including the severity of the crime, the offender’s criminal and social history, safety of the community, and legislation affecting certain types of offenses. Some types of convictions require a prison sentence by state statute.

Between 1995 and 2005 the number of felony offenders sentenced in Illinois increased 5 percent, from 59,889 to 63,069. The number of felony offenders sentenced increased 47 percent in urban counties and 15 percent in collar counties. In rural counties, the number of felony offenders sentenced increased 59 percent, from 6,043 to 9,597. Cook County showed an 18 percent drop in felony offender sentences, from 35,917 in 1995 to 29,291 in 2005.

The number of convicted felons sentenced to probation during this period decreased 7 percent statewide (*Figure 46*). Cook County experienced the largest decrease at 31 percent, from 17,680 in 1995 to 12,206 in 2005. Collar counties reported a slight decrease from 3,874 to 3,849 during the same time period. The number of felons sentenced to probation increased by 25 percent in urban counties and by 49 percent in rural counties.

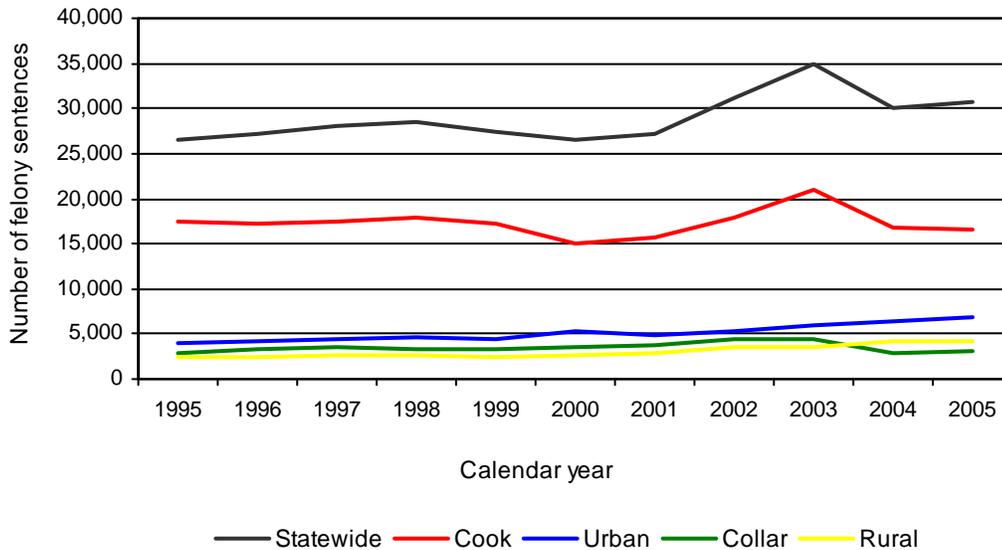
Figure 46
Felony sentences to probation, 1995-2005



*Source: Cook County Court Services

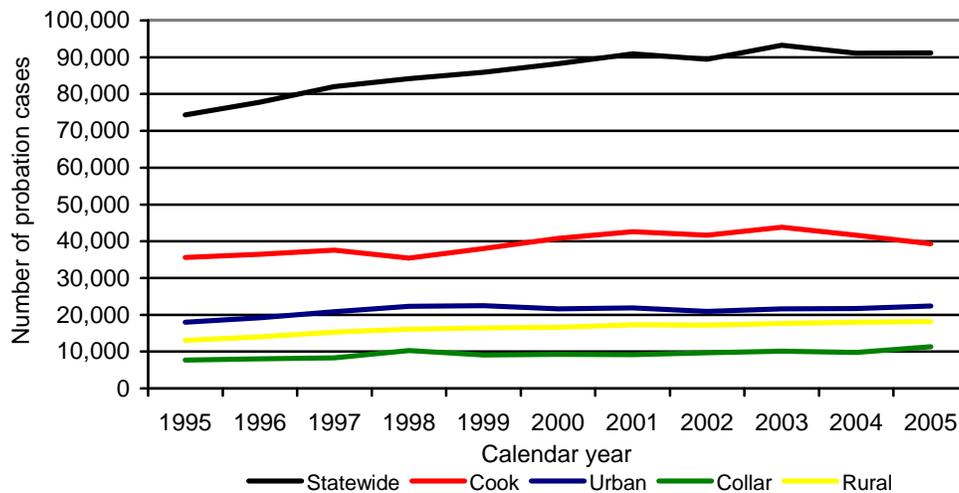
The number of convicted felons sentenced to IDOC increased 15 percent statewide between 1995 and 2005. Urban and rural counties saw the largest increase at about 70 percent each, with urban counties rising from 4,018 to 6,831 and rural counties jumping from 2,427 to 4,103. Collar counties saw a 14 percent increase in felons sentenced, from 2,780 to 3,170. Cook County experienced a 4 percent decrease, from 17,377 in 1995 to 16,617 in 2005 (*Figure 47*).

Figure 47
Felony sentences to IDOC, 1995-2005



Between Dec. 31, 1995, and Dec. 31, 2005, the number of active adult probation cases in Illinois increased by 23 percent, from 74,349 to 91,186 (*Figure 48*). Active adult probation cases in Cook County increased 10 percent, from 35,602 to 39,293, while urban cases increased 25 percent, collar county cases increased 47 percent, and rural county cases increased 39 percent. In 2005, felony offenders accounted for 65 percent of the state’s active adult probation caseload, 92 percent of the Cook County caseload, 57 percent of urban county caseloads, 58 percent of collar county caseloads, and 46 percent of rural county caseloads.

Figure 48
Total active adult probation cases in Illinois, 1995-2005



The active adult probation caseload rate in Illinois increased 14 percent between 1995 and 2005, from 626 to 714 cases per 100,000 persons. Rate increases also were seen in Cook, urban, collar, and rural counties. Rural counties experienced the greatest increase, at 41 percent, from 765 to 1076 cases per 100,000 persons. Cook County’s adult probation caseload rate increased 8 percent, from 686 to 741 cases per 100,000 persons.

Courts and court services needs assessment survey

A 2005 statewide needs assessment was coordinated by the Authority, with a survey of 1,561 criminal and juvenile justice professionals. Court clerks, public defenders, state’s attorneys, judges, and probation officers were among those surveyed. Respondents were asked to identify major workload contributors, worsening problems in their fields, and alternative strategies for reducing drug use and violence.

Twenty-two percent of the court clerks who responded said specialized drug, mental health and domestic violence courts and arbitration services had been established in their counties. Major workload contributors for clerks were traffic, criminal, small claims, and civil cases. Clerks selected illicit drug dealing, drug and alcohol use, and juvenile crime as worsening problems.

In state fiscal year 2004, public defenders handled an average of 374 cases per attorney. Major workload contributors were drug possession, drug sale, domestic violence, and juvenile cases.

Many said plea bargaining, the issuance of too many charges by law enforcement, and mandatory sentencing also added to their workloads. Fifty-seven percent called for major improvements in mental health treatment, and 53 percent advocated improvements in each of three areas: community services, drug treatment, and sex offender treatment. Fifty-nine percent of public defenders called for improving the timeliness of DNA processing and 54 percent wanted more timeliness in drug processing. Public defenders also cited increased education and employment opportunities, youth prevention programs, drug treatment, and offender monitoring as strategies for reducing drug use and violence.

State's attorneys handled an average caseload of 1,047 cases in state fiscal year 2004. The bulk of state's attorneys' workloads included cases involving driving while intoxicated, domestic violence, and drug possession. Plea bargains and jury trials also contributed to their workloads.

Both state's attorneys and public defenders reported that heavy workloads caused increases in the use of plea bargaining. Fifty-three percent of state's attorneys said DNA processing needed to improve and 43 percent said drug processing needed improvement. More than half noted that electronic filing also needed enhancement.

Many state's attorney offices operated specialized units, with 27 percent reporting operation of juvenile crimes units and 26 percent reporting operation of domestic violence units. Most state's attorney offices also employed victim/witness assistance staff. Fifty-three percent of state's attorneys called for mental health treatment as a diversionary or sentencing alternative and 48 percent wanted drug treatment as an alternative.

The five judges responding to the survey rated domestic violence, juvenile crime, and violence against women as areas that showed improvement, but they stressed the need for major increases in numbers of public defenders, translators, and interpreters. Day reporting centers, balanced and restorative justice, and short-term community incarceration were diversionary or sentencing alternatives identified as needing development, while fine collection procedures and evidence-based probation services were noted as court management procedures needing development.

Probation officers indicated that for state fiscal year 2004, the average number of probationers under supervision per department was 1,276, while the average number of probation officers per department was 26. The average number of individuals under pre-trial supervision was 165. Officers indicated responsibilities contributing to their workload included offender supervision, intake, pre-sentence investigations, urine collection, and community services. Officers recommended more drug treatment and youth prevention programs to reduce drug use and violence. They cited identity theft, drug and alcohol use, and drug dealing as worsening problems.

Conclusion

The following are conclusions from the data on court filings and probation caseloads.

- In 2005, felony and misdemeanor filings accounted for 11 percent of all cases filed in Illinois courts (criminal, civil, traffic, family, and other).
- In 2005, felony filings increased by about 34 percent in urban and collar counties and by 40 percent in rural counties. In Cook County, felony filings decreased 22 percent, while misdemeanor filings decreased 20 percent statewide.
- Between 1995 and 2005 the number of felony offenders sentenced in Illinois increased 5 percent, from 59,889 to 63,069.
- The number of convicted felons sentenced to probation during this period decreased 7 percent statewide, with Cook County experiencing the largest decrease at 31 percent.
- Between Dec. 31, 1995, and Dec. 31, 2005, the number of active adult probation cases in Illinois increased by 23 percent, from 74,349 to 91,186.
- In 2005, felony offenders accounted for 65 percent of the state's active adult probation caseload, 92 percent of the Cook County caseload, 57 percent of urban county caseloads, 58 percent of collar county caseloads, and 46 percent of rural county caseloads.

Notes

¹ Illinois has 21 numbered judicial circuits and the Circuit Court of Cook County.

² Under certain circumstances, a defendant who has been convicted of a criminal sexual assault, but who is a family member of the victim, may be sentenced to probation (730 ILCS 5/5-5-3(e)).

³ Supervision is a disposition of conditional and revocable release without probationary supervision, but under such conditions that reporting requirements may be imposed by the court. Upon successful completion of the supervision period, the defendant is discharged and a judgment dismissing the charge is entered (730 ILCS 5/5-1-21).

Special issue

Specialized courts

Community courts

Community members have an important role to play in helping the justice system identify, prioritize, and solve local problems. Community courts allow victims and residents accessibility to and participation in the justice process. These courts are located in more than 20 communities in the United States and vary according to each community's needs. Because of the increased participation of community members in the justice process inherent in this model, community courts can facilitate improved understanding of local problems and resolve local disputes before a crime even occurs. Community courthouses are designed to be accessible and less intimidating to all parties, housing courtrooms, social services agencies, and public meeting rooms in one location.^a These courts work with community residents, businesses, and social service agencies to organize community service projects and provide on-site services, which can include drug treatment, mental health counseling, and job training.

Drug courts

Drug courts provide addicted defendants with drug treatment as an alternative to incarceration. These courts channel non-violent, drug-addicted defendants into highly structured and closely monitored drug treatment programs. The target population of Illinois drug courts is substance abusers of alcohol or other drugs who are charged with a misdemeanor or felony and who meet the U.S. Department of Justice Violent Offender Prohibition Protocol. Other program criteria include if the offender shows a willingness to participate in a treatment program, does not have any mental health issues or physical health issues which would preclude involvement in an intensive treatment program, and if the offender has not previously been admitted to a drug court program.

Drug court participants commit to treatment and counseling, agree to abide by the rules of the drug court program, face frequent and random drug testing, and participate in regular court appearances. Charges against defendants who complete all the requirements of the program before trial or adjudication may be dropped. Sentences may also be reduced or eliminated if the defendant entered drug court after pleading guilty to one or more offenses.

Drug courts operate in 21 Illinois counties.

Mental health courts

While there is no accepted definition, mental health courts are local initiatives that have adopted the drug court model and focus initially on offenders diagnosed with both substance abuse and mental illness. These courts help obtain mental health treatment for individuals accused of crimes and who are mentally ill. Some mental health courts use court authority to impose treatment compliance as a condition of bail or release from jail. Failure to comply may result in sanctions being imposed, up to and including incarceration.

^aFeinblatt, John and Greg Berman, *Community Court Principles: A Guide for Planners*, Washington, DC: U.S. Department of Justice, Bureau of Justice Assistance, 1997: 3-6.

Special issue

Forensic DNA evidence

One of the best crime-solving tools of the 21st century, DNA, or deoxyribonucleic acid, represents the intersection of science and criminal justice. Forensic DNA evidence has the ability to solve criminal cases—and even prevent future crime—but the use of DNA to identify and convict criminal offenders is relatively new.

DNA, the fundamental building block for an individual's entire genetic makeup, is the same in every cell and is unique to each individual, except in the case of identical twins, who share identical DNA. Biological samples that contain DNA include blood, skin, semen, hair, and saliva, all of which constitute crime scene evidence. Because of DNA's uniqueness to individuals, DNA testing is a valuable criminal justice tool that can both identify and rule out criminal suspects.

Crime scene DNA collection

Law enforcement officers are responsible for collecting forensic DNA evidence at crime scenes. The first responding officer must secure the crime scene, identify potential evidence, and preserve that evidence. This task can be challenging because potential evidence containing DNA may not always be visible.

The 2003 National Forensic DNA Study Report revealed that many law enforcement agencies continue to misunderstand the potential benefits of DNA testing. Law enforcement agencies may regard DNA as a tool for prosecution rather than investigation, but prosecutors can use DNA evidence to identify a defendant, as well as to corroborate or challenge testimony and validate or refute evidence.

Convicted offender DNA collection

All convicted felony offenders, including juveniles, have been required to submit DNA samples in Illinois since 2002. At the time of booking, buccal swabs are used to scrape the inside of the cheek and collect DNA. Convicted offender samples are then submitted to a national database. In 2005, Illinois State Police labs received 60,375 DNA samples of convicted offenders and analyzed 108,928.

Victim DNA collection

Victim service providers, crime scene technicians, nurse examiners, and other medical personnel are expected to know how to identify, collect, transport, and store DNA evidence taken from sexual assault victims. Sexual assault nurse examiners complete training on conducting forensic and physical examinations and completing the Illinois State Police Sexual Assault Evidence Collection Kit.

Missing persons DNA collection

To potentially identify missing persons, DNA recovered from biological remains is compared to DNA originating from a victim or the victim's relatives. The victim's DNA can be taken from medical specimens or personal items such as a toothbrush or hairbrush. Blood-related relatives also may provide comparison samples.

Forensic DNA testing

Forensic DNA test results can be interpreted as inclusive, exclusive, or inconclusive. When the DNA profile of a victim or suspect is consistent with the DNA profile from a crime scene, the person is included as a possible source of evidence. If no suspect exists, the samples are entered into CODIS, the national database, and may produce a hit. When a DNA profile of a victim or suspect is inconsistent with DNA taken at the crime scene, an individual can be excluded as the donor of the evidence. Exclusion does not always imply innocence. Results are inconclusive when testing can neither include nor exclude an individual as the source of biological evidence. Insufficient quality or quantity of DNA can cause inconclusive results.

DNA evidence neither eliminates the need for traditional investigation techniques nor guarantees an arrest or subsequent conviction. Many crime scenes have little or no DNA evidence. DNA evidence cannot show when a perpetrator was at a crime scene or for how long. In addition, legitimate reasons may exist for a person's DNA to be at a crime scene. Findings are interpreted in the context of other evidence in the case.

Post-conviction DNA testing

Forensic DNA also may exonerate an innocent individual. Typically, defense attorneys screen cases to determine whether DNA testing could help exonerate their clients. After consulting with the defense, the prosecutor decides if it is appropriate to notify the victim or victim's family of the re-opening of a case. If warranted, a judge can order old evidence tested, in addition to ordering DNA samples from relatives or third parties. If results are favorable to the inmate and no alternative explanation exists, the judge may grant a request to vacate the conviction.

In the United States, 180 individuals have been exonerated by post-conviction DNA testing. Illinois has exonerated 20 individuals through DNA. The National Institute of Justice studied 28 cases, including five from Illinois, in which DNA helped exonerate individuals. Most were sexual assault cases from the mid-to late 1980s. These cases often relied on eyewitness identification and forensic evidence to convict. Many defendants had previous encounters with local law enforcement. In addition, these cases alleged government misconduct such as perjury, withholding evidence from the defense, and erroneous lab tests. Before exoneration, the defendants spent an average of seven years in prison.

Corrections

Introduction

The criminal justice system provides for the operation of correctional institutions at the federal, state, and local levels. The federal government operates all penitentiaries and one jail in Illinois. The Illinois Department of Corrections (IDOC) is responsible for state corrections. County jails and municipal lockups function at the local level.

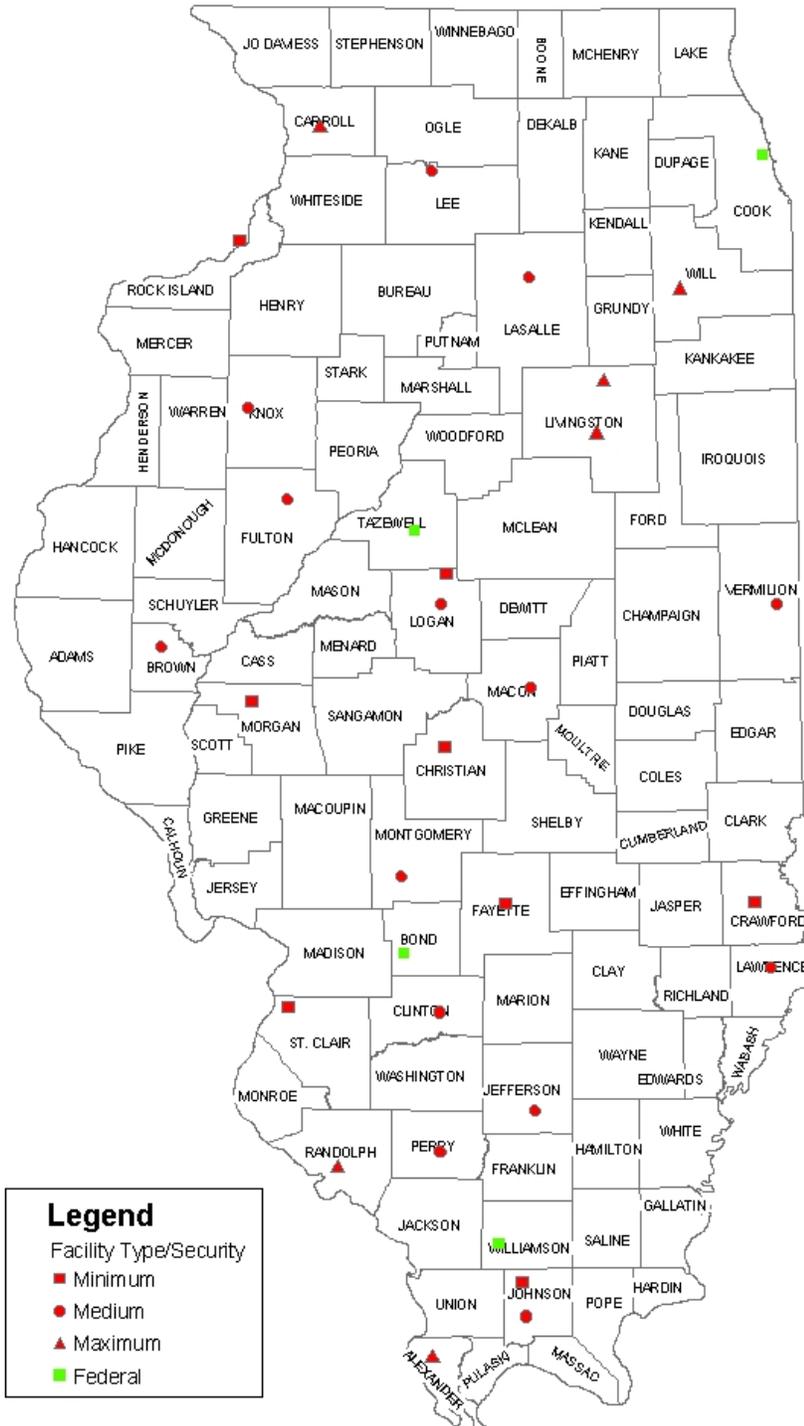
County and municipal jails in Illinois

As of June 30, 2005, 91 of the state's 102 counties operated a county jail. The Tri County Jail in Alexander County also serves Pulaski and Union counties. The remaining Brown, Cass, Cumberland, Edwards, Gallatin, Hamilton, Johnson, Pope, and Scott counties lack jail facilities and have contractual arrangements to house inmates in nearby counties.

Jails serve several needs in the criminal justice system. Most of the inmate population housed in county jails consists of detainees awaiting trial on criminal charges, including those who could not bond out due to lack of financial resources and those who were denied bond by a judge. Those sentenced to less than one year in custody contribute a smaller proportion of the population. County jails are also used to house prison transfers, convicted felons awaiting trial for new charges, and felons or misdemeanants serving a periodic imprisonment sentence, such as work or school release. Illinois stopped admitting convicted misdemeanants to IDOC state facilities in 1984.

Municipal detention centers detain individuals awaiting trial and other criminal proceedings. Both county jails and municipal lockups must adhere to standards set by state statutes. The IDOC Jail and Detention Standards Unit monitors these facilities to ensure compliance with minimum standards.

Map 2 State and federal adult correctional facilities in Illinois



Source: Illinois Department of Corrections

Corrections data

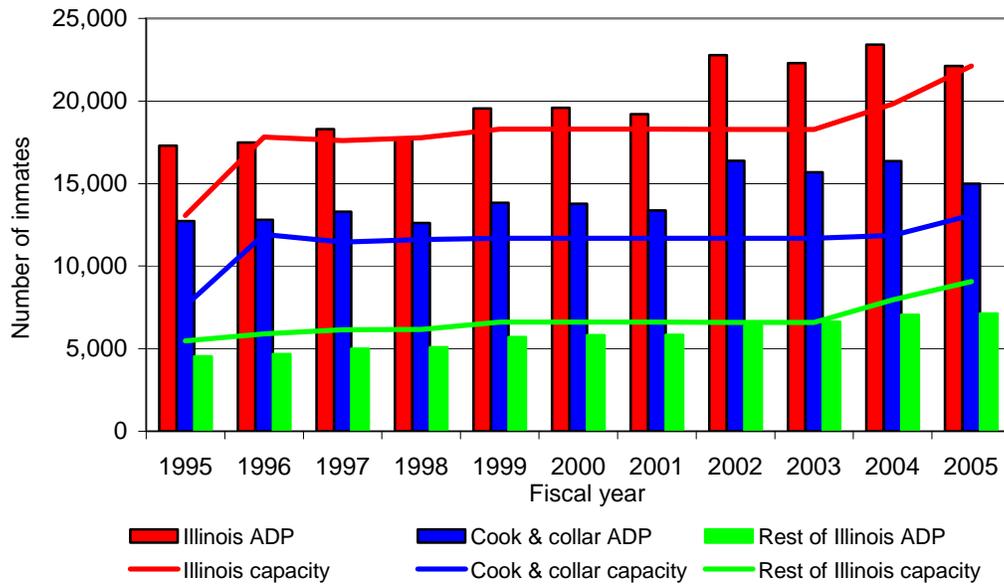
Federal corrections data was obtained by Bureau of Prisons serial reports. County jail data was gathered from fiscal year county jail population reports provided to ICJIA by the IDOC Jail and Detention Standards Unit. Illinois Department of Corrections data were gathered from IDOC statistical presentations, department data fact sheets, human service plans, quarterly reports to the legislature, and fiscal year admissions files provided. Some Illinois Department of Corrections data were unavailable for recent years. Unless specifically stated, calendar years are used.

Average daily population refers to the cumulative number of days spent incarcerated by all inmates at the facility divided by 365. Inmates who receive concurrent or consecutive multiple sentences are classified by the offense type and class carrying the longest sentence, known as the “holding offense type” and “holding offense class.” A holding offense type fits one of five categories: crimes against a person, property crimes, drug offenses, sex crimes, and other miscellaneous crimes. Holding offense classes, ranked according to maximum sentence length from longest to shortest, are Murder, Class X, Class 1, Class 2, Class 3, and Class 4.

Illinois jail population

The average daily jail population in Illinois increased from 17,283 in FY95 to 22,125 in FY05, or from 113.1 inmates per 100,000 persons to 171.5 inmates per 100,000 persons. In FY05, the average daily jail population in Illinois was at 100 percent capacity. Disaggregated data showed Cook and the collar counties to be above capacity during the period studied while others were generally below capacity.

Figure 49
Illinois county jail population and capacity, FY95-FY05



Source: Illinois Department of Corrections, Jail and Detentions Standards Unit

Cook County’s proportion of Illinois’ total jail population declined since FY95. Between FY95 and FY05, Cook County jail proportionately housed 59 percent of the state’s jail population. In FY05 that figure dropped slightly to 54 percent. In 2005 and in the 10 years prior, pretrial detainees comprised about 89 percent of the average daily Cook County jail population. On a typical day in Illinois during FY05, about 89 percent of the county jail population were pre-trial detainees.

	Bookings		Booking rate		Percent change, FY96-FY05	
	FY95	FY05	FY95	FY05	Bookings	Booking rates
Cook	87,420	104,131	1,654.6	2,856.4	19.1%	20.9%
Collar	36,063	50,339	1,477.7	1,644.7	39.6%	9.6%
Urban	103,375	135,212	4,012.8	4,986.2	30.8%	16.0%
Rural	56,190	74,890	3,289.3	4,438.5	33.3%	48.3%
Illinois	283,048	364,572	2,357.1	2,856.4	28.8%	21.2%

From FY95 to FY05, bookings (admissions) at county jails in Illinois increased by about 29 percent, while booking rates per 100,000 residents increased by 21.2 percent. Rural county booking rates rose by almost 50 percent, and collar county booking rates jumped by 9.6 percent. Rates for Cook and the collar counties were relatively low compared to other counties in Illinois.

Federal prisons in Illinois

Population data for each of the four federal corrections institutions in Illinois is from January 2008.

The United States Penitentiary in Marion is a medium security male institution with an adjacent satellite prison camp housing minimum security male convicts, at respective populations of 889 and 300.

The Federal Correctional Institution at Greenville is a medium security prison for males and has a separate minimum security female prison camp, with respective populations of 1,184 and 296.

The Federal Correctional Institution at Pekin is a medium security prison for males and has a separate minimum security work camp for females, with respective populations of 1,178 and 302.

The Metropolitan Correctional Center, a federal jail located in Chicago, is a high-rise administrative facility that had 702 inmates at the beginning of 2008. The center houses inmates of all security levels serving relatively short sentences and people awaiting trial or sentencing.

The most current data available at the beginning of 2007 show federal correctional facilities in the United States operating at an average 37 percent over their rated capacity. The federal inmate population has dramatically increased over the last few decades, from approximately 25,000 inmates and 41 institutions in 1980 to more than 193,000 inmates and 114 institutions at the beginning of 2007. By contrast, during this time period, the U.S. population increased 33 percent.¹

IDOC organization

The Illinois Department of Corrections is responsible for custody and treatment of people sent to state prisons. The Department of Corrections protects the public from criminal offenders through a system of incarceration and supervision which securely segregates offenders from society, assures offenders of their constitutional rights, and maintains programs that encourage successful community reintegration.² IDOC currently operates 28 adult correctional centers throughout the state, including three women's facilities. IDOC also operates work camps, adult transition centers, Impact Incarceration Programs, and several parole offices. On June 30, 2005, IDOC employed 13,670 people, housed 44,669 adult inmates, and supervised 33,255 adults on parole. About 74 percent of adult institution employees worked as security staff.

Inmate processing into IDOC

Offenders are transferred from county jails into IDOC through reception and classification centers. IDOC operates reception and classification centers for male inmates at Graham, Menard, and Stateville correctional centers. Stateville has one of the largest and most technologically advanced prison intake facilities in the country. Female inmates are processed at Dwight Correctional Center.

The reception and classification process typically takes a few days to complete. Offenders are assigned to an institution based on offense type, physical and mental health needs, and space and program availability.

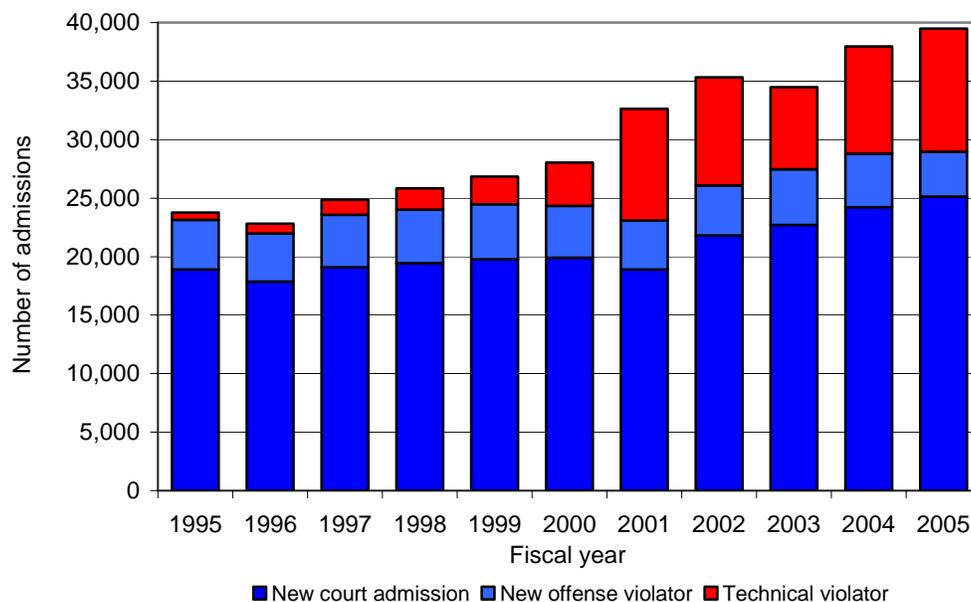
Admissions to IDOC

Admissions to IDOC can be disaggregated into three types—new court admissions, new offense violators, and technical violators.

- An individual who commits a crime and is sentenced to IDOC is considered a new court admission.
- A new offense violator admission occurs when a parolee has violated his or her parole by committing and being convicted of a new offense.
- A technical violation admission occurs when a parolee violates certain conditions of his or her supervised release.

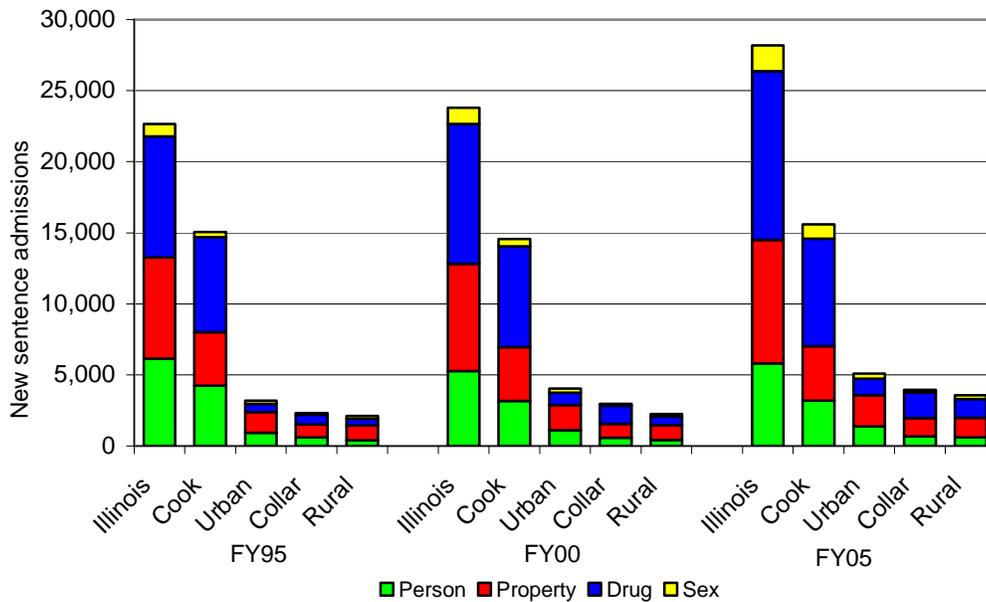
In FY05, about 64 percent of all offender admissions were the result of a new court admission, 10 percent were new offense violators, and 27 percent were technical violators. New court admissions and new offense violators are often combined into a “new offense” category. In FY95 there were 23,753 admissions to IDOC, with fewer than 3 percent of those consisting of technical violators. In FY05, there were 39,477 admissions to IDOC, with nearly 27 percent of all admissions being technical violators. Changes in admission types from FY95 to FY05 statewide are illustrated in *Figure 50*. Changes in admission offense types by region are shown in *Figure 51*.

Figure 50
IDOC admission types, FY95-FY05



Source: Illinois Department of Corrections

Figure 51
IDOC admission offense types, FY95, FY00, and FY05



Source: Illinois Department of Corrections

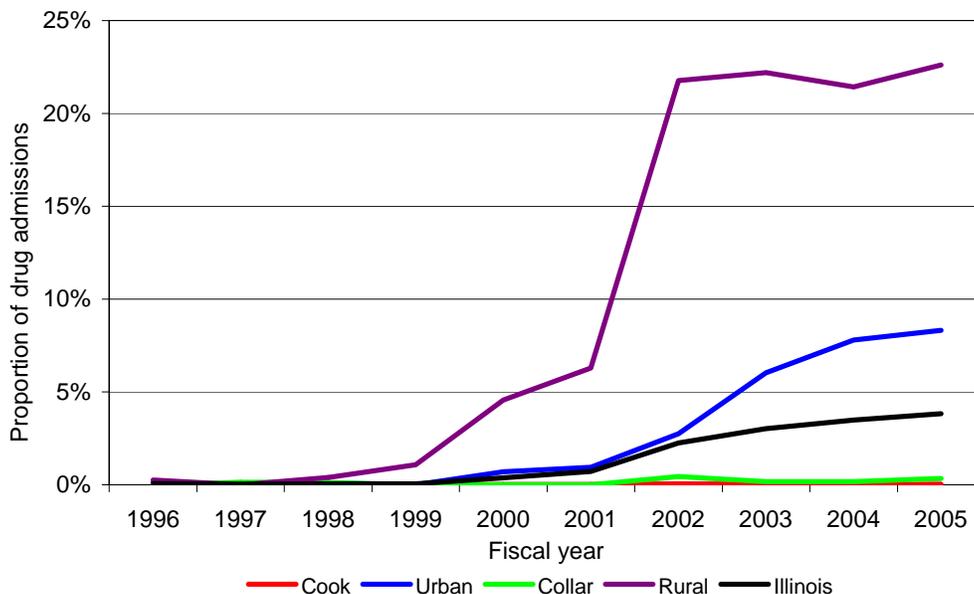
Drug offense admissions

From FY95 to FY05, new drug offense admissions from court to IDOC increased from 8,501 to 11,866 and from 37.1 percent to 41.2 percent of the total new court admissions. Although Cook County accounts for the bulk of drug offender admissions, the increase was attributed to drug admissions from other counties.

The proportion of drug offense admissions from Cook County actually dropped from 78.4 percent to 63.7 percent from FY95 to FY05. The number of new court admissions to IDOC for drug offenses from other counties more than doubled during that time period, with 1,804 admissions increasing to 4,312. At the same time, the increase in Cook County new court admissions for drug offenses was less than 1,000.

Sentences for methamphetamine-related drug offenses rose from six in FY96 to 454 in FY05, an increase from 0.1 percent to 3.8 percent of total new court admissions for a drug offense. Virtually all methamphetamine-related admissions originated outside Cook County. Rural counties in southern Illinois had the highest proportion of meth-related admissions to IDOC in FY05, totaling about 22.6 percent of all drug-related commitments (*Figure 52*).

Figure 52
Methamphetamine admissions
as a proportion of drug admissions, FY96-FY05



Source: Illinois Department of Corrections

Property offense admissions

From FY95 to FY05, new property offense admissions from court to IDOC increased slightly from 7,124 to 8,696, but decreased as a proportion from 31.1 percent to 30.2 percent of new court admissions. The relative decrease is largely due to the increase in sex offense and drug offense admissions. Cook County property offense admissions dropped from 52.9 percent in FY95 to 44.3 percent in FY05.

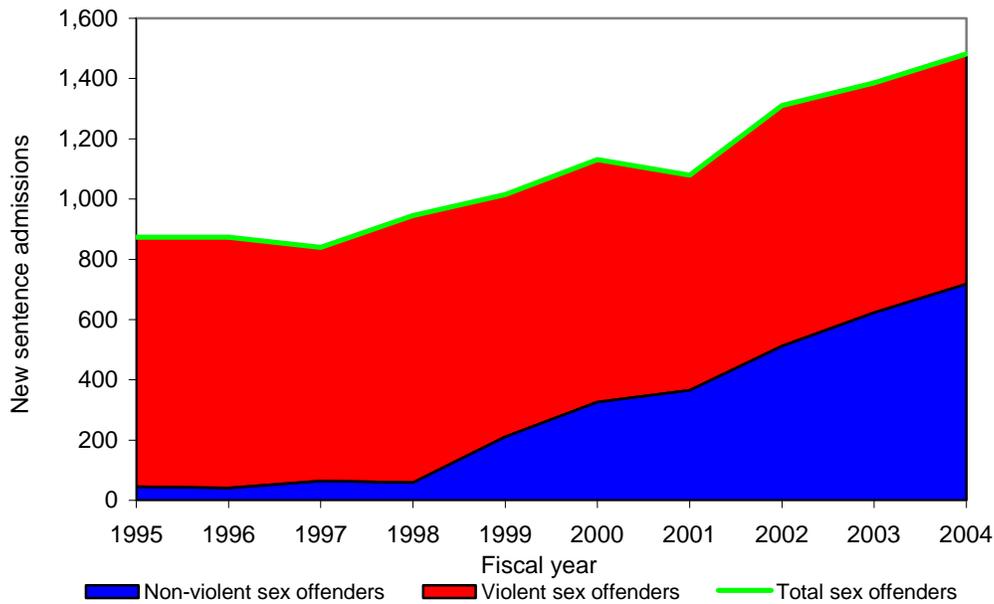
Person, violent, and sex offense admissions

Violent offenses consist of person offenses and sex assault offenses. From FY95 to FY04, IDOC experienced a decrease in the number of new court admissions for violent offenses from 6,978 to 6,690 (or from 30.4 percent to 23.3 percent of total new court admissions). Though Cook County continued to contribute the majority of violent offenders to IDOC, the majority was on the decline. In FY04, 56.7 percent of new court admissions for a violent offense were from Cook County, compared to 65.5 percent in FY95. The decrease was also seen in new court admissions for person offenses, dropping from 6,150 in FY95 to 5,807 in FY05. In FY95, 68.8 percent of new court admissions person offenses were from Cook County compared to 54.6 percent in FY05.

Calendar year data from IDOC show that sex offense admissions to IDOC more than doubled from 1995 to 2005. There were 1,819 new court admissions for a sex offense to IDOC in 2005, compared with 873 in 1995. The largest regional increase stemmed from Cook County, which

was responsible for 56 percent of all sex offense admissions, up from 41 percent in 1995. The increasing use of incarceration for nonviolent sex offenders is largely the cause of this increase. Fiscal year data through FY04 in *Figure 53* show this trend. In FY95, nonviolent sex offenders made up 5.2 percent of new court admissions for all sex offenses, increasing to 48.4 percent of all sex offense admissions in FY04. The number of new court admissions to IDOC for violent sex offenses decreased from 828 in FY95 to 764 in FY04 (*Figure 53*). However, these nonviolent sex offender admissions can be the result of a previously violent sex offender not complying with sex offender registries and statutes.

Figure 53
IDOC sex offense admission comparison, FY95–FY04

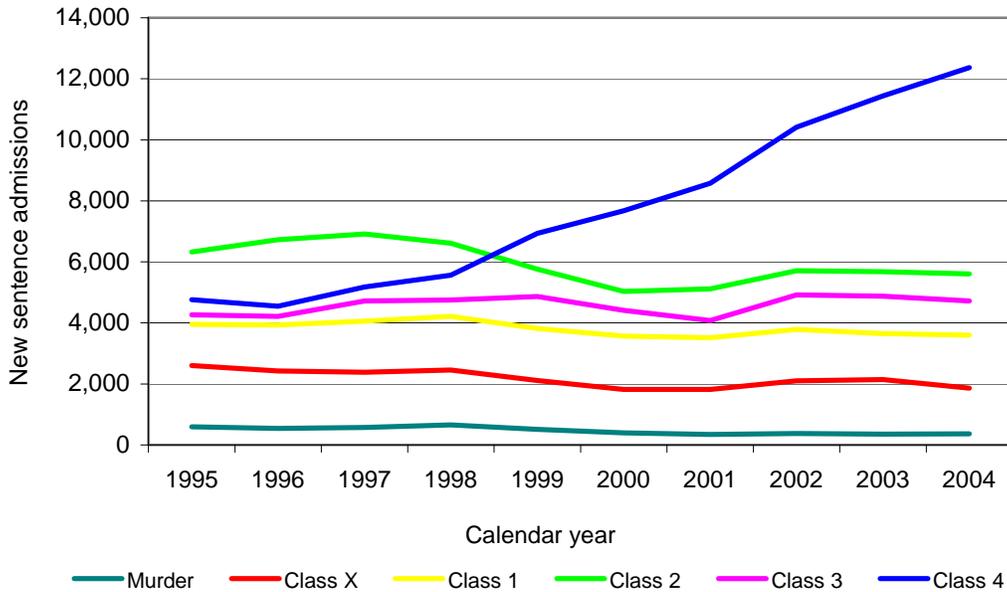


Source: Illinois Department of Corrections

Admissions by offense class

IDOC inmates, often incarcerated for more than one offense, are classified by the offense mandating the longest time to serve. An offender incarcerated for Class 4 possession of controlled substance and Class X armed robbery would be classified by the Class X armed robbery, the offense requiring the longer sentence. *Figure 54* shows the most current available admissions data disaggregated by offense class. From 1995 to 2004, admissions fell for each offense class with the exception of Class 3 and Class 4 offenses. Class 4 offenses increased substantially, from 4,757 to 12,373. Admissions for Class 4 offenses made up 43.4 percent of all holding offenses in 2004, compared to 21.1 percent in 1995 and 11.8 percent in 1988. About 50 percent of Class 4 offense admissions are for possession of controlled substances.

Figure 54
IDOC admissions by offense class, 1995 to 2004



Source: Illinois Department of Corrections

IDOC population and capacity

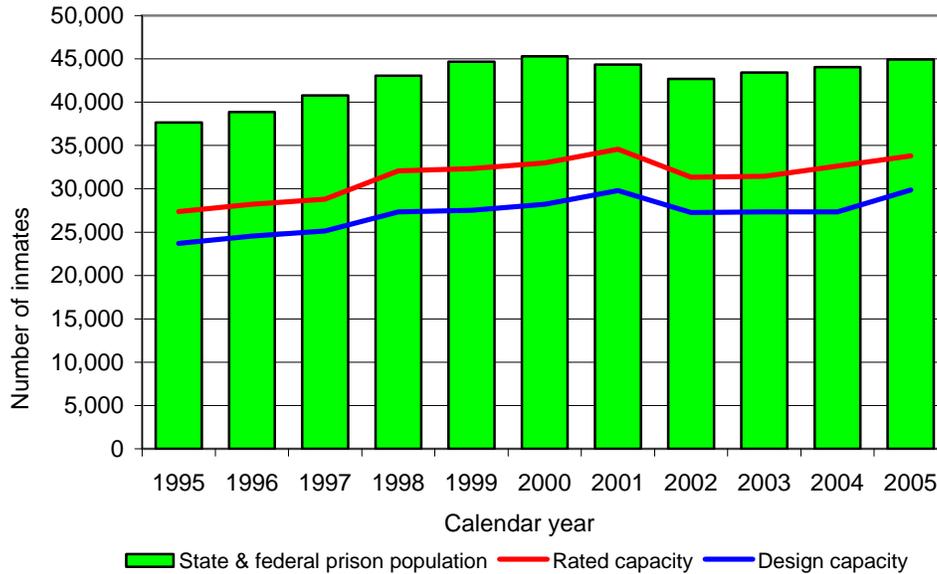
At the end of 2005, the United States incarcerated 2,320,359 persons. Overall, the prison population growth was approximately 1.9 percent from 2004. In 2005, more than 7 million (3.2 percent) of the United States' adult residents were on parole or incarcerated in either jail or prison. Nearly one of every 136 adult residents was either in jail or prison on December 31, 2005. About two-thirds, or 1,446,269, of the incarcerated population were in state or federal facilities, with the remainder incarcerated in municipal or county jails (747,529 people).

Since the mid-1970s, corrections officials nationwide have been faced prison and jail populations that often exceed the capacity of their facilities. Capacity can be defined in different ways.

- Rated capacity is the number of inmates a facility can incarcerate, as assigned by a rating official to institutions within a given jurisdiction.
- Operational capacity is the number of inmates that can be incarcerated, based on the total staff at the facility and existing programs and services provided.
- Design capacity is the number of inmates the facility's planners or architects originally intended the facility to hold.

Calendar year capacity and inmate population data are available for IDOC in *Figure 55*. On December 31, 2005, IDOC prisons had a total rated and operational capacity of 33,801 and a design capacity of 29,861. Illinois was one of 23 states operating prisons above the larger capacity figure. Illinois has generally operated further above both capacity figures relative to other states. On June 30, 2005, 44,669 inmates were incarcerated in IDOC institutions.

Figure 55
State prison population and capacity in Illinois, 1995 to 2005



Source: Bureau of Justice Statistics

State prisoner demographics

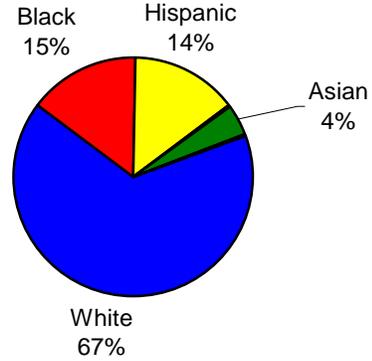
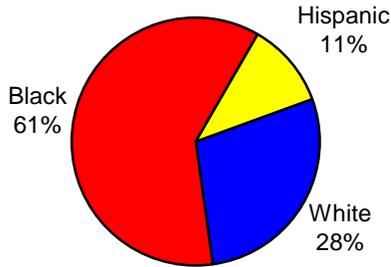
Nationwide, females accounted for about 7 percent of all prisoners at the end of 2005, up from 6.1 percent in FY95. About 6 percent of all IDOC prisoners were female in FY05, up from the 5 percent in FY95. The average age for adults incarcerated at IDOC facilities was 34.4 years old on June 30, 2005. The average age of long-term prisoners trended upward by a few months each year, as the population ages.

In FY05, 28 percent of inmates were white, 60 percent were black, and 11 percent were Hispanic, compared with 24 percent white, 66 percent black, and 10 percent Hispanic in 1995. Trends showed the white proportion increasing and the black proportion decreasing over the last decade. The proportion of inmates who are black has been steady at around 60 percent for the last 20 years. The number of Asian, Native American, and other inmates is relatively minuscule, amounting to around one percent, or less, combined (*Figure 56*).

Figure 56
Comparison of general and incarcerated population in Illinois

Illinois incarcerated population, FY05

Illinois general population, 2005

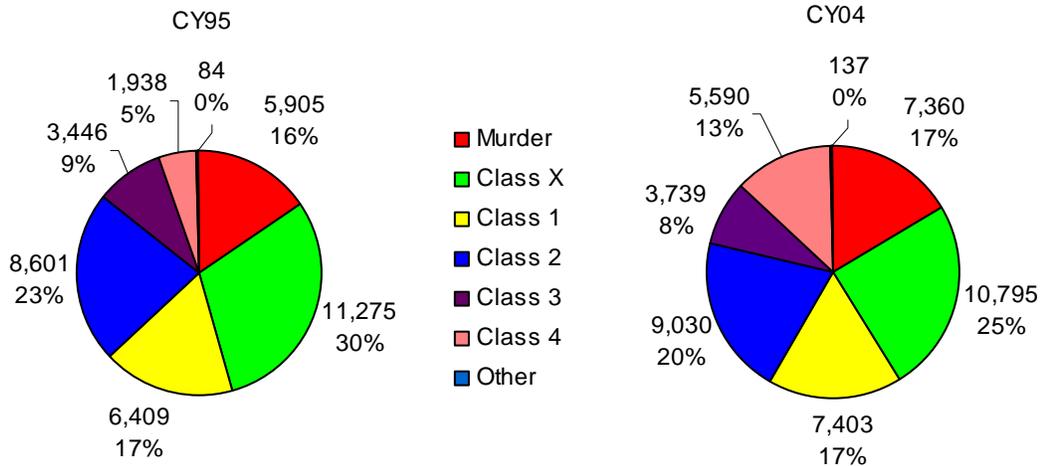


Source: Illinois Department of Corrections, United States Census Bureau

IDOC population by offense

From 1995 to 2004, the composition of the IDOC population by offense class remained steady, with two exceptions. Class 4 felony inmates nearly tripled, from 1,938 to 5,590, and more than doubled proportionately to all inmates (5.1 percent to 12.7 percent). A Class X felony inmate population decrease also was seen, from 11,275 to 10,795 inmates, a proportionate drop of 29.9 percent to 24.5 percent. While number of inmates incarcerated for murder increased by 200 to 350 inmates annually between 1995 and 1999, the number has hovered around 7,300 since 2000. *Figure 57* shows the proportion of the population represented by offense class in 1995 and 2004.

Figure 57
IDOC population by offense class, 1995 and 2004



Source: Illinois Department of Corrections

Incarcerations for a drug offense

Between 1995 and 2004, the IDOC inmate population incarcerated for a drug offense increased from 8,416 to 10,996, or from 22.3 percent to 25 percent. While drug offense admissions are more often made to IDOC, sentences for drug crimes tend to be shorter than property or violent offense sentences. The effect of drug offenders on population size is attributed primarily to the number of admissions.

Incarcerations for a person, sex, and/or violent offense

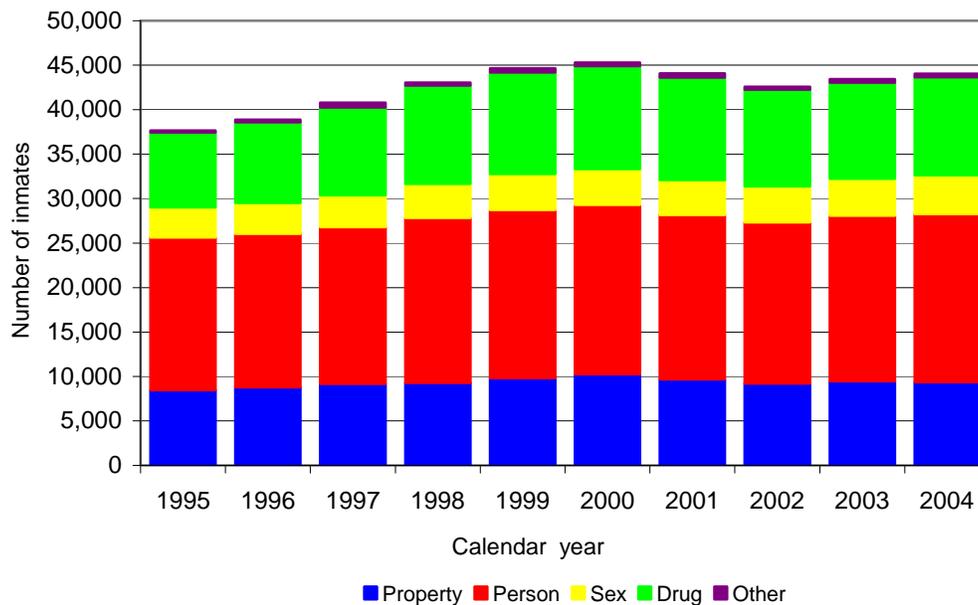
Between 1995 and 2004, the number of inmates incarcerated for an offense against a person increased from 17,184 to 18,909, but decreased in proportion to all those incarcerated, from 45.6 percent to 42.9 percent of the IDOC population. The trends in population increase for drug and person offenses were similar but differ in their causes (*Figure 58*). While the drug offense population rose due to increasing admissions, the population of offenders incarcerated for crimes against a person increased primarily due to an accumulation of offenders with longer sentences.

Between 1995 and 2004, the number of inmates incarcerated for a sex offense increased from 3,385 to 4,360, or from 9 percent to 9.9 percent of the IDOC population. The number of non-violent sex offenders increased from 213 to 431 inmates, a small proportion of the sex offender population. Violent offenses, including crimes against a person and sexual assault, also increased from 20,356 to 22,838 from 1995 to 2004, but decreased from 54.1 percent to 51.8 percent of the IDOC population during that period.

Incarcerations for a property offense

The number of inmates incarcerated for a property offense increased from 20,356 to 22,383 between 1995 and 2004. As a proportion of the IDOC incarcerated population, the figure dropped slightly from 22.4 percent to 21.3 percent. The growth rate in offenders incarcerated for a property offense was much flatter than that of incarcerations for drug offenses and offenses against a person.

Figure 58
IDOC population by offense type, 1995-2004



Source: Illinois Department of Corrections

Prison release

Determinate sentences have sentence length ranges established by state statute. The earliest release date is predetermined, calculated from the date of admission and based on the sentence length and any good-conduct or earned-time credits inmates may be eligible for. The mandatory supervised release of an inmate has a predetermined supervision period based on the offense class of the crime for which the offender was sentenced to prison. Since February 1, 1978, almost all inmates serving a prison sentence in Illinois received determinate sentencing.

Prisoners sentenced after the adoption of determinate sentencing serve one, two, or three years of mandatory supervised release, depending on their holding offense class. This system replaced traditional parole, which is still used to supervise offenders sentenced prior to February 1978. Mandatory supervised release allows IDOC to manage offenders released back into their communities. Mandatory supervised release requires that offenders meet certain conditions to remain out of prison for the duration of their original sentence.

Sentence length and prison stays

The sentence length has remained steady for most offenders committed to IDOC over the past 20 years. Inmates sentenced for murder saw prison stays decreasing from a median of 38 years in 1995 to a median of 35 years in 2004. During the same period, sentences for Class 3 felonies decreased by six months. No substantial change was seen in Class X, 1, 2, and 4 sentence lengths.

The median length of sentence increased for murder between 1995 and 2004, from 11 years to 11.7 years. Time served in prison for a Class X felony increased from 2.8 to 3.6 years, while the amount of time served for other felony types did not substantially change (*Table 5*).

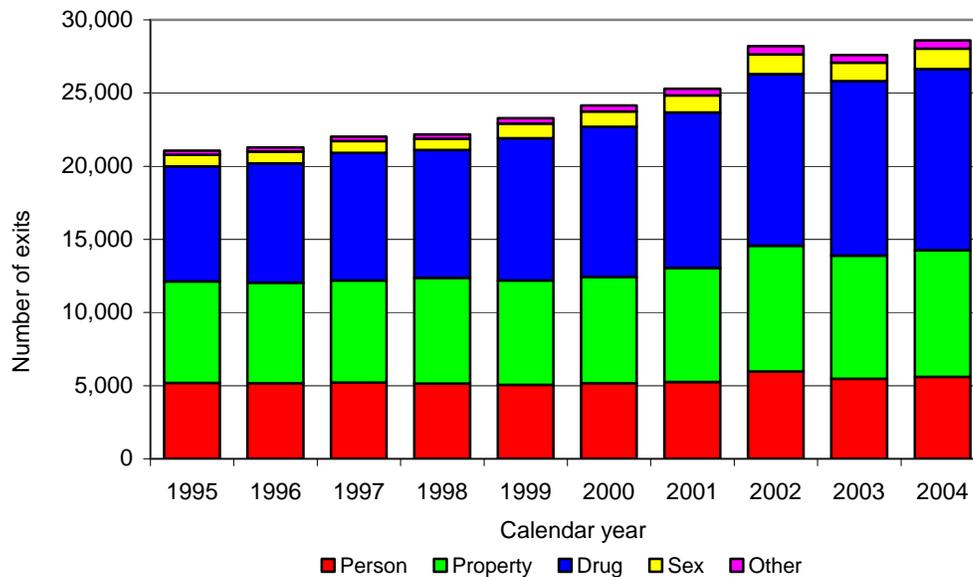
Table 5						
Median sentence imposed and prison stay, 1995-2004						
	<i>Median sentence (years)</i>			<i>Median prison stay (years)</i>		
	1995	2000	2004	1995	2000	2004
Murder	38.0	35.0	35.0	11.0	10.8	11.7
Class X	9.0	9.0	9.0	2.8	3.4	3.6
Class 1	5.0	5.0	5.0	1.2	1.6	1.4
Class 2	4.0	4.0	4.0	0.9	1.3	1.0
Class 3	3.0	3.0	2.5	0.6	0.7	0.5
Class 4	1.5	1.5	1.5	0.2	0.4	0.2

Releases from IDOC and recidivism

Between 1995 and 2005, the number of inmates exiting prison rose 36 percent, from 21,052 to 28,642, a small increase compared with that of the previous 10 years when the number of exits nearly tripled.

Data disaggregated by offense type and offense class are available from 1995 to 2004 on offenders released from prison. During this time, the number of person and property offenders released increased from 5,196 to 5,595 and 6,928 to 8,674, respectively. Inmates convicted of a drug holding offense recorded the largest number of prison exits, which increased from 7,870 to 12,381. The number of sex offenders released increased from 773 to 1,386. Much of this increase is attributed to the fact that non-violent sex offenders are given shorter sentences. Admissions for non-violent sex offenses increased substantially between 1995 and 2004 (*Figure 59*).

Figure 59
IDOC exits by offense type, 1995-2004

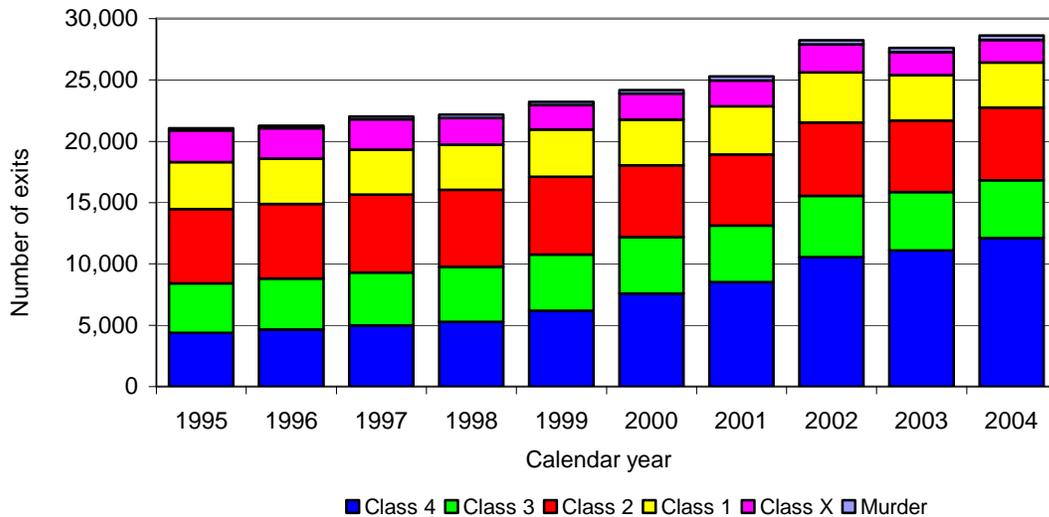


Source: Illinois Department of Corrections

Data disaggregated by holding offense class indicated the largest proportion of exits was for Class 4 felonies. The proportion of Class 4 felony exits doubled from 20.9 percent to 42.8 percent between 1995 and 2004, or from 4,397 to 12,103 exits. Class 4 felonies involve the shortest sentences and the largest proportion of admissions.

Class 1 exits decreased from 2,566 to 1,851 during the period studied. Total exits for murder have remained steady since the mid-1980s at near 1 percent. The actual number released since 1995 has nearly doubled, however, from 188 to 369 exits. Class X, 1, and 2 exits declined both in total and in proportion of IDOC exits between 1995 and 2004. Class 3 exits increased from 4,016 to 4,729, but as a proportion of all exits, they decreased from 19.1 percent to 16.7 percent (*Figure 60*).

Figure 60
Exits from IDOC by offense class, 1995-2004

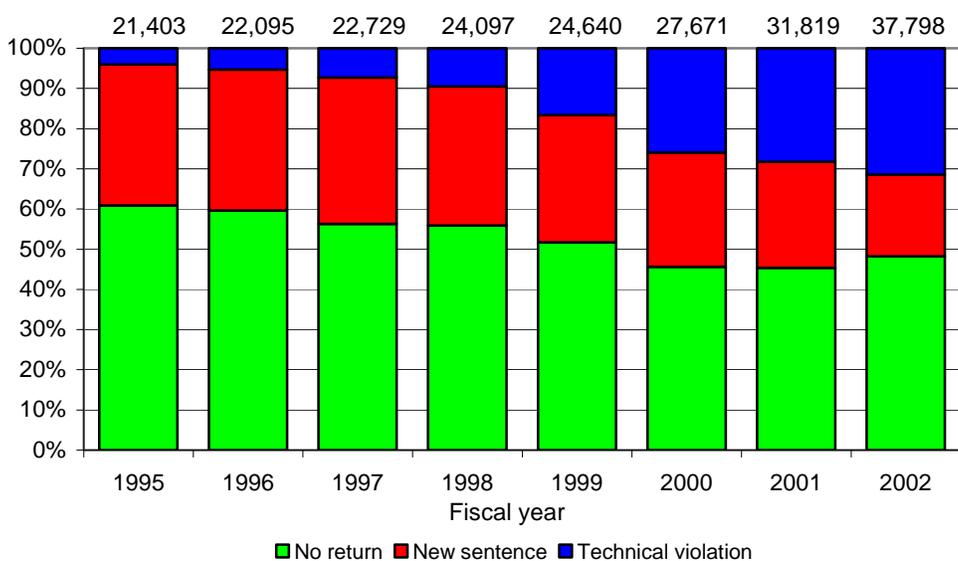


Source: Illinois Department of Corrections

Recidivism reached a relatively low proportion of inmates released in FY95, with 39.1 percent of inmates re-incarcerated within three years. The proportion reached its highest in FY01 at 54.6 percent, and dropped slightly to 53.4% for FY04 releases. The higher proportions in recent years were largely due to increasing numbers of technical violators who were returned to prison. The proportion re-incarcerated for a new conviction decreased almost every year, but it is possible for a technical violator to have committed a new crime and not be prosecuted, as a return to prison to serve the remainder of the sentence is itself penal. In FY95, 4 percent of inmates who were released from IDOC returned to prison for technical violations, while 31.4 percent of FY02 exits were re-incarcerated for technical violations (*Figure 61*).

The gap between male and female recidivism rates has remained relatively steady from FY95 to FY04. Of inmates exiting IDOC in FY01 (the most current three-year cohort with data available on sex) and returning by FY04, males were re-incarcerated at a rate of 55.3 percent and females were re-incarcerated at a rate of 48.2 percent. For comparison, recidivism rates for inmates released in FY95 indicate 39.5 percent of males and 32.7 percent of females were re-incarcerated within three years.

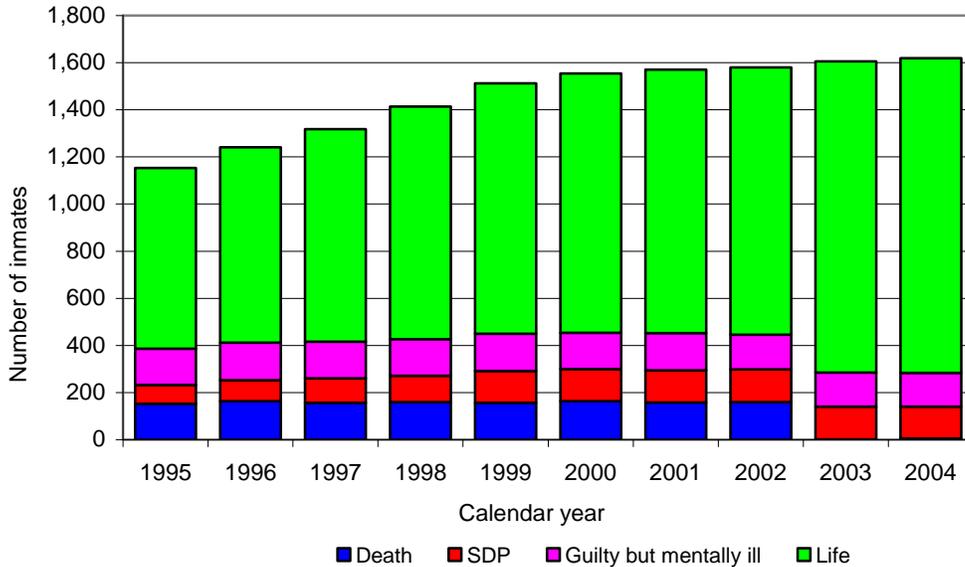
Figure 61
Three year recidivism outcomes, FY95-FY02



Source: Illinois Department of Corrections

Special IDOC populations

Figure 62
Subpopulations in IDOC, 1995-2004



Source: Illinois Department of Corrections

On December 31, 2004, IDOC had in custody 134 inmates classified as sexually dangerous. The number of sexually dangerous inmates increased by less than 10 annually during the period studied.

The number of inmates declared guilty but mentally ill decreased from 154 to 144 between 1995 and 2004.

The number of inmates sentenced to death or life in prison changed substantially in 2003. On January 11, 2003, former Gov. George H. Ryan commuted the sentences of all death row inmates to life in prison, and the moratorium on executions was later extended. Though it is still possible to obtain a death sentence, executions will not take place while the moratorium is in effect. From 1995 to 2002 the number of inmates on death row increased from 153 to 167. The number of inmates with life sentences almost doubled between 1995 and 2004, from 767 to 1,335 (167 inmates were added as a result of the commutation). On April 30, 2007, 11 inmates were on death row in Illinois.

Prison subpopulations exist across the country requiring special needs, including inmates with mental illness, HIV, and geriatric problems.

Prevalence of mental illness in incarcerated populations is difficult to determine due to the lack of biological markers for such disorders. As a result, the prevalence of mental illness in jails and prisons varies substantially in research.³ Prevalence estimates range from as low as 6.7 percent to 64 percent, depending on which diagnoses are included and the methodology of the research.

HIV tests are administered to all inmates as they undergo IDOC's reception and classification process. State and federal prisons in Illinois housed 474 inmates with HIV at the end of 2005, totaling 1.1 percent of the prison population. Of these inmates 430 were male (1.0 percent of the male prison population) and 50 were female (1.6 percent of the female prison population). Rates of HIV infections among prisoners are several times higher than that of the general public. However, the rate and raw number of prisoners with HIV in Illinois prisons decreased every year after peaking at almost 700 inmates in 1998.⁴

Conclusion

The following conclusions are drawn from the data on adults in correctional facilities.

- Incarcerated populations at the local level (county jail), state level (IDOC prisons), and federal level (federal penitentiaries) have increased in size from FY95 to FY05.
- Increases in bookings, booking rate, and average daily population were seen in county jails, especially in rural counties. Rural counties generally do not have above-capacity jail populations, however, as is the case in Cook and collar county jails.
- The federal prison population increased at 21 times the rate of the United States population increase.
- Admissions to IDOC increased in almost every year from 1995 to 2005, with the technical violation and recidivism rates at all-time highs in latter years.
- Admissions for drug offenses are the most common within IDOC, with more than 40 percent of all new admissions stemming from drug convictions. Methamphetamine-related offenses showed a particularly sharp increase from 1998 to 2002.
- Sex offense admissions more than doubled in the period studied, but violent sex offense admissions actually decreased. As a proportion of all sex offense admissions, nonviolent sex offense admissions increased at a rate of more than nine times between 1995 and 2004.
- The IDOC population increased from 37,658 in 1995 to 44,669 inmates on June 30, 2005, though the prison population size remained about the same from 1999 to mid-2005.
- IDOC facilities were overpopulated at a total of over 10,000 inmates above capacity during the study period.
- Inmates sentenced to IDOC facilities were disproportionately black. About four times as many inmates were black in proportion to the population.
- The commutation of all death sentences to life-in-prison emptied death row in 2003, but inmates can still be sentenced to death. Executions will not be carried out as long as the moratorium is in effect.

Notes

¹Hobbs, Frank and Nicole Stoops, U.S. Census Bureau, Census 2000 Special Reports, Series CENSR-4, Demographic Trends in the 20th Century, U.S. Government Printing Office, Washington, DC, 2002.; U.S. Census Bureau, *U.S. POPClock Projection*, (October 2007). Retrieved October 4, 2007, from U.S. Census Bureau website, <http://www.census.gov/population/www/popclockus.html>.

² Illinois Department of Corrections. Retrieved September, 2007, from Illinois Department of Corrections website, http://www.idoc.state.il.us/mission_statement.shtml.

³ Erickson, Steven K., John Crilly, J. Steven Lamberti, and Rani A. Desai, “What is the True Prevalence of Severe Mental Illness in Jails and Prisons?” Working paper, Social Science Research Network, assessed May 2007, http://papers.ssrn.com/sol3/papers.cfm?abstract_id=982986.

⁴ Maruschak, Laura K, *HIV in Prisons, 2005*, Bureau of Justice Statistics Bulletin, Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, September 2007, NCJ 218915.

Special issue

Substance abuse treatment in prisons

Substance abuse and criminal behavior have been consistently correlated in research throughout Illinois, and throughout the country. Estimates indicate the majority of inmates in state prisons were regular drug users prior to entering prison. With recidivism and prison populations increasing, governments are focusing more on rehabilitative efforts to treat drug users before they are released back into their communities.

Southwestern Correctional Center and Sheridan Correctional Center have drug treatment programs based on a therapeutic community approach. Originally derived from social learning theory, therapeutic communities are highly structured treatment modes using peer groups to address inmate lifestyle issues across multiple dimensions.^a Drug use and criminal behavior are viewed as disorders of the whole person, indicating a more comprehensive treatment modality is required above standard drug treatment services alone.

The therapeutic community approach is currently considered to be the most effective drug treatment modality for incarcerated individuals. A systematic review of the research indicates that inmates who participate in therapeutic communities are less likely to recidivate post-release than those that have not participated in drug treatment programs. Boot camps, narcotic maintenance programs, and other drug treatment programs that are less extensive also have shown to be less effective than therapeutic communities.^b

Southwestern Correctional Center implements a therapeutic community program in the prison, while the entire Sheridan Correctional Center was re-opened in 2004 as a fully-dedicated therapeutic community-oriented facility, with additional emphasis on aftercare planning for released inmates. The emergence of methamphetamine as a serious drug issue prompted the initiation of methamphetamine treatment units at Sheridan and Southwestern correctional facilities in 2006.

The Illinois Criminal Justice Information Authority, Loyola University, and IDOC have been involved in a process and impact evaluation of Sheridan since its inception. Preliminary results of the evaluation showed reduced recidivism in re-arrests and re-incarceration as well as higher employment outcomes post-release.

^a Nielsen, Arnie L., and Frank R. Scarpitti, "Changing the Behavior of Substance Abusers: Factors Influencing the Effectiveness of Therapeutic Communities." *Journal of Drug Issues*, .27 (2) (1997): 279-298.

^b Mitchel, Ojmarrh, David B. Wilson, and Doris L. MacKenzie, "The Effectiveness of Incarceration-Based Treatment on Criminal Behavior." Campbell Collaboration, 2006. Assessed October 2007 at <http://www.campbellcollaboration.org/doc-pdf/Incarceration-BasedDrugTxSept06final.pdf>.

Juvenile justice system

Introduction

The juvenile justice system in Illinois operates as 102 county-level systems with some oversight by state agencies responsible for probation, detention, and corrections. Each county's juvenile justice system is comprised of a network of entities that deal with minors under age 17 who commit delinquent acts.

Figure 63 depicts the stages in the juvenile justice process. While cases flow through local juvenile justice systems in a similar manner throughout the state, variation exists between counties in the handling of specific types of cases. For instance, some counties have diversionary programs available for youth, while others have few resources available. These differences may impact the way juvenile justice professionals address delinquency in their counties.

In 2005, the Illinois General Assembly passed legislation to create the Illinois Department of Juvenile Justice, separating juveniles from the adult Department of Corrections. Upon implementation in July 2006, Illinois joined 39 other states with separate youth and adult corrections systems.

Illinois Juvenile Court Act revisions

In 1998, Public Act 90-590 or the Juvenile Justice Reform Provisions of 1998 was signed into law in Illinois. Among the reform provisions, the most significant change was revision of the purpose and policy statement to Article V of the Illinois Juvenile Court Act (705 ILCS 405/5-101), which addresses adoption of balanced and restorative justice as the guiding philosophy for the Illinois juvenile justice system.

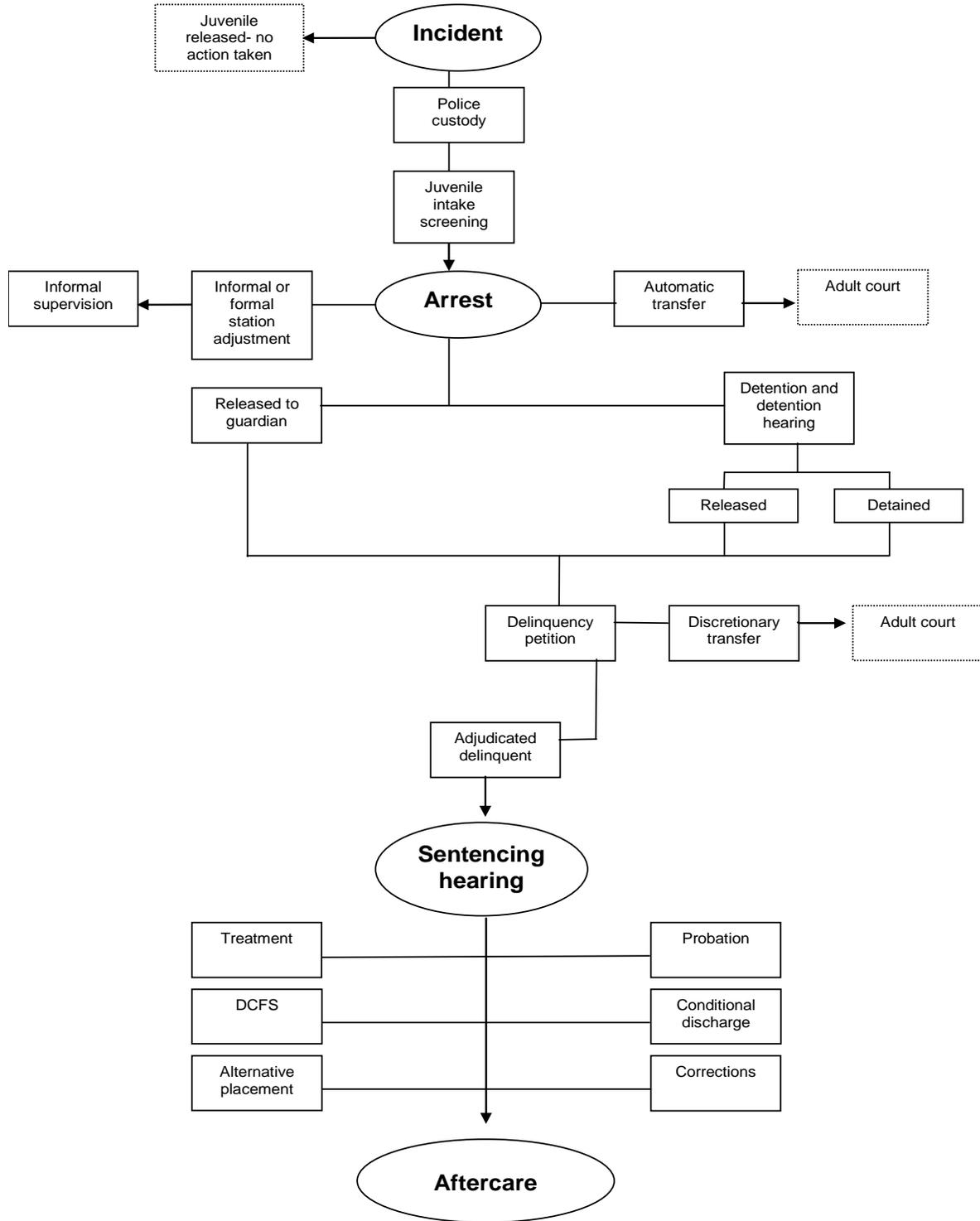
Table 6
Legislative changes to the Juvenile Justice Reform Provisions of 1998,
by topic and citation

Topic	Citation
Balanced and Restorative Justice (BARJ) purpose and policy statement	705 ILCS 405/5-101
Prevention and early intervention legislative declaration	705 ILCS 405/5-201
<i>Changes to law enforcement practices</i>	
Station adjustments	705 ILCS 405/5-301
Creation of a Juvenile Criminal History Information System	20 ILCS 2605/55a & Reform Provision Appropriations
Submitting arrest data to the Illinois State Police	20 ILCS 2630/5
Non-secure custody or detention— placing minors in lockups with adults	705 ILCS 405/5-410
Releasing minor to parent	705 ILCS 405/3-8
Non-secure custody or detention— time spent in secure custody	705 ILCS 405/5-410
Expungement of law enforcement and juvenile court records	705 ILCS 405/5-915
<i>Changes in prosecutor practices</i>	
Extended jurisdiction juvenile prosecutions	705 ILCS 405/5-810
Submitting delinquency petition and sentencing information to Illinois State Police	20 ILCS 2630
Community mediation program	705 ILCS 405/5-130
<i>Changes to pre-trial juvenile detention</i>	
Trial (extended time in detention awaiting trial)	705 ILCS 405/5-601
<i>Changes in probation practices</i>	
Submitting probation adjustment information to Illinois State Police	705 ILCS 405/5-305
Increase in maximum age on probation	705 ILCS 405/5-715
<i>Changes in inter-agency sharing of juvenile records</i>	
Sharing of school records	105 ILCS 10/6
Sharing of public aid records	20 ILCS 2605/55a; 305 ILCS 5/11-9
Sharing of DCFS records	20 ILCS 505/35.1
<i>Other changes</i>	
New terminology	705 ILCS 405/5-105
County juvenile justice councils	705 ILCS 405/6-12
Teen court	705 ILCS 405/5-315
Parental responsibility	705 ILCS 405/5-110; 705 ILCS 405/4-9
Funding	Reform Provisions appropriations

Victims rights	705 <i>ILCS</i> 405/5-115
Permanent adult status	705 <i>ILCS</i> 405/5-130
Increase in upper age of wardship	705 <i>ILCS</i> 405/5-755

Adapted from: Lavery, et al., An Implementation Evaluation of the Juvenile Justice Reform Provisions of 1998, ii.

Figure 63: Flowchart of the Illinois juvenile justice system



Balanced and restorative justice

As of March 2006, at least 17 states have included balanced and restorative justice in the purpose clauses of their juvenile court.¹ Balanced and restorative justice strives to balance the attention paid to the needs of all parties affected by crime: victim, offender, and community. The principles of balanced and restorative justice serve as a guide for actions taken to achieve that balance with an explicit focus on meeting the needs of crime victims. This system has three main goals:²

- **Accountability.** Balanced and restorative justice strategies provide opportunities for offenders to be accountable to those they have harmed and enable them to repair the harm caused to the extent possible.
- **Community safety.** Balanced and restorative justice recognizes the need to keep the community safe. Community safety can be accomplished through balanced and restorative justice strategies by building relationships and empowering the community to take responsibility for the well-being of its members.
- **Competency development.** Balanced and restorative justice seeks to increase the pro-social skills of offenders. Addressing factors that lead youth to engage in delinquent behavior and building on the strengths evident in each youth increases their competencies.

Juvenile justice trends

Juvenile justice trend data for this analysis were drawn from ISP, AOIC, and IDOC annual reports and statistical summaries.

Arrest data

In Illinois a juvenile arrest refers to the taking into custody a youth who is believed to have committed a delinquent act (705 *ILCS* 405/5-401). Once a youth is arrested, a juvenile police officer may either charge the youth with an offense and refer him or her to the state's attorney's office for prosecution, refer him or her to probation for intake screening, or initiate a formal or informal station adjustment. Station adjustments do not require referral of the case to the court for prosecution, but the youth is released to a parent or guardian under specified conditions, including obeying curfew, attending school, performing community service, and participating in social services. A third option following an arrest is releasing the youth without charges.

Youth arrest data is kept in the state's central repository for criminal history record information, the Illinois State Police Computerized Criminal History system. The Criminal Identification Act (20 *ILCS* 2630/5) mandates an arrest fingerprint card be submitted on all minors ages 10 and older who have been arrested for an offense which would be a felony if committed by an adult, and for certain serious motor vehicle offenses, including motor vehicle theft, driving under the influence, aggravated fleeing, eluding police. Fingerprint-based arrest cards for minors ages 10 and older who have committed what would be a Class A or B misdemeanor if perpetrated by an adult may also be submitted to ISP, but it is not required. Further, the Juvenile Justice Reform Provisions of 1999 mandated that ISP maintain a record of all station adjustments for offenses

that would be a felony if committed by an adult. The reporting of station adjustments for misdemeanor offenses is optional.

In cooperation with ISP, the Authority has in-house access to certain data elements of the computerized criminal history system's back-up database. The Authority has begun to assess the quality of juvenile criminal history record information contained in the system and its suitability for research purposes.

Trends in youth arrest data derived from criminal history records submitted to the computerized criminal history system from 2000-2001 mostly reflect changes in reporting mandates and technology enhancements made earlier in the 1990s, rather than actual arrest trends in Illinois. The lack of some ethnic demographic categories, such as Hispanic, is another limitation. The system does collect racial demographic information on arrestees, with categories of white, black, Asian, and American Indian. In light of these data quality issues, the number and characteristics of youths arrested should be viewed as a conservative estimate, and not an absolute measure of youth crime in Illinois.

The counts of arrests total the number of fingerprint cards filed, not the unique number of youth arrested. Therefore, the same youth arrested twice is counted twice in total arrests. Increases in youth arrests can be attributed in part to improved arrest data collection and entry rather than an increase in youth arrests or youth crime.

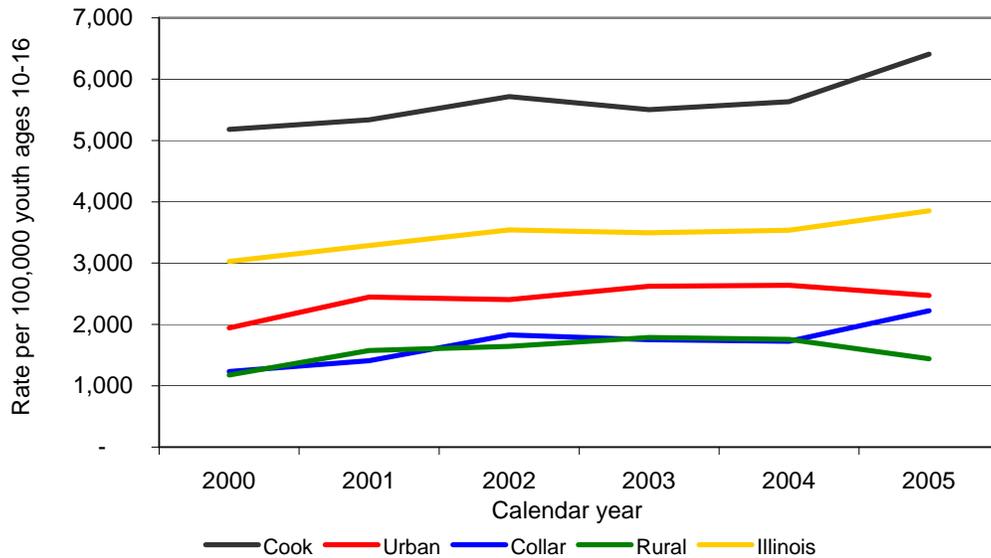
In addition, increased arrest totals are not necessarily a reflection of a serious youth problem. Counties that have a higher number of youth arrests may be those in which local law enforcement agencies are fully complying with the reporting requirements.

In 2005, 49,886 youth arrests were reported to the Illinois State Police. Arrests for property offenses were the most common, accounting for 33 percent of all youth arrests. Arrests for violent offenses or offenses against a person accounted for 30 percent of the total, and arrests for a drug offense accounted for 15 percent. Sex offenses comprised 0.8 percent of all arrests.

Property, violent, drug, and sex offenses categories were created based on the Illinois Compiled Statutes. Sixty-one percent of youth arrested in 2005 were identified as black and 38 percent were identified as white. Hispanic youth arrested in 2005 could appear in any race category, depending on their specific ethnic background and the reporting practices of local law enforcement. Most youth arrestees were 15 or 16 years old (29 percent and 37 percent respectively). Most arrestees were male (79 percent).

Figure 64 depicts the rate of juvenile arrests per 100,000 youth ages 10 to 16 from 2000 to 2005. A 27 percent increase was seen in juvenile arrests from 2000 to 2005.

Figure 64
Rate of juvenile arrests in Illinois, 2000-2005



Source: Criminal History Record Information

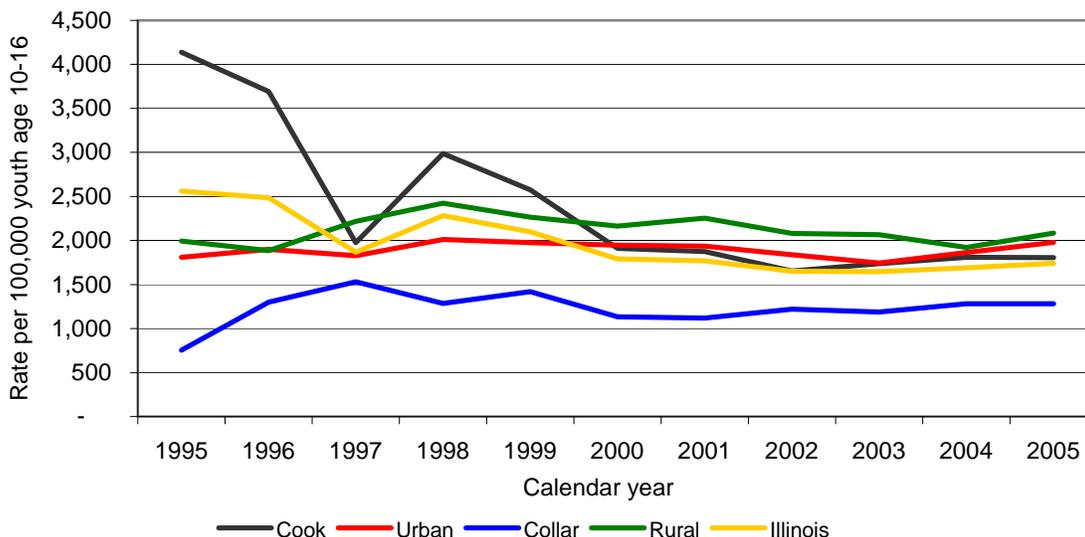
Court data

After being arrested, a youth may be referred to the county State’s Attorney’s Office for prosecution. If this occurs and the decision is made to prosecute the case, a petition is filed. The most common type of petition filed is a delinquency petition. Delinquency petitions are filed when a youth is alleged to be delinquent or allegedly violated or attempted to violate a state or federal statute or a municipal or county ordinance. Once a delinquency petition is filed, the State’s Attorney’s Office may dismiss the petition against the youth, offer a plea agreement to the defense attorney representing the youth, or refer the youth to a program which diverts the case from the court. If none of these scenarios occur, a trial is held which determines if the allegations against the youth are supported by evidence. If the youth is adjudicated delinquent a sentencing hearing is held. The court may also choose to perform juvenile investigation reports to inform court staff of a youth’s background and prior history.

Delinquency petitions

There was a steady decrease in the number of delinquency petitions filed statewide over the 10-year time period studied. The number of delinquency petitions filed in Illinois decreased by 28 percent from 30,869 in CY95 to 22,358 in CY05. This decline was driven in part by a 53 percent decline in delinquency petitions filed in Cook County between CY95 and CY05. *Figure 65* depicts the rate of delinquency petitions filed by county type. Delinquency petition data for Cook County in CY97 were only available for January through June, which accounts for the dip depicted in the line graph in *Figure 65*.

Figure 65
Rate of juvenile delinquency petitions in Illinois, 1995-2005

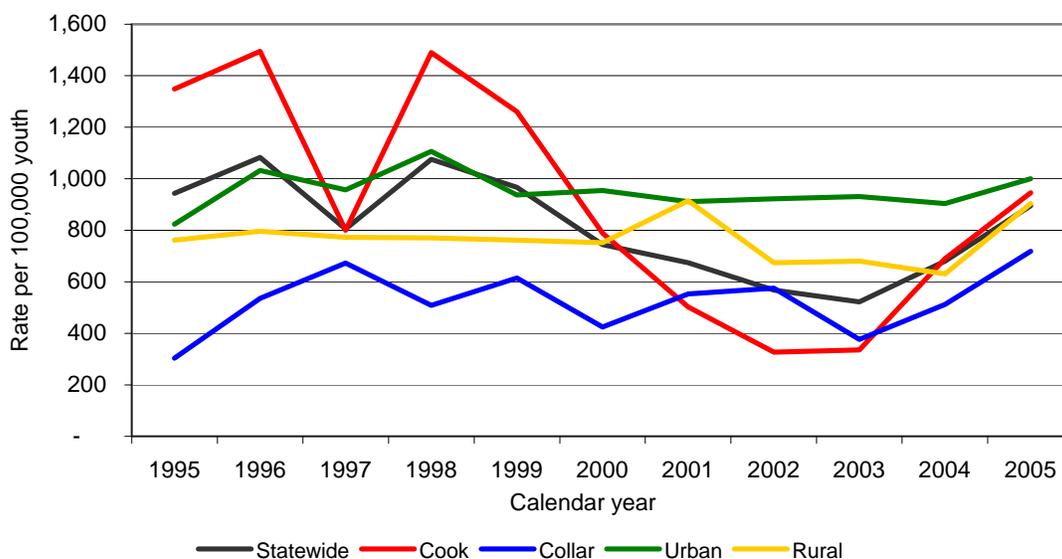


Source: Administrative Office of the Illinois Courts

Adjudications

In Illinois, the rate of adjudications of delinquency decreased only 3 percent between 1995 and 2005. In 2003, the state rate of adjudications was 515 per 100,000 youth ages 10 to 16, the lowest rate since 1989. A significant statewide increase in adjudications was seen between 2003 and 2005, driven by the sharp increase in Cook County adjudications. *Figure 66* depicts the rate of youth adjudicated delinquent by county classification. Adjudication data for Cook County in 1997 was only available for January through June, which accounts for the dip depicted in the line graph in *Figure 66*.

Figure 66
Rate of juvenile adjudications of delinquency in Illinois,
1995-2005



Source: Administrative Office of the Illinois Courts

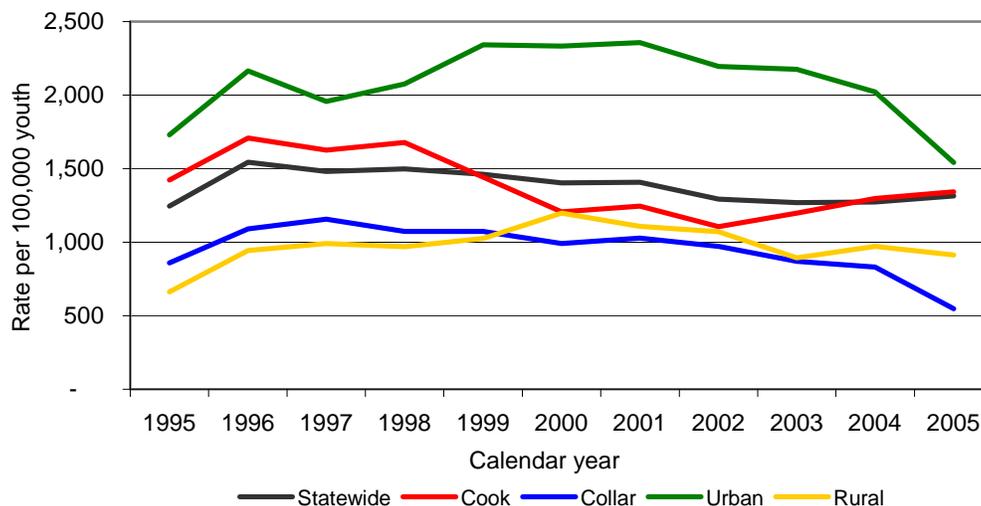
Detention data

After a juvenile is taken into custody, a local detention screener determines whether the youth should be placed in detention. In nearly all Illinois jurisdictions, a detention screening instrument measures a youth's flight risk potential and helps to make a determination of whether the youth is a danger to himself or the community. A detention hearing must be held within 40 hours of placement in a detention facility.

Detained juveniles who are accused of delinquent acts and are awaiting trial stay in pre-trial detention. Most youths admitted to detention centers have been accused of committing delinquent acts but have not yet been adjudicated delinquent. Juveniles found delinquent can be sentenced to youth detention centers for a period of time as part of a post-trial detention sentence. The juvenile's time in post-trial detention can be reduced by the time served in detention prior to trial and sentencing.

In the 10-year period examined, a 5 percent increase was seen in the rate of juveniles detained in Illinois. Detention rates increased from 1,246 juveniles per 100,000 youth in the population in 1995 to 1,316 in 2005. *Figure 67* depicts the rate of juveniles serving a detention sentence between 1995 and 2005 by county classification.

Figure 67
Rate of juveniles held in detention in Illinois,
1995-2005



Source: Administrative Office of the Illinois Courts and Juvenile Monitoring Information System

In 2005, 16,916 juveniles were held in detention in Illinois. They were most commonly detained for crimes against a person (25 percent) followed by property offenses (23 percent). The Juvenile Monitoring Information system (JMIS) makes a distinction for juveniles admitted to detention on a warrant. Warrants can be issued for any type of crime. A warrant offense designation in the JMIS system indicates that the juvenile was admitted on the basis of a warrant. It is not possible in the JMIS system to identify what offense the warrant was issued for. As a result, they can only be classified as warrant offenses. Warrant offenses accounted for 22 percent of detention admissions. More than half of detained juveniles were identified as black (59 percent) and 28 percent were identified as white. Hispanic youth accounted for 11 percent. Males accounted for 83 percent of the detention population in 2005.

Illinois law states that youth over 16 years old are ineligible for juvenile detention. However, data showed that youth older than age 16 accounted for 23 percent of reported detention admissions. Researchers blame data entry errors for the figure rather than actual detention admissions of these youth.

The most common age for youth admissions to detention was 16, or 33 percent of all admissions. Twenty-four percent of youth admissions to detention were age 15 and 12 percent were age 14. Eight percent of youth in detention were between the ages of ten and thirteen.

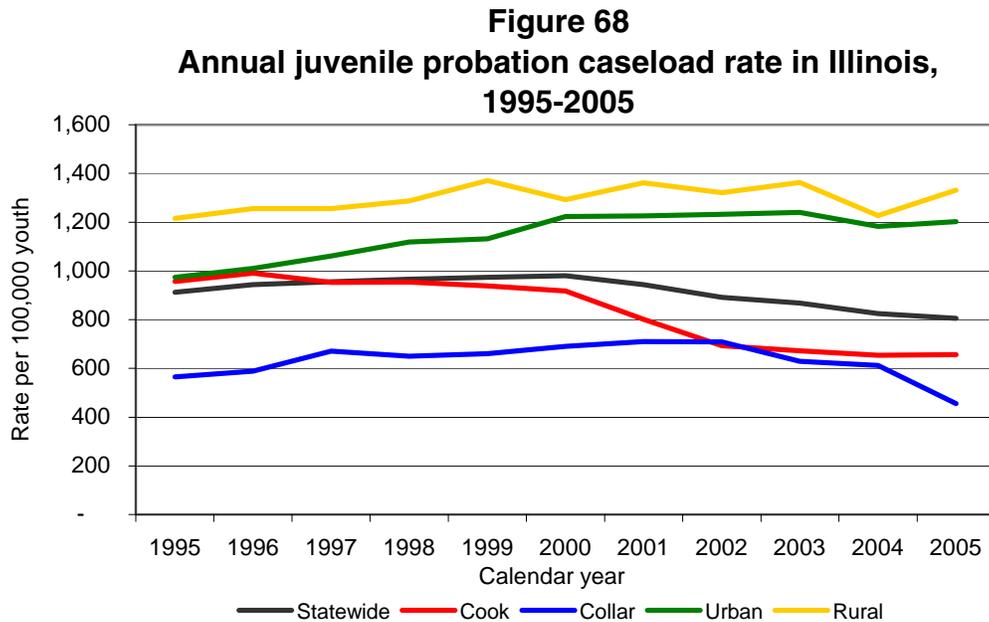
Probation data

Probation departments in Illinois provide services to youths whose cases are diverted from juvenile court and to adjudicated delinquents. Probation departments provide informal supervision to youth offenders for whom no delinquency petition has been filed. In addition,

probation departments oversee youth whose cases are petitioned to court but have not been formally adjudicated. These petitions may result in a continuance under court supervision order in which youth are monitored by the probation department for up to 24 months. While on supervision, the youth must meet conditions such as attending counseling sessions and completing community service work. If the youth successfully completes the provisions of his or her supervision, the case is dismissed.

Probation officers also serve youth who are adjudicated delinquent and sentenced to a term of probation. For adjudicated delinquents, the primary function of formal probation is to provide the court with investigative and case supervision services. Youth are sentenced to probation for a maximum of five years or until the age of 21, whichever comes first.

Between 1995 and 2005, a 6 percent decrease was seen in the rates of juvenile probation caseloads in Illinois. Probation caseload rates decreased from 913 juveniles per 100,000 youth in the population in 1995 to 805 in 2005. *Figure 68* depicts the rate of probation caseloads from 1995 to 2005 by county classification. Caseload numbers are calculated on Dec. 31 of each year.



Source: Administrative Office of the Illinois
Note: Total includes all formal caseloads on Dec. 31 of each year.

Corrections data

The Illinois Department of Juvenile Justice operates Illinois Youth Centers which provide long-term confinement to youth who are ages 13 through 16 at the time of sentencing. According to 730 ILCS 5/5-8-6, a youth may remain in the juvenile division until age 21, unless the Department of Juvenile Justice chooses to file a petition to transfer the youth to the adult corrections division under the guidelines set forth in 730 ILCS 5/3-10-7. Youth are sent to one of

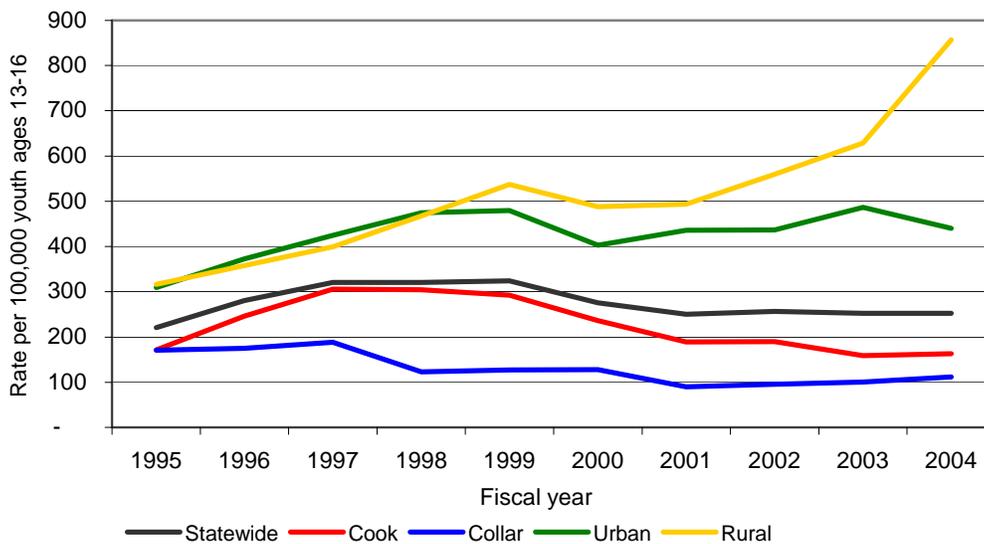
seven Illinois Youth Centers located throughout the state (*Map 3*). In FY04, the average annual cost of housing one youth in an Illinois Youth Center was \$64,406, although the cost per youth varies considerably among the centers.

Court commitments are a subset of all admissions to IDJJ. In this report, court commitments to IDJJ are defined as either delinquency commitments or court evaluations. Delinquency commitments, also referred to as initial commitments or new sentences, are for youth who were adjudicated delinquent and sentenced to IDJJ. A delinquency commitment is an indeterminate sentence that is assessed during the youth’s stay at an IYC. Adjudicated delinquents can also be sent to IDJJ for court evaluation, which is a 30-, 60-, or 90-day commitment used to assess the needs of delinquent youth. Based on the court evaluation, a youth could be released from IDJJ custody by a juvenile court judge or have a court evaluation return- a return to IDJJ to serve an indeterminate term in a youth center by a juvenile court judge.

Admissions to Illinois Department of Juvenile Justice

Because juvenile corrections data for FY05 were unavailable, FY04 data were used in this section. In FY04, 3,106 youth were admitted to an Illinois Youth Center. Seven counties reported no youth admissions to the IDJJ during FY04. The rate of juvenile admissions to corrections increased 14 percent from 221 in FY95 to 252 in FY04.

Figure 69
Rate of juvenile admissions to corrections in Illinois,
FY95-FY04

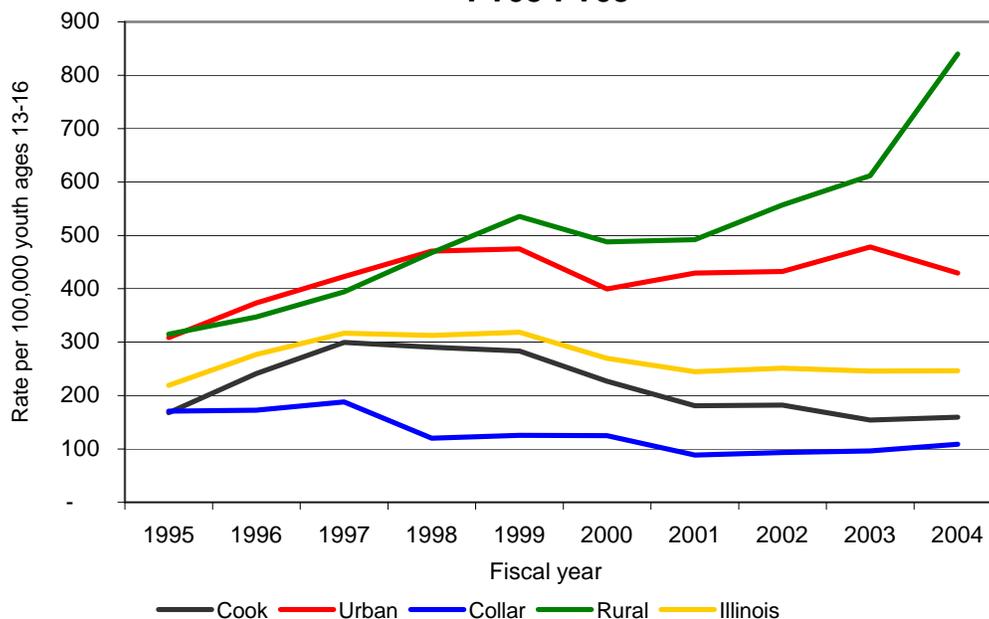


Source: Illinois Department of Corrections

Illinois Department of Juvenile Justice commitments

In FY04, there were 1,691 court commitments—798 delinquency commitments, 821 commitments for court evaluation, and 72 recommitments. In addition, 610 court evaluations were ordered and 211 returns to IDJJ following court evaluation were recorded (26 percent). In FY04, court commitments represented 54 percent of all admissions. The rate of delinquency commitments decreased by 5 percent between FY99 and FY04 from 168 to 159 (*Figure 70*).

Figure 70
Rate of juvenile court commitments to corrections,
FY95-FY05



Source: Illinois Department of Corrections

In FY04, of the juveniles who were court committed to IDJJ, 46 percent of youth were committed for a property offense, 36 percent were committed for an offense against a person, and 12 percent were committed for a drug offense. Other statistics revealed that 52 percent of youth court-committed to IDJJ were black, 37 percent were white, and 10 percent were Hispanic. Additionally, 89 percent were male and 11 percent were female.

IDJJ defines the recidivism rate as the percentage of youth who return to Illinois Youth Center facilities within three years after release. Youth who return to an adult Department of Corrections facility or receive any other sentence, such as probation, are not counted in Department of Juvenile Justice’s recidivism rate. In FY04, the Department of Corrections reported the recidivism rate as 46.6 percent for youth after three years of exiting a corrections facility in FY01.

Disproportionate minority contact

Minority youth comprised 34 percent of all youth in the United States, 62 percent of youth in secure detention, and 67 percent of youth in secure correctional facilities in 1997.³ The rate of minority over-representation in juvenile justice systems across the country has contributed to greater scrutiny of juvenile justice system decision making and the examination of how other factors correlated with race, such as poverty, contribute to the over-representation of minorities. An Office of Juvenile Justice and Delinquency Prevention workgroup developed the relative rate index, a measure of disproportionate minority contact. The relative rate index compares the rate at which a minority group is represented at a particular juvenile justice stage to the rate a reference group (white) is represented at the same stage.

The following is the calculation for RRI.

$$\text{RRI} = \frac{\text{Rate per 1,000 of a minority group at specific stage in jurisdiction of interest}}{\text{Rate per 1,000 of reference group at same stage in jurisdiction of interest}}$$

Rates were calculated per 1,000 youth, not 100,000 as in other sections of this report, in order to be consistent with the Office of Juvenile Justice and Delinquency Prevention measure of relative rate index nationally. The reference group is white youth age 10 to 16. Using this method, a comparison of relative rate indices between jurisdictions can be made.

Arrests

In 2005, the relative rate index was 6.0 for arrested black youth ages 10 to 16 and .24 for arrested Asians of the same age statewide. This means a black youth in Illinois was about six times more likely to be arrested than a white youth. An Asian youth was arrested at a rate of about one-fourth that of a white youth.

Detention

In Illinois in 2005, the relative rate index was 7.92 for black youth ages 10 to 16 in juvenile detention centers, and 0.17 for Asians the same age in detention. This indicates a black youth was about eight times more likely to be committed to detention than a white youth. An Asian youth was committed to detention at a rate that a little more than one-tenth that of a white youth.

Corrections

FY04 corrections data was the most recent available for analysis. In Illinois in FY04, the Department of Juvenile Justice relative rate index for court-committed black youth ages 10 to 16 was 5.23, while the Hispanic relative rate index was 1.21, and the Asian relative rate index was 0.03. This indicates that a black youth was more than five times more likely to be committed to an Illinois Youth Center than a youth who was white. A Hispanic youth was about as likely as a white youth to be committed to an Illinois Youth Center. An Asian youth was committed to an Illinois Youth Center at a rate that was one-thirtieth less than the rate of a white youth.

Juvenile justice needs assessment survey

A 2005 statewide needs assessment surveyed 1,561 criminal and juvenile justice professionals, and juvenile detention center administrators were among those surveyed. In addition to overall agency characteristics, such as operating budgets and personnel, respondents were asked to identify major contributors to their workload, worsening problems in their field, and strategies for reducing drug use and violence.

Detention centers, with an average annual budget of \$2.4 million, handled an average daily population of 34.5 juveniles, accepted an annual average of 565 admissions, and were staffed by an average 42 full-time employees.

Most administrators (64 percent) expressed concerns with mental health issues of juveniles in detention, and recommended day reporting centers be considered as a detention alternative. Administrators also indicated the need for training in language translation (55 percent), program evaluations (46 percent), and working with special needs prisoners (40 percent). More than half said sex offender treatment and pre-release services, such as halfway houses, needed development (55 percent).

Juvenile detention center administrators were also asked about types of offenses committed by their clients. Fifty-five percent said juveniles in the detention center population had committed violent crimes, and 36 percent of administrators cited both property offenses and probation violations.

Conclusion

The following are conclusions from the data on minors in the juvenile justice system.

- A 27 percent increase was seen in the juvenile arrest rate from 2000 to 2005.
- Illinois saw a 33 percent drop in the rate of juvenile delinquency petitions and a decrease of 3 percent in the rate of juvenile court adjudications from 1995 to 2005.
- The rate of juvenile detention admissions decreased by 40 percent from between 1995 and 2005.
- The rate of juvenile probation caseloads dropped 12 percent between 1995 and 2005.
- A 7 percent increase in the rate of juvenile detention admissions and a 45 percent decrease in court commitments to the Illinois Department of Juvenile Justice was seen from FY99 to FY04.
- Black youth in Illinois were four times more likely to be arrested and incarcerated in 2004 and four times more likely to be detained in 2005, compared to white youth.

Notes

¹ Griffin, Patrick, Linda Szymanski, and Melanie King, *National Overviews, State Juvenile Justice Profiles*, National Center for Juvenile Justice Online (2006).

² Ashley, Jessica and Phillip Stevenson, *Implementing Balanced and Restorative Justice: A Guide for Defense Attorneys*, Chicago, IL: Illinois Criminal Justice Information Authority, 2006: 7.

³ Hsia, Heidi M., George S. Bridges, Rosalie McHale, *Disproportionate Minority Confinement: 2002 Update*, Summary, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, September 2004, NCJ 201240: 1.

Special issue

Illinois juvenile justice system reform initiatives

Redeploy Illinois

The Redeploy Illinois Act took effect in December 2003 and provides counties with funding for probation departments to assess delinquent youth and refer those deemed low-risk to community-based programs that include education, recreation, community service, and crisis and health intervention. Redeploy program participants are non-violent youth who would otherwise be incarcerated.

Redeploy Illinois programs are obligated to reduce the number of youth commitments to the Department of Juvenile Justice (DJJ) by 25 percent from the average number of commitments for the previous three years. Redeploy Illinois sites are operating in Macon County, the 2nd Judicial Circuit (serving Crawford, Edwards, Franklin, Gallatin, Hamilton, Hardin, Jefferson, Lawrence, Richland, Wabash, Wayne, and White counties), St. Clair County, and Peoria County.

Services provided by Redeploy Illinois programs include: aggression replacement training, functional family therapy, GPS monitoring, substance abuse and mental health treatment, life skills education, parent/family support, and victim support.

In the first two years of implementation, Redeploy Illinois pilot sites, on average, reduced DJJ commitments by 44 percent (226 youth) within their communities. The Redeploy Illinois Oversight Board estimated that the reduction of 226 youth equals a gross DJJ savings of more than \$11 million in the four sites.

Illinois Juvenile Detention Alternatives Initiative

The Annie E. Casey Foundation established the Juvenile Detention Alternatives Initiative (JDAI) in 1992 to demonstrate that jurisdictions can establish more effective and efficient alternatives to placing youth in detention centers. The national foundation is a private charitable organization dedicated to helping build better futures for disadvantaged children. JDAI focuses on the juvenile detention component of the juvenile justice system with an underlying belief that youth are often unnecessarily or inappropriately detained at great expense, with long-lasting negative consequences for both public safety and youth development.

JDAI is coordinated by several state and local agencies and entities, including the Annie E. Casey Foundation, Illinois Juvenile Justice Commission, Illinois Department of Human Services, Administrative Office of the Illinois Courts, Cook County Juvenile Probation and Court Services Department, and the Authority. Detention alternative initiatives have been implemented in DuPage, Franklin, Jefferson, Kankakee, Lake, LaSalle, Lee, Ogle, Peoria, Stephenson, and Winnebago counties.

JDAI promotes changes to policies, practices, and programs in efforts to: (1) reduce reliance on secure confinement, (2) improve public safety, (3) Reduce racial disparities and bias, (4) save tax dollars, (5) stimulate overall juvenile justice reforms, and (6) implement new or enhanced non-secure alternatives to detention, such as innovative probation-based services.

Disproportionate minority contact sites

Between FY03 and FY05, the Illinois Juvenile Justice Commission funded efforts to reduce disproportionate minority contact in Peoria County, St. Clair County, Cook County's south suburbs, and Chicago's Lawndale community. Each site hired a local coordinator to collaborate with the W. Haywood Burns Institute, a leading national organization working to reduce the over-representation of minority youth in the juvenile justice system. The Burns Institute model requires the active commitment and participation of key traditional and non-traditional stakeholders in the juvenile justice system in each site—including judges, prosecutors, public defenders, police, probation, political leaders, service providers, and community groups. The institute leads stakeholders through a data-driven, consensus-based process that focuses specifically on changing policies, procedures, and practices to reduce racial disparities in the juvenile justice system.

Models for Change

Models for Change, an initiative of the John D. and Catherine T. MacArthur Foundation, is based on its investment in research regarding adolescent development and delinquent behavior. The initiative also is laying the groundwork for significant changes in law, policy and practice. Models for Change partners with the states of Illinois, Louisiana, Pennsylvania, and Washington to advance juvenile reforms that effectively hold young people accountable for their actions, provide for their rehabilitation, protect them from harm, increase their life chances, and manage the risk they pose to themselves and the public.

Models for Change supports the reform efforts under way in Illinois to bring about change in three areas needing improvement: juvenile court jurisdiction, community-based alternatives to secure confinement, and disproportionate minority contact with the juvenile justice system. The MacArthur Foundation, in partnership with its grantees in the juvenile justice field, developed a model juvenile justice system that responds to delinquency locally and informally whenever possible. Under this vision, all but a limited number of juvenile offenders are to be supervised, sanctioned, and treated in community settings.

Crime victims

Introduction

More than 23 million victimizations of people 12 years old and older were recorded nationally in 2005. Data indicates crime victims are increasingly more likely to report crime to police. A detailed look at crime reporting patterns revealed several factors that affected this trend, including that victims are more likely to report successful, rather than attempted, violent crimes, and crimes resulting in injury, theft of items valued at \$250 or more, and incidents of forcible entry.

According to the National Crime Victimization Survey:

- Completed robberies, simple assaults, and motor vehicle thefts were reported more often than attempts at these crimes.
- Violent crime victims reported victimization to police more often when the offender was a stranger.
- Women were more likely than men to report violent victimizations to police.
- The youngest victims of crime, those between ages 12 and 19, reported crimes to police least often.

According to a 2005 U.S. Department of Justice crime victimization study, 47 percent of violent crimes committed nationwide in 2005 were reported to police, a 5 percent increase from the 42 percent of violent crimes reported to police in 1995.¹ Reporting increases were seen in several areas of violent crime, including rape and other sexual assaults, with 38 percent reported in 2005 and 32 percent reported in 1995, robbery with 63 percent reported in 2005 and 55 percent reported in 1995, and assault with 62 percent reported in 2005 and 40 percent reported in 1995. In addition, 40 percent of property crimes committed nationwide were reported to the police in 2005 compared with 37 percent in 1995.

Of property crimes reported in 2005, 83 percent were motor vehicle thefts, compared with the 75 percent reported in 1995. About 32 percent of all other thefts were reported to police in 2005, compared with 25 percent of all other thefts reported in 1995.

Victims consistently indicated that they reported violent crimes to police to try to prevent further attacks against them by the same offender, and the most frequent reason for not reporting violent victimizations was that the offender was not successful. Victims said they'd reported property crimes in hopes of recovering their property, while the most common reason given for not reporting a property crime was that the stolen item was recovered.

Victimization surveys

Prior to conducting victimization surveys, the most common way of measuring crime in Illinois was through the use of official crime statistics from the Illinois Uniform Crime Reporting

program (I-UCR). The I-UCR is a compilation of data on crime reported by about 1,200 law enforcement agencies in the state. The drawback of measuring crime in this manner is that the I-UCR statistics only account for crimes known to the police, which are estimated to account for less than half of all crimes committed. Additionally, most I-UCR data are limited to aggregate numbers of crimes reported to law enforcement. Therefore, virtually nothing is known about the nature of these crimes—who committed them, how and why they were committed, where and when they occurred, who was victimized, and why they were reported to the police.

Annual victimization surveys are conducted nationally. A statewide victimization survey was completed in Illinois in 2002.

National survey

The National Crime Victimization Survey, a primary source for information on victim, is conducted annually as the Bureau of Justice collects data from a representative sample of households in the United States. The survey samples 77,200 households made up of nearly 14,000 people, asking them about the frequency, characteristics, and consequences of criminal victimization. The survey allows the Bureau of Justice Statistics to estimate the likelihood of violent and property crime victimization for the population as a whole and for population segments (such as women and the elderly), racial categories, and geographical population subdivisions (such as rural and urban) for comparison. The national survey provides the best opportunity for describing the impact of crime and the characteristics of violent offenders nationally.²

Illinois victimization survey

In 2004, the Illinois Criminal Justice Information Authority published a report based on the 2002 Illinois Crime Victimization Survey, which collected detailed information on the issue from 1,602 adult Illinois residents.

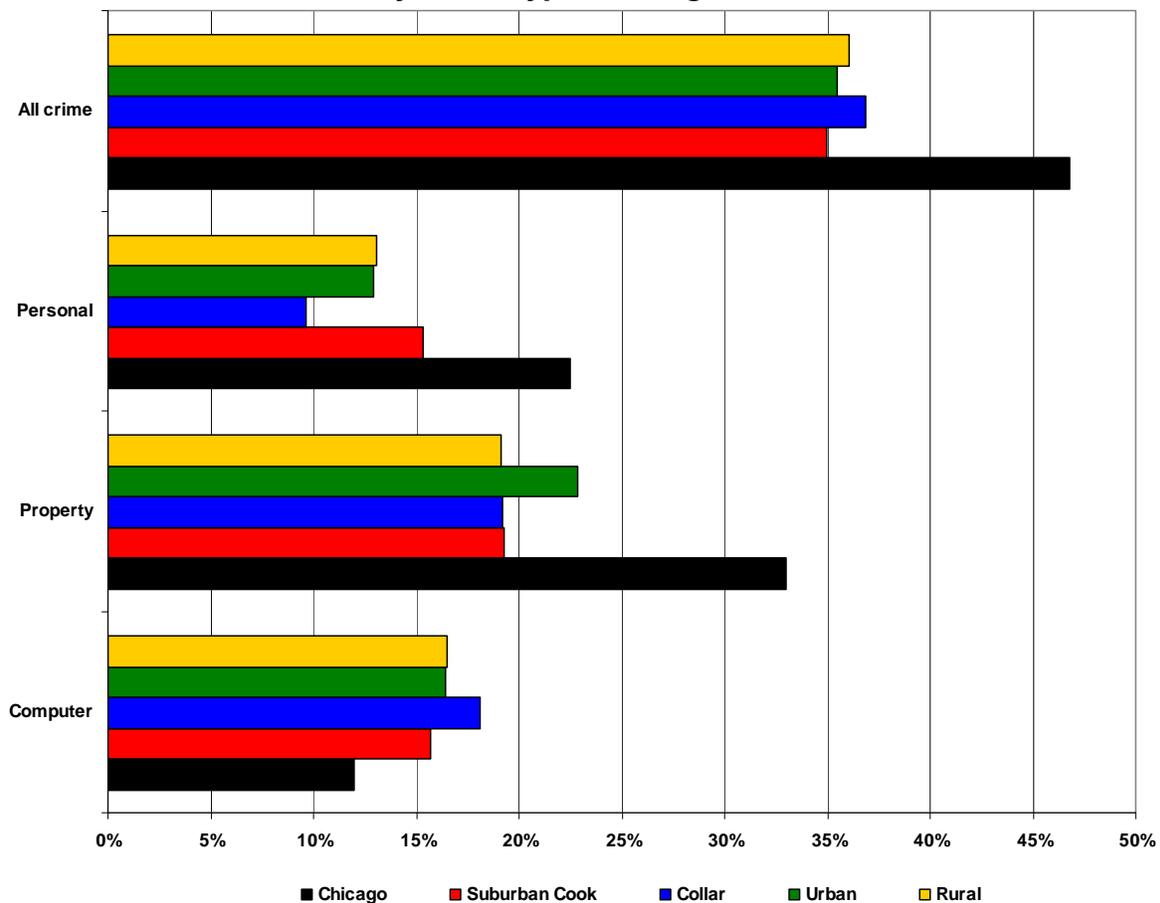
The survey's specific goals were to estimate the rate of overall crime victimization as well as specific types of victimization in Illinois, provide more details about the nature of crime victimization in the state, and assess statewide public knowledge and utilization of crime victim services. The survey provided an additional statistical measure of crime to complement other methods.

Estimates of crime victimization

During 2002, it was estimated that 39 percent of Illinois residents 18 or older were victims of at least one type of crime one or more times. Twenty-three percent of Illinois residents were victims of property crime (motor vehicle theft, burglary, theft, or vandalism) and 13 percent of residents were victims of personal crimes (robbery, assault, and sex crimes). Computer crime was the most prevalent type of crime victimization among Illinois residents in 2002. Computer crimes can be included in person or property crimes, but for the purpose of this study, they were categorized separately.

When examining Illinois crime victims by region, Chicago residents had the highest rate of victimization in the state. An estimated 47 percent of Chicago residents were victimized in 2002, which was significantly higher statistically when compared to other regions. Victimization was similar among the other regions of the state, ranging between 35 and 37 percent (*Figure 71*).

Figure 71
Estimated crime victimization among Illinois residents
by crime type and region, 2002



InfoNet

InfoNet is a state-of-the-art, web-based data collection and reporting system used by victim service providers in Illinois. Recognized nationally for using the latest technologies facilitating data collection and reporting, the initial development and implementation of the system was a collaborative effort between the Authority, the Illinois Coalition Against Sexual Assault and the Illinois Coalition Against Domestic Violence. Since 2004, InfoNet has grown to include partnerships with the Illinois Department of Human Services and the Children’s Advocacy Centers of Illinois.

The purpose of InfoNet is to maintain a statewide system that:

- Standardizes data collection and reporting, thereby improving the ability to analyze information statewide, regionally, and locally.
- Provides a central repository for statewide victim service data.
- Facilitates mandatory reporting for victim service agencies that receive grants from multiple funding agencies. This often requires different types of information across funding agencies.
- Facilitates program planning for improving services and system response to victims.

InfoNet is used by domestic violence centers, sexual assault centers, and child advocacy centers. All data are maintained in the same database, but data elements and user interfaces are tailored to the unique needs of each agency type. As of April 2008, 70 domestic violence centers, 38 sexual assault centers and 16 child advocacy centers access InfoNet from 195 sites throughout Illinois. InfoNet is available to agencies and to domestic violence programs that receive grant funds from the Illinois Department of Human Services. In addition, Children's Advocacy Centers of Illinois have access to the system.

Demographic information on all clients receiving services is entered into InfoNet, including whether the individual has health insurance, employment status, education level, marital status, income source, referral source, and the existence of any special needs. The type of victimization, or presenting issue, and severity of abuse also is captured, as well as what is known about victim interactions with the courts and any health care received.

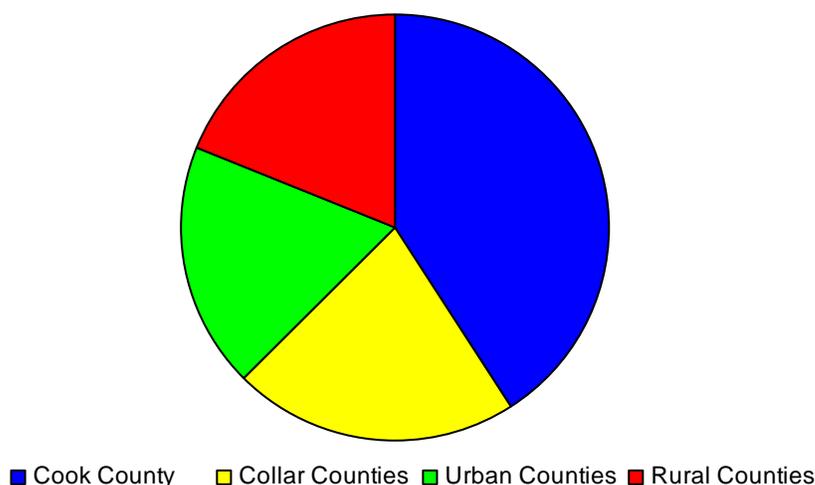
Advocates also enter data on the offender's involvement with the criminal justice system, including arrest, charge, case disposition, and sentencing information. Information is added to a client's record over time, creating a history of services and events. Information that could be used to identify a client, such as name or birth date, is not entered into InfoNet. Instead, a unique number is used to track each client.

Characteristics of domestic violence victims and incidents

The following is a summary of data entered into InfoNet between Jan. 1, 1998, and Dec. 11, 2005. The data were provided by nearly 70 domestic violence centers throughout Illinois that receive funding from either the Illinois Coalition Against Domestic Violence (ICADV) or the Illinois Department of Human Services (DHS).³

In 2005, 35,435 domestic violence victims were served by domestic violence centers receiving funding through either ICADV or DHS (*Figure 72*). In 2005, 94 percent of domestic violence victims receiving services in Illinois were female, a slight reduction from 1998 (96 percent). Most victims make their way to domestic violence agencies upon referral from law enforcement officers, social service programs and friends.

Figure 72
Percentage of domestic violence victims served
by county classification, 2005



Source: ICJIA-Infonet

According to data submitted by domestic violence shelters to InfoNet, the typical domestic violence victim was 33 years old, white, female, and had less than a college diploma. More than 25 percent had less than a high school education. Between 40 and 50 percent were unemployed in any given year, with the highest percentage of unemployed victims being in Cook County.

The proportion of victims with a language barrier doubled over time, from about 5 percent to 10 percent. Greater proportions of victims in Cook and the collar counties had language challenges, a possible result of the higher proportions of Hispanic and Asian Americans in the general populations of those regions.

When examining victim experiences, physical abuse was the primary presenting issue for most victims, but the proportion who sought help for emotional abuse increased. Sexual abuse remained low as a primary presenting issue. The primary location of abuse was the victim's

home, but the proportion abused in the abuser's home rose slightly through the years. Blacks had the greatest proportion of victims who were physically abused and the smallest proportion of victims emotionally abused. Most offenders were current or former husbands or current or former boyfriends. Race and ethnicity of the offender generally matched the race and ethnicity of the victim in most groups.

Among victims, those in a shelter had the greatest range of problems and the fewest resources from which to draw. Generally, they had fewer resources, less education, less likelihood of employment, and more reliance on social programs, such as Medicaid and public health insurance. They were slightly younger, more likely to be pregnant at the time of the abuse and more likely to have some type of disability.

InfoNet also captures data on children involved in domestic violence situations. Characteristics of children were fairly stable over time, reflecting the regional and racial/ethnic distributions of all victims of domestic violence as reported in InfoNet. The average age was between 6.5 and 7 years old, with 56 to 60 percent attending elementary school. About one-third of children documented in each year were zero to three years old.

Custody information and data on living arrangements indicated that the clear majority of children were living with the reported victim of domestic violence. Fewer children were living with both parents or in a joint custody situation and, as data on offenders indicated, and visitation was not limited for most offenders.

Data were collected on four problem areas: emotional problems, physical health, educational problems, and social difficulties. The greatest proportion of children had difficulty with emotional problems. The proportion of children with such difficulties varied from a high of 82 percent (in 2001) to a low of 69 percent in 2005.

Types of victimization reported to official sources

The extent of crime victimization can be determined through information reported to local police, Illinois State Police, which also collects information on offenses committed against certain vulnerable populations, and Illinois Department of Children and Family Services, which collects data on child abuse and neglect cases in the state.

Victimization reported to Illinois State Police

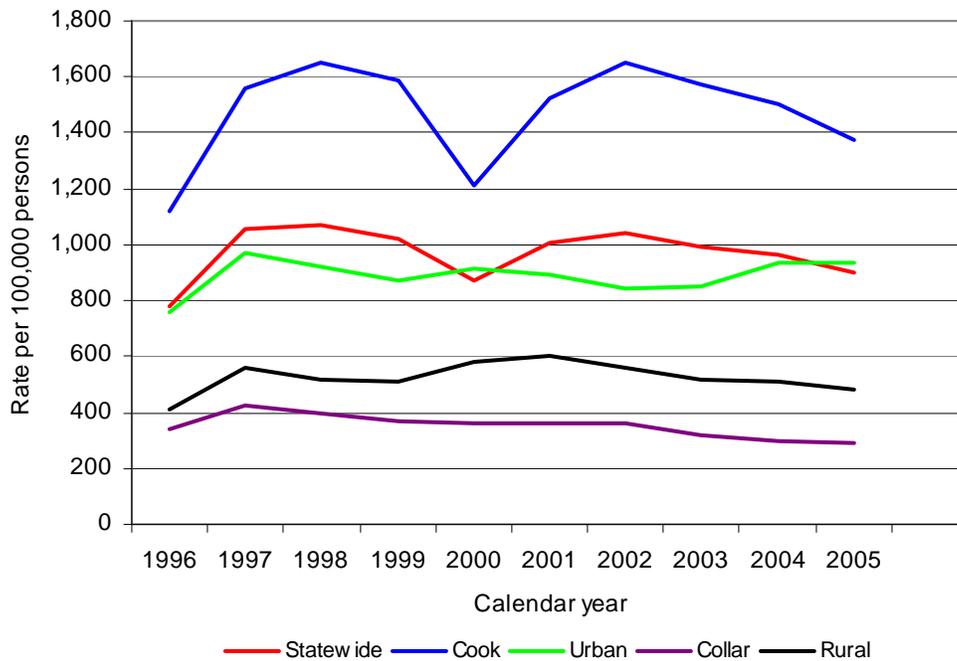
Illinois State Police began collecting supplemental crime victimization data in 1996. This data enriches aggregate Uniform Crime Report data reporting mandated by state law, and tabulates numbers of domestic offenses, crimes against children, and crimes against school personnel. Although the collection of this data is mandated, law enforcement agencies are not compelled to report their findings to the Illinois State Police, and data totals are incomplete. The supplemental data that is collected becomes important as another tool to estimate the extent of victimization in Illinois.

Domestic offenses

Domestic offenses include any crimes committed by a family or household member, defined as spouses, former spouses, parents, children, other people related by blood or marriage, people who have shared a common home, or people who share a child.

Figure 73 shows the rates of domestic offenses in Illinois between 1996 and 2005. Reporting began in April 1996. The statewide rate of domestic offenses decreased 17 percent between calendar years 1997 and 2005, primarily driven by Cook County, as the state's other regions remained relatively stable.

Figure 73
Rates of reported domestic offenses in Illinois,
1996-2005



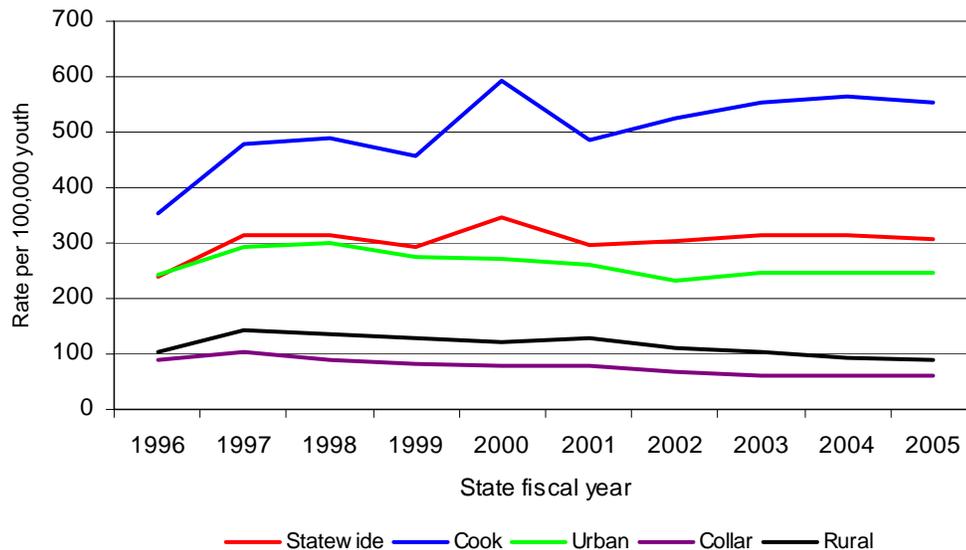
Source: Illinois State Police

Crimes against children

Crimes against children include all reported crimes in which the victims are 16 years old or younger. Reporting in this category of offenses is not mandated by state law.

Figure 74 depicts the rates of reported crimes against children in Illinois from 1996 to 2005. Data for 1996 was based on eight months of reporting. The statewide rate of reported crimes against children remained fairly stable between the years 1997 and 2005, decreasing only about 2 percent.

Figure 74
Rates of reported crimes against children in Illinois, FY96-FY05



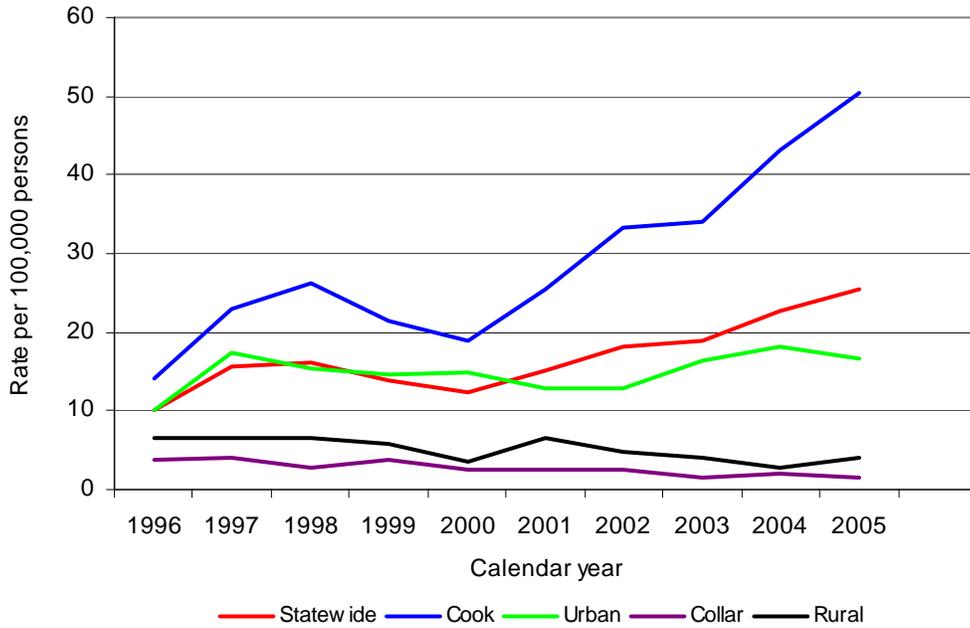
Source: Illinois State Police

Crimes against school personnel

According to Illinois State Police, data is collected on all crimes committed against school personnel, including teachers, administrators, aides, bus drivers, janitors, and anyone else employed by the school, as mandated by state law.

Figure 75 depicts the rates of all reported crimes against school personnel between 1996 and 2005 in Illinois. The statewide rate for reported crimes against school personnel rose nearly 40 percent during that time, but the jump could be due to increased reporting of these offenses.

Figure 75
Rates of reported crimes against school personnel, 1996-2005

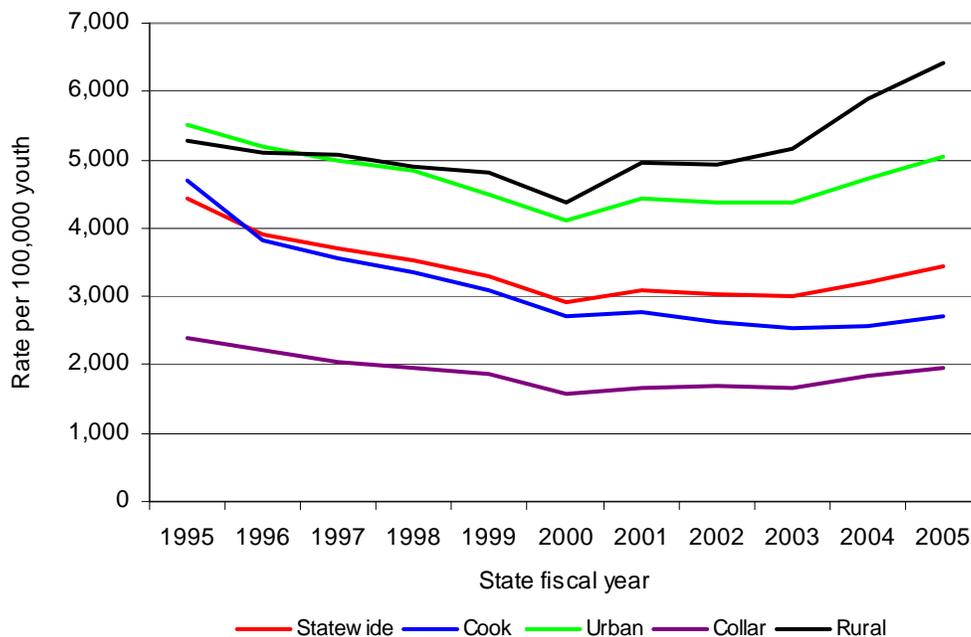


Source: Illinois State Police

Child abuse and neglect

The Illinois Department of Children and Family Services (DCFS) investigates reported cases of child abuse. Between state fiscal years 1995 and 2005, the number of child abuse and neglect cases reported in Illinois decreased 20 percent, from 139,726 to 111,830. *Figure 76* depicts the rate of child abuse and neglect reported to DCFS by region for FY95 to FY05. During that same period, 376,287 cases, or 31 percent of all cases reported, were verified by a DCFS investigation. Verified cases of child abuse and neglect in Illinois decreased 48 percent between state fiscal years 1995 and 2005, from 53,325 to 27,575. Although the number of verified cases of child abuse and neglect decreased 48 percent during the period from 1995 to 2005, the rate for verified child abuse has risen dramatically since 2000 (*Figure 76*).

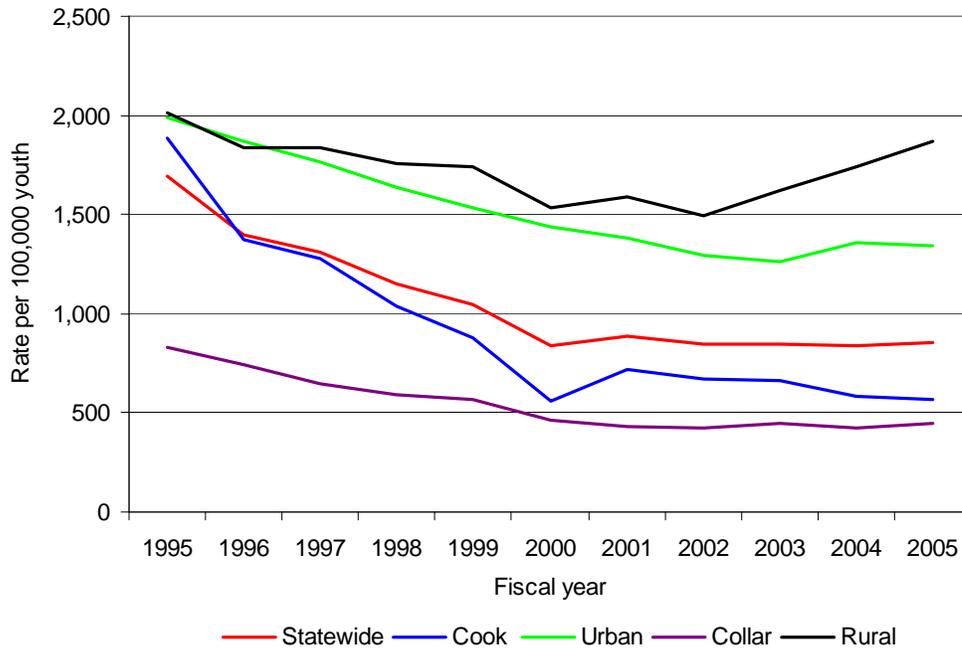
Figure 76
Rates of reported child abuse and neglect in Illinois between FY95-FY05



Source: Illinois Department of Children and Family Services

Between FY95 and FY05, the rate of verified cases of child abuse and neglect in Illinois decreased from 1,691 to 852 per 100,000 juveniles as shown in *Figure 77*. During the same period, the rate of verified child abuse and neglect cases decreased in each region of the state, most significantly in Cook County, but as shown on the graph is *up* dramatically since 2000 in urban and collar counties.

Figure 77
Rates of verified child abuse and neglect in Illinois between FY95-FY05



Source: Illinois Department of Children and Family Services

Elder abuse

Illinois Department on Aging research indicates about 5 percent of Illinois residents 60 years of age and older have been subjected to some form of elder abuse. The department estimates that only about one in 13 instances of elder abuse is reported to the Elder Abuse and Neglect Program, a statewide program mandated by state law (320 ILCS 20/1/et. seq). Elder abuse is the least recognized form of family violence and includes:

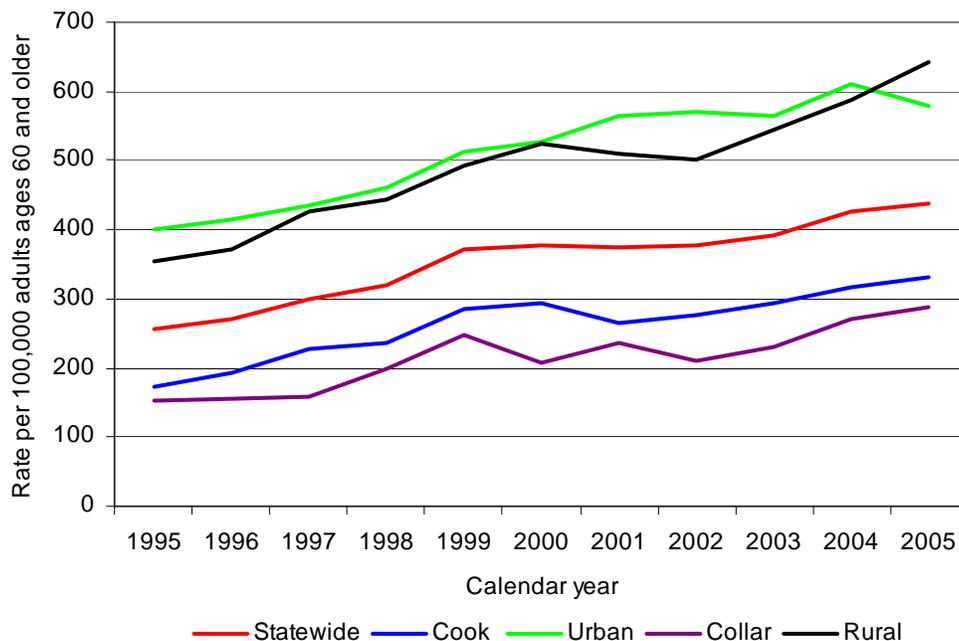
- Physical abuse.
- Sexual abuse.
- Emotional abuse.
- Confinement.
- Passive neglect.
- Willful deprivation.
- Financial exploitation.

In most cases elder abuse victims are subjected to more than one form of maltreatment. According to Department on Aging data, more than 50 percent of Illinois elder abuse cases involve some type of financial exploitation, about 2 percent involve physical abuse, 45 percent involve active or passive neglect, and 45 percent involve emotional abuse.⁴ Every county in

Illinois is served by agencies that assist victims of elder abuse, but accessing services may be difficult for elderly victims who lack transportation options.

Figure 78 depicts trends of elder abuse between state fiscal years 1995 and 2005, during which the rate of reported elder abuse in Illinois increased 71 percent, from 255 to 437 per 100,000 elderly persons. During the same period, the rates of reported elder abuse cases increased in each region of the state, but were highest in urban and rural counties.

Figure 78
Rates of reported elder abuse in Illinois, FY95-FY05



Source: Illinois Department on Aging

Services offered to victims in Illinois

In Illinois, state law offers certain rights and protections to victims and witnesses of violent crime. The Illinois Constitution guarantees certain rights for crime victims, including:⁵

- Obtaining a written explanation by the authorities of your rights under the law.
- Receiving notification of when court proceedings begin.
- Receiving information about social services, victim’s compensation, and application processes.
- Prompt return of property used as evidence or held for other purposes.
- Having a state’s attorneys and victim advocates work with employers to lessen loss of pay and benefits due to court appearances.
- Bringing a victim advocate and translator (if necessary) to court.

- Being informed of the minimum amount of time the offender could spend in prison at the time of the sentencing hearing.
- Being notified if the offender escapes from prison and when he or she is recaptured.

Several state-sponsored services are offered to victims of crime in Illinois. Program options vary across the state, and victims should contact the Office of the Illinois Attorney General or the state's attorney's office in the county where the case is being tried.

Victim notification

The Office of the Illinois Attorney General has operated a statewide automated victim notification system since 1999. This system provides victims and other concerned citizens with a toll-free number to call for case and custody status information on an offender. The system also provides automatic notification when there is a change in an offender's status.

This service is a collaboration of county jail booking systems, Illinois Department of Corrections, Illinois Department of Human Services, and circuit court clerks across the state.

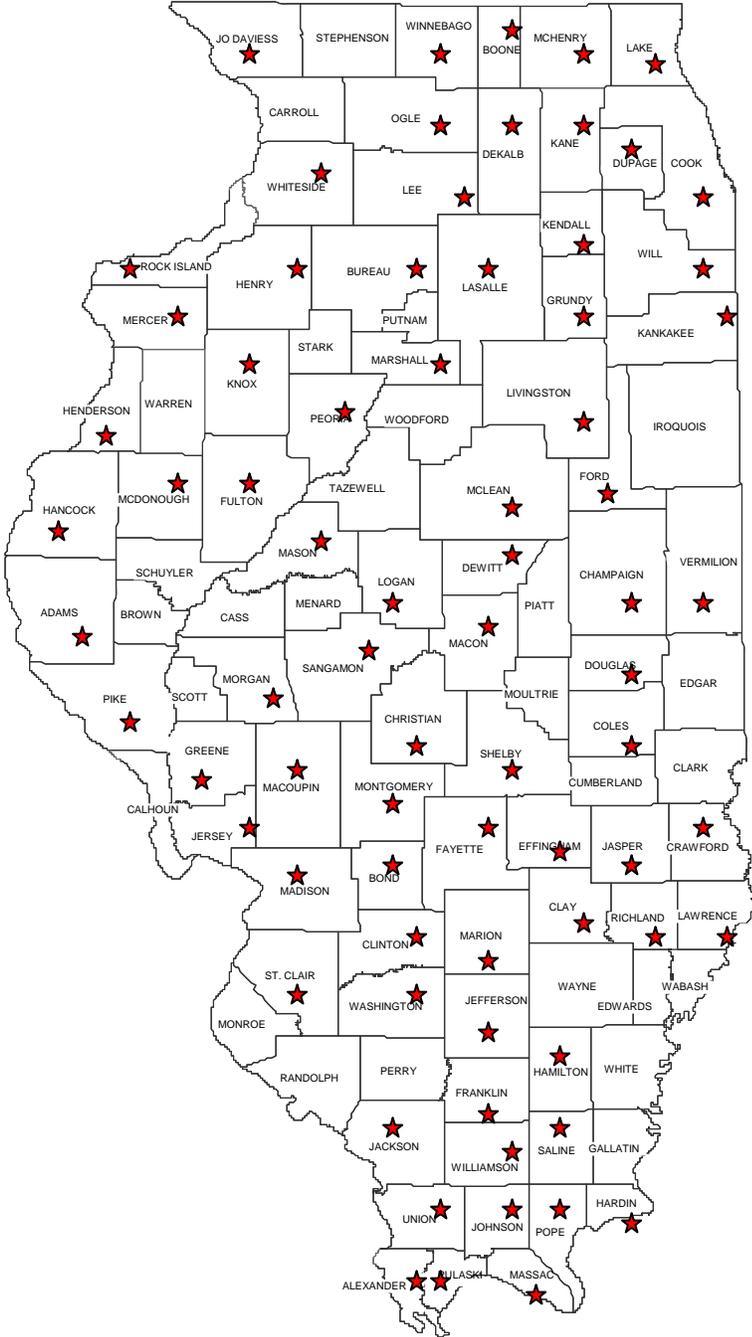
Victim compensation fund

The Illinois General Assembly established the Crime Victim Compensation Act in 1973, with the goal of helping to reduce the financial burden on victims of violent crime. The Illinois Crime Victim Compensation Program provides up to \$27,000 of financial assistance for expenses accrued as a result of a violent crime. The Office of the Illinois Attorney General investigates all claims to determine a victim's eligibility for compensation.

Victim services unit

The Illinois Department of Corrections Victim Services Unit provides information and support to victims of incarcerated offenders. The unit also works in conjunction with other state agencies to advocate for victims rights through public forums and needed legislation.

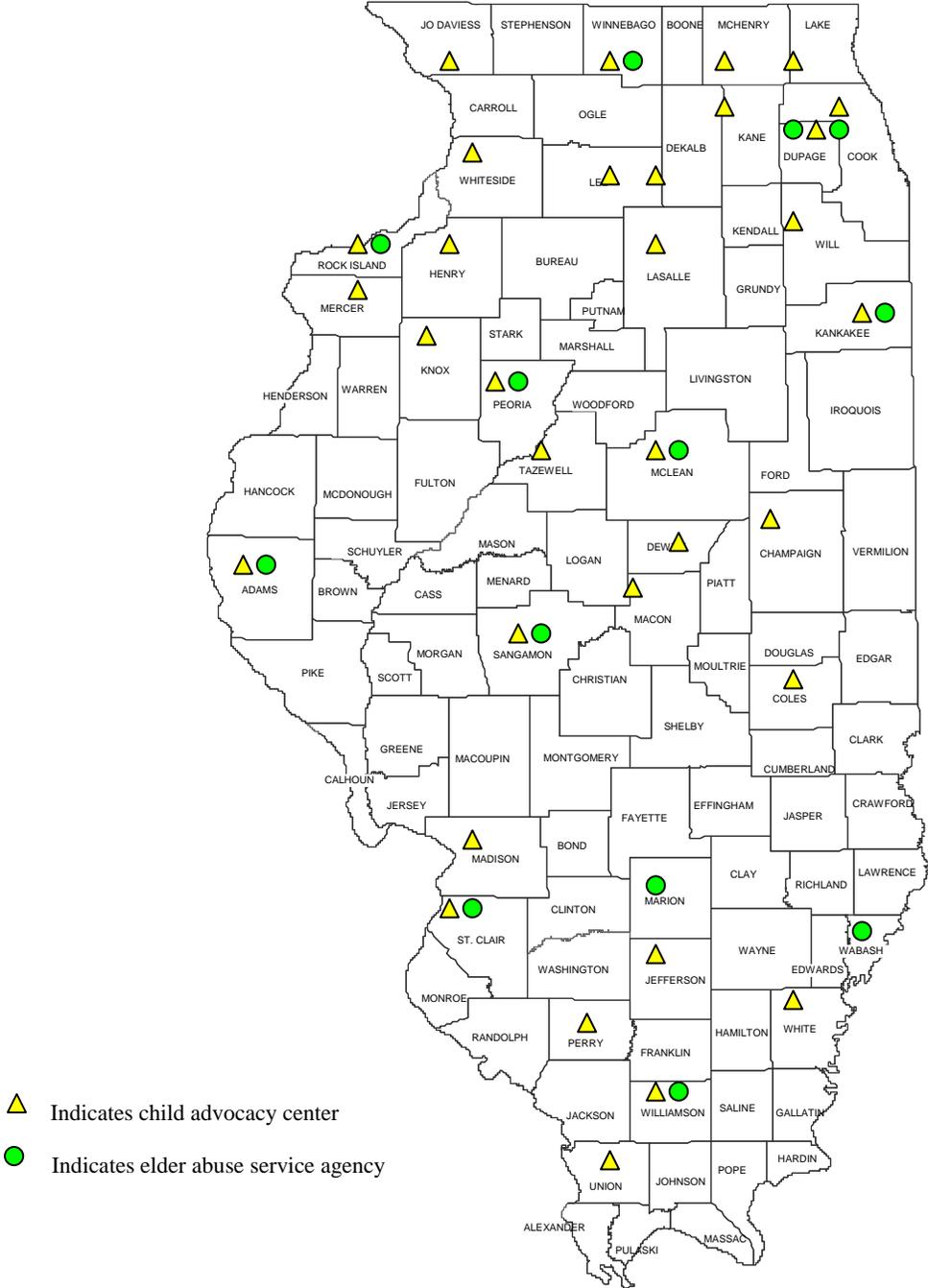
**Map 4
Prosecution-based victim witness programs providing services
to victims of violent crimes, 2007**



★ Indicates agency providing services

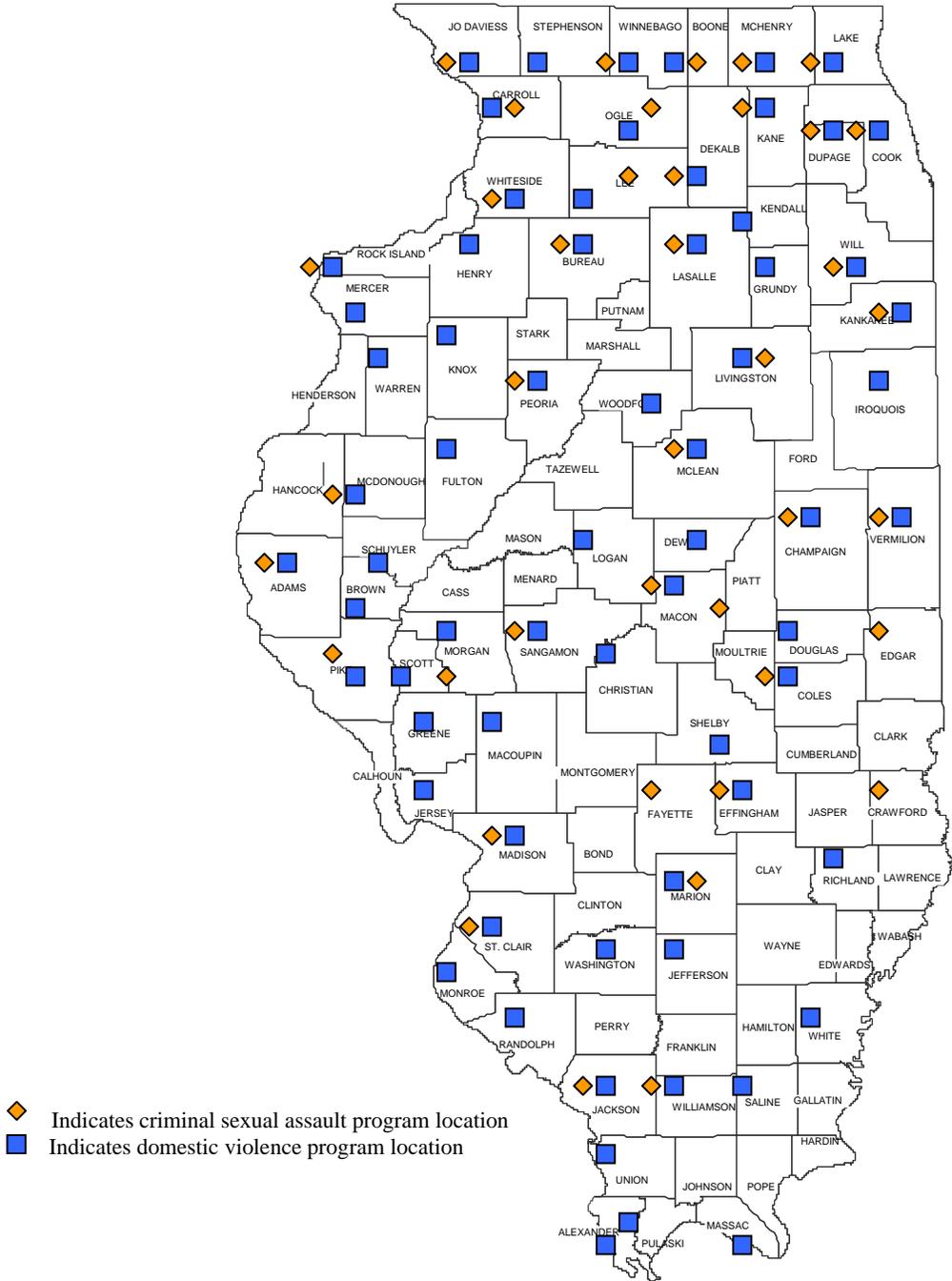
Source: Illinois Attorney General's Office

Map 5 Child advocacy centers and services provided to elder abuse victims, 2007



Source: Illinois Department on Aging and Children's Advocacy Centers of Illinois

Map 6 Services provided to sexual assault and domestic violence victims, 2007



Source: Illinois Coalition Against Domestic Violence, Illinois Coalition Against Sexual Assault, and Illinois Department of Human Services.

Victim services needs assessment survey

In 2005, the Authority completed a profession-specific survey assessing the needs of the criminal justice system. Surveys were sent to 112 victim service providers. A response rate of 51 percent was seen from victim service providers, representing the Illinois Coalition on Alcoholism and Substance Abuse, Illinois Coalition Against Domestic Violence, and child advocacy centers throughout the state. Providers indicated child sex abuse, sexual assaults, and domestic violence cases were major contributors to their workload. Services impacting that workload included providing information and referrals, criminal justice advocacy, case management, and personal advocacy.

Victim service providers recommended drug treatment and youth prevention programs to reduce violence, and listed identity theft and drug and alcohol abuse as worsening problems. Areas in need of major improvement, according to the respondents, included case continuance policies, victim involvement in decision-making, reviews of charging decisions, and the enforcement of victim rights.

Conclusion

Data on victimization in Illinois is gathered from a variety of official sources, including the National Crime Victimization Survey, Illinois Crime Victimization Survey, the Office of the Illinois Attorney General, Illinois Coalition Against Domestic Violence, Illinois Coalition Against Sexual Assault, Illinois Department of Children and Family Services, Illinois Department of Corrections, Illinois Department of Human Services, Illinois Department on Aging, and Illinois State Police. Many Illinois victim service providers also report on services provided through InfoNet.

A study of data for 2005 showed:

- The statewide rate of domestic offenses was 903 per 100,000 persons.
- The statewide rate of crimes against children was 309 per 100,000 juveniles.
- The statewide rate of reported crimes against school personnel was 25 per 100,000 persons.
- The statewide rate of reported child abuse and neglect was 3,454 per 100,000 juveniles.
- The statewide rate of verified child abuse and neglect was 852 per 100,000 juveniles.
- The statewide rate of reported incidents of elder abuse was 437 per 100,000 adults 60 years old and older.

Victim advocates surveyed about the needs of the criminal justice system noted a desire for greater victim involvement in decision-making and greater enforcement of victims' rights.

Notes

¹ U.S. Department of Justice Office of Justice Programs, Bureau of Justice Statistics, *Criminal Victimization in the United States, 2005*. <http://www.ojp.gov/bjs>.

² U.S. Department of Justice Office of Justice Programs Bureau of Justice Statistics <http://www.ojp.usdoj.gov/bjs/cvict.htm>.

³ Grossman, Susan F. and Lundy, Marta *Fact Sheet: Report to the Illinois Criminal Justice Information Authority, Analysis of Infonet Data from Domestic Violence Agencies, January 1998 through December 11, 2005*. Loyola University: January 30, 2007.

⁴ The difference between active and passive neglect lies in the intent of the caregiver. With active neglect, the caregiver intentionally fails to meet his/her obligations towards the older person. With passive neglect, the failure is unintentional; often the result of caregiver overload or lack of information concerning appropriate care-giving strategies. Retrieved February 1, 2008 from <http://www.webster.edu/~woolfm/abuse.html>.

⁵ For a complete list of Victims Rights and Responsibilities, see http://www.icjia.state.il.us/public/pdf/brochures/bor_english.pdf.

Special issue

Human trafficking

Often referred to as modern day slavery, human trafficking for sex or labor is a growing national and international issue. Commercial sexual exploitation of children in the United States is a multimillion dollar industry supported with revenue from prostitution and pornography.

The U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) calls the commercial sexual exploitation of children one of the most overlooked and egregious forms of child abuse. OJJDP defines the commercial sexual exploitation of children as "a constellation of crimes of a sexual nature, committed against youthful victims younger than 18 years old, primarily or entirely for financial or other economic reasons."

Child sex exploitation crimes include trafficking for sexual purposes, prostitution, sex tourism, pornography, stripping, and sexual performances, and include schemes involving mail order brides and early marriages. Law enforcement and child protection groups say commercial sexual exploitation of children in the United States is a critical problem, with OJJDP reporting increasing numbers of children and youth sexually exploited through prostitution and pornography, .

Combating commercial sexual exploitation of children

The Trafficking Victims Protection Act of 2000 defines sex trafficking as recruiting, harboring, transporting, providing, or obtaining a person for the purposes of a sex act. The definition does not state that the victim must be transported from place to place. While it may be commonly believed that most or all victims of human trafficking were born in a foreign country, thousands U.S. nationals suffer at the hands of human traffickers each year.

Most trafficked youth are runaways who have experienced childhood abuse. Many engage in survival sex. Female prostitutes may be controlled, intimidated, socially isolated, and economically dependent on their pimps, making it difficult to leave a life of prostitution. Customers and pimps threaten and physically abuse prostitutes by sexual assaulting, kidnapping, stabbing, and beating them. Victims suffer physical and mental health problems, including post-traumatic stress disorder, depression, and low self-esteem.

A 2001 University of Pennsylvania study estimated that as many as 300,000 children were at risk for exploitation through prostitution in the United States, but a lack of consensus exists on the estimated number of prostituted youth. One study estimated that a minimum of 16,000 women and girls are regularly engaged in prostitution in the Chicago metropolitan area, but another study estimated the total of between 1,800 to 4,000. Official statistics offer much lower estimates of the problem. The U.S. Department of Justice estimated that only 1,300 juveniles were arrested for prostitution in the United States in 1995, a figure that was less than one percent of all juvenile arrests for that year.

Illinois response

Gov. Rod R. Blagojevich signed the Illinois Trafficking of Persons and Involuntary Servitude Act in June 2005. The Act established penalties for the offenses of involuntary servitude, sexual servitude of a minor, and trafficking of persons for forced labor. Also launched in 2005, the Illinois Department of Human Services Rescue and Restore program offers outreach services and provides training to law enforcement and other relevant professionals on human trafficking.

In 2006, the Authority was awarded a research grant by OJJDP to study the child sex trade. The study utilized arrest statistics, focus groups with individuals who were prostituted as juveniles, and interviews with law enforcement officers. The goal of the research was to gain a better understanding of the commercial sexual exploitation of children and youth. Collectively, the research methods addressed:

- Incidence and prevalence of victimization.
- Victim characteristics.
- Pathways to victimization.
- Needs of exploited youth exiting exploitative situations.
- Responses of law enforcement.

Arrest statistics

There have been few arrests related to the commercial sexual exploitation of children, but arrest data is limited due to a lack of reporting requirements on some juvenile offenses, including misdemeanors. Under-reporting of juvenile arrests also seems to be occurring. Between 1994 and 2004, only 45 arrests of juveniles for prostitution were reported. Also during that period, 162 arrests were made for soliciting a juvenile prostitute, 258 arrests were made for child pornography.

Table A depicts the total number of adult commercial sexual exploitation of children-related arrests from 1994 to 2004.

Table A
Total number of commercial child sexual exploitation arrests from 1994-2004

Offense	Number of arrests
Child pornography	258
Child exploitation	166
Juvenile pimping	80
Keeping a place of juvenile prostitution	3
Patronizing a juvenile prostitute	29
Soliciting a juvenile prostitute	162
Total	698

Conclusion

Trends and Issues 2008 provides a timely overview of the Illinois criminal justice system. The first document of its kind in more than a decade, this report is intended to serve as a resource for policymakers, practitioners, and anyone else who is interested in crime and justice in Illinois.

Several key points were identified in the data analyses for this report. They include:

- Statewide, more than six million index offenses were reported to law enforcement between 1995 and 2005. This was a 15 percent reduction in total reported offenses from the previous 11-year period, 1984 through 1994.
- Illinois experienced a continual downward trend in the number of reported violent and property index offenses from 1995 through 2005, a trend that also was seen nationwide. From 1995 through 2005, the number of index offenses known to law enforcement decreased by 28 percent.
- Statewide, more than 1.3 million violent and property index arrests were made between 1995 and 2005. This was a 9 percent decrease in total volume of index arrests from the previous 11-year period.
- Between 1995 and 2005, a steady decrease was seen in the number of violent and property index arrests in Illinois. The 33 percent decrease in index arrests statewide was greater than the 24 percent decline reported nationally.
- In 2005, felony and misdemeanor filings accounted for 11 percent of all cases filed in Illinois courts (criminal, civil, traffic, family, and other).
- In 2005, felony filings increased by about 34 percent in urban and collar counties and by 40 percent in rural counties. In Cook County, felony filings decreased 22 percent, while misdemeanor filings decreased 20 percent statewide.
- Incarcerated populations at the local level (county jail), state level (IDOC prisons), and federal level (federal penitentiaries) have increased in size from FY95 to FY05.
- Admissions to IDOC increased in almost every year from 1995 to 2005, with the technical violation and recidivism rates at all-time highs in latter years.
- A 27 percent increase was seen in the juvenile arrest rate from 2000 to 2005.
- A 7 percent increase in the rate of juvenile detention admissions and a 45 percent decrease in court commitments to the Illinois Department of Juvenile Justice was seen from FY99 to FY04.

- Black youth in Illinois were four times more likely to be arrested and incarcerated in 2004 and four times more likely to be detained in 2005, compared to white youth.
- The statewide rate of domestic offenses was 903 per 100,000 persons in 2005.
- The statewide rate of crimes against children was 309 per 100,000 juveniles in 2005.
- The statewide rate of verified child abuse and neglect was 852 per 100,000 juveniles in 2005.

Trends and Issues 2008 also highlighted special topics in the field of criminal justice that have garnered increased or renewed attention in Illinois over the past few years, including:

- **Gangs.** There are still many recognized street gangs operating in Illinois. Gangs are highly active in illegal drug trafficking activities, with Chicago acting as the hub for drug distribution across the country. Gangs were also found to have a high level of involvement in felonious assault and firearms possession, and a moderate level of involvement in auto theft, burglary and firearms trafficking.
- **Identity theft.** Law enforcement officers face many challenges with identity theft, since information can be stolen simply from a lost wallet, or via technology such as computers, cell phones, and hand-held electronic devices. Statistics from the Federal Trade Commission reveal that in 2006, the Illinois identity theft rate was 78.6 victims per 100,000 persons, making the state 12th in the nation with 10,080 identity theft complaints.
- **Specialized courts.** Community members have an important role to play in helping the justice system identify, prioritize, and solve local problems. Community courts allow victims and residents accessibility to and participation in the justice process. Drug courts provide addicted defendants with drug treatment as an alternative to incarceration. These courts channel non-violent, drug-addicted defendants into highly structured and closely monitored drug treatment programs. Mental health courts are local initiatives that have adopted the drug court model and focus initially on offenders diagnosed with both substance abuse and mental illness. These courts help obtain mental health treatment for individuals accused of crimes and who are mentally ill.
- **Forensic DNA evidence:** One of the best crime-solving tools of the 21st century, DNA, or deoxyribonucleic acid, represents the intersection of science and criminal justice. Forensic DNA evidence has the ability to solve criminal cases—and even prevent future crime—but the use of DNA to identify and convict criminal offenders is relatively new.
- **Substance abuse treatment in prisons:** Southwestern Correctional Center and Sheridan Correctional Center have drug treatment programs based on a therapeutic community approach. Originally derived from social learning theory, therapeutic communities are highly structured treatment modes using peer groups to address inmate lifestyle issues across multiple dimensions. Drug use and criminal behavior are viewed as disorders of

the whole person, indicating a more comprehensive treatment modality is required above standard drug treatment services alone.

- **Juvenile justice reform initiatives:** There are several Illinois juvenile justice reform initiatives whose goals are improving the juvenile justice process for minors in the system. These initiatives include the Illinois Balanced and Restorative Justice Initiative, Disproportionate Minority Contact, Juvenile Detentions Alternatives Initiative, Models for Change, and Redeploy Illinois.
- **Human trafficking:** Often referred to as modern day slavery, human trafficking for sex or labor is a growing national and international issue. Commercial sexual exploitation of children in the United States is a multimillion dollar industry supported with revenue from prostitution and pornography.

Analyzing available data and pinpointing emerging criminal justice issues are the first steps in developing innovative, problem-solving strategies. *Trends and Issues 2008* serves as a starting point for information on the latest trends in Illinois crime and law enforcement, the needs and demographics of victims across the state, and innovative court, corrections, and juvenile justice strategies.

