

Illinois' Multiyear Strategy to Control Drug and Violent Crime FFY2000



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I. EXECUTIVE SUMMARY

Introduction

Illinois' FFY 2000 Statewide Strategy to Control Drug and Violent Crime, like previous strategies, includes both good news and bad news. On the basis of a wide variety of information, including surveys of Illinois residents and criminal justice practitioners, formal evaluations, written testimony, public discussions, and data from the criminal justice, public health, and other social service systems, a number of general conclusions can be made.

On the positive side, evaluation results, comments from those in the field and data which measure the efforts of criminal justice agencies are encouraging. Criminal justice agencies are arresting, prosecuting and convicting record numbers of offenders. In addition, an increasing proportion of those offenders identified by the justice system are being referred to, and receiving, substance abuse treatment. Statewide indicators of violence are also encouraging and nearly all local officials have seen improved conditions in their communities.

Encouraging, too, are the results of a number of the formal evaluations that have assessed the impact of programs funded through the Edward Byrne Memorial Formula Grant Program created by the Anti-Drug Abuse Act. In the specific neighborhoods and communities where programs have been implemented, some measurable improvements in the drug and violent crime problems have been noted. Similarly, those offenders who have received specialized supervision or been placed in treatment programs also appear to have decreased their level of involvement in crime and substance abuse.

Yet despite these efforts, there continues to be certain persistent and troubling trends. Despite aggressive law enforcement efforts, neither the supply nor price of drugs in Illinois seem to have changed. In addition, the long-term decrease in drug use among Illinois' general population and youth appears to have reversed. The proliferation and use of methamphetamine threatens the State, particularly in rural communities. Drug use among those offenders involved in the criminal justice system remains at a high level, with notable differences in the nature of drug use by different age groups, as well as male and female offenders. Another issue of concern is the continued fear and perception of violence by Illinois residents. Despite decreases in the number of violent crimes reported to the police in Illinois during the past few years, many Illinois residents perceive violent crime to be increasing.

Below are some of the specific findings from the analyses of the availability and use of illegal drugs in Illinois, the extent and nature of violence, the areas of greatest need, and resource needs and gaps in services presented in the various sections of Illinois' FFY 2000 Statewide Strategy to Control Drug and Violent Crime.

Availability of Illegal Drugs in Illinois

- ◆ Drug prices and purity, traditional indicators of drug availability, reveal that the supply of cocaine (both powder and crack) is stable and the drug is readily available in Illinois. Surveys of Illinois' multi-jurisdictional drug enforcement units confirm this conclusion.
- ◆ Heroin price and purity data suggest that the availability of the drug has increased, although the Cook County region appears to be principally impacted by the drug.
- ◆ With respect to other drugs, marijuana continues to be the most readily available illicit drug across all parts of the state, while methamphetamines appear to be most readily available in Illinois' rural regions.
- ◆ Although street gangs are not solely responsible for drug distribution in Illinois, local law enforcement agencies report the majority are involved in drug sales. A survey of 229 Illinois law enforcement agencies found that 87 percent indicated gangs operating in their jurisdiction were involved in drug sales.

Use of Illegal Drugs in Illinois

- ◆ Drug use among Illinois' general population and among high-school students appears to be on the rise, while the number of students perceiving physical danger in drug use has declined. The percentage of young people that reported having ever used an illicit substance fell from 26.1 percent in 1990 to 22.4 percent in 1993, before increasing to 32 percent in 1995 and 40 percent in 1997. Between 1995 and 1997, increases in drug use were seen across all grade levels, all ethnic groups, all regions of the state, and across both genders.
- ◆ During 1997, 52 percent of high-school seniors reported illegal drug use during their lifetime, compared to 21 percent of seventh graders in Illinois. In general, male students were more likely than females in the 1997 survey to report using illegal drugs at some point (42 percent versus 37 percent, respectively). Similarly, students in urban areas of the state were also more likely than their rural counterparts to report lifetime illicit drug use (42 percent versus 34 percent, respectively). On the other hand, based on the 1997 survey, there was little difference between whites and minorities in their self-reported lifetime use of illegal drugs. During 1997, approximately 42 percent of both the white and minority students in Illinois reported illegal drug use during their lifetime.
- ◆ Drug use found among arrestees remains high, with differences in the nature of illicit drug use noted between male and female offenders. Based on urinalysis from a sample of Illinois arrestees in 1995, it was estimated that 65 percent of male arrestees tested positive for illegal drugs compared to 61 percent of females. About 50-60 percent of arrestees in Chicago currently test positive for cocaine use. Female arrestees test positive for cocaine at a higher rate than male arrestees in Chicago and at suburban locations.

Extent and Nature of Violent Crime

- ◆ Despite statewide decreases in the number of violent crimes reported to the police in Illinois, the public's fear and perception of violent crime remains high. In 1998, there were 99,776 violent crimes reported. That number was five percent fewer than the previous year and 20 percent less than the number in 1994. However, when Illinois residents were asked about their perceptions of violent crime, 40 percent felt that violent crime had increased over the past few years.
- ◆ There were 866 firearm-related homicides statewide in 1997, a decrease of nearly seven percent from 1996. Of the 536 firearm-related homicides in Chicago in 1998, 42 percent were committed by youth under 21. While this number is at its lowest level in ten years, it remains about 125 percent higher than during the mid-1980s.

The Strategy Development and Coordination Process

- ◆ Although not exclusively including juveniles, gang violence and gang migration have become serious issues facing the majority of Illinois' law enforcement agencies. Based on a survey of selected Illinois law enforcement agencies, almost all were aware of gang members migrating to their communities from other parts of the state. In particular, Illinois' small communities, including rural areas, have noted recent problems with youth gangs, while in Illinois' larger communities the problem has existed for some time. These patterns may be affirmed by arrest trends. Between 1993 and 1995, Illinois' rural counties experienced the largest increase in juvenile arrests for violent crimes, particularly aggravated assaults.

Areas of Greatest Need

Analyses of available data and written testimony suggest several important needs which Illinois' FFY 2000 Statewide Strategy to Control Drug and Violent Crime should address:

- ◆ The inadequacies of current information technologies, systems and data collection strategies to provide a complete and comprehensive picture of the nature and extent of drug and violent crime in Illinois;
- ◆ High levels of illicit drug use among the criminal justice population, including arrestees and probationers, and the differences in the nature of substance abuse between male and female offenders;
- ◆ Increasing drug use, particularly marijuana, among youth in Illinois and their perception of low risk in drug use;
- ◆ The system-wide impact of increased law enforcement resources, particularly with respect to drug arrests, on court filings, probation caseloads and prison populations;
- ◆ The need for specialized training and coordination, particularly with respect to handling and treating sex offenders and other violent offenders;
- ◆ The need to develop strategies to disrupt, diminish and ultimately destroy the distribution and supply of heroin, cocaine, methamphetamine and other illicit drugs; and
- ◆ In terms of geographic areas of greatest need, as in previous years, Illinois' major population centers continue to have the highest rates of violent crime and drug arrest rates. However, it should be noted that all geographic areas of Illinois have experienced decreases in violent crime.

Resource Needs and Gaps in Service

In general, the Authority's assessment of resource needs and gaps in service found that all of the components of the criminal justice system are facing increasing caseloads. Consequently, the statewide strategy must be considerate of and respond to these increased demands for services:

- ◆ Drug arrests continue to remain high, with nearly 107,000 arrests in 1998, most involving felony violations of the Controlled Substances Act, which place additional demands on the system.
- ◆ The number of felony cases filed in Illinois continues to increase, with 89,759 filings in 1998—the highest level recorded. Delinquency petitions increased over 20 percent between 1997 and 1998, to more than 28,000 filings.
- ◆ As a result of these increases in arrests and prosecutions, the number of offenders placed on probation and sentenced to prison have also increased. Between 1994 and 1998, felony probation caseloads in Illinois increased 16 percent, to over 49,000, while juvenile probation caseloads increased 25 percent.

The Strategy Development and Coordination Process

- ◆ The number of court commitments to the Illinois Department of Corrections (IDOC) increased 15 percent between state fiscal years 1994 and 1999, and increased seven percent between state fiscal years 1996 and 1999.
- ◆ As a result of the dramatic increase in drug offenders and drug-dependent offenders identified by the criminal justice system, there has also been a dramatic increase in the number of individuals needing and receiving substance abuse treatment in Illinois.

Conclusions

While drug and violent crime continue to present the state with significant challenges, Illinois has made a substantial commitment to combat both, and those efforts have had a measurable impact in many different ways. Many major programs have targeted every facet of the state's criminal justice spectrum, including enforcement, prosecution, defense, and corrections, as well as treatment and education.

Individually and collectively, those efforts have helped the state. Authority-sponsored evaluations have reported reductions in crime and the visible signs of drug dealing in communities where programs are operating. Offenders who have participated in funded programs have reduced their involvement in crime. The Authority will continue to administer the federal crime control block grant funds in a way which ensures system-wide planning and takes advantage of its past accomplishments.

Illinois' proposed strategy for FFY 2000 builds on the successes of previous years by continuing effective programs - particularly those related to drug apprehension, prosecution, alternative sanctions and treatment options for offenders - and seeks to focus limited new funds on programs that will increase the effectiveness of all the components of the criminal justice system, take advantage of advances in computer and telecommunications technology for information sharing, and develop programs that help youth recognize the risks associated with violence and drug use.

One of the most significant and continuing issues facing Illinois' justice system is the potential for the activities of one component of the justice system to overwhelm the others. Thus, the Authority's strategy includes the support of programs that will accommodate the increase in policing capacities throughout Illinois resulting from an influx of federal funds for community policing initiatives. In some of Illinois' small rural counties, the additional police officers provided through a variety of federal initiatives has doubled police resources. It is clear that in these areas the other components of the justice system will be adversely impacted if additional resources are not made available.

In addition, the benefits of increasing computer and telecommunications capabilities clearly have implications that criminal justice agencies need to take advantage of current integration technologies to facilitate the sharing of information with one another as well as the public. Thus, the Authority's strategy also includes a number of initiatives that will increase the ability of agencies in Illinois to share information on offenders and interactively provide information via the Internet. However, in addition to increasing the capacity of criminal justice agencies to share information, the Internet has also posed a challenge for Illinois' criminal justice agencies: the use of the technology to commit crime.

Lastly, Illinois' strategy recognizes the need to be proactive and identify prevention efforts to reduce illicit drug use among Illinois' youth. While increasing drug use among youth has been found to be inversely related to the perceived risk of drug use, fewer resources have been devoted to drug prevention programs statewide.

As with past strategies, Illinois' FFY 2000 priorities include an extensive evaluation program. This evaluation initiative is not only designed to assist programs in their evolution and attainment of their goals and objectives, but to objectively measure the impact programs have on the drug and violent crime problems among the communities or population served by the programs. It is only through a thorough and rigorous research and evaluation effort that Illinois will be able to continue to build upon its successes and share this information with other states.

II. THE STRATEGY DEVELOPMENT AND COORDINATION PROCESS

A. State Policy Board

The Illinois Criminal Justice Information Authority was established in 1983 by the Governor and the Illinois legislature to promote community safety by providing public policy-makers, criminal justice professionals, and others with the information, tools, and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. Since that time the Authority has provided 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. It also works to enhance the information tools and management resources of individual criminal justice agencies and is frequently called upon by state and local agencies to undertake short-term special projects on a range of criminal justice issues. With the passage of the State and Local Law Enforcement Assistance Act of 1986, the Authority, statutorily responsible for administering the Act in Illinois, became the state's drug policy board as well.

The specific powers and duties of the Authority are delineated in the *Illinois Criminal Justice Information Act* (20 ILCS 3930/1 et seq). They include the following:

- ◆ Developing information systems for the improvement and coordination of law enforcement, prosecution, and corrections;
- ◆ Monitoring the operation of existing criminal justice information systems in order to protect the constitutional rights and privacy of citizens;
- ◆ Serving as a clearinghouse for information and research on criminal justice;
- ◆ Undertaking research studies to improve the administration of criminal justice;
- ◆ Establishing general policies concerning criminal justice information and advising the Governor and the General Assembly on criminal justice policies;
- ◆ Acting as the sole administrative appeal body in Illinois to conduct hearings and make final determinations concerning citizen's challenges to the completeness and accuracy of their criminal history records;
- ◆ Serving as the sole, official criminal justice body in the state to audit the state's central repositories for criminal history records; and
- ◆ Developing and implementing comprehensive strategies for using criminal justice funds awarded to Illinois by the federal government.

The Authority has two major components: a 16-member board representing different parts of the criminal justice system and the private sector; and a professional staff trained in criminal justice administration, information technology, research and analysis, and agency management.

To ensure a broad range of views and expertise are reflected in its work, the Authority regularly organizes advisory committees or work groups, consisting of Authority members, staff, other criminal justice officials, researchers, and other experts, to address specific problems or needs.

One such committee oversees the development and implementation of Illinois' criminal history records improvement plan. Another was formed to devise a strategy for dealing with convicted aliens.

Given its unique composition and role in criminal justice in the state, the Authority is ideally suited to be the state's drug policy board. By statute, the Authority's membership includes the following people:

- ◆ Two local police chiefs: the Chicago police superintendent and another chief who is appointed by the Governor;
- ◆ Two state's attorneys: the Cook County state's attorney and a state's attorney from another county who is appointed by the Governor;

- ◆ Two sheriffs: the Cook County sheriff and a sheriff from another county who is appointed by the Governor;
- ◆ Five state officials: the attorney general (or a designee), the directors of the Illinois Department of Corrections, Illinois State Police, Office of the State's Attorneys Appellate Prosecutor, and Law Enforcement Training and Standards Board; and
- ◆ Five members of the public who are appointed by the Governor.

The Governor also designates a chairman from among the agency's 16 members. The current chairman is former U.S. Drug Enforcement Administration (DEA) Director, Peter B. Bensinger. Brief biographies of each member follow.

- ◆ **Albert Apa** served as a Chicago police officer from 1947 to 1979, retiring as a sergeant. From 1979 until 1992 he served as director of the Illinois Police Training Board in Springfield. He was appointed to the presidential advisory Task Force on Victims of Crime in 1986. In 1991, Mr. Apa received both the Richard J. Daley medal of honor award for service to the city of Chicago, and the U.S. Department of the Treasury Federal Law Enforcement Training Center's "Lifetime Achievement Award."
- ◆ **Peter Bensinger** was head of the U.S. Drug Enforcement Administration for six years under the Ford, Carter, and Reagan administrations. He was the first director of the Illinois Department of Corrections, first chief of the Crime Victims Division of the Illinois Attorney General's Office, chairman of the Illinois Youth Commission, and executive director of the Chicago Crime Commission. He is currently president of Bensinger, DuPont & Associates, a Chicago-based firm that assists industry with drug and alcohol abuse policies.
- ◆ **Jane Rae Buckwalter** is former deputy associate chancellor at the University of Illinois at Chicago and former deputy executive director of the university's Office of International Criminal Justice Programs. Prior to serving as an official with UIC from 1978 to 1998, Ms. Buckwalter managed criminal justice grants, planning, and training for the Illinois Law Enforcement Commission.
- ◆ **Timothy F. Bukowski** is an eight-year veteran of the Kankakee County Sheriff's Department. Mr. Bukowski was appointed sheriff in 1996 and elected to his first four-year term in 1998. He was instrumental in researching and implementing video arraignment, which was first utilized in Kankakee County in 1994. Mr. Bukowski serves on the United States Attorney's Law Enforcement Executive Committee for central Illinois. He also is a member of the Illinois Police Training Institute Advisory Board and serves on the Attorney General's Missing and Murdered Children Committee.
- ◆ **Richard Devine** was elected state's attorney of Cook County in 1996. An attorney with 29 years experience in both public and private practice, Mr. Devine returned to the State's Attorney's Office where he served as first assistant from 1980 to 1983.
- ◆ **Barbara Engel** has worked on behalf of crime victims in Illinois for more than 20 years. She is former director of women's services for the Loop YWCA in Chicago, past president of the Illinois Coalition Against Sexual Assault, and a present member of the Council on Women, and the Chicago Commission on Human Relations. She is currently a board member of the Chicago Foundation for Women and the National Network of Women's Funds.
- ◆ **Norbert Goetten** became director of the Office of the State's Attorneys Appellate Prosecutor in December 1991, following a 19-year tenure as state's attorney of Greene County. Before that, he spent five years in private practice specializing in criminal law. Mr. Goetten is a past President and Treasurer of the Illinois State's Attorneys Association and has been a member of the Executive Board since 1970.
- ◆ **Terry G. Hillard**, a 30-year veteran of the Chicago Police Department, was appointed superintendent of the department on Feb. 18, 1999. Prior to his appointment as superintendent, he was chief of the Detective Division. From 1993 to 1995 he was deputy chief of patrol, and prior to that served as a Patrol Division commander in Chicago's Gresham district.

- ◆ **Thomas J. Jurkanin** has served as executive director of the Illinois Law Enforcement Training and Standards Board since April 1992. The board administers and certifies all police and correctional training programs in Illinois. Mr. Jurkanin has worked for the board for the past 20 years, and he has a total of 25 years experience in the criminal justice field. He is vice- chairman of Gov. George H. Ryan's Law Enforcement Medal of Honor Committee, and secretary-treasurer of the Law Enforcement Foundation of Illinois.
- ◆ **John J. Millner** joined the Elmhurst Police Department in March 1972 and has been chief of the department since 1986. Mr. Millner is chairman of the Illinois Attorney General's Violence to Children Task Force, and president for Northeast Multi-Regional Training, the largest mobile training region in Illinois. He also is vice president of the Illinois Association of Chiefs of Police.
- ◆ **Sam W. Nolen** was appointed director of the Illinois State Police in January 1999. A 30-year veteran of the ISP, Mr. Nolen has held various positions in the department, including deputy director of the Division of Training and deputy director of the Division of Forensic Services and Identification. He also served as acting director of the state police from January to March 1991. Mr. Nolen began his state police career as a trooper.
- ◆ **John C. Piland** has been the Champaign County state's attorney since 1995. From August 1987 to 1995 Mr. Piland practiced civil litigation. He has served as a member of the Illinois Truth-in-Sentencing Commission and the White House Conference on Small Business. Mr. Piland has served on the executive committee of the Illinois State's Attorneys Association since 1995.
- ◆ **Jim Ryan** was elected Illinois' attorney general in 1994. Prior to his election, he was the state's attorney in DuPage County, a post to which he was first elected in 1984. Special areas of interest include domestic violence, gang prosecution, and drug control.
- ◆ **Michael Sheahan** was elected sheriff of Cook County in November 1990. He began his career in law enforcement in 1971 as a patrol officer with the Chicago Police Department. In 1979 he was elected alderman of Chicago's 19th Ward, a position he held for 11 years. While alderman, Mr. Sheahan served as Chairman of the Committee on Police, Fire, and Municipal Institutions.
- ◆ **Donald N. Snyder, Jr.** was appointed director of the Illinois Department of Corrections in January 1999. Mr. Snyder joined IDOC in 1987 as a corrections detention specialist inspecting county and municipal jails and juvenile detention facilities. Mr. Snyder was elected Pike County sheriff in 1978 at the age of 23, at the time becoming the youngest elected county sheriff in Illinois history. He is a graduate of numerous FBI and Illinois State Police training programs.
- ◆ **Michael Waller** has served as Lake County state's attorney since August 1990. He first joined the state's attorney's office in 1973 and served as the chief deputy of the criminal division, chief of special prosecutions, and chief of the misdemeanor, traffic, and juvenile divisions. He worked in private practice from 1979 through 1986.

The Authority conducts its business in open public meetings at least four times a year; these meetings are usually held in the agency's office in downtown Chicago.

The Authority's staff includes people from a variety of backgrounds and disciplines. To help maintain this staff diversity, the Authority aggressively pursues equal employment opportunities. In fiscal year 1999, the Illinois Department of Human Rights approved the Authority's EEO plan, and the Authority worked closely with the department to receive up-to-date training on affirmative action and to inform qualified minority candidates of positions within the agency. The Authority has also worked to make employment opportunities available to people with disabilities. Individually and collectively, Authority staff have been repeatedly recognized for

their work in the areas of research, evaluation, and program development by federal, state, and local public and private agencies.

B. Strategy Development

The Authority is in the process of implementing a comprehensive state plan to guide the allocation of federal and state grant funds in criminal justice. The plan is intended to serve as a framework for a comprehensive statewide approach to coordinating the allocation and expenditure of all federal and state funds appropriated to the Authority and made available for juvenile and criminal justice purposes, including those under:

- ◆ The Byrne Program, Anti-Drug Abuse Act of 1988 (ADAA);
- ◆ The Victims of Crime Act (VOCA);
- ◆ The Violence Against Women Act (VAWA);
- ◆ The National Criminal History Improvement Program (NCHIP);
- ◆ The Local Law Enforcement Block Grant Program (LLEBG);
- ◆ The Residential Substance Abuse Treatment (RSAT) Program;
- ◆ The Violent Offender Incarceration and Truth-in-Sentencing (VOI-TIS) Incentive Grant Program;
- ◆ State Identification Systems Grant Program (SIS);
- ◆ Juvenile Accountability Incentive Block Grant Program (JAIBG); and
- ◆ The Illinois Motor Vehicle Theft Prevention Act Program.

Eventually, the planning process could be broadened to consider all other federal and state funds, including other discretionary and formula grant programs, appropriated for and/or by other agencies, which affect the adult and juvenile justice systems in Illinois.

A highlight of this new strategic planning project will be a Criminal Justice Planning Summit. The goals of the Criminal Justice Planning Summit are:

- (1) to identify and describe, using data, current research findings and the experiences of expert practitioners, the most pressing issues presently facing the Illinois criminal justice system; and,
- (2) for each of those problems, Summit participants will identify clear, measurable and reasonable objectives for the State. These objectives will then be used to guide the development a three-year plan of action, which will be prepared shortly after the Summit. The Summit will be convened each year to refine and update this comprehensive multiyear Strategy.

Approximately one hundred policy-makers, practitioners, service providers, researchers, citizens, and government officials will be invited to the first Summit, scheduled for June 2000. Over the months following the Summit, Authority staff will convene ad hoc working groups under the auspices of the Authority's Research and Policy Committee. These working groups, which will be identified at the Summit, will be convened for the purposes of:

- ◆ Following up on areas identified in the plan as needing further inquiry;
- ◆ Reviewing and discussing staff analyses of updated data, recent research and/or evaluation findings, and other relevant information; and
- ◆ Considering public and professional input on the plan.

The Research and Policy Committee would also convene subsequent annual summits to review the work of the ad hoc working groups and to review performance relative to the objectives articulated in the plan. Based on their consideration of the input of staff, public review and comment, and these ad hoc working groups, the Research and Policy Committee would oversee the refinement of the annual plan for presentation and adoption by the full Authority.

The first Criminal Justice Planning Summit, then, provides a foundation for the development of an annual plan which reflects the concerns of a broad constituent group, is considerate of public and professional input, and is also

experience (practice) and research based. The plan will serve as a guide for policy development, resource allocation, and administrative and legislative initiatives.

Federal, State and Local Participation in Strategy Development

The Authority is committed to ensuring that the strategy to control drug and violent crime reflects not only the interest and concerns of those federal, state, and local officials whose duty it is to enforce the drug and criminal laws and to direct the administration of justice within Illinois, but also the views of citizens and neighborhood and community groups as well. To that end, the Authority invited and received public input and undertook a number of measures to provide opportunity for comment on any strategy proposed to the U.S. Department of Justice; these include press releases, direct mailings, and advertisements in the state newspaper.

More than 2,000 notices inviting comment on the priorities of the Anti-Drug Abuse Act of 1988 for FFY2000 were sent to members of the Illinois General Assembly; Illinois' three U.S. attorneys; state agency directors; all police chiefs of communities with populations of more than 10,000; sheriffs, state's attorneys, public defenders, and other county officials; multi-jurisdictional narcotic unit directors; regional police training directors; chief and circuit court judges; mayors or village presidents of communities with more than 10,000 residents; community groups; and social service agencies throughout Illinois.

Input was sought regarding the specific, major problems their community and/or agency faces with respect to drug and violent crime as related to prevention, law enforcement, adjudication, corrections and treatment, and information systems and technological improvements; the resources currently available to address these problems; and how they recommend these problems be addressed. (See Appendix A for a copy of the notice.) Notice of the invitation for public input was also posted in the newspaper designated by the state for such announcements. News releases were sent to newspapers and radio and television stations throughout the state. In all, 16 individuals and organizations representing all components of the criminal justice system, as well as citizen groups and service providers submitted written remarks. (See Appendix B for a list.)

Copies of the completed strategy are sent to the state legislative support services agency, and to state public libraries for public review. Additionally, a summary of the strategy, including the expected fund award time frame, is sent to those who respond to the request for comments, as well as others on the original mailing list.

C. Public, Legislative and Executive Agency Review

The Authority seeks input into the Strategy from private citizens, legislators and criminal justice practitioners. Legislative review is ensured by submission of the completed Strategy to the Illinois Commission on Intergovernmental Cooperation (ICIC). Executive agency review is satisfied by submission of the complete application to Illinois Bureau of the Budget. In either case, if comments are received which require changes in the strategy, these will be made and an amended strategy will be forwarded to the Bureau of Justice Assistance.

III. THE NATURE AND EXTENT OF THE DRUG AND VIOLENT CRIME PROBLEM IN ILLINOIS

Analysis of Drug Use, Availability and Crime

Introduction

Due to the fact that there are no single, comprehensive, complete and accurate measures of drug and violent crime, numerous sources of information were examined to draw some general conclusions about the extent and nature of the problem. With respect to drug crime indicators, staff from the Illinois Criminal Justice Information Authority analyze on an ongoing basis statistical data measuring drug seizures, quality (purity) of drugs, drug-related emergency room admissions and deaths, treatment admissions, prenatal drug use, and prevalence of drug use as measured by surveys and studies. Arrests for violations of Illinois' drug laws and additional data on treatment admissions have also been analyzed and are presented in the discussion on resource needs and gaps in service.

Indicators of Illegal Drug Use in Illinois

There are three general sources of information regarding the use of illegal drugs among Illinois residents: 1) self-reported drug use disclosed by students and the general population through surveys conducted by the Illinois Department of Health and Human Services' Office of Alcoholism and Substance Abuse (OASA); 2) anonymous urine tests performed on a sample of arrestees in Illinois by Treatment Alternatives for Safe Communities (TASC) through the Arrestee Drug Abuse Monitoring (ADAM) program sponsored by the U.S. Department of Justice, National Institute of Justice; and 3) measures of adverse consequences of drug use, such as emergency-room admissions or drug exposed births.

Based on these sources of information, a number of generalizations can be made about drug use in Illinois. First, based on the self-reported information obtained from Illinois' student and general population, illegal drug use decreased during the late 1980s through the mid-1990s. However, among the student population, drug use, particularly marijuana use, has increased in recent years. This trend mirrors national data, which indicates that illegal drug use among high-school seniors reached a three-decade low in 1992, before self-reported drug use increased. On the other hand, drug use among the criminal population in Illinois, as measured through the ADAM program, has not changed much since this data collection began in the mid-1980s. Among arrestees in Chicago, for example, the proportion testing positive for illegal drugs has remained between 70 and 80 percent for the past 11 years.

Data from the Illinois Department of Children and Family Services and Illinois Department of Public Health provide additional indicators of the prevalence of drug abuse in Illinois. As with some of the other measures, figures on the number of children born in Illinois exposed to illegal drugs prior to birth reveal a substantial decrease since

the mid-1990s—reversing an upward trend experienced since the mid-1980s. Statewide, the number of drug-exposed births reported to, and verified by, the Illinois Department of Children and Family Services decreased 45 percent between state fiscal years 1994 and 1998. This trend of decreasing cases of drug-exposed births was evident across all but one of Illinois’ largest counties. This trend is also consistent with data from the Illinois Department of Public Health’s Adverse Pregnancy Outcome Reporting System (APORS), which indicates that the number of children born in Illinois with illegal drugs in their systems (as detected through blood tests) decreased 42 percent statewide between state fiscal years 1994 and 1998. Therefore, the major findings regarding drug use are:

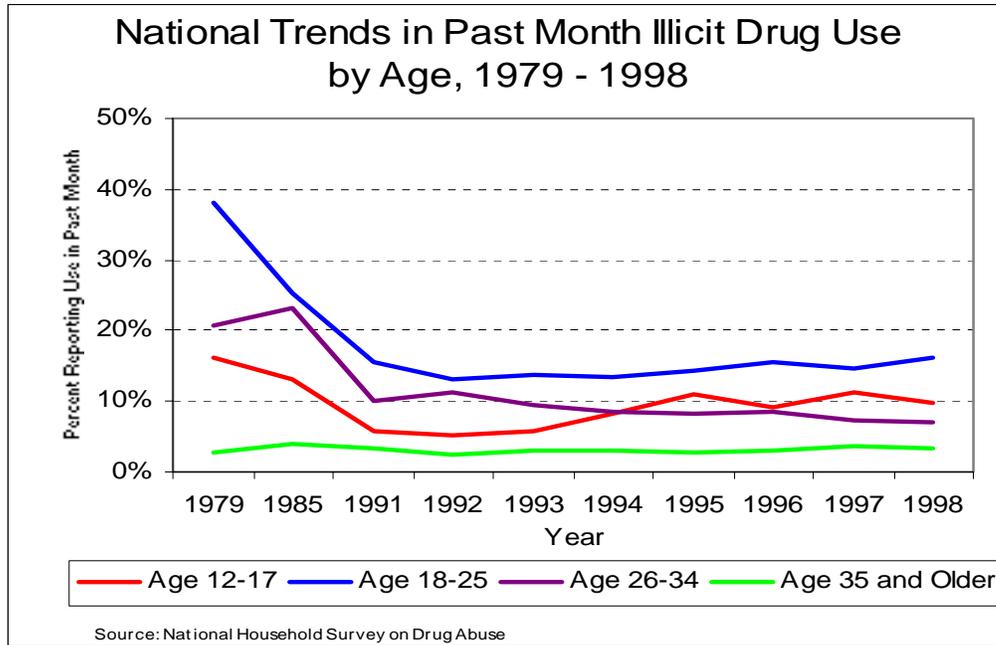
- ◆ Since the early 1990s, drug use (especially marijuana use) among youth has been increasing in Illinois and nationally, and perceived risk has declined;
- ◆ Over the past two decades, drug use among the criminal justice population continues to remain at high and consistent levels; and
- ◆ Drug exposed births, however, have decreased since the mid-1990s.

Drug Use Among Illinois Households

Data are available from the OASA on their most recent published survey of adults in Illinois households regarding drug use. Results from the fiscal year 1994 survey revealed that 5.4 percent of the respondents reported using an illicit drug in the past year and 2.1 percent reported using an illicit drug within the past month. Although the percentage reporting use in the past year increased between 1990 and fiscal year 1994 (from 4.9 percent to 5.4 percent), the percentage reporting use in the past month decreased slightly (from 2.9 percent in 1990 to 2.1 percent in fiscal year 1994). The illicit drug most often cited for use was marijuana. When compared to national data, however, the percentage of Illinois adults in all age categories that reported illicit drug use was lower than the national percentage for lifetime use, past year, and past month use.

The 1998 National Household Survey on Drug Abuse conducted by the U.S. Department of Health and Human Services reported that 6.2 percent of respondents 12 and older reported past month use of any illicit drug, dropping slightly from the 6.4 percent reporting in 1997. Slight decreases were noted in each age category, with the exception of the 18-25 age group (Figure 1). This age group increased to 16 percent reporting past month use of an illicit substance—the highest percentage recorded in the 1990s. Past month use of any illicit drug increased from 17.3 percent in 1997 to nearly 20 percent in 1998 for respondents aged 18-20. Marijuana remains the most commonly used illicit drug, used by 81 percent of current (past month use) illicit drug users. Approximately 60 percent of current illicit users used only marijuana, 21 percent used marijuana and another illicit drug, and the remaining 19 percent used an illicit drug other than marijuana in the past month. Specifically, past month use of marijuana for respondents aged 18-20 increased from 15.4 percent in 1997 to 18 percent in 1998.

Figure 1

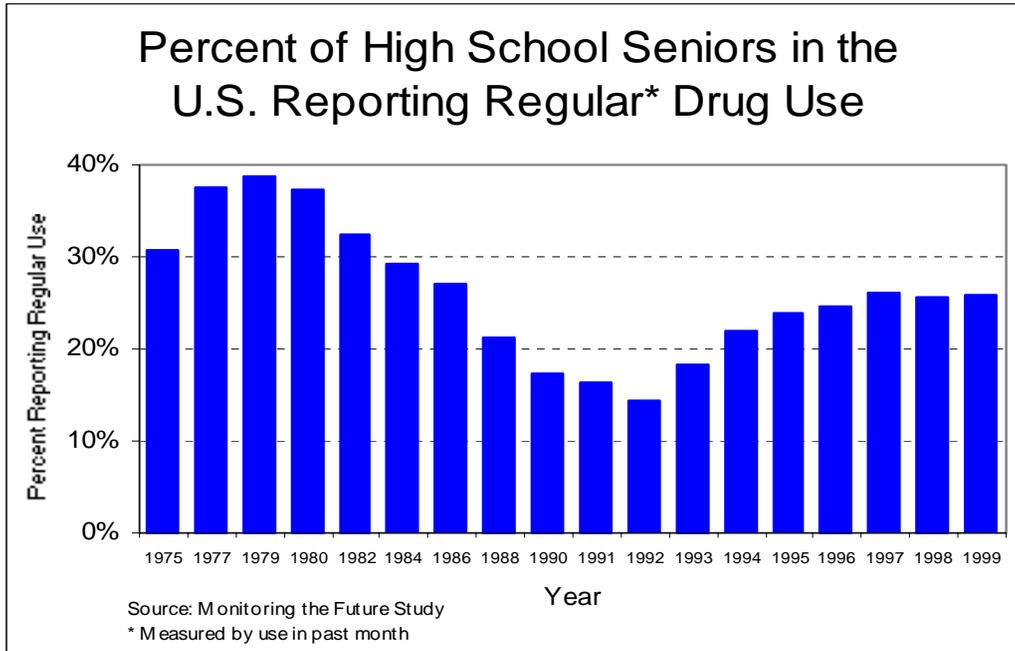


During 1997-1999, the University of Illinois at Chicago conducted a study of 715 young (age 18-30) heroin users who inject the drug. The study was conducted in Chicago and surrounding suburbs and found that nearly 40 percent of the sample consisted of females, suggesting that young women may be at a greater risk for injection use than previously thought. In addition, nearly 40 percent of the sample reported a suburban residence, with suburban injectors more likely than urban respondents to be younger than 25.

Drug Use Among High School Students

The percentage of high school seniors across the country reporting regular drug use remained steady, with the 1998 Monitoring the Future Study showing 25.6 percent of high school seniors reporting regular (past month) use of an illicit drug, and 25.9 reporting regular use in 1999 (Figure 2). When asked about past-month use, marijuana is the most frequently cited drug (other than alcohol) used by high school seniors. Twenty-three percent of the high school seniors surveyed in 1999 reported marijuana use in the past month, compared to 2.6 percent reporting cocaine use during the past month. The percentage of seniors reporting regular use has increased steadily since 1992, with the exception of a slight decrease between the 1996 and 1997 surveys.

Figure 2



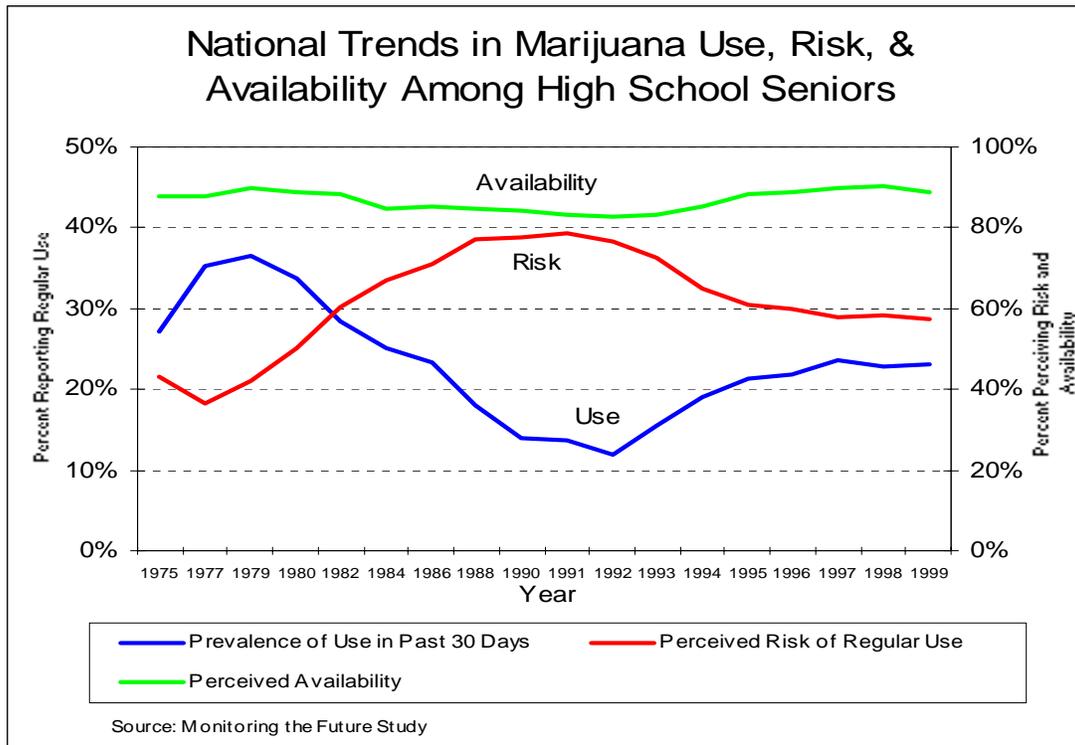
Over 54 percent of seniors surveyed in 1999 reported using an illicit drug at least once in their lifetime, relatively unchanged from 1998 and remaining at the highest level since 1987. Lifetime use of marijuana has steadily increased since 1992, with nearly half (49.7 percent) of high school seniors in 1999 reporting use of marijuana in their lifetime. Nearly 10 percent of seniors reported using cocaine in their lifetime—the highest level since 1990.

Paralleling the recent increase in reported drug use by high school seniors has been a decline in the perceived dangerousness of drugs. In 1999, 15.7 percent of the students in the survey perceived danger in limited marijuana use (use once or twice), compared with 27 percent in 1991. Similarly, 52 percent of the students perceived danger in using cocaine once or twice in 1999, compared to 60 percent in 1991.

When comparing trends in the reported use, perceived risk and perceived availability of marijuana, it is clear that use is related much more to perceived danger than availability. While the perceived availability of marijuana did not fluctuate much over the past two decades, drug use and perceived danger consistently moved in opposite directions (Figure 3).

Drug use among youth in Illinois has followed the national pattern. Similar to the format of the national study, in 1990, 1993, 1995, and 1997 OASA surveyed more than 47,000 young people in grades seven through twelve across the state about their use of drugs. The percentage of young people that reported having ever used an illicit substance fell from 26.1 percent in 1990 to 22.4 percent in 1993, before increasing to 32 percent in

Figure 3



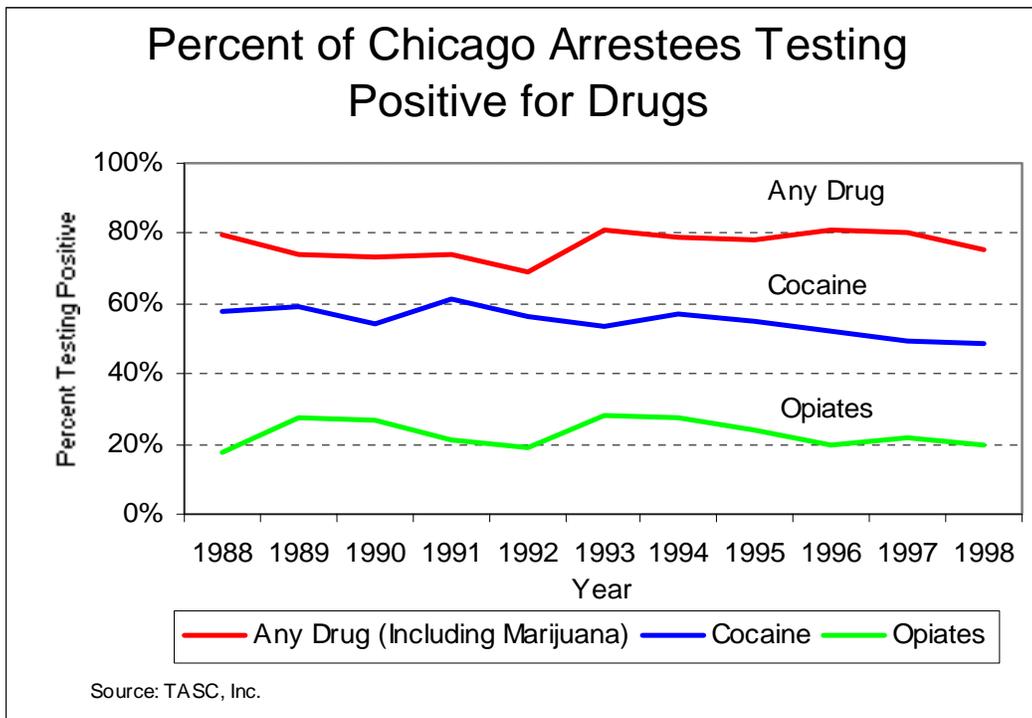
1995 and 40 percent in 1997. Between 1995 and 1997, increases in drug use were seen across all grade levels, all ethnic groups, all regions of the state, and across both genders. During 1997, high-school seniors reported the highest prevalence of illegal drug use during their lifetime (52 percent), compared to 21 percent of seventh graders in Illinois. In general, male students were more likely than females in the 1997 survey to report using illegal drugs at some point (42 percent versus 37 percent, respectively). Similarly, students in urban areas of the state were also more likely than their rural counterparts to report lifetime illicit drug use (42 percent versus 34 percent, respectively). On the other hand, based on the 1997 survey, there was little difference between whites and minorities in their self-reported lifetime use of illegal drugs. During 1997, approximately 42 percent of both the white and minority students in Illinois reported illegal drug use during their lifetime.

Drug Use Among Arrestees

Although drug use (at least as reported through surveys) is relatively low among the general population, a much higher level of use has been documented among individuals who come into contact with the criminal justice system. One of the most widely cited indicators of drug use among arrestees is the Arrestee Drug Abuse Monitoring (ADAM) program, which collects data in 35 sites. The ADAM program collects urine samples from arrestees and then tests them for the presence of illegal drugs. Chicago has participated in the ADAM program since 1987 and has recently begun collecting data

from female arrestees, as well as data from locations outside of Chicago. Results from drug tests performed between 1988 and 1999 reveal a number of important trends. First, the overall prevalence of illegal drug use among arrestees in Chicago has remained stable and high. During the past 10 years, an average of 70 to 80 percent of all arrestees tested positive for an illegal drug at the time of arrest. Second, the drug detected most frequently among Chicago arrestees over the past 10 years has been cocaine, with an average of 50 to 60 percent of arrestees testing positive for this drug, and opiate use among the arrestee population is among the highest nationally (Figure 4).

Figure 4



Preliminary 1999 ADAM estimates show that females continue to test positive for cocaine at a higher rate than males, while males are more likely than females to test positive for marijuana. Generally, there is little difference between males and females when testing positive for any illicit substance in Chicago and suburban Cook County. Overall, Chicago arrestees are more likely to test positive for an illicit substance than their suburban counterparts.

Drug Use Among Probationers

A relatively large-- and growing--number of individuals on probation in Illinois are either substance abusers or serving a sentence for a violation of Illinois' drug laws. This is evident not only in the number of probationers ordered to drug treatment as a condition of their sentences, but also in the offense types for which probationers are sentenced and the prevalence of drug abuse histories among probationers. In 1998, more than half of the 17,000 treatment programs ordered as a condition of probation were for drug and/or alcohol abuse (55 percent), while 22 percent were orders to undergo substance abuse assessment and referral.

Data also suggest that a large percentage of probationers in Illinois have a history of abusing drugs or alcohol. A 1997 study of Illinois adult probation exits found that more than half (55.7 percent) of Illinois probationers discharged during the study period had a history of substance abuse involving drugs, alcohol or both (Olson, Adkins, 1998). The study found offenders sentenced with a DUI offense were most likely to have a prior history of substance abuse (85 percent), followed by drug offenders (57 percent). Nearly 47 percent of probationers with violent (person) offenses had a history of substance abuse, while 41 percent of property offenders had a history of substance abuse. The study noted that probationers with drug and alcohol-related offenses accounted for the highest proportion of probationers. Offenders convicted of DUI accounted for the single largest group of probationers (22.7 percent) followed by drug offenders (17.4 percent).

Regarding drug abuse, almost 25 percent of probationers with a history of drug abuse were negatively discharged from probation, compared to 8 percent of those with no history of drug abuse. Those with a history of drug abuse were also more likely to have a technical violation while on probation (52.2 percent compared to 28.3 percent), and be rearrested while on probation (44.9 percent compared to 24.1 percent). Of the probationers ordered to drug testing (urinalysis) and tested, more than one-third tested positive at least once during the term of their probation.

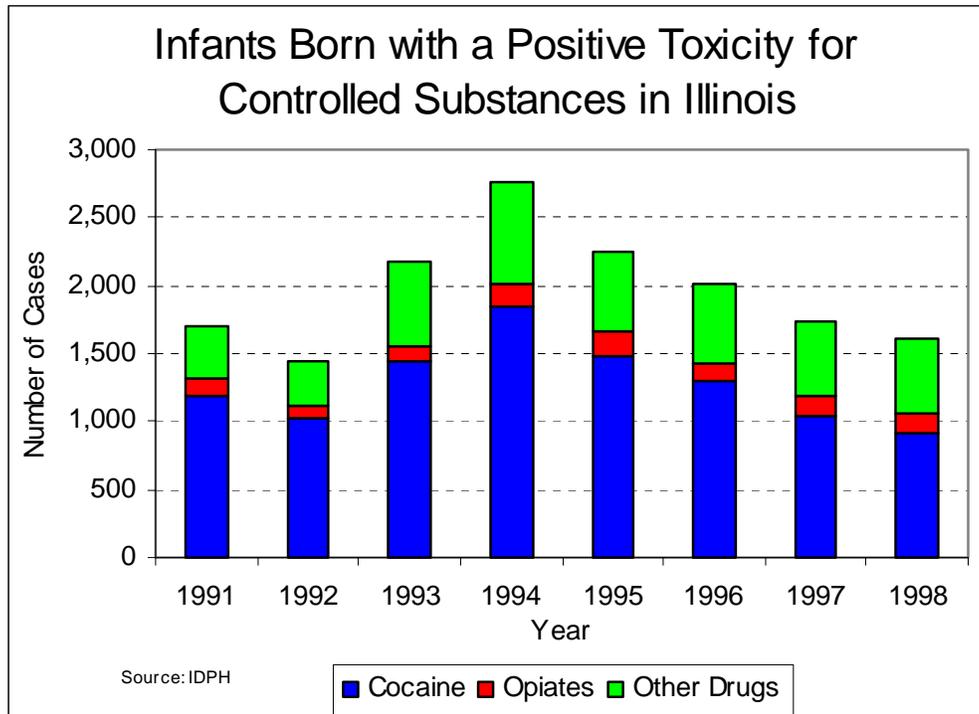
Prenatal Substance Abuse

Data from the Illinois Department of Children and Family Services (DCFS) provides another indicator of the prevalence of drug abuse in Illinois. The number of reported

cases of substance exposed infants increased significantly between state fiscal years 1985 and 1994, from 181 to 3,736, but has decreased since then. Between state fiscal years 1994 and 1998, the number of cases reported statewide fell 45 percent to 2,071 reported cases in state fiscal year 1998--1,942 of which were verified. Further, decreases in reported cases were noted across every region of Illinois between state fiscal years 1994 and 1998, ranging from a 46 percent decrease in Chicago to a 19 percent decrease in Illinois' rural counties. The majority (81 percent) of substance affected births reported in Illinois during state fiscal year 1998 were reported in Cook County, predominately within the city of Chicago. By state fiscal year 1998, 89 of Illinois' 102 counties had reported at least one case of a drug-exposed birth.

Another source of information on substance affected births is the Illinois Department of Public Health's (IDPH) Adverse Pregnancy Outcomes Reporting System (APORS). APORS data is particularly important because it identifies through blood tests the types of illegal drugs detected in newborns. Of the 15,692 infants who tested positive for illegal drugs between 1991 and 1998, the majority (65 percent) had traces of cocaine in their system, 7 percent tested positive for opiates and the remaining 28 percent tested positive for other drugs (Figure 5). Between state fiscal years 1994 and 1998 the number of positive tests through APORS fell 42 percent, with the decrease in positive cocaine tests being even larger (51 percent).

Figure 5



Drug Availability in Illinois

Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice and public health care sources can be helpful in estimating drug availability. Drug-related health problems, such as treatment admissions, emergency room admissions and drug-related deaths, are presented below as indicators of the drug supply and drug purity in Illinois. In addition, information from a recent survey of drug enforcement units on drug price and availability is presented. Price and purity data can be used to assess the status of the illegal drug market. For example, based on macro-economic principles, if drug prices increase, or purity decreases, that could mean; 1) the supply of drugs has been reduced, and demand has remained constant, 2) the demand has increased and supply has remained constant, or 3) both supply and demand have changed. Unfortunately, due to the illegal nature of the market, accurate measures of drug supply are not available. The major findings regarding drug availability are:

- ◆ Illicit drugs, particularly cocaine and cannabis, are readily available throughout the state;
- ◆ Heroin and most other drugs are readily available in Cook County;
- ◆ Methamphetamine is most readily available in Illinois' rural counties; and

- ◆ Overall, the drug supply has been relatively stable in recent years.

Perceptions of Drug Availability

In 1995, 1996, and 1998, the Authority conducted a survey of each of the 22 Metropolitan Enforcement Groups (MEGs) and Drug Enforcement Task Forces in Illinois to gauge the perceived availability of drugs in the areas they cover. During 1998 these covert drug enforcement units covered 83 of Illinois' 102 counties and 90 percent of the state's population. Although included in the 1998 survey, it is important to note that in May 1999, the MEG in Cook County was disbanded after nearly three decades of operation. In the survey, questions were asked concerning the availability of specific drugs, and results were analyzed by region of the state.

Based on survey responses, the perceived availability of the major illegal drugs of abuse--cocaine (cocaine hydrochloride and crack cocaine) and marijuana--has remained relatively stable since 1995, and continues to be readily available across all regions of Illinois (Figures 6 and 7). Although not as readily available statewide as cocaine and marijuana, the perceived availability of methamphetamine increased between 1995 and 1998, while the perceived availability of LSD decreased slightly during that period. Disaggregation of the survey results by region revealed that while cocaine and marijuana were reported as readily available across all regions of Illinois, much more regional variation was evident when the availability of other drugs, such as methamphetamine, heroin and PCP, were considered. For example, methamphetamine was perceived as more available in rural regions than more urban parts of Illinois, while the availability of heroin was much more limited to the Chicago and Cook County area.

Figure 6

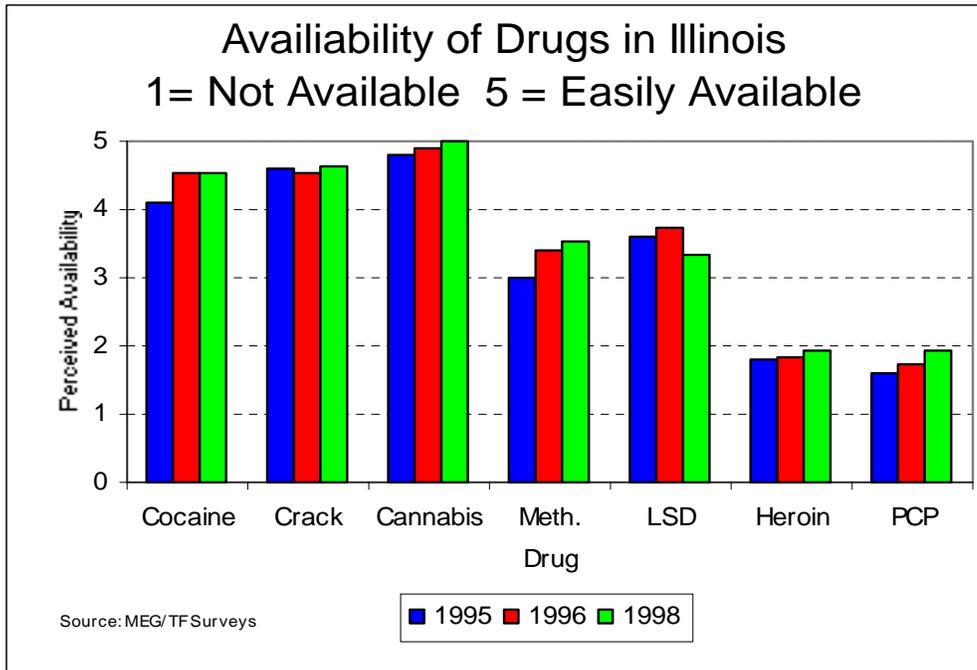
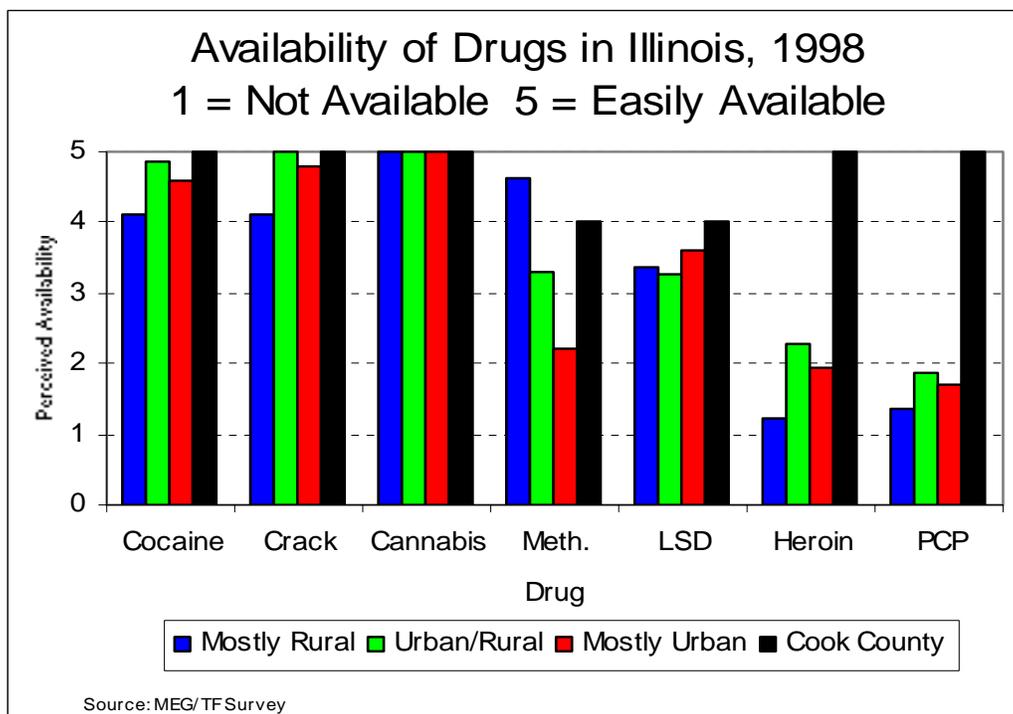


Figure 7



Cocaine Availability and Use

Although price and purity data suggest that a reduction in the availability of cocaine occurred in late 1989 and early 1990, the cocaine supply quickly rebounded and has remained relatively stable in recent years. MEG and Task Force units report that cocaine is readily available across all regions of the state. With respect to cocaine use, it appears that among Illinois' general and high-school population cocaine use has remained relatively low, whereas cocaine use among the criminal justice population has remained stable and relatively high.

Price and purity data also suggest that cocaine is plentiful and in stable supply. For example, data from Illinois State Police (ISP) crime labs indicate the average purity of cocaine samples weighing 2.1 to 24.9 grams fell from 67 percent in 1989 to 53 percent in 1990, but then increased between 1991 and 1998. Typically, the average purity of samples weighing between 2.1 to 24.9 grams has ranged between 60 and 70 percent pure since 1991. During 1998, the purity of samples weighing 2.1 to 24.9 grams approached 80 percent, the highest average purity level during the 1990s. In early 1999 samples averaged 60 percent pure.

Another market indicator which can be used to assess availability are drug prices. Lower prices tend to suggest a sufficient supply to meet demand, while increasing prices generally indicate decreased availability. The average price of cocaine in Illinois has remained relatively stable since 1991, averaging between \$95 and \$100 per gram. Most recently, based on a statewide survey of MEG and Task Force units, the statewide average price of cocaine was \$98 per gram in 1998. This statewide average is consistent with the U.S. Drug Enforcement Administration's (DEA) Chicago Field Division price estimates, which reports the average price of a gram of cocaine at approximately \$75-\$125 in Chicago.

Public health system indicators also suggest an increase in the availability and potency of cocaine in recent years. Chicago continues to have one of the highest rates of cocaine-related emergency room mentions nationally. Cocaine-related hospital emergency room admissions in the Chicago metropolitan area nearly tripled between 1990 and 1997, jumping from 4,904 to more than 14,000. Cocaine was mentioned in nearly one-half of all drug-related emergency room admissions in Chicago, compared to 30 percent nationwide. Similarly, cocaine was mentioned in 58 percent of the 551 drug related *deaths* reported in the Chicago area in 1996 (the most recent year of available data), compared to 47 percent of deaths nationwide (Drug Abuse Warning Network). This increase in adverse physical consequences of cocaine use can be attributed to a number of factors, including the increased purity of cocaine during the period, increased use of crack cocaine, and the combined use of cocaine with heroin among many users in Chicago. Given the fact that a large proportion of Chicago's drug abusers combine cocaine and heroin, and the potency (e.g., purity) of both drugs have increased, the increase in emergency room admissions associated with cocaine may also be due in part to the dramatic increase in the purity of heroin, which is often used by cocaine users.

Other indicators can be combined with the number of cocaine-related emergency room admissions, such as cocaine purity and the percent of arrestees testing positive for cocaine, to gain additional insight into the relationships between these measures. The combined indicators show that as cocaine purity has gradually increased, there has been an increase in emergency room admissions involving cocaine, but little change in cocaine use among arrestees. Data from the Arrestee Drug Abuse Monitoring (ADAM) program show that approximately 50-60 percent of arrestees in Chicago test positive for cocaine use. Recent ADAM results from female arrestees indicate that females test positive for cocaine at a higher rate than male arrestees. First quarter 1999 data show 73 percent of female Chicago arrestees testing positive for cocaine, compared to 51 percent of males. Testing at suburban locations also show that female arrestees are more likely to test positive for cocaine.

Data from treatment programs funded by the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse (OASA) reveal a dramatic increase in treatment admissions for cocaine abuse. Between state fiscal years 1982 and 1986, admissions to OASA-funded treatment facilities where cocaine was the primary drug of abuse averaged fewer than 1,200 per year. However, with the infusion of increased funding for substance abuse treatment in Illinois, the increased availability of crack cocaine, and the increased emphasis on cocaine offenses by the criminal justice system, admissions for cocaine treatment in Illinois have increased almost every year since state fiscal year 1986. By state fiscal year 1998, annual admissions for treatment of cocaine abuse totaled more than 33,000 statewide. Thus, this increase is most likely the result of a convergence of factors: more funding, and therefore capacity for treatment; more cocaine users identified by the criminal justice system; and, possibly, more cocaine users needing or seeking treatment.

Crack Cocaine Availability

Although Illinois is a "consumer" state for most drugs (e.g., drugs are imported into the state for consumption), Chicago has become a *supplier* of crack cocaine to areas not only in Illinois, but throughout the Midwest as well. Intelligence information from the DEA and data from the National Institute on Drug Abuse (NIDA) indicate Chicago is one of five *source* cities for crack cocaine distribution across the United States, along with Detroit, Los Angeles, New York and St. Louis. As previously reported, a 1998 Authority survey of Illinois' MEGs and Task Forces indicated crack cocaine is readily available throughout all regions of the state. The DEA reported the average 1998 price for a "rock" of crack cocaine in Chicago was between \$10 and \$20, while Chicago-area ounce prices of crack cocaine ranged between \$1,100 and \$1,500.

Although the public has traditionally associated the crack problem with Chicago and other urban jurisdictions, the availability and use of crack cocaine has increased throughout Illinois. Crack cocaine seizures by law enforcement agencies in Illinois illustrates the spread of crack cocaine from Chicago and East St. Louis, the jurisdictions where crack cocaine first surfaced in Illinois during the late 1980s. For example, during 1990, law enforcement agencies in only 18 of Illinois' 102 counties seized, and submitted

to an ISP crime lab, crack cocaine seizures of 1 gram or more. However, by 1998, 65 of Illinois' 102 counties seized and submitted at least 1 gram of crack cocaine to an ISP crime lab. Thus, the data clearly indicate that crack cocaine has spread to almost all regions of the state. For example, even in Illinois' rural counties, the amount of crack seized by law enforcement agencies increased from 15 grams in 1989 to more than 4,500 grams in 1998.

Heroin Availability and Use

Chicago continues to be one of the cities within the DEA's Domestic Monitor Program (DMP) to report the availability of all four major types of heroin (Mexican black-tar, Mexican brown heroin, Southwest Asian and Southeast Asian white heroin). The DMP indicates that since 1991, there has been a major shift in the heroin market in Chicago, with the predominant form of heroin changing from Mexican brown to Southeast Asian white. Along with Southeast Asian white, Southwest Asian heroin and South American heroin are available in lesser quantities. The Authority's 1998 survey of MEGs and Task Forces indicated that heroin was readily available in Cook County and Chicago, but less extensive in other parts of the state.

As a result of the increased availability of Southeast Asian heroin, heroin purity levels in Chicago have increased dramatically. In 1988, the purity of heroin seized by the DEA in Illinois averaged 4 percent, while the national average was nearly 25 percent. By 1994, heroin purity levels in Chicago exceeded 30 percent, where they have remained through 1998. Chicago epidemiologists and treatment providers report that the higher purity levels may be a response to younger users' desire to snort the drug rather than inject it intravenously.

Prices for heroin vary depending on the type, with Mexican black-tar and brown heroin selling for less than Southeast Asian white. In 1990, the average price for an ounce of Mexican brown heroin in Chicago was \$600, with gradual increases occurring through the end of 1998, when an ounce averaged between \$2,000 and \$2,300. Mexican black tar averaged between \$2,500 and \$4,000 per ounce. By comparison, at the end of 1998 Southeast Asian heroin in Chicago sold for between \$3,400 and \$3,600 per ounce.

While Southeast Asian white heroin is more expensive than brown heroin, the average ounce price of white heroin has decreased in Chicago during the 1990s. For example, during 1991 the Community Epidemiology Work Group (CEWG) reported that an ounce of white heroin was selling for nearly \$7,500 in Chicago. The price remained at \$6,500-\$7,000 between 1992 and 1993, before falling to \$4,500-\$5,000 per ounce in 1994. In June 1995, however, the Cook County Metropolitan Enforcement Group reported that the Chicago area price had decreased again to \$3,500 per ounce, which is the same price for an ounce in Chicago reported by the DEA during 1998. The CEWG also reported that the price for a "bag" of white heroin, a small quantity most commonly sold on the street to users, also decreased during this period. In 1991, the average price was \$20 per bag; in 1994, bags were being sold in Chicago for \$5. During 1994, CEWG reported the average

price for a gram of heroin was between \$200 and \$250, compared to \$100 to \$125 per gram by 1998.

Other data corroborate the increased availability and purity of heroin. As a result of the dramatic increase in the purity of street-level heroin, there has been a commensurate increase in the number of persons admitted to emergency rooms across the Chicago area with heroin-related problems. Heroin-related emergency room admissions tripled in the Chicago area between 1989 and 1997, from approximately 2,000 to more than 8,600, and accounted for nearly 32 percent of all drug-related emergency room mentions. However, this trend is not unique to Chicago or Illinois. Nationally, the number of heroin-related emergency room mentions more than doubled between 1988 and 1997. Increases in emergency room mentions were higher among females (44 percent) than males (34 percent) between 1996 and 1997. The rate of increase of heroin admissions was greater for suburban city residents (43 percent increase) than central city residents (34 percent). Heroin was mentioned in 40 percent of the 551 drug-related deaths in the Chicago area during 1996, the most recent year of available data (Drug Abuse Warning Network). When data on heroin-related emergency room admissions, the average purity of street-level heroin, and the proportion of arrestees testing positive for opiates are compared, an interesting pattern emerges. The combined indicators show that the increase in purity, and hence availability, that occurred in recent years did not appear to appreciably impact heroin use, at least among the adult arrestee population. Higher purity levels do appear, however, to be correlated with an increase in adverse health outcomes, such as emergency room admissions.

Although admissions to OASA-funded treatment programs for opiates remained relatively low during 1980s, with annual admissions below 5,000, this pattern of admissions changed beginning in the early 1990s. Specifically, annual treatment admissions for heroin increased every year between state fiscal years 1990 and 1998. By state fiscal year 1998, more than 19,000 individuals were admitted to treatment for opiate abuse, accounting for nearly 30 percent of all treatment admissions for illicit drug abuse. The proportion of treatment admission clients reporting heroin snorting as their primary drug and method of use has risen dramatically. Heroin inhalation admissions rose 66 percent between state fiscal years 1995 and 1998. Nearly three-quarters of heroin admissions in state fiscal years 1998 noted inhalation as the preferred route of ingestion.

Marijuana Availability and Use

Cannabis is the most readily available illegal drug throughout Illinois and is seized in greater quantities than any other illicit substance. Unlike other drugs, cannabis seizure rates are highest in rural areas of the state. Federal crackdowns on imported marijuana, and the development of potent and marketable strains that can be cultivated domestically, have contributed to an increase in marijuana cultivation in Illinois. Even though the state has a limited growing season, fertile soil and large unpopulated tracts of land in rural areas lend themselves to illegal production.

Illinois' MEG and Task Force units report relatively stable prices for a gram of cannabis since the early 1990s. The average gram price for cannabis was approximately \$7 in 1991

and \$8 in 1998. However, cannabis prices (as with other drugs) depend on the quality of the drug. In the early 1980s, prices were extremely low. In 1983, for example, the average price per pound of cannabis was between \$400 and \$600 for commercial quality cannabis. However, by 1992, prices increased to \$1,600 per pound for mid-quality commercial "Mexican" cannabis, and by 1998 the average price had fallen to \$900 to \$1,200 per pound. On the other hand, the wholesale price for higher quality cannabis has remained relatively stable during the 1990s. In 1992, the price per pound for higher quality Sinsemilla was between \$3,300 and \$4,000, compared to between \$2,500 and \$4,000 by the end of 1998.

The number of plants eradicated through Illinois' Operation Cash Crop program fell 95 percent between 1993 and 1998, to 1.3 million plants. However, this decrease in the number of plants eradicated was not unique to Illinois' efforts. Nationally, plant eradications from Operation Cash Crop programs fell more than 70 percent during that same time period.

Nationally, Chicago reported one of the highest rates of marijuana-related emergency room mentions in 1997. Although emergency room admissions involving cannabis account for a relatively small proportion of all drug-related emergency room admissions in Chicago, the 4,424 estimated emergency room mentions for marijuana/hashish in 1997 was the highest on record, and an increase of nearly 100 percent since 1994. While cannabis is not mentioned frequently in emergency room episodes, and few deaths are attributed to the drug, the use of cannabis by younger users and in conjunction with other drugs, particularly cocaine, continues to increase in Chicago. Younger cannabis users in Chicago continue smoking the drug through cigar casings known as "blunts" (Chicago Epidemiology Work Group). The citywide popularity of the drug has led to an increased array of varieties and prices.

While marijuana use by Chicago arrestees has remained fairly steady (between 40 and 50 percent) since 1993, a 1997 Illinois youth survey of 7th through 12th graders found increases in marijuana use among youth. The study, conducted by OASA, found past month marijuana use increased from 12.8 percent reporting use in 1993 to 24.2 percent in 1997, and past year use increased from 16.5 percent to 31.2 percent during the same time period.

Although admissions to OASA-funded treatment programs for marijuana abuse increased steadily during the 1980s and early 1990s, a dramatic jump in treatment admissions for marijuana was seen beginning in state fiscal year 1994. For example, between 1982 and 1993, admissions for marijuana treatment increased an average of 11 percent per year, compared to an annual average increase of 46 percent per year between state fiscal years 1994 and 1998. During state fiscal year 1998, almost 18,000 individuals were admitted to OASA-funded treatment programs for marijuana abuse.

Availability of Other Illicit Drugs

While cocaine, heroin, and marijuana present the most pressing problems in Illinois, other illicit drugs are available across the state. MEGs and Task Forces report that LSD is readily available across all regions of the state (see Figure 7). In addition, increasing availability of methamphetamines is being reported across Illinois, particularly in Illinois' rural counties.

Methamphetamine has appealed to a wide spectrum of users and presents a particular danger because, like heroin and cocaine, it can be snorted, injected or smoked. Although a stimulant like cocaine, the high obtained from methamphetamines generally lasts longer than cocaine and provides a feeling of unlimited energy and bursts of euphoria. Law enforcement officials state that while methamphetamine is currently not having a large impact in the Chicago-area drug market, the use of the drug is on the upswing in portions of central and southern Illinois. One indicator of the increased prevalence and production of the drug in Illinois has been the increase in the identification and seizure of methamphetamine labs. Based on data from the Illinois State Police's Strategic Information and Analysis Group, during the first six months of 1999 there have been 72 methamphetamine labs identified and seized, compared to 49 during the same period in 1998.

As was seen with the introduction and spread of crack cocaine throughout Illinois, it appears that methamphetamine production and possession began in Illinois' southern counties during 1997 and has since begun to move throughout Illinois' southern and central counties. If the pattern of methamphetamine production and distribution follows that seen with crack cocaine during the late 1980s, it is likely that Illinois' large cities and suburban areas will begin to see evidence of the methamphetamine market in the next couple of years.

DEA removals of methamphetamine over the past five years have reflected huge increases in availability. In 1991, the DEA removed 1.2 kilograms of methamphetamine in Illinois, and in 1995 that figure increased to 26.8 kilograms. Although not that prevalent in Chicago, the DEA reports prices for a gram of the drug ranged from \$80-\$100 in Chicago at the end of 1998. Law enforcement officials project that methamphetamine use will increase significantly as the drug makes its way from the west coast into midwestern cities. The increasing availability of methamphetamine from domestic laboratories, and the abundant supply of the drug and/or its chemical precursors from Mexico, have encouraged markets outside of their traditional confines (Office of National Drug Control Policy).

While hallucinogens and depressants account for a relatively small proportion of drug use in Illinois, a survey of Illinois youth reported that lifetime use of any hallucinogen, most commonly LSD, increased more than a third between 1995 and 1997. Nearly 12 percent of surveyed students reported hallucinogen use, and use in Illinois was higher than the national average, primarily due to LSD use. Despite this increase in reported use, emergency room admissions related to LSD have decreased. The use of "designer drugs" (such as methylenedioxymethamphetamine or "ecstasy") increased across all age groups and especially among females. The use of inhalants also increased slightly, with 11

percent of surveyed students reporting use in their lifetime. The increase in lifetime inhalant use by females was more pronounced than the increase in use by males (OASA).

The Supply and Distribution of Illicit Drugs in Illinois

Trafficking organizations in Illinois tend to operate in population centers and the surrounding metropolitan areas. Most of the illicit drug trafficking continues to reflect the trend of loose cooperation among trafficking organizations, which have been principally managed by one key personality who coordinates and directs the activities of the group that interacts with other organizations in the drug trafficking loop. Typically, organizations tend to specialize in a certain part of the drug trafficking process, such as production or retail selling. It is unusual to encounter a single organization that is wholly responsible for the production, transportation, wholesale distribution and retail selling of an illicit drug. In most instances, major drug organizations represent the wholesale distribution link in an area. They link with an importing source, transport the drug into the area and distribute it to smaller organizations for street sales. Investigations which disrupt the trafficking of drugs in a particular market or a network of markets are time-consuming and difficult to pursue. They also require the support and cooperation of law enforcement officials at the federal, state, and local levels.

Chicago has long been a major receiving and transport area for drugs, particularly cocaine and heroin. The city is a stronghold for Mexican and Colombian cocaine traffickers who dominate the distribution markets in the Chicago and northwest Indiana region. According to the DEA, the majority of cocaine loads coming into Illinois are being smuggled by Colombian and Mexican criminal organizations from Colombia through Central America and into Mexico. It is then transported across the Mexican border for transshipment to distribution centers or source cities, including Chicago. Chicago is a center for cocaine distribution throughout not only the state, but other areas in the Midwest as well. Distribution of cocaine in the Chicago area has been controlled primarily by well-established and organized trafficking enterprises, as well as by Chicago-based street gangs. The day-to-day distribution of crack cocaine in Chicago and other urban areas in northern Illinois is also controlled by Chicago-based street gangs, who have a monopoly-like dominance over the local drug market. The DEA reports that street gangs are becoming more sophisticated in their trafficking methods, and violence has likewise increased as gangs become more ruthless in their control of street sales.

The heroin market in Chicago is unique among American cities in that it is the only market in which heroin from all four source areas—Mexico, South America, Southeast Asia, and Southwest Asia—is available on a consistent basis. This is a reflection of the city's ethnically diverse population and its important role as an international transportation hub (DEA). From the late 1980s through 1993, the majority of heroin distributed in Chicago was Mexican brown. In recent years, however, an increase in the trafficking of heroin from Southeast Asia has resulted in greater availability of white Asian heroin. Nigerian groups have been able to quickly create a successful narcotics distribution center by transporting Southeast Asian white heroin directly from the Golden Triangle area of Laos, Burma, and Thailand into Chicago by way of a myriad of

trafficking routes and methods. Nigerian criminal organizations are reportedly supplying anywhere from 70-90 percent of the Southeast Asian white heroin available in Chicago, northern Illinois, northwest Indiana, and southern Wisconsin. The heroin is then distributed to Chicago-based street gangs, who dominate the day-to-day trafficking of the drug. Chicago is noted as the only U.S. city where Southeast Asian heroin is dominant, accounting for 60-70 percent of heroin smuggled into the Chicago area. According to the DEA, Chicago has become a major distribution center as well as a primary transshipment nexus for Southeast Asian white heroin in the United States. This purer form of heroin has led to an increase in the inhalation of heroin, and in turn, an overall increase in heroin use.

Although available in lesser quantities, Southwest Asian heroin and South American heroin have the potential to become serious threats in Illinois as trafficking routes and methods are adapted to combat enforcement measures. There have been indications that Colombian traffickers are also transporting South American white heroin. The diverse geographic areas that produce heroin and the various trafficking organizations and transit nations make the heroin trade particularly complex.

The distribution of marijuana is controlled by a variety of groups and individuals, ranging from small, independent dealers to large, sophisticated organizations. Almost all marijuana that is smuggled into the U.S. crosses the southwest border, with the primary wholesalers in Chicago the same Mexican traffickers who supply most of the cocaine and Mexican heroin in the area.

Violent Crime in Illinois

Introduction

Several sources of information can be used to document and describe violent crime in Illinois. One source, which is used extensively, is the Illinois Uniform Crime Reports (I-UCR) maintained by the Illinois State Police. The I-UCR data contain limited information on the number of violent crimes reported to the police as well as arrests made for violent crime incidents.

Surveys are another source of information on violence. One significant advantage of survey data is its ability to document, at least to some degree, crimes that are not reported to the police. Data from each of these sources are presented below as indicators of the extent and nature of the violent crime problem in Illinois.

- ◆ Reported offenses of violent crime continue to decrease, with statewide decreases noted for each of the four violent Index offenses;
- ◆ Reported offenses of violent crime also decreased for each regional category in Illinois: rural, urban, collar counties surrounding Cook County, suburban Cook County, and Chicago; and
- ◆ Despite statewide decreases in the number of violent crimes reported to the police in Illinois, the public's fear and perception of violent crime and juvenile crime remains high.

Violent Index Offenses Reported to the Police

In 1992, Illinois began to revise its UCR program to meet National Incident Based Reporting Systems (NIBRS) specifications. However, reporting and compliance problems were experienced and, as a result, a new summary reporting format was adopted that differed significantly from formats used in NIBRS and the old UCR program. Although the new summary reporting format achieved a compliance rate of 99 percent, it contains only limited information about criminal incidents and arrests. Moreover, it precludes the direct comparison of data submitted prior to 1993 with subsequent years.

In 1998, there were 99,776 violent Index offenses (murder, criminal sexual assault, robbery, and aggravated assault) reported to the police in Illinois, 5 percent fewer than in 1997 and 20 percent fewer than during 1994 (Figure 8). During this period, decreases were noted across each region of Illinois, as well as across each of the individual violent crimes that comprise the violent crime Index. Specifically, between 1994 and 1998, the following trends in violent Index offenses were evident:

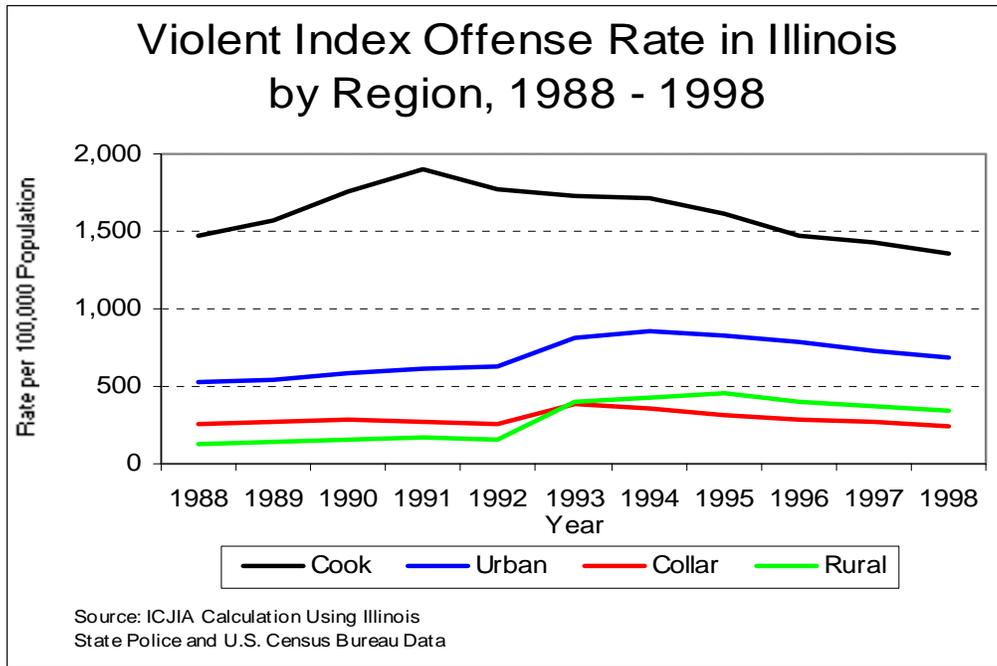
Figure 8



- ◆ In Chicago, the number of violent Index offenses decreased almost 20 percent, to 62,946;
- ◆ In suburban Cook County, the number of violent Index offenses decreased 25 percent, to 8,229;
- ◆ In the collar counties, the number of violent Index offenses decreased 27 percent, to 6,026;
- ◆ In the other urban counties in Illinois, the number of violent Index offenses decreased 18 percent, to 15,598; and
- ◆ In Illinois' rural counties, the number of violent Index offenses decreased almost 19 percent, to 6,977.

Among the different regions of the state, Chicago experienced the highest violent crime rate in 1998, with 2,334 violent Index offenses reported per 100,000 population, followed by urban counties (outside of Cook and the collar county region), with a violent crime rate of 687 per 100,000 residents. Cook County continued to experience a decrease in its countywide violent crime rate in 1998 with a rate of 1,357 per 100,000 population (Figure 9). The collar county region experienced the lowest violent crime rate of the regions examined, with 239 violent Index offenses per 100,000 residents during 1998.

Figure 9

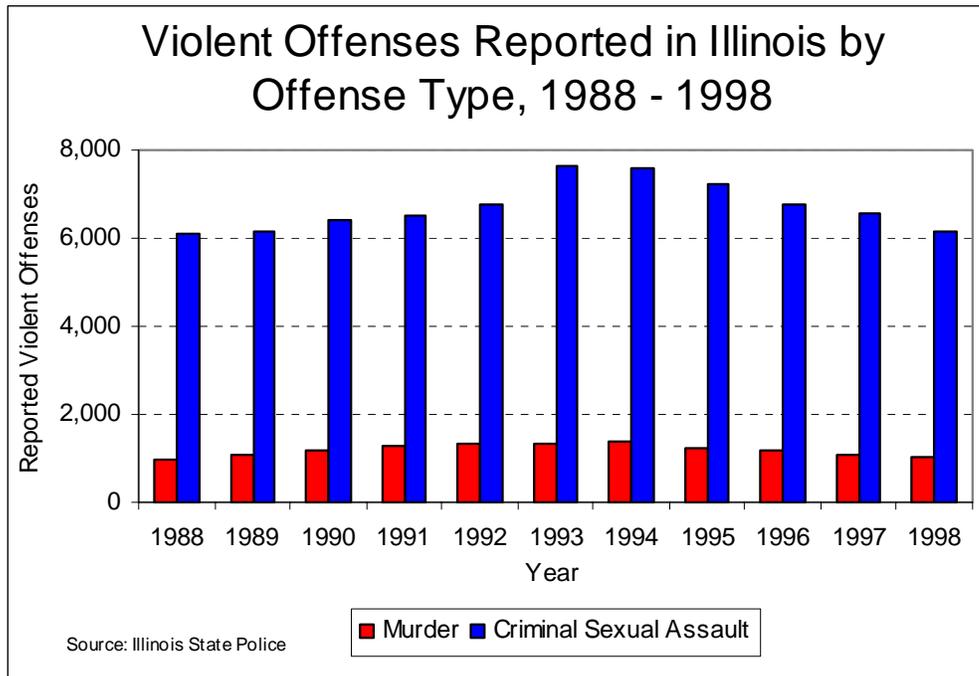


In addition to regional differences in the rate of violent crime, there is also considerable regional variation in the nature of violent crime in Illinois. For example, while aggravated assaults accounted for the majority of violent crime across every region of Illinois during 1998, more than one-third (36 percent) of the violent crimes reported in Cook County were for robbery, compared to rural jurisdictions, where robberies accounted for less than 7 percent of all violent crimes reported to the police during 1998. On the other hand, almost 13 percent of the violent crimes in rural jurisdictions were criminal sexual assaults during 1998, compared to fewer than 5 percent of the violent crimes reported in Cook County that year.

Murder

Although murder is less common than other violent Index offenses, and has decreased substantially across Illinois, it continues to be a significant concern in jurisdictions across the state. The 1,008 murders in Illinois during 1998 represented a 9.5 percent decrease from 1997, and a 27 percent decrease from the record high of 1,383 murders in 1994 (Figure 10). In Chicago, where 70 percent of murders in Illinois occurred during 1998, there were 24 percent fewer murders in 1998 than during 1994. However, decreases were evident across every region of Illinois. In Illinois' urban counties (outside of Cook and the collar counties), for example, murders fell almost 38 percent between 1994 and 1998, to 125. When controlling for population differences, Chicago had the highest murder rate across the regions examined, with 26 homicides per 100,000 residents during 1998. By

Figure 10



comparison, the 1998 murder rate in the rest of Illinois was 3.3 homicides per 100,000 residents.

Two Illinois cities reported dramatic decreases in their murder rate during the time that violent crime task forces and other projects were being funded by the Authority through Anti-Drug Abuse Act (ADAA) funds. East St. Louis reported a murder offense rate of 151 offenses per 100,000 population in 1991 (a total of 62 murders reported) before a comprehensive anti-drug initiative project was funded in 1992. This rate then steadily declined to a rate of 64 offenses per 100,000 population in the last year of project operation, 1996 (24 reported murders), before increasing again in 1997 and 1998. The City of Kankakee also experienced a decline in its murder rate between 1995 and 1998 when a violent crime task force was in operation. Kankakee reported a murder rate of 76 per 100,000 population in 1994 (a total of 22 reported murders), before steadily declining to 7 per 100,000 in 1998 (3 murders reported). While it is difficult to isolate the effects of these programming efforts, there is evidence that their operation contributed to a decrease in murder rates for these two cities.

More detailed data are available on murders from the Chicago Police Department (CPD). According to CPD, the greatest risk for homicide victimization occurred for individuals between the ages of 21 and 30 in 1998, with the average age of Chicago homicide victims at 28. Offenders were slightly younger, with an average age of 23.8. Nearly 40 percent of the 703 homicides that occurred in Chicago were committed in a street or alley. Over a quarter of Chicago homicides in 1998 were attributed to gangs.

Firearm-Related Homicides and Deaths and Prevalence of Firearm Use

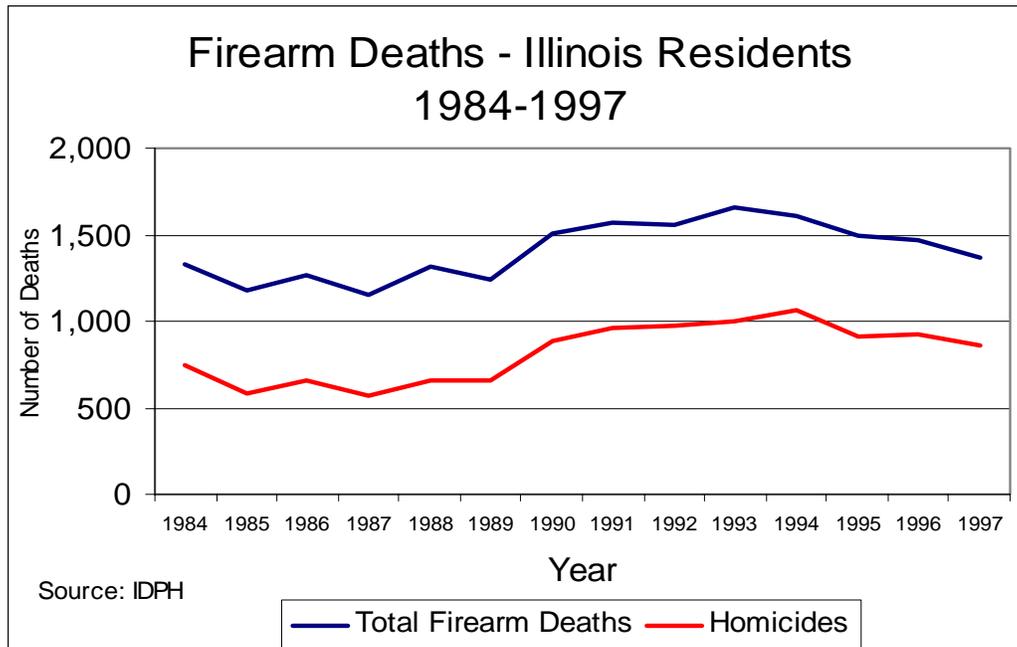
Firearms continue to play a major role in Illinois' homicides and violent crime. Although statewide data on firearm-related offenses and violent crimes committed with a firearm are limited, Illinois Department of Public Health (IDPH) data show that there were 866 firearm-related homicides statewide in 1997, a decrease of nearly 7 percent from 1996, and the lowest level recorded since 1989. Chicago Police Department homicide data revealed that firearms accounted for over three-fourths (536) of the 703 homicides in Chicago in 1998. Semi-automatic firearms accounted for over 60 percent of the firearm-related homicides in Chicago in 1998, most involving a 9mm handgun. While the number of homicides committed in Chicago has decreased steadily since 1994, the percentage involving firearms is at its highest level ever. In addition, the increasing use of high caliber and semi and fully-automatic firearms may reflect the preference of gang members and drug dealers, who often favor these more powerful weapons.

Of the 536 firearm-related homicides in Chicago in 1998, 225 (42 percent) were committed by youth under 21, most (79 percent) between the ages of 17 and 20. Thirty-six percent of the firearm-related homicide victims in Chicago were under 21. While the number of firearm-related homicide offenders under 21 is at its lowest level since 1989, it has increased 125 percent since the mid-1980s.

Data from the IDPH shows that firearm deaths in general in Illinois have been decreasing since 1993 to a total of 1,368 deaths attributed to firearms in 1997. Firearm deaths decreased 18 percent since 1993 and 7 percent from 1996. In 1997, 63 percent of the firearm deaths in Illinois were ruled homicides. Although firearm related deaths and homicides in Illinois have been gradually declining, they remain above levels experienced in the 1980s (Figure 11).

Additional data regarding use and prevalence of guns were obtained from a gun addendum survey to the Arrestee Drug Abuse Monitoring (ADAM) study conducted in the last two quarters of 1996 and first quarter of 1997. The addendum sought additional information from Chicago arrestees regarding the use and prevalence of illegal firearms. Analyses of gun ownership and reasons for owning a gun were restricted to a subgroup of 115 subjects (18.3 percent of the sample) that reported ever owning a gun. Approximately one-third said they had owned a gun in the past 30 days, and nearly 77 percent said they were armed with a gun at the time of their current arrest. Handguns were purchased from three main sources: from a friend or family member (36 percent), at a gun store (28 percent), or off the street (27 percent), although it is not clear what percentage of these acquisitions were illegal. More than two-thirds of the sample said the main reason they carried a gun was for self-protection or defense. For the Chicago subjects, being in a gang and selling illegal drugs was related to an increased likelihood of ever having owned a gun, as well as being in an environment where guns are common.

Figure 11



Criminal Sexual Assault and Sexual Abuse

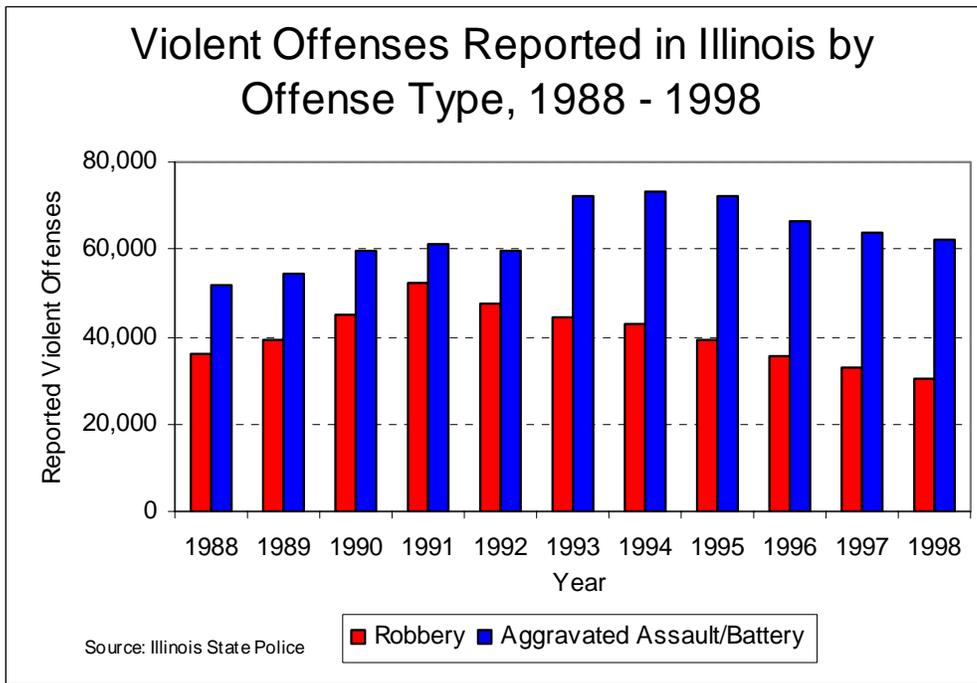
Statewide, the number of criminal sexual assaults reported to the police decreased 7 percent between 1997 and 1998, to 6,156. Between 1994 and 1998, the number of criminal sexual assaults reported statewide fell 19 percent (see Figure 10). As with murder trends, all regions of Illinois experienced a decrease in reported criminal sexual assaults between 1994 and 1998; and Chicago had the highest rate of criminal sexual assault.

The Illinois Department of Children and Family Services (DCFS) is charged with responding to and investigating reports of suspected child sexual abuse. Although the number of cases reported annually more than doubled between the early 1980s and 1994, reported and verified cases of child sexual abuse have decreased every year since then. Statewide, reported cases of child sexual abuse decreased 25 percent between state fiscal years 1994 and 1998, to 8,583. Further decreases of 20 percent or more in reported cases of child sexual abuse were noted across every region of Illinois during that same period.

Robbery

The number of robberies reported to the police statewide decreased almost 10 percent between 1997 and 1998, to 30,178 (Figure 12). Between 1994 and 1998, the number of robberies statewide dropped 30 percent, with decreases experienced across all regions of the state. Again, the robbery rate per resident was highest in Chicago, with 857.3

Figure 12



robberies per 100,000 residents, compared to 74 per 100,000 residents in the rest of Illinois.

Aggravated Assault

During 1998, there were 62,434 aggravated assaults reported in Illinois, 2.7 percent fewer than in 1997 and almost 15 percent less than during 1994 (Figure 12). Consistent with trends in the other violent Index offenses examined, decreases were noted across all regions of Illinois between 1994 and 1998, and Chicago's aggravated assault rate per population was nearly five-times greater than that experienced in the rest of Illinois.

Domestic Violence Offenses

Domestic violence continues to be a problem throughout Illinois. While extensive information on domestic violence incidents is limited in Illinois, other indicators begin to sketch a picture of the domestic violence problem.

A relatively new indicator of domestic violence in the state is the number of domestic offenses reported to the Illinois State Police (ISP) by local law enforcement through a supplemental reporting requirement to Illinois' Uniform Crime Reporting (I-UCR) Program. Since April 1, 1996, this new reporting system has been mandated by the Criminal Identification Act (20 ILCS 2630/5.1). The statute mandates the reporting of all offenses of abuse, neglect, or exploitation that occur between family or household

members to the Illinois State Police. Of the agencies that reported data, approximately 83 percent of Illinois' total population is represented when 1998 population estimates are considered.

In 1997, 127,962 domestic offenses were reported through the supplemental I-UCR program in Illinois. This number increased slightly, by 2 percent, during 1998 to 130,903. In 1998, the rate at which domestic offenses were reported in Illinois was 1,090 per 100,000 population. This is about one reported offense for every 100 people. However, notable differences were seen across the state when these rates were examined regionally. Cook County had the highest domestic offense rate, 1,704 offenses per 100,000 population, or nearly 50 percent higher than the statewide rate. The urban counties outside of Cook and the collar counties had the second highest rate, at 1,185 reported offenses per 100,000 population. Illinois rural and collar counties had lower rates, at 412 and 403 offenses per 100,000 population, respectively (Illinois State Police).

Of the nearly 131,000 domestic offenses reported in 1998, the overwhelming majority were violent offenses. More than two-thirds of these offenses (70 percent) were reported as either domestic battery/violence (32 percent) or simple assault/battery (38 percent). An additional 10 percent were violent Index offenses, and another 3.4 percent were violations of orders of protection (Illinois State Police).

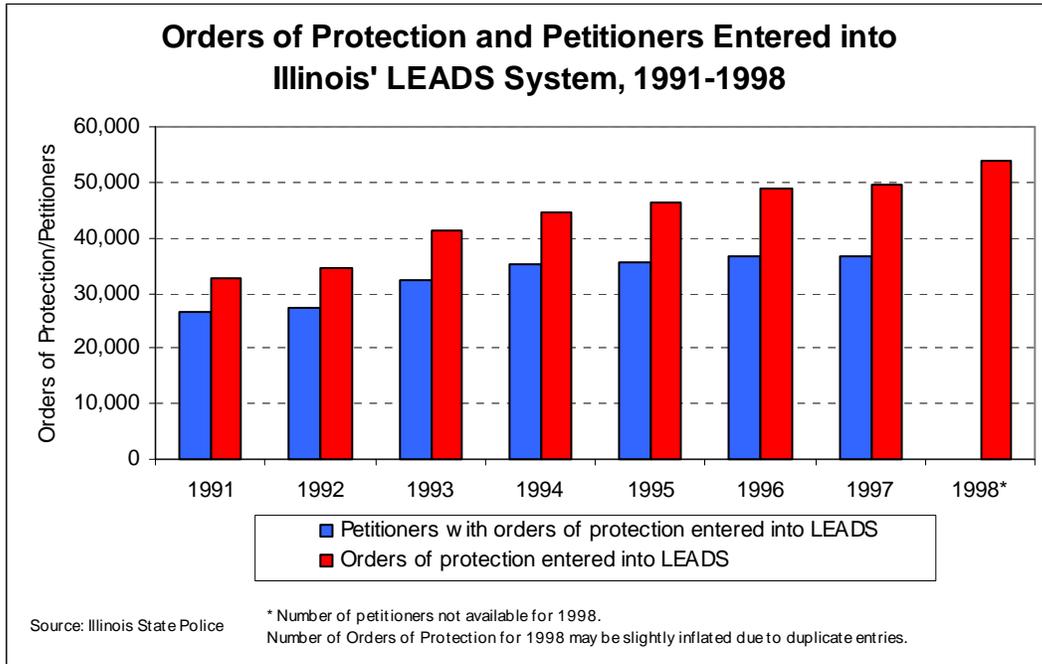
In 1998, the types of weapons involved in domestic offenses were recorded in more than 88 percent of all reported domestic offenses. Weapon involvement data were missing in the remaining 12 percent of offenses. Of 115,526 domestic offenses reported that did include weapon information, more than one in eight offenses (13 percent) involved some type of weapon other than personal weapons (hands, fist, feet). When differences across regions were examined (excluding the missing cases), Cook County had a higher percentage of reported domestic offenses involving weapons than other regions of the state. In Cook County, 15 percent of reported domestic offenses in 1998 involved some type of weapon, compared to 9 percent in the other urban, rural and collar counties. The most common types of weapons used were knives or other lethal sharp objects, followed by guns (Illinois State Police).

Orders of Protection

Data regarding the number of orders of protection issued in Illinois and then entered into the Law Enforcement Agencies Data System (LEADS) has been a primary indicator of domestic violence for the past several years. LEADS is a live database maintained by ISP which is accessible to police officers responding to incidents that may require immediate knowledge of orders of protection in effect. Illinois legislation mandates that all orders of protection be entered into LEADS within 24 hours after they are issued. The number of orders of protection entered annually into LEADS increased 65 percent between 1991

and 1998, from 32,702 to 53,957 (Figure 13). The number entered between 1997 and 1998 increased 9 percent, from 49,501 to 53,957 (Illinois State Police).¹

Figure 13



Domestic Violence Victims

Another indicator of the extent of domestic violence is the number of victims served by domestic violence shelters. The Illinois Department of Human Services (DHS) administers domestic violence shelter and service programs for adults and their dependents who are victims of domestic violence. Fiscal year 1998 data on these programs are considered incomplete due to a new data collection system that was implemented during that year. Data are available for fiscal year 1999; however, some data are not comparable to prior years due to updated definitions of what data are collected.

State fiscal year 1999 data collected on annual client caseload (includes duplicate counts of those clients served for multiple months) and the number of service hours provided by the domestic violence programs are both comparable to prior years. During state fiscal year 1994, the annual client caseload for these programs was 85,986. This number grew to 103,281 in state fiscal year 1999—a 20 percent increase. Programs also increased the number of service hours provided to victims between state fiscal years 1994 and 1999.

¹ 1998 data may be slightly inflated due to duplicate entries. Data from 1991-1997 were programmed by ICJIA to avoid double-counting orders that may have been entered into LEADS more than once. In all, 4 percent of these records were eliminated. This procedure has not been completed for 1998 as of yet.

During state fiscal year 1994, the programs provided 430,989 hours of service to victims and their dependents. By state fiscal year 1999, this number increased 34 percent to 576,448 hours. (Illinois Department of Human Services)

One encouraging indicator of domestic violence is the decline in domestic violence homicides reported in Chicago. The number of homicides in which the victim was a family or household member of the offender decreased from 132 in 1991 to 73 in 1998—a 45 percent drop. When only intimate partner homicides were examined (included in domestic violence numbers), a somewhat different pattern emerged. A decrease in the number of intimate partner homicides was reported in Chicago from 73 in 1991 to 33 in 1997. However, this number increased to 40 reported intimate partner homicides in 1998 (Chicago Police Department).

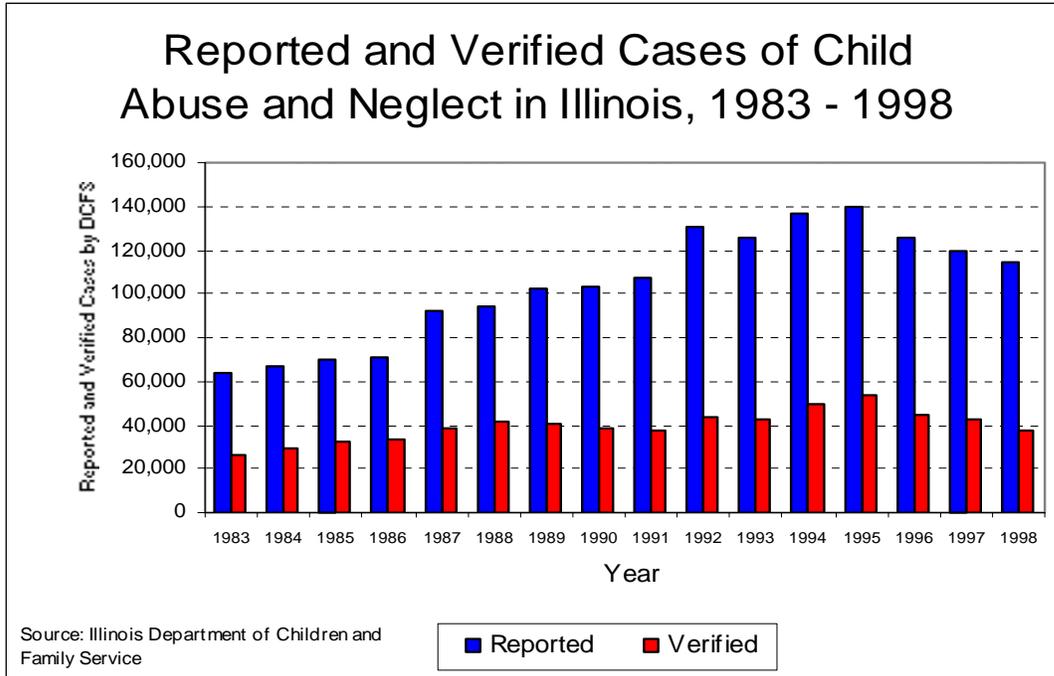
Elder Abuse

The abuse and neglect of elderly persons by family or household members is becoming a more widely recognized form of domestic violence in Illinois. The Illinois Department on Aging (IDOA) administers the statewide Elder Abuse and Neglect Program to respond to allegations of abuse or mistreatment of any Illinois citizen 60 years or older. Of all reported cases of elder abuse and neglect reported to IDOA in fiscal year 1998, at least 78 percent involved victim-abuser relationships among family or household members. Elder Abuse and Neglect Program services have been available throughout Illinois since April 1991. Since then, the number of elderly victims receiving assistance through the program has increased by more than 70 percent, from 3,628 in fiscal year 1992 to 6,213 in fiscal year 1998. Of these victims, 24 percent reported physical abuse, 8 percent reported willful deprivation, 7 percent reported confinement, and 4 percent reported sexual abuse. The majority, however, reported emotional abuse or financial fraud.

Child Abuse

Some of the most pervasive and damaging types of domestic violence are child abuse and neglect, and child sexual abuse. Of the verified cases, 90 percent of abusers were family or household members of the child victim in state fiscal year 1998. Between state fiscal years 1989 and 1998, more than 1.2 million cases of child abuse and neglect were reported in Illinois, 36 percent of which were verified by the Illinois Department of Children and Family Services (DCFS) (Figure 14). Although the annual number of reported cases increased nearly 37 percent, from 102,230 in state fiscal year 1989 to 139,726 in state fiscal year 1995, this number has since decreased 18 percent to 113,994 in 1998. Similarly, while the number of *verified* child abuse and neglect cases increased from 40,932 in state fiscal year 1989 to 53,325 in state fiscal year 1995, this number later decreased to 37,042 by state fiscal year 1998. It should be noted, however, that these decreases could be due in part to a 1995 reporting change by DCFS regarding neglect cases. In cases where a child has been left with a friend or relative, but the parent or legal guardian fails to return for the child, DCFS may investigate to determine whether the child is in need of alternative placement; however, these cases are no longer reported as neglect.

Figure 14



During state fiscal year 1998, rural counties had the highest rate of verified child abuse and neglect cases, at 1,711 verified cases per 100,000 juveniles. The urban counties outside of Cook and the collar counties had the second highest rate of all four regions at 1,605 verified cases per 100,000 juveniles. Cook County’s rate followed at 1,066 verified cases per 100,000 juveniles, and the collar counties had the lowest rate in state fiscal year 1998 at 609 verified cases per 100,000 juveniles. Since 1995, rates of verified child abuse and neglect have substantially declined across all regions of Illinois. The largest decreases occurred in Cook County and the collar counties, where rates declined 45 percent and 28 percent, respectively, between state fiscal years 1995 and 1998 (Illinois Department of Children and Family Services).

DCFS is also charged with responding to and investigating reports of suspected child sexual abuse. Between state fiscal years 1989 and 1998, DCFS received more than 107,000 reports of child sexual abuse. Although the number of cases reported annually increased, from 11,026 to 12,316 between state fiscal years 1989 and 1993, this number decreased every year since then to 8,583 in state fiscal year 1998. Nearly 44 percent (3,734) of the child sexual abuse cases reported in state fiscal year 1998 were verified by DCFS investigators. Between state fiscal years 1993 and 1998, all regions of the state experienced decreases in the number of both reported and verified child sexual abuse cases, with the collar counties experiencing the largest decreases--a 36 percent drop in reported cases and a 37 percent drop in verified cases. Rural counties experienced the least dramatic decreases--a 21.5 percent drop in both reported and verified cases.

Another indicator of the extent of child abuse as a form of domestic violence in Illinois is from the I-UCR program that reports domestic violence offenses and offenses against children. From this data, there were 19,492 offenses against children (16 or younger) committed by a family or household member that were reported to local law enforcement agencies in Illinois in 1997. This number increased to 20,959 in 1998—an 8 percent increase. Of all 40,451 offenses committed against children by family or household members during 1997 and 1998, 68 percent of them were violent offenses (excluding sex offenses) and an additional 9 percent were sex offenses. When comparing these data with DCFS data, however, these figures are well below the number of verified abuse cases reported by DCFS. This may be due to a number of factors. While it is mandatory that domestic violence offenses be reported to the I-UCR program, the reporting of general crimes against children is voluntary. Thus, an offense against a child is only required to be included in the I-UCR data if it is “domestic.” This difference in reporting requirements may have caused some police departments to underreport the number of domestic offenses against children in the I-UCR data. Also, DCFS is not required to report all cases to police agencies.

Crimes Against School Personnel

In April of 1996, the Illinois State Police began the collection of crime statistics describing attacks against school personnel. The reporting of this information to local law enforcement agencies is mandated by state statute (105 ILCS 5/10-21.7). Since the actual process of collecting this data is relatively new, the numbers found in the following analysis most likely under-represent the actual occurrence of crimes against school personnel across the state.

In 1996 (from April-December), 1,211 reports were made to the Illinois State Police concerning incidents of attacks against school personnel. By 1997, the number had increased to 1,893, and by the end of 1998, the number had increased again to 1,983. The majority of reports for all three years came from Cook County (71 percent in 1998). Urban counties constituted 24 percent of all reports in 1998. Collar and rural counties reported the remaining 5 percent of the reports made to the Illinois State Police in 1998.

During all three years, 92 percent or more of offenses occurring against school personnel were violent. Most often, the victim was a teacher. In 1996 (April-December), 81 percent of reported offenses were against teachers. In 1997, 82 percent were against teachers, and in 1998, 87 percent of reported offenses were against teachers. The victims were either school administrators or other school personnel.

In most cases of attacks against school personnel, no injuries occurred. Between 1996 (April-December) and 1997, 67 percent of reported cases (excluding cases with missing information) involved no injuries, and in 1998, 73 percent involved no injuries. In those cases where injuries did occur, the majority were minor injuries. No more than 2 percent of reported cases in 1996, 1997, and 1998 involved major injuries. In at least 80 percent of reported cases, the weapon used was personal (a foot, hand, fist, etc.).

In 1998, 58 percent of the victims of attacks against school personnel were female. The difference in gender among offenders was much more pronounced. For each year, roughly 75 percent of offenders were male, while the remaining 25 percent were female.

Hate Crime

A hate crime is defined under Illinois statute (720 ILCS 5/12-7.1) as the commission of a specified illegal act based on an actual or perceived race, color, creed, religion, ancestry, gender, sexual orientation, or ethnicity of another individual. There are two basic elements of a hate crime: 1) a criminal act which is an offense in itself; and 2) a motive generated by a specific characteristic of a victim.

In Illinois, every law enforcement agency is required by law to report all bias-motivated crimes to the Illinois State Police (ISP) on a quarterly basis. Although ISP has collected bias crime data using the FBI's Hate Crime Incident Report form since 1991, the reporting of hate crime information to the state police was voluntary until 1996, when it became mandatory. Currently, the Illinois State Police serve as the state's central repository for hate crime data and for reporting this information to the FBI.

Hate crimes are not separate and distinct from other crimes. Rather, they are offenses motivated by the offender's personal bias. Therefore, crimes in which no offender is identified or situations in which the offender's motivation cannot be identified are not reported as hate crimes.

The systematic and mandatory collection and submission of monthly hate crime data in Illinois began in April of 1996. Since the actual process of data collection is relatively new, the numbers found in this analysis may under-represent the actual occurrence of hate crimes across the state.²

The population represented by agencies reporting hate crimes in each region (Cook County, collar, urban, and rural counties) remained relatively stable from April of 1996 through 1998. Cook County had the highest population represented for all three years, ranging from 63 percent in 1998 to 69 percent in 1996. Overall, by 1998 agencies reporting hate crimes represented 44 percent of Illinois' population.

The number of reported hate crimes statewide declined by 13 percent between 1997 and 1998. This decline is driven largely by a 31 percent decrease in reported hate crimes in Cook County. The numbers in other regions stayed relatively stable.

The most common hate crime offenses reported in Illinois from April of 1996 through 1998 were simple assaults and intimidation. Together, these offenses accounted for almost 60 percent of all reported hate crimes each year. The remaining 40 percent of hate

² The data maintained by the Illinois State Police do not represent 100 percent of Illinois' total resident population. It is unknown whether non-reporting agencies had no hate crime in their jurisdictions, or if they failed to report.

crime offenses included aggravated assaults, criminal damage and destruction of property, vandalism, and “other” (which included other index offenses described as hate crimes).

Population Served by Agencies Reporting
Hate Crimes, 1996* - 1998

		Cook	Collar	Urban	Rural	State
1996	Percent of Population Served	69%	27%	31%	15%	44%
1997	Percent of Population Served	68%	29%	33%	11%	44%
1998	Percent of Population Served	63%	29%	27%	13%	41%

Source: Illinois State Police

*1996 data includes only crimes reported from April - December

These “other” offenses were reported in less than 5 percent of all cases for 1996, 1997, and 1998. The data indicate that (with the exception of criminal damage, destruction of property, and vandalism) all criminal offense categories appear to be either rising since 1996 or near levels of their 1997 reporting numbers. For instance, simple assault, aggravated assault, and the “other” category show peak reporting in 1997, yet 1998 numbers remain above those in 1996.

The majority (three-quarters) of reported hate crimes in Illinois from April of 1996 through 1998 were racially or ethnically motivated offenses. The second most common motivator for hate crimes was the victim’s sexual orientation. However, it should be noted that early in the reporting years (1996), anti-religion hate crimes were more common than sexual orientation crimes. The motivations found in the “other” category include biases such as anti-handicapped (physical and mental), anti-gender, and anti-elderly. Overall, these offenses accounted for less than 4 percent of reported hate crimes each year.

The majority (68 percent) of hate crime offenders identified each year was white. However, for a large proportion, ranging from one-fifth to one-quarter of reported offenses, the race of the offender(s) was unknown. African-American individuals made up 22 percent of the offenders, and only 3 percent of the offenders were listed in the “other” category.

When the number of offenders is known, it appears that a majority of hate crimes (59 percent) involved one offender. However, the data also indicate that a large percentage of hate crime offenses (32 percent) occurred with multiple offenders. In addition, almost 9 percent of all hate crimes appeared to have had five or more offenders. When the number of victims is examined, the data indicate that almost 85 percent of reported hate crimes

between April of 1996 and December of 1998 had only one reported victim. An additional 11 percent involved two victims and only 5 percent of the reported hate crimes indicated that there were two or more victims. Thus, the data suggest that many hate crimes are multiple offender-single victim offenses.

Hate crimes occur in a wide variety of locations. For example, from April of 1996 through 1998, more than 32 percent of hate crimes occurred in non-descript locations. This category, labeled “other”, includes 21 different locations ranging from bars/nightclubs to parking lots and grocery stores. However, the next most likely location for a hate crime was on a highway, in an alley, or on roads and streets. These locations made up almost 31 percent of the reported offenses. Another 26 percent of hate crimes occurred in the home and an additional 9 percent occurred in or around a school or college.

Street Gangs and Crime

Criminal street gangs continue to be a major concern in Illinois. Law enforcement agencies estimate that over 140 gangs are operating statewide, with over 125 gangs estimated in the greater Chicago area. Although most gangs operate out of the Chicago area, migration to surrounding suburbs and other urban and rural areas is common. The city of East St. Louis is estimated to have the largest gang member population and gang activity in the southern region of the state. In addition, Illinois has become known as having one of the largest populations of traditional street gang members in the nation.

Increased violence often signifies an emerging gang presence. While drug trafficking continues to be the primary activity of most larger street gangs, disputes over turf and control of drug markets often generate violent crimes, such as homicides and assaults. Gang-related homicides continue to account for a significant number of homicides in urban areas, with 36 percent of 1998 homicides (where a causative factor could be determined) in Chicago being attributed to gangs. While it is clear that street gangs are involved in drugs, violence and other criminal activity, documenting the extent and nature of the problem with any precision is difficult. However, various studies of gang activity in Chicago and Illinois have been conducted in an effort to examine patterns and trends in gang crime activity.

In late 1995 and early 1996, the National Youth Gang Center (NYGC) conducted a national survey of 4,120 police and sheriffs’ departments (229 from Illinois). This survey focused on gangs and gang membership in each jurisdiction. The Authority expanded on this research in 1996 by conducting phone interviews with 57 of the 229 police departments in Illinois that had responded to the NYGC survey. The selection of police departments was based on three criteria: population, region, and prior gang homicide. The survey questions centered on the definition of a gang, the demographic composition of gang members, descriptions of types of activities gang members engage in, and community programs addressing the problem of gangs.

Ninety-two percent of police departments said they were aware of gang members migrating to their jurisdictions from other areas and 77 percent said they were aware of their local gang members migrating to other locations. For cities in Cook and collar counties, migration is mostly from Chicago. Cities outside the Chicago area reported experiencing migration close to a major route connecting their cities to Chicago or to East St. Louis, or the migration from other nearby cities. Only 11 departments (19 percent) reported migration from cities in neighboring states.

One part of the interview questioned jurisdictions' experiences with gangs and drugs. Of all interviewed police departments, 87 percent said that the gangs were at least "somewhat" involved in drug sales. Ninety-five percent of respondents said that their gangs most often sold marijuana, although crack cocaine and powder cocaine were also mentioned as drugs sold by gang members.

The most recent National Youth Gang Survey findings from the NYGC show an overall decline in jurisdictions reporting gangs between 1997 and 1998. Nationally, the number of gangs decreased by 2 percent in large cities and suburban counties, 13 percent in small cities, and 9 percent in rural counties between 1997 and 1998. Forty-two percent of survey respondents reported that the gang problem in their jurisdiction in 1998 was "staying about the same," compared to 45 percent in 1997; 28 percent reported that it was "getting worse," compared to 35 percent in 1997; and 30 percent in 1998 reported that it was "getting better," compared to 20 percent in 1997. However, the national survey confirms that gang members are often involved in a variety of serious and violent crimes. Almost half of the law enforcement agencies reporting gang problems are involved in collaborative efforts with other law enforcement and criminal justice agencies to combat youth gangs and the crimes they commit.

The Gang Crime Prevention Center (GCPC) was established in 1997 to implement recommendations from the Governor's Commission on Gangs in Illinois. Under the Illinois Attorney General's Office, the GCPC has assisted in developing programs and policies that reduce crime, delinquency and street gang activity, including establishing local partnerships for the development of pilot programs and community mobilization sites. Information from an assessment of the five mobilization sites shows that gangs exert a powerful influence on the area's drug market, although some sites note that gangs have become fragmented and their leadership has grown somewhat loose. Individual factions within gangs sometimes achieve independence and engage in conflicts over territory and drug markets within their own gang. Very aggressive approaches in some urban areas have also curtailed gang crime, although gangs continue to control a significant proportion of the drug trade.

A number of evaluations conducted or administered by the Authority have addressed the gang problem in Illinois. Authority staff conducted an evaluation of the Gang Crime Witness Protection Program in 1997. The Governor's Commission on

Gangs established the Gang Crime Witness Protection Program as a result of recommendations made to them by criminal justice officials. The legislation was designed to reduce gang-related crimes by protecting witnesses who help prosecute these cases. The Authority was called upon in that legislation to evaluate the program's implementation and impact in 1997.

The evaluation staff from the Authority determined that efforts to notify prosecutors and law enforcement officials of the existence of the program had not been as successful as was hoped. This unawareness apparently resulted from the lack of inter- and intra-office communication about the program and is believed by evaluators to be a major constraining factor to its effective implementation and utilization. The program, however, made a significant impact on those few gang-related cases to which it provided services.

The Authority found that a little more than one-half of the state's attorneys and all of the law enforcement agencies surveyed indicated a gang problem within their jurisdictions. Nearly two-thirds of 83 state's attorneys interviewed reported that they were aware of the services provided by the Gang Crime Witness Protection Act. Most state's attorney's offices also reported that a statewide program offering expense reimbursement for witness protection (or relocation) and technical assistance would be a valuable tool in combating gang crime and would induce more persons to testify in gang-crime cases by improving victim and/or witness cooperation. Finally, the majority of state's attorney indicated a desire for regional program awareness and training seminars. Of all law enforcement respondents, 62 percent reported a desire to have funds available immediately during the investigative stage to better secure witnesses and their testimony.

Through Anti-Drug Abuse Act funds, additional programs have been supported by the Authority to combat gangs. In 1996, the Illinois Department of Corrections (IDOC) initiated a plan to establish a gang-free environment at the Taylorville Correctional Center. It was seen as an alternative for inmates without gang affiliation. At the request of IDOC, the Authority funded an evaluation of the Taylorville program in 1998 using federal Anti-Drug Abuse Act funds.

The evaluation found the gang-free environment included inmates who were quieter, better behaved, and more respectful than offenders found in the three comparison sites, although they were also more likely to file grievances. The program population also had a high concentration of Caucasians, sex offenders, and inmates who may have opted for the gang-free environment to take advantage of certain programming that was offered.

The Authority has also evaluated the Municipal Drug and Gang Enforcement (MDGE) pilot program in Chicago. The program, a joint effort of the Chicago Police Department (CPD), the Chicago Department of Law, the Chicago Department of Buildings, and other city departments, was designed to target gang and drug problem buildings. It focused on multi-unit dwellings because they were believed to foster gang and drug activity. Before

the program was implemented, according to CPD, building owners were not mandated to manage their properties in a manner that contributed to the vitality rather than the decay of the neighborhood. The MDGE program strategy attempted to engage building owners as proactive partners in corrective measures.

The process evaluation of the MDGE project found that it was not only implemented as planned, but adjustments were made during implementation based on the field experience and what was being learned from the evaluation. Most of the dissatisfaction expressed by program staff was related to resources, not to personnel, political, or systematic problems.

The impact evaluation found that the program had the intended impact on targeted buildings. It was also found that cleaning up an individual drug house might have a positive residual effect of cleaning up a nearby area. Finally, there was evidence that program effects are lasting.

A comprehensive evaluation of the Little Village Gang Violence Reduction Project was also funded by the Authority through Anti-Drug Abuse Act funds. The goal of the project was to reduce serious gang violence of individual youth gang members, as well as gang violence at the community level, through social intervention and suppression. More than 400 gang members received some level of service or contact during the project's six years. Findings show that in three years, the average number of total crimes per project participant declined from 5.5 to 2.9, a reduction of 47 percent. The average number of violent crimes declined by 45 percent, from 3.1 to 1.7 according to self reports. Comparison youths were also three times more likely to be arrested than project participants were. While there was a 37 percent increase in gang violence in the project area, a comparable community experienced a 51 percent increase during the same time.

Gangs continue to be a major concern in Illinois. They have emerged in previously unaffected communities and can be found in suburban and rural parts of Illinois. The gang problem is increasing from the perspective that offenses are becoming more violent, injuries are more serious, and the types of firearms used are more lethal.

Public Perception of Crime

Public perceptions of crime can help criminal justice agencies determine which programs and services are needed in Illinois communities. Public opinion polls often identify key issues that may be underreported or misrepresented by official crime rates.

Data from a 1996 survey conducted by Northern Illinois University and 1997 and 1999 surveys conducted by the University of Illinois at Chicago were used to examine respondents' perceptions of crime in their communities and Illinois. Results from these surveys suggest that an increasing number of citizens felt that crime remained the same despite the current downward trend of reported offenses. While 27 percent of 1996 respondents felt that crime stayed the about same, 38 percent in 1997 and 42 percent in 1999 felt that crime had stayed the same. Only a slight change was noted in the percentage of respondents that felt crime had decreased. However, results also suggest

that fewer respondents in 1997 and 1999 perceived that crime in Illinois had increased when compared to 1996 respondents, from 60 percent of citizens surveyed in 1996 to 41 percent in 1997 and 1999 perceiving an increase in crime.

With respect to crime in the respondent's own community, 45 percent of respondents in 1996 perceived that crime in their communities had increased, compared to 34 percent in 1999. A similar decline was also present for perceived illegal drug use. In 1996, 75 percent of respondents perceived illegal drug use had increased, whereas only 57 percent of respondents in 1997 and 54 percent in 1999 reported drug use had increased in the past three years. The number of respondents perceiving an increase in *violent* crime, however, remained relatively unchanged, with 47 percent in 1997 and 43 percent in 1999 indicating that violent crime had increased.

Respondents Reporting an Increase, Decrease or No Change in
Crime in the Last Three Years

Survey Year	Percentage Reporting an Increase in Crime	Percentage Reporting a Decrease in Crime	Percentage Reporting No Change
1996	60%	12%	27%
1997	41%	18%	38%
1999	41%	14%	42%

Source: University of Illinois at Chicago Survey Research Lab and Northern Illinois University

Juvenile crime was perceived to be increasing in Illinois, despite national trends that indicate juvenile crime is down. Regarding juvenile crime, 68 percent of respondents surveyed in 1999 stated that they believed that juvenile crime had increased in Illinois within the past three years. Twenty-five percent believed juvenile crime stayed the same. Almost half of the respondents believed that juvenile crime increased in their community. When compared to general crime, more respondents indicated that juvenile crime had increased in the past three years than general crime. Few respondents reported juvenile crime had decreased. Unfortunately, data on perceptions of juvenile crime are not available for earlier years to make comparisons.

Areas of Greatest Need

The Authority follows a needs-based process when deciding how to allocate funds to fight drug and violent crime. After collecting and analyzing data and written comments from state and local governmental leaders, as well as hearing from expert panel members and reviewing recent research findings, the Authority identifies the greatest problems Illinois is facing in regard to drug and violent crime. Within each of those areas the Authority then conducts a second series of analyses, at the municipal, county or regional level, to determine geographic areas of the state with the greatest need for intervention. Those areas are then reviewed with respect to a number of factors. These include:

- ◆ The extent to which an area is a major drug or violent crime center;
- ◆ The extent to which local criminal justice agencies have committed resources toward this problem, their progress to date and ability to expand their efforts;
- ◆ The potential impact of an expansion of resources; and
- ◆ The ability of local criminal justice agencies to meet match requirements.

Representatives of criminal justice agencies in those communities then work with Authority staff to expand on the problem statement, set goals and objectives, develop an intervention and implementation schedule and prepare a budget for the program.

As presented in the preceding section, this year's initial analysis identified the following problems as warranting specific attention in Illinois:

- ◆ High levels of illicit drug use among the criminal justice population, including arrestees and probationers, and the differences in the nature of substance abuse between male and female offenders;
- ◆ Increasing drug use, particularly marijuana, among the general youth population in Illinois and low perception of risk;
- ◆ The system-wide impact of increased law enforcement resources, particularly with respect to drug arrests, on court filings, probation caseloads and prison populations;
- ◆ The need for specialized training and coordination, particularly with respect to handling and treating sex offenders and other violent offenders;
- ◆ The need to develop strategies to disrupt, diminish and ultimately destroy the distribution and supply of heroin, cocaine, methamphetamine and other illicit drugs; and

- ◆ The inadequacies of current information systems and data collection strategies to provide a complete and comprehensive picture of the nature and extent of drug and violent crime in Illinois.

In an attempt to identify the specific geographic regions of the state which are experiencing the highest rates of drug and violent crime, a number of different analyses were performed. The first step was an examination of individual county-level rates for a wide range of indicators of drug and violent crime. Maps were then created to highlight those counties with the highest rates in the most significant indicators, including: violent Index offenses, drug arrests, felony filings, adult probation caseloads and juvenile probation caseloads. These maps are presented in the following sections that address activity and need in the various components of the criminal justice system.

Resource Needs and Gaps in Service

Introduction

To determine the resource needs and gaps in service, a number of different analyses and sources of information were used. The following sections summarize the activities and caseloads of the components of the criminal justice system: prevention and treatment, law enforcement, adjudication, corrections and treatment, and information systems and technology. What is useful from these analyses is that it is clear how the activities of one component impact the other components of the system. Many of the issues evident from the data have also been substantiated in the written and public testimony provided to the Authority and through presentations made by experts in the field.

In general, the assessment of resource needs and gaps in service found that all of the components of the criminal justice system are facing increasing caseloads and demands. Drug arrests continue to remain high, with over 90,000 arrests in 1998, most involving violations of the Controlled Substances Act. Similarly, the number of felony cases filed in Illinois continues to increase, with 89,759 filings in 1998—the highest level recorded. Delinquency petitions increased over 20 percent between 1997 and 1998, to more than 28,000 filings. As a result of these increases in arrests and prosecutions, the number of offenders placed on probation and sentenced to prison have also increased. Between 1994 and 1998, felony probation caseloads in Illinois increased 16 percent, to over 49,000, while juvenile probation caseloads increased 25 percent. Similarly, the number of court commitments to the IDOC increased 15 percent between state fiscal years 1994 and 1999, and increased 7 percent between state fiscal years 1996 and 1999. As a result of the dramatic increase in drug offenders and drug-dependent offenders identified by the criminal justice system, there has also been a dramatic increase in the number of individuals receiving substance abuse treatment in Illinois.

Survey of Criminal Justice System Needs

To better assess the needs of criminal justice agencies in Illinois, the Institute for law and justice administered a survey in late 1996 of criminal justice agency directors, including police chiefs, state's attorneys, judges, jail administrators, public defenders and probation directors (Institute for Law and Justice/Illinois Criminal Justice Information Authority, 1997). Results from the 651 surveys show that agency directors are especially concerned about violence (domestic violence, juvenile violence, and child abuse), and firearms. Illicit drugs were also cited as a concern, with more than three-fourths of respondents stating that drug possession offenses were contributing to work load problems within their agencies. Police chiefs also noted the need for improving local strategies to reduce juvenile crime, drug problems and domestic violence. Many also noted the need for improvements in community policing, problem solving and reducing the fear of crime.

With regard to solutions, most respondents favored a mix of approaches, including more youth prevention programs, better employment opportunities and more severe punishments. More than two-thirds indicated a need to improve or develop diversion and

sentencing alternatives, such as drug treatment programs, sex offender treatment programs and community service programs. Other areas of interest included pretrial diversion programs, electronic monitoring and home detention programs. With regard to pretrial practices, two-thirds of the responding judges, state's attorneys and public defenders noted a need for police training related to search and seizure and for improved timeliness of drug and crime lab processing, noting that the use of crime labs and DNA processing increased pretrial incarceration.

Respondents identified several information needs. State's attorneys identified a greater number of needs than any other group. More than two-thirds of respondents indicated information system needs for prior criminal history of defendants, information on co-defendants, victim/witness names, speedy trial status, defendant tracking information, caseload report analysis and bail/jail status of defendants.

Juvenile Justice Reform

Illinois has passed new legislation that significantly changes the manner in which the justice system deals with juvenile offenders. On January 1, 1999, the Juvenile Justice Reform Provisions of 1998 contained in Public Act 90-590 took effect. The new Act has impacted all criminal justice agencies that deal with juveniles, in particular, police and probation departments, as well as schools and social service agencies in Illinois. The provisions changed the way in which the juvenile justice system in Illinois deals with juvenile offenders. In addition to a change in philosophy, from a rehabilitative model to a balanced and restorative justice model, the Act also effects changes in processing of juvenile offenders from arrest through sentencing. It changes the juvenile record keeping requirements in Illinois and changes the information sharing provisions of the Juvenile Court Act of 1987. It also increases the role of the community in implementing the balanced and restorative justice model.

The goals of the Juvenile Justice Reform Provisions are:

- 1) to protect citizens from juvenile crime;
- 2) to hold each juvenile offender directly accountable for his or her acts;
- 3) to provide individualized assessment of each alleged and adjudicated delinquent minor, in order to rehabilitate and to prevent further delinquent behavior through the development of competency in the juvenile offender; and
- 4) to provide due process, as required by the Constitution of the United States and the State of Illinois, through which each juvenile offender and all other interested parties are assured fair hearings at which legal rights are recognized and enforced.

The new law is expected to impact public safety and the overall effectiveness of the justice system and the community by preventing and responding to juvenile crime. The law changes the definitions used previously in the juvenile justice system to be more

consistent with the adult criminal system. For example, “adjudicatory hearings” are now “trials,” “dispositional” hearings are now “sentencing hearings,” and “taken into custody” is now termed “arrested”. Additionally, the law adds a parental responsibility clause, which requires parents to participate in the rehabilitation of delinquent juveniles. Public Act 90-590 also includes a provision that gives victims the same rights as provided in the Bill of Rights for Children and the Rights of Crime Victims and Witnesses Act.

The reform provisions also provide for an Extended Jurisdiction Juvenile Prosecution. If a minor 13-16 years of age is charged with a felony, the States Attorney may petition for an Extended Jurisdiction Juvenile (EJJ) prosecution hearing. If the Court finds that the juvenile is subject to EJJ and subsequently the juvenile is tried and found guilty in an EJJ proceeding, then the Court shall sentence the minor as a juvenile and also as an adult. The adult sentence is stayed while the minor serves the juvenile sentence. If the minor violates the conditions of the juvenile sentence by committing a new crime, then the Court shall order the minor to serve the adult sentence. Public Act 90-590 also includes a clause that mandates transfer to adult court for any subsequent offense for a minor who has previously been transferred to adult court and convicted. The new law also allows for a minor to have his or her credibility impeached in a delinquency proceeding or a criminal case by a previous adjudication of delinquency.

Public Act 90-590 distinguishes between informal and formal station adjustments for minors by police officers. Minors are also subject to a limit on the number of station adjustments without a referral to the juvenile court. Under the new law, police may also detain juveniles for an extended period of time. Minors may be detained for up to 12 hours, and minors who commit an act of violence may be detained for up to 24 hours. The new law requires that the Illinois State Police develop and maintain a database of criminal history records and informal and formal station adjustments for juveniles. This reform provision took effect on January 1, 2000.

The reform provisions also allow for more community involvement in the administration of juvenile justice. State’s attorneys may establish community mediation panels and county boards or municipal authorities may create and fund teen court programs. Additionally, the statute allows for the state’s attorney in each county to establish a county council to review juvenile justice issues. The purpose of the county council is to provide a forum for the development of a community-based interagency assessment of the local juvenile justice system and to develop a county juvenile justice plan for the prevention of juvenile delinquency. Undoubtedly, this legislation will have an impact on the resources and needs of the juvenile justice system in Illinois.

Technology

Lastly, there is a continuing need to take advantage of recent advances in technology to facilitate the reporting and sharing of information. In addition to the continuing need to improve the timeliness and accuracy of information on criminal histories in Illinois, there is also an evolving need for Illinois' criminal justice agencies to begin to communicate over the Internet. A number of projects are underway in Illinois to facilitate technology and information sharing, such as a link to the FBI's National Crime Information Center (NCIC), upgraded fingerprint systems, and digital wireless networks.

In an effort to encourage local law enforcement agencies to use computers and technology as crime-solving tools, the Illinois Criminal Justice Information Authority recently completed a project designed to promote the use of computer systems that already exist in many departments. The *Incident-Based Crime Analysis* manual will be made available to Illinois police departments and promotes the use of commonly available software to conduct statistical analysis to identify crime trends.

The Authority is also increasingly encouraging the use of the Internet as a source of criminal justice information and data. The Authority's website (www.icjia.state.il.us) now includes a tool for displaying and analyzing crime and arrest information at the state, regional, county and local levels.

While technology provides many resources for criminal justice agencies, the increasing use of computers has also led to an increase in computer-related crimes, such as identity theft, embezzlement, child pornography and extortion. The investigation of Internet-related child exploitation offenses has become an area of concern for many law enforcement agencies.

Integrated Information Systems

The U.S. Department of Justice, Office of Justice Programs, is currently involved in an intensive effort to encourage data sharing among criminal justice agencies. This sharing is commonly referred to as "integration." Integration does much more than simply share information; it creates a criminal justice information environment that allows for much greater operational efficiencies throughout the criminal justice system and also improves data quality by eliminating multiple, redundant data entry.

Illinois is far behind other states in the effort towards integrated justice. Over the years, Illinois criminal justice agencies—at both the local and state levels—have invested in technologies that are proprietary and not easily integrated, with little regard for standards or concern for data sharing. Agencies responsible for the administration of criminal justice in Illinois have focused almost exclusively on the operational needs of their own organizations without regard for integration. The result is that criminal justice information is fragmented and frequently inaccurate; information processing is less efficient than it could be; and criminal justice decision making is much less informed than it is in many other states.

The first step in embarking on the process of realizing integrated justice systems in Illinois is to create a body that includes all major stakeholders—both at the local and state levels—to guide the development of effective integrated systems. This body should include the following: (1) an executive committee that would set strategic goals and policy; (2) an operational committee that would develop tactical responses in order to realize the strategic goals set by the executive committee; and, (3) a funding committee that will identify appropriate funding sources for the project. Criminals know no boundaries and are likely to commit crimes in multiple jurisdictions. If jurisdictions do not communicate critical information, justice will be compromised. In order for standards to be created that will allow municipalities to build systems to those standards, Illinois must have such an official body responsible for creating the standards and facilitating the use of the standards. This body will also guide integration efforts with states in close proximity to Illinois.

Historically in Illinois, there has been little interest in coordination of justice information systems on a statewide basis. While in some instances great sums of money have been directed at automating certain criminal justice functions, no overall standards for justice information systems in Illinois have been created and thus it should be no surprise that agencies have created a patchwork of disparate, non-communicating systems.

With the recent federal money earmarked for justice integration projects and the rapid progress towards justice system integration now happening in many states, circumstances are ideal for creating stable, tested systems and for identifying funds that may help underwrite the creation of integrated systems.

The time is now right for a coordinated, over-arching plan that will bring agencies together to work towards an effective network of justice information systems in Illinois. Integration will not happen overnight, but each day that passes without the adoption of an overall strategy for integration in Illinois delays the realization of benefits of integration. These benefits include timely and accurate information on offenders as well as reductions in redundant, inconsistent and inaccurate criminal offender information spread throughout multiple systems.

Delays of the integration process allow vendors to create more disparate, inconsistent and expensive municipal systems, thus compounding an already difficult problem. Most important is the continuing risk of Illinois courts making poor bonding decisions due to inaccurate or missing criminal history information and police officers not having adequate information on offenders. These deficiencies can lead to the release of offenders who may be dangerous to the general public and increased likelihood of risk to police officers at the hands of dangerous offenders who may appear, as a result of inaccurate record checks, to have incomplete or missing criminal histories.

Thus, there is an immediate need for the development and implementation of a plan for the integration of criminal justice information across Illinois' state and local law enforcement agencies in a manner that will be cost-effective, promote operational efficiencies,

encourage information sharing, and above all contribute to the safety of law enforcement officers and the citizens of Illinois while enhancing citizen rights to privacy.

Criminal Justice Indicators

To better illustrate the needs among various county types in Illinois, a number of the major indicators in the criminal justice system were analyzed for the years 1995 and 1998. Figure 15 shows that overall in Illinois, the most significant increases were in the area of drug arrests, adult probation, and prison sentences. Specifically, misdemeanor probation cases increased nearly 20 percent statewide. On the other hand, violent Index offenses reported to the police experienced the most significant and consistent *decreases* statewide and across individual jurisdictions.

In Cook County, decreases were noted in all major indicators, with the exception of minor increases in misdemeanor probation and prison sentences (Figure 16). The most significant decreases were in the areas of violent Index offenses reported and felony filings. Although Cook County has experienced considerable decreases in nearly all of the indicators, it is important to note that it continues to have the highest *rate* of violent offenses, drug arrests, misdemeanor filings, jail population, and sentences to prison. However, adult probation caseload rates and felony filing rates have been highest in urban counties in recent years, although only slightly higher than Cook County's rate.

While decreases were noted in violent and property Index offenses reported for urban counties (excluding the five collar counties surrounding Cook County), increases were seen in all other major indicators (Figure 17). Drug arrests and felony and misdemeanor adult probation caseloads saw the highest increases, as well as increases in felony filings.

The five collar counties surrounding Cook County saw a nearly 90 percent increase in misdemeanor probation caseloads, along with increases in drug arrests and prison sentences (Figure 18). Collar counties, like the rest of the state, saw decreases in total violent and property Index offenses reported.

Rural counties saw the most significant increases in drug arrests, in addition to probation caseloads and criminal case filings (Figure 19). Rural counties also saw decreases in total Index offenses reported, particularly for violent offenses.

In sum, all regions saw decreases in reported Index offenses, while Cook County was the only area to show decreases in drug arrests, criminal cases filed (felony and misdemeanor), felony probation caseloads, and jail populations (Figure 20). Other regions of Illinois are experiencing increases in areas of prosecution and corrections.

Figure 15

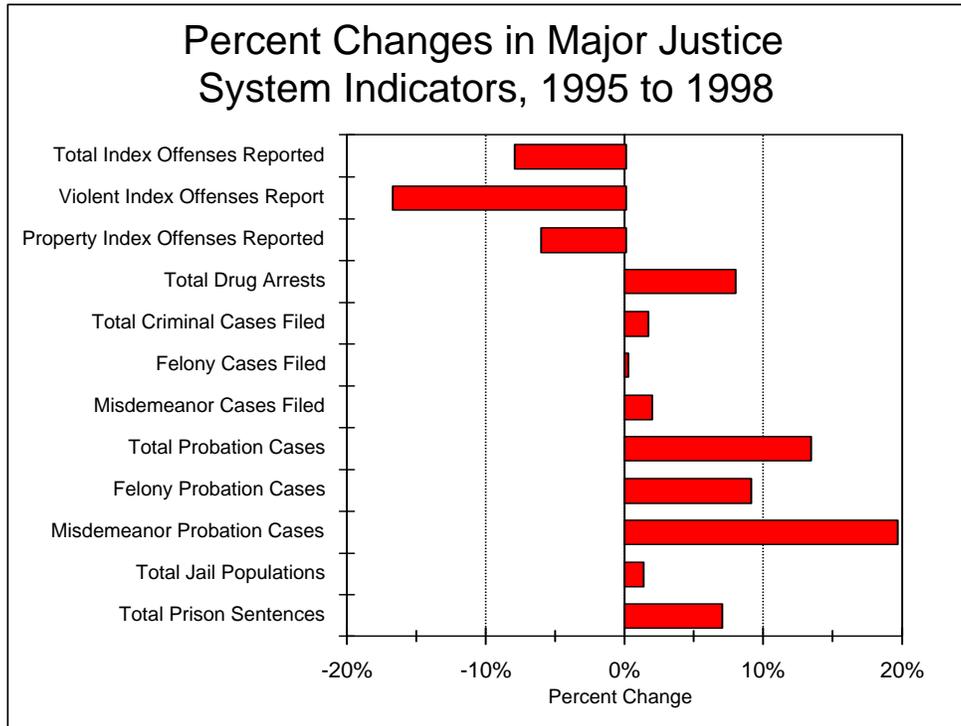


Figure 16

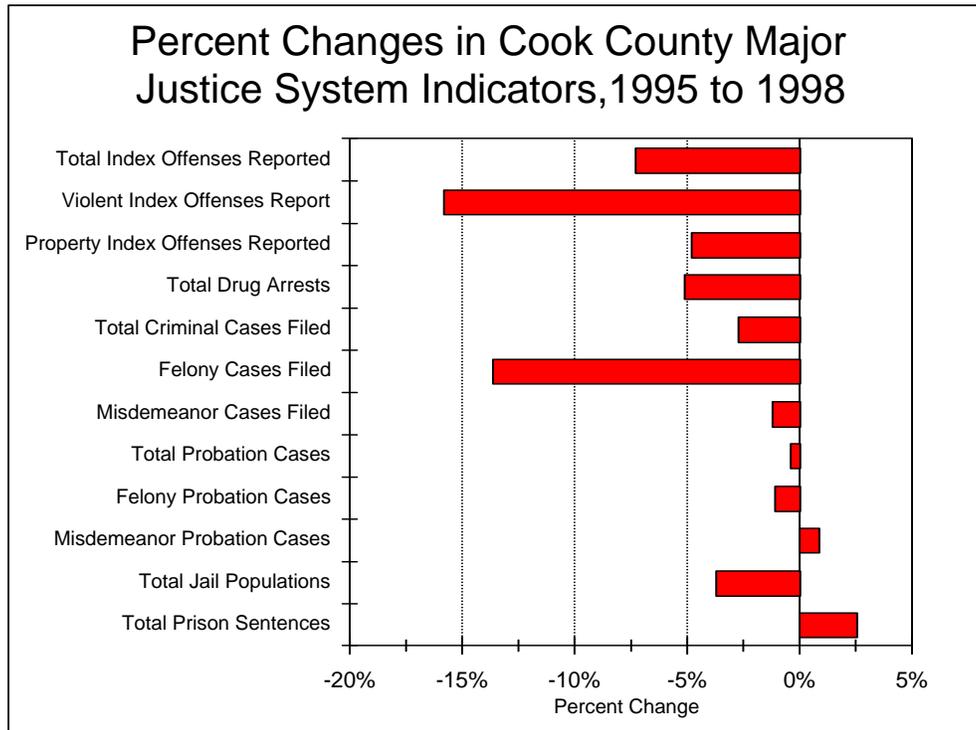


Figure 17

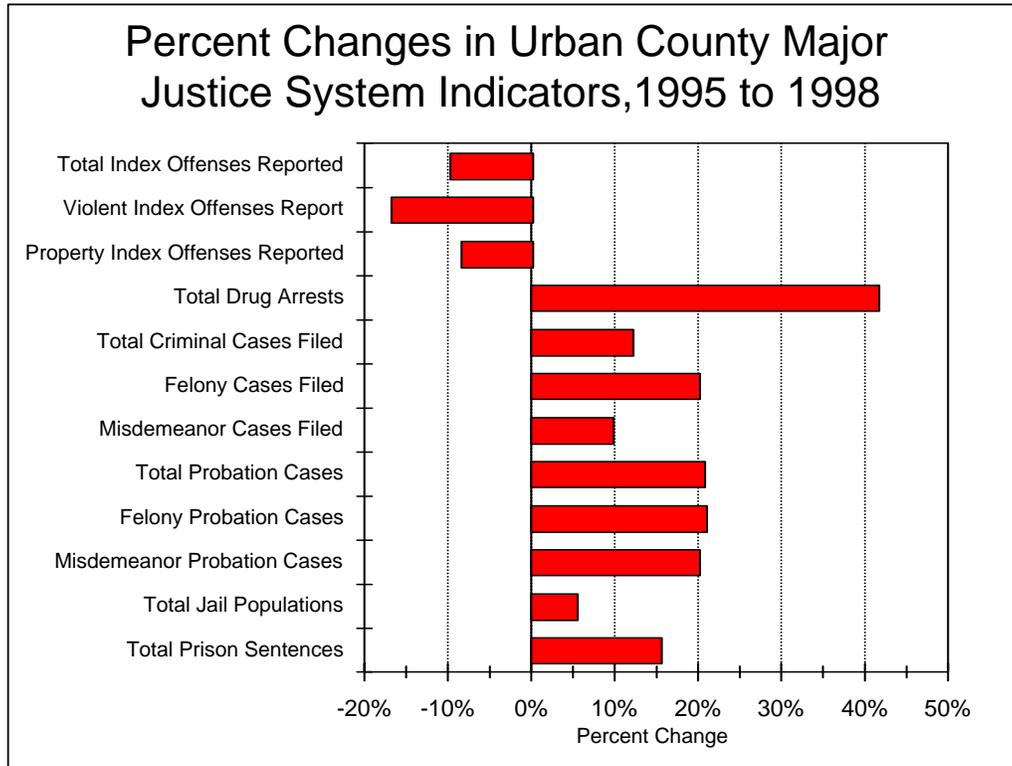


Figure 18

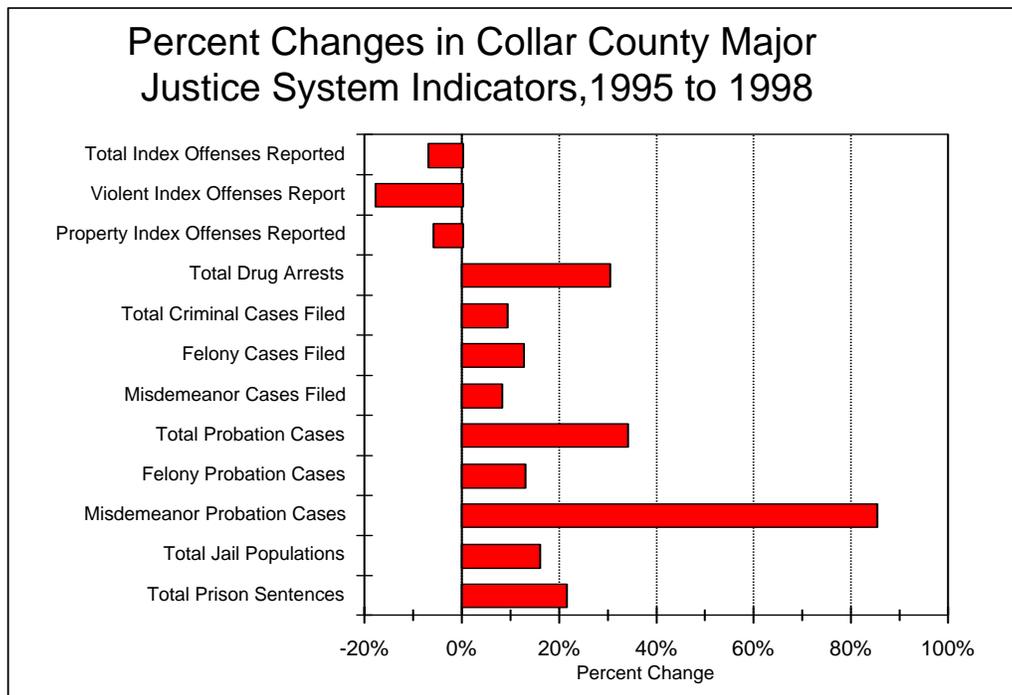


Figure 19

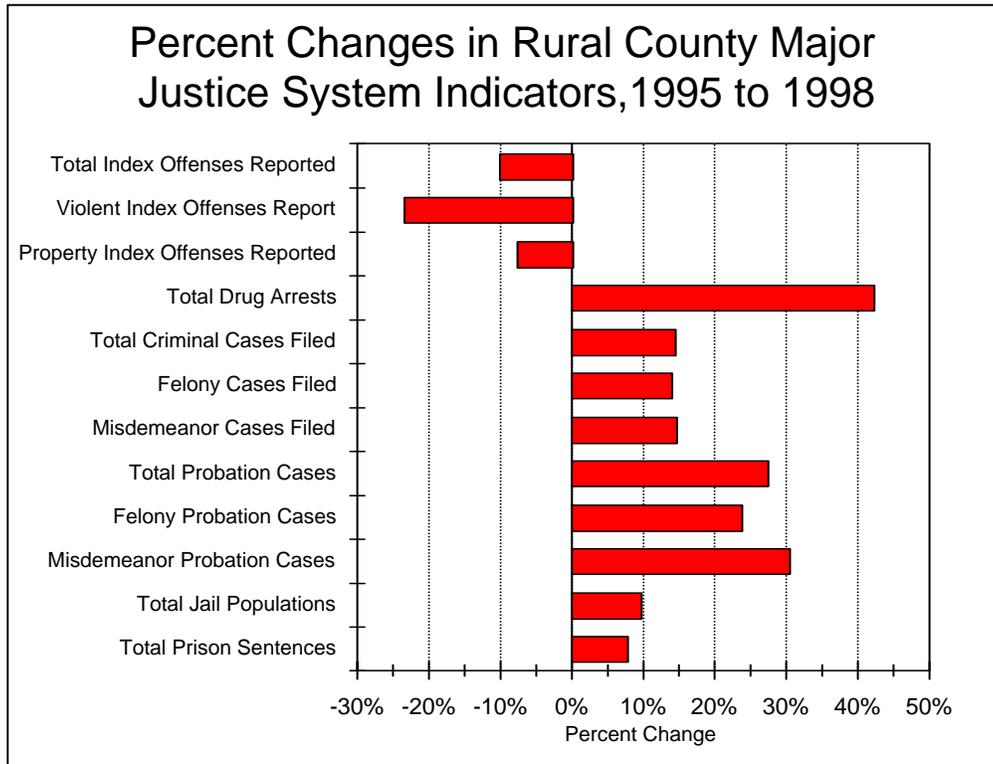
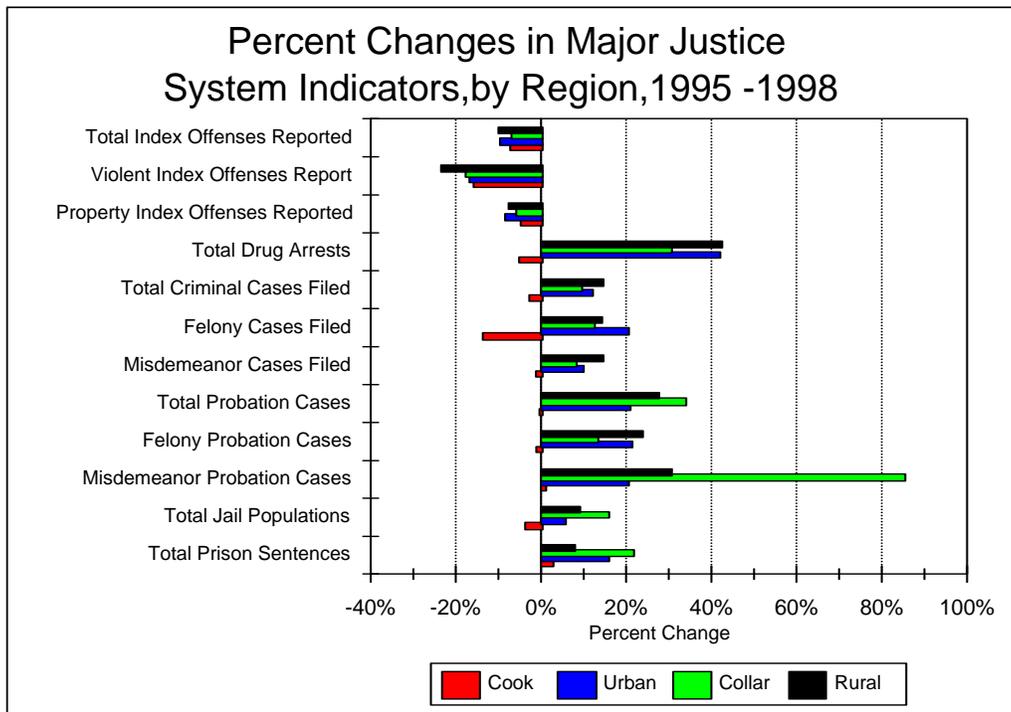


Figure 20



Prevention and Treatment

Although Illinois has invested a considerable amount of resources in substance abuse treatment and programs targeting youth, it is clear from the trends presented in the section on drug use among high-school students that there remains a great deal of work to be done. The Illinois Department of Human Services, Office of Alcoholism and Substance Abuse (OASA) allocates federal funds to various community agencies in Illinois for prevention and treatment programs, including substance abuse treatment programs for convicted drug abusers who are 6-12 months from being released from a correctional institution.

OASA Admissions to Substance Abuse Treatment Programs

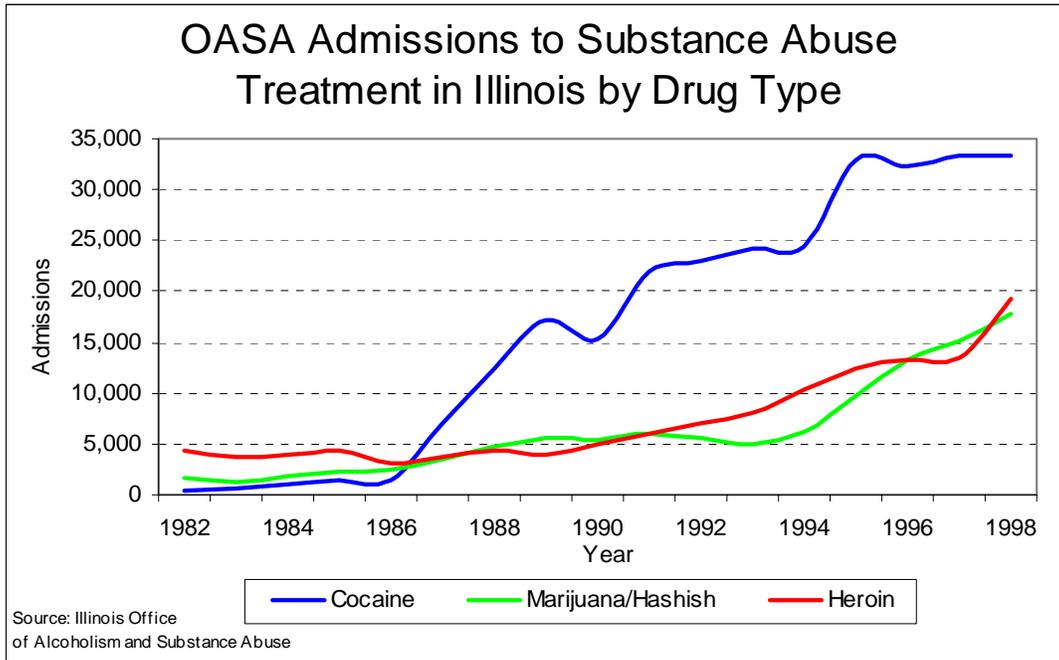
Providing treatment for substance abusers, whether they are referred from the criminal justice system or elsewhere, is the responsibility of the Illinois Department of Human Services, Office of Alcoholism and Substance Abuse (OASA). However, it is important to note that while OASA data represent the majority of the overall demand for substance abuse treatment in the state, some private programs provide treatment services to a smaller but significant number of clients who are not included in the state's reporting system. OASA reported 125,239 admissions for alcohol or drug treatment in state fiscal year 1998, 19,691, or 18 percent, more than in state fiscal year 1995. Of OASA admissions for illicit drug use in state fiscal year 1998, 46 percent were for cocaine use, 26 percent for heroin use, and 24 percent were for marijuana use (Figure 21). Of the 125,239 admissions, the majority were adult (89 percent) and male (64 percent). With respect to race/ethnicity, 48 percent were African-American, 43 percent white, and 7 percent Hispanic.

Among the 125,239 admissions to substance abuse treatment in state fiscal year 1998, approximately 20 percent were referred from criminal justice agencies (including the courts, police, corrections, and probation). Of the criminal justice referrals, 40 percent were referred directly from the courts. Forty-nine percent of all criminal justice system referrals reported alcohol as the primary substance of abuse, followed by cocaine (26 percent), and heroin (10 percent). In general, a larger proportion of the criminal justice referrals tended to be male and white when compared to total treatment admissions.

Treatment Needs

OASA also collects data on prevalence of need for substance abuse treatment. The 1994 Illinois Household Survey found 9 percent of all respondents (3.6 percent of female respondents and 15 percent of male respondents) in need of alcohol and/or drug treatment. While the percentage needing treatment decreased from 7 percent in 1990 to 5.6 percent in fiscal year 1994 for respondents over age 35, it increased for those aged 25-34 (from 12.8 percent to 13.4 percent) as well as those aged 18-24 (from 20.5 percent to 22.5 percent).

Figure 21



OASA also assessed treatment needs for specific populations. Nearly a third (32.7 percent) from a sample of the female inpatient mental health population were found to have treatment needs, and over half (52.9 percent) of males were found to be in need of treatment for substance abuse. A 1990 OASA survey of homeless populations revealed that 41.6 percent had a treatment need (22.9 percent female, 64.5 percent male).

While the OASA Illinois Household Survey captures respondents with home telephones, OASA also estimates that 23.6 percent of residents without telephones (defined as persons with no residence or no telephone sometime during the past five years) are in need of alcohol treatment.

A 1995 OASA survey of Illinois Department of Corrections inmates found that over half (55 percent) had a dependence on one or more substances, with females more likely to have a dependence (61 percent) than males (55 percent). Data also suggest that a large percentage of probationers in Illinois have a history of abusing drugs or alcohol. A 1997 study of Illinois adult probation exits found that over half (55.7 percent) of Illinois probationers discharged during the study period had a history of substance abuse involving drugs, alcohol or both (Olson and Adkins, 1998).

For adult probation cases in Illinois, 17,384 treatment programs were ordered as a condition of probation in 1998. Treatment for drug and/or alcohol abuse was most frequently ordered (55 percent of treatment orders), followed by orders to undergo

substance abuse assessment and referral (22 percent), mental health treatment (20 percent) and sex offender treatment (3 percent).

A number of projects to address the drug treatment needs of Illinois probationers have been funded and evaluated by the Authority through Anti-Drug Abuse Act funds. A drug intervention program in Peoria County provided a systematic means of drug screening, drug testing, and referrals to community-based substance abuse treatment for probationers with a history of drug-related convictions or drug abuse.

The evaluation of a drug court in downstate Madison County found that recidivism involving drug charges decreased nearly 94 percent among the drug court graduates. For participants who dropped out of the program, but were considered late dropouts, drug charge recidivism decreased 60 percent. Early dropouts decreased by only 10 percent. Drug court graduates also decreased from 1.3 criminal arrests to less than 0.1 per individual, a 92 percent improvement. Both graduates and late dropouts showed decreased drug use as drug court program participants. Nearly all graduates were drug free one year after program completion, and 44 percent of clients who were previously unemployed found employment as a result of the program's vocational emphasis.

Violence Prevention

To address the prevention of violence, the Illinois Violence Prevention Authority (IVPA) was created by the Illinois Violence Prevention Act of 1995. The Act acknowledged the need for a comprehensive, collaborative approach to violence prevention and authorized the IVPA to plan, coordinate, fund and evaluate public health and public safety approaches to violence prevention statewide. The agency has developed violence prevention definitions, focused on primary and secondary violence prevention efforts, awarded grants to fund collaborative violence prevention projects statewide and initiated a planning process to establish strategic planning and funding priorities for upcoming years.

The IVPA state plan addresses risk factors for violence, factors contributing to violence, protective factors, comprehensive collaborative approaches, and a violence prevention system which includes coalition-building, assessment and planning, epidemiological research, evaluation, policy advocacy and public education and awareness.

Law Enforcement

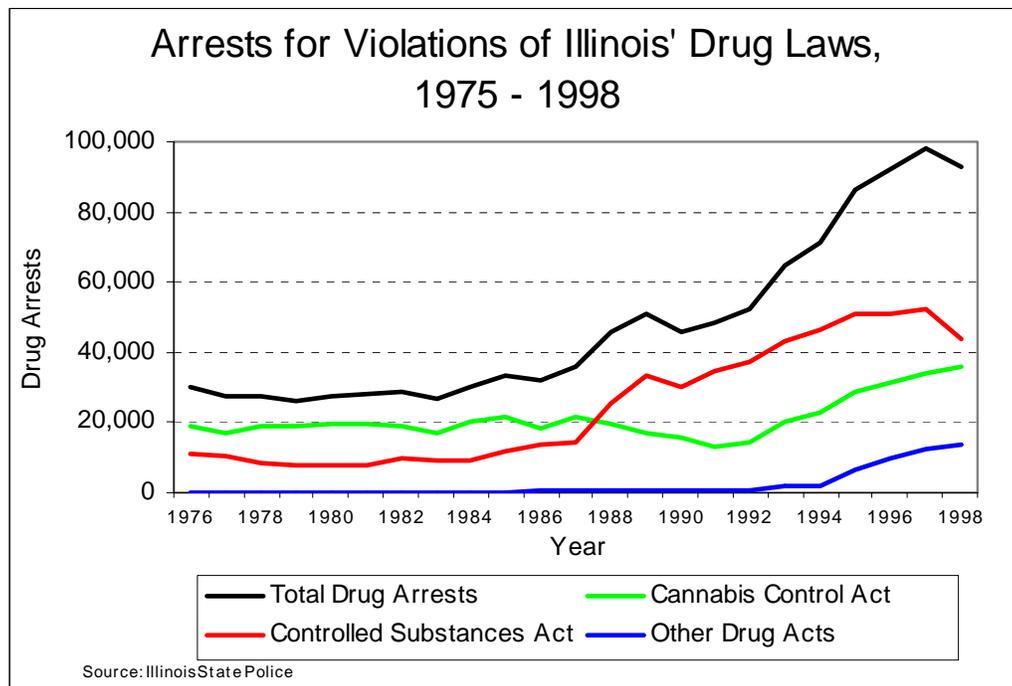
Arrests for Drug Offenses

The majority of drug offenses in Illinois are violations of either the Cannabis Control Act or the Controlled Substances Act. Illinois also has various other laws prohibiting other drug-related activity, such as the illegal sale or possession of hypodermic needles or drug paraphernalia.

During 1998, nearly 93,000 arrests were made by Illinois' law enforcement agencies for violations of Illinois' drug laws (Figure 22). The 92,977 arrests tallied in 1998, while more than double the number recorded in 1988, represents a 5 percent decrease from the 1997 figures and was the first year a decrease in drug arrests has occurred since 1990.

In Illinois, there are currently four sets of state laws designed to address the illegal possession, sale, and production of drugs and drug paraphernalia. The Cannabis Control Act (720 ILCS 570)--which prohibits growing, dealing or possessing marijuana--historically accounted for the majority of drug arrests in Illinois. Between 1976 and 1987, the number of arrests for violations of the Cannabis Control Act remained stable in

Figure 22



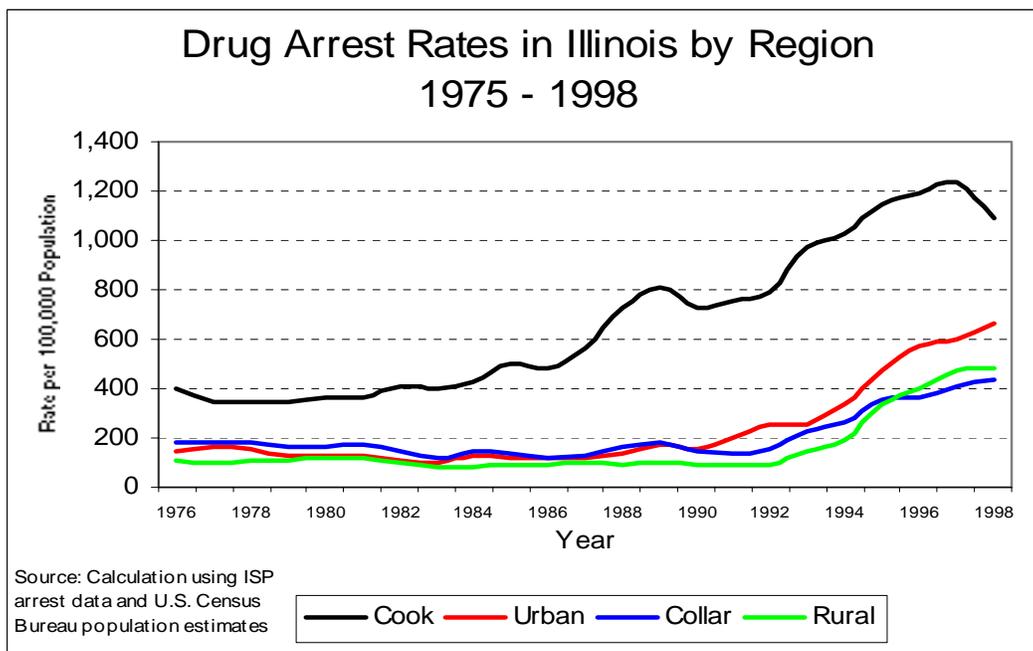
Illinois, averaging about 20,000 arrests per year and accounting for an average of 66 percent of all drug arrests in Illinois. However, between 1987 and 1991, the number of

arrests for cannabis offenses declined, while arrests for violations of Illinois' Controlled Substances Act (720 ILCS 550)--which prohibits manufacturing, possessing or selling other illegal drugs, such as cocaine, heroin, phencyclidine (PCP), and LSD--increased dramatically. Although arrests for marijuana-related offenses have increased considerably in recent years--almost tripling between 1991 and 1998 to more than 35,000 statewide--arrests for violations of the Controlled Substances Act have outnumbered marijuana offenses statewide every year since 1988. Violations of the Hypodermic Syringes and Needles Act (720 ILCS 635) accounted for less than 1 percent of total drug arrests in 1998, while violations of the Drug Paraphernalia Control Act (720 ILCS 600) accounted for approximately 14 percent of total drug arrests in 1998.

Although every region of Illinois has experienced increases in arrests for violations of Illinois' drug laws since 1988, the rate of increase and the types of drug law violations encountered by law enforcement agencies varied considerably across the different regions of Illinois. In terms of regional drug arrest trends, the following generalizations can be made:

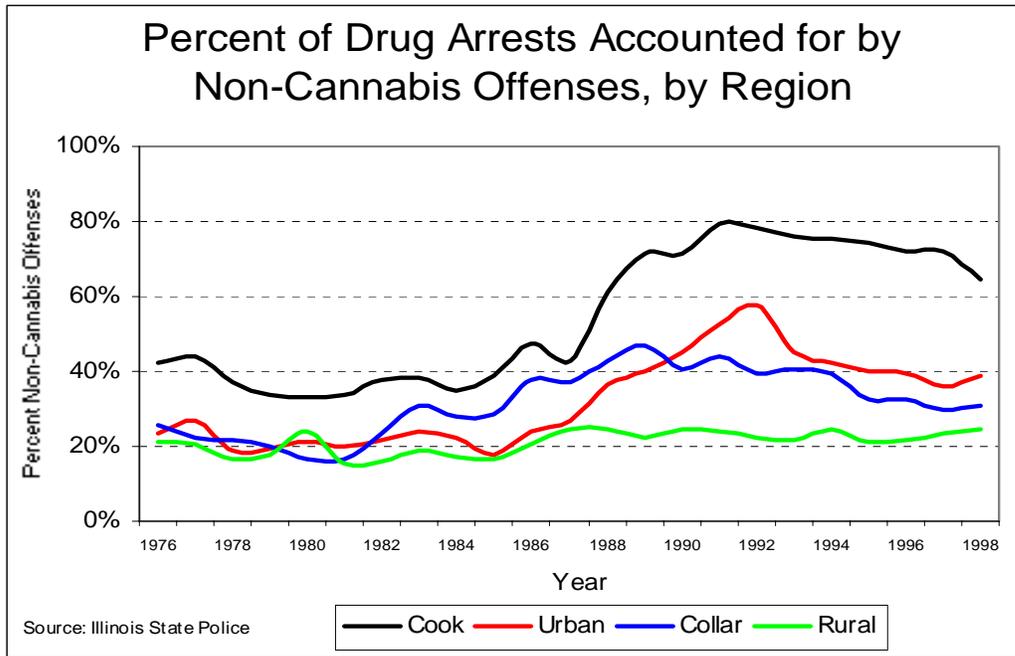
- 1) Cook County, including Chicago, has consistently had the highest drug arrest rate per 100,000 population than any other region in Illinois (Figure 23);
- 2) Between 1985 and the mid-1990s, the proportion of drug arrests accounted for by violations of the Controlled Substances Act increased across every region except for Illinois' rural counties, where cannabis offenses have consistently accounted for about 75 percent of all arrests; and
- 3) Every region of Illinois experienced dramatic increases in drug arrests between 1988 and 1998, although the type of drug law violations driving these increases varied.

Figure 23



The proportion of drug arrests accounted for by cocaine, heroin, PCP, and LSD (violations of the Controlled Substances Act) is much higher in Cook County than in other regions of Illinois, and has changed considerably over the past two decades (Figure 24). For example, in 1998, 65 percent of drug arrests in Cook County were for violations

Figure 24



of the Controlled Substances Act, compared to about 39 percent in urban counties outside of the Cook County/collar county region, 31 percent in the collar counties and 25 percent in Illinois’ rural counties. Further, the proportion of arrests accounted for by the Controlled Substances Act increased dramatically during the late 1980s and early 1990s in Cook County, the collar counties and other urban jurisdictions, before decreasing during the mid-1990s. On the other hand, in Illinois’ rural counties, the proportion of arrests accounted for by violations of the Controlled Substances Act has remained stable--between 20 and 25 percent-- since the 1970s.

Metropolitan Enforcement Groups and Task Force Units

During 1998, Illinois’ 21 MEG and Task Force units collectively arrested 4,295 drug-law violators, which represented a 29 percent increase over 1997. Regionally, increases were noted across nearly all MEG/TF units, with those units covering regions composed of both urban and rural counties experiencing the largest increase. Between 1997 and 1998, total drug arrests made by MEG/TF units in regions composed of both urban and rural counties increased 69 percent, from 1,008 to 1,699. Similarly, arrests in primarily rural regions increased 31 percent during this period, from 895 to 1,176 and units in primarily urban regions reported a 9 percent increase in drug arrests, increasing from 1,091 to

1,185. On the other hand, the number of drug arrests made by the MEG unit in Cook County dropped more than 32 percent between 1997 and 1998, from 348 to 235. Much of this decrease is due to the fact that the unit disbanded during early 1999, which resulted in a substantial decrease in the number of cases accepted and initiated by the unit during 1998.

Violations of Illinois' Controlled Substances Act have historically accounted for the majority of drug arrests made by Illinois' MEG/TF units, a pattern also evident during 1998. During 1998, arrests for violations of Illinois' Controlled Substances Act, which includes non-cannabis offenses, accounted for nearly 70 percent of all drug arrests made by MEG/TF units in Illinois. Cocaine hydrochloride (powder) accounted for the largest proportion (46 percent) of total Controlled Substances Act arrests, while approximately one-third (34 percent) of these arrests involved crack cocaine. The remaining arrests (20 percent) were made for possession, sale or delivery of other drugs defined under the Controlled Substances Act, primarily heroin and LSD.

Between 1997 and 1998, MEG/TF arrests for Controlled Substances Act violations increased more than 40 percent, from 2,112 to 3,001. As a result, the proportion of drug arrests accounted for by controlled substances also increased during this period, from 63 percent to 70 percent. The majority of this growth can be attributed to an increase in arrests for cocaine, either in powder or crack form. In 1998, MEG/TF units reported 1,395 arrests involving powder cocaine, 36 percent more than during 1997. Similarly, the number of arrests involving crack cocaine made by Illinois' MEG/TF units jumped almost 50 percent between 1997 and 1998, from 681 to 1,017.

Regionally, increases in Controlled Substances Act arrests were reported by MEG/TF units across all regions of Illinois excluding Cook County. Again, those units covering regions composed of both urban and rural counties reported the largest increase and those in urban regions outside of Cook County experienced the smallest percentage increase. Between 1997 and 1998, Controlled Substances Act arrests made by MEG/TF units in regions composed of both urban and rural counties nearly doubled, from 632 to 1,256. Controlled substance arrests made by MEG/TF units in rural regions increased from 464 to 727, a 57 percent increase, while units in urban regions outside of Cook County reported a 12 percent increase, climbing from 731 to 818 arrests. On the other hand, due to the scaling back of activities during 1998, the number of Controlled Substance Act arrests made by Cook County's MEG unit decreased from 285 in 1997 to 200 in 1998.

Although not as dramatic as arrests for violations of Illinois' Controlled Substances Act, the 1,294 arrests by MEGs and Task Forces for violations of Illinois Cannabis Control Act during 1998 represented a 5 percent increase over the 1997 arrests for these offenses. Statewide, these arrests for violations of Illinois' Cannabis Control Act accounted for less than one-third (30 percent) of all drug arrests made by these units. As with regional trends in arrests for violations of Illinois' Controlled Substances Act, increases in cannabis arrests were reported by MEG/TF units across most regions of the state. Between 1997 and 1998, MEG/TF units covering regions composed of both urban and rural counties experienced the largest increase (18 percent) in cannabis arrests, while

those units in rural regions and those in urban regions outside of Cook County experienced smaller increases (4 percent and 2 percent, respectively). On the other hand, the MEG unit in Cook County made 44 percent fewer cannabis arrests in 1998 than in 1997.

One characteristic of arrests made by Illinois' MEGs and Task Forces, which makes them distinct from arrests made by local police departments, is the fact that the majority of arrests are for drug sale/delivery rather than possession. For example, during 1998, more than three-quarter (78 percent) of all drug arrests made by MEG/TF units were for drug delivery. Historically, the majority (80 percent) of drug arrests made by local police departments in Illinois have been for drug *possession*. In addition, a relatively large proportion—approximately 20 percent—of drug delivery arrests made by Illinois' MEGs and Task Forces are for Class X felonies, which result in a mandatory minimum prison sentence of six years upon conviction.

Between 1997 and 1998, increases in the number of drug delivery arrests were reported by MEG/TF units in regions composed of both urban and rural counties as well as those in primarily rural regions. On the other hand, MEG/TF units in urban regions outside of Cook County and the MEG unit in Cook County experienced decreases in the number of drug delivery arrests. Between 1997 and 1998, the number of delivery arrests made by units in regions comprised of both urban and rural counties increased more than 80 percent, from 763 to 1,380, and 19 percent of the 1998 drug delivery arrests in this region were Class X felonies. During this same period, the number of drug delivery arrests made by MEG/TF units in rural regions increased 45 percent, from 619 to 900. Similar to the urban/rural regions, approximately 19 percent of the delivery arrests made in rural regions were Class X felonies. On the other hand, the number of delivery arrests made by MEG/TF units in urban regions dropped between 1997 and 1998, from 876 to 869, yet approximately 20 percent of the arrests in both years were Class X offenses. The number of drug delivery arrests made by Cook County's MEG unit decreased 31 percent during this period, from 278 to 193.

In 1998, more than 8,855 kilos of illegal drugs were seized by Illinois' 21 MEG and Task Force units, with an estimated street-value of more than \$112 million. These seizures represent a 4 percent decrease from the amount seized in 1997. However, despite this overall drop, MEG/TF units in urban regions outside of Cook County, as well as those covering regions composed of both urban and rural counties, reported *increases* in the quantity of drugs seized between 1997 and 1998. During this period, the amount of drugs seized by MEG/TF units in regions composed of both urban and rural counties increased 4 percent, from almost 1,906 kilos to 1,982 kilos. Even more dramatically, in urban regions outside of Cook County drug seizures more than doubled, from 2,349 kilos in 1997 to more than 4,805 kilos in 1998. By comparison, units serving primarily rural regions reported a 48 percent *decrease* in drug seizures, dropping from 948 kilos to 489 kilos between 1997 and 1998, respectively. Cook County's MEG unit also reported a drop in drug seizures, decreasing 61 percent from 4,024 kilos seized in 1997 to 1,579 kilos in 1998. However, as noted earlier, that the overall activities of the Cook County

MEG were cut back considerably during 1998 due to the decision to disband the unit in early 1999.

Statewide, cannabis (marijuana) accounted for the majority of illegal drugs seized and removed from the streets of Illinois by the MEGs and Task Forces. For example, during 1997 cannabis accounted for 84 percent of all drugs seized by the units, and 94 percent during 1998. In addition, the quantity of cannabis seized by the units increased 8 percent between 1997 and 1998, with more than 8,311 kilos seized during 1998. These cannabis seizures had a street value of more than \$58 million. Regionally, the amount of cannabis seized by MEG/TF units in urban regions outside of Cook County and those covering regions composed of both urban and rural counties increased between 1997 and 1998, while the quantity of cannabis seized in rural regions and Cook County decreased during that same period. Between 1997 and 1998, MEG/TF units in urban regions outside of Cook County experienced a threefold increase in cannabis seizures, while those units covering regions composed of both urban and rural counties saw a 4 percent increase in seizures. Cannabis seizures made by MEG/TF units in rural regions decreased 48 percent, while seizures by Cook County's MEG unit dropped 59 percent.

In 1998, seizures of other illegal drugs (defined under Illinois' Controlled Substances Act) accounted for approximately 6 percent of all drugs seized by Illinois' MEG/TF units, with cocaine accounting for the majority (86 percent) of all non-cannabis substances seized. During the period examined, statewide MEG/TF seizures of these controlled substances decreased 64 percent, from 1,518 to 544 kilos. Despite this decrease, the estimated street value of these 1998 seizures was still more than \$54 million. Further, much of this statewide decrease was due to changes in the activities of the Cook County MEG. Between 1997 and 1998, the amount of controlled substances seized by MEG/TF units in regions comprised of both urban and rural counties increased 11 percent, from 50 kilos to more than 56 kilos. On the other hand, the amount of controlled substances seized by MEG/TF units in rural regions decreased 60 percent, from 51 kilos to 20 kilos. Similarly, units in urban regions outside of Cook County reported a 64 percent decrease, dropping from 858 to 312 kilos and seizures by the MEG unit in Cook County dropped 72 percent during this period, from 557 kilos in 1997 to 154 kilos in 1998.

The Authority continues to assess the operation of the Illinois' MEG and Task Force units. Updated individual profiles of each unit's operations have recently been completed, and include information on types of arrests, drug types, seizures and prosecutions. The Authority has also funded, through Anti-Drug Abuse Act funds, an implementation and impact evaluation of the Kankakee Metropolitan Enforcement Group and its shift to a community policing approach. Preliminary findings show that there was an increase in narcotic investigations and arrests as a result of the new approach.

Areas of Illinois with High Drug Arrests Rates

To identify the specific jurisdictions in Illinois with high rates of drug arrests, Authority staff examined annual drug arrest *rates* over the past ten years for each of Illinois' 102 counties. The 25 counties that ranked among the highest drug arrest rates were flagged for each year. The map shown on the following page identifies those counties that ranked in the top 25 for seven out of the ten years analyzed (1989 - 1998) (Map 1). In other words, these counties have a *consistent* high ranking drug arrests rate, and might be characterized as having a persistent problem. Also indicated on the map are those counties that are *currently* experiencing a high rate of drug arrests--those counties ranking in the top 25 for 1998, and might be characterized as having a recent problem. Counties that ranked in the top 25 in 1998, as well as over the last ten years, are also indicated on the map. All seven of the counties experiencing both persistent *and* current drug activity are urban counties, including Cook County. Most of the remaining counties ranking in the top 25 for 1998 are rural counties.

Arrests for Violent Index Offenses

During 1998, law enforcement agencies in Illinois made 29,210 arrests for violent Index offenses (including murder, criminal sexual assault, robbery, and aggravated assault), 5 percent fewer than during 1997 and 13 percent less than in 1994. However, it is important to note that the number of violent Index offenses reported to the police during this period also decreased. Thus, to assess the effectiveness of law enforcement rather than simply look at the number of arrests, a rate was calculated with the number of crimes reported to the police as the base. Dividing the number of violent Index arrests by the number of violent Index offenses during 1998 results in a rate of 29 percent, compared to 27 percent during 1994. However, the proportion of violent Index offenses that result in an arrest varies considerably across different types of violent crime and different regions of Illinois. For example, murders are the violent offenses most likely to result in an arrest, while robberies are the violent offenses least likely to result in an arrest.

This pattern also has an impact on the clearance rates of violent Index offenses across regions of Illinois. Since the nature of violent crime varies considerably across regions of Illinois, so too do the clearance rates across these regions. For example, in Chicago, where a considerable portion of violent crimes are accounted for by robberies, the clearance rate is lower than in other parts of Illinois, such as rural areas, where a relatively large portion of violent crimes are assaults.

Most violent crime arrests in Illinois are for aggravated assault and robbery. These two crime types accounted for 74 percent and 16 percent of all violent Index arrests in 1998, respectively. Still, some variation exists by region of the state. For example, criminal sexual assault accounted for 5 percent of all violent Index arrests in Cook County in 1998, but 7 percent of all violent Index arrests in Illinois' rural counties. Robberies accounted for 24 percent of violent Index arrests in Cook County, but only 4.7 percent in rural counties. Cook County accounted for nearly half (48 percent) of the arrests in Illinois for violent Index crimes in 1998.

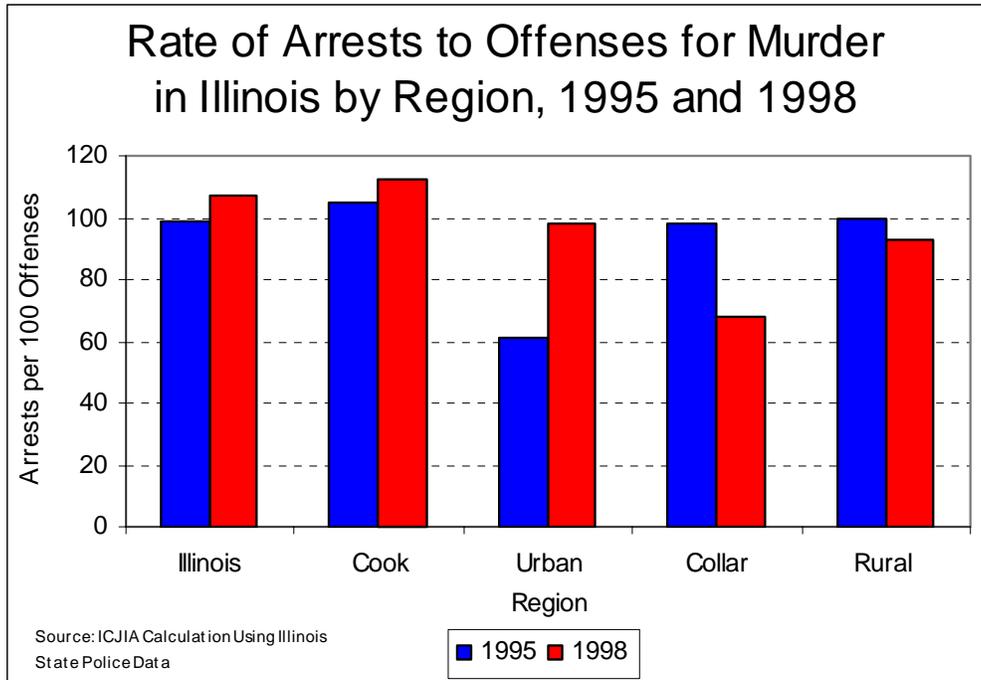
Murder Arrests

Murder arrests in Illinois decreased 10.6 percent between 1995 and 1998 (from 1,210 to 1,082) but increased almost 3 percent from 1997. The decrease between 1995 and 1998 was driven by a 53 percent decrease in murder arrests in Illinois' collar counties during that time. Chicago accounted for 71 percent of all arrests for murder in Illinois in 1998.

To obtain an estimate of what offenses were most likely to produce arrests, the rate of arrests to offenses reported for each violent Index offense was calculated by region. It is important to keep in mind that an arrest for a particular offense may not take place in the same year that the offense was committed. Additionally, numerous offenders may be arrested for one offense or numerous offenses may result in the arrest of a single offender. Some county regions, particularly rural counties, reported under 100 offenses or arrests. These regions were adjusted so the rate per 100 offenses can be comparable across county regions. Figure 25 shows that the rate of murder arrests per 100 offenses

reported is quite high. In 1998, urban and rural counties reported nearly an equal number of arrests and offenses, while Cook County reported more arrests for murder than offenses reported. Collar counties reported under 70 arrests per 100 reported murder offenses in 1998, and showed the most significant decrease from the 1995 rate. Urban counties showed the most significant improvement from the 1995 rate, with just over 60 arrests for every 100 murder offenses in 1995, compared to nearly 98 arrests for every 100 murder offenses in 1998.

Figure 25



The improvement may be attributed in part to the creation and development of violent crime task forces in the areas of East St. Louis and Kankakee. Funded through the Illinois Criminal Justice Information Authority with Anti-Drug Abuse Act funds, separate impact evaluations of the Homicide Task Force units in St. Clair and Madison counties and the Violent Crime Task Force in Kankakee County found that these types of task forces produced a significant number of arrests for unsolved homicide cases. The evaluations noted that a task force dedicated to solving and investigating homicides and other serious violent crime results in higher clearance and conviction rates, and can contribute to a reduction in the number of offenses committed during task force operations.

Although recent data on juvenile arrests is limited to information gathered by the Authority for years 1993-1995, juveniles accounted for 6 percent of all persons taken into police custody statewide for murder in 1995. Similar to adult arrests for murder, the number of juveniles taken into police custody for murder decreased between 1993 and

1995. However, long-term trends indicate a large increase in the number of juveniles taken into police custody for murder. Between 1985 and 1994, for example, the number of juveniles taken into police custody for murder increased four-fold, from 22 to 102, before decreasing to 71 in 1995. Chicago accounted for more than one-half of all juveniles taken into police custody for murder in Illinois in 1995.

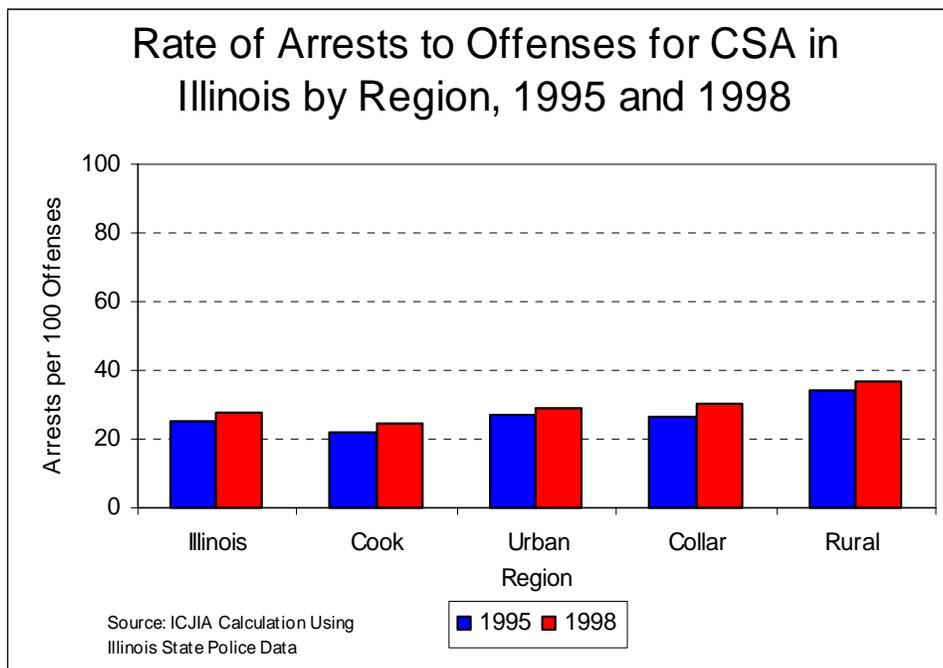
Criminal Sexual Assault Arrests

Arrests for criminal sexual assault decreased 6 percent statewide between 1995 and 1998, from 1,843 to 1,726, but increased 2 percent between 1997 and 1998. While urban and rural counties saw decreases in criminal sexual assault arrests between 1997 and 1998, Cook County reported a 12 percent increase and collar counties reported a 21 percent increase. Figure 26 shows that the rate of criminal sexual assault arrests per 100 reported offenses is similar across regions, although rural counties have slightly higher arrest rates. Statewide, there were approximately 28 criminal sexual assault arrests for every 100 offenses reported, and all regions saw improvements in 1998 as compared to 1995.

Available data indicate that juveniles accounted for 17 percent of all persons taken into police custody for criminal sexual assault in 1995. As with adult arrests, between 1993 and 1995, the number of juveniles taken into police custody for criminal sexual assault in Illinois decreased. Decreases were noted across all regions of Illinois between 1993 and 1995, with a 25 percent decrease in Chicago, which accounted for about one-half of all the juveniles taken into police custody for criminal sexual assault in Illinois in 1995.

Robbery Arrests

Figure 26

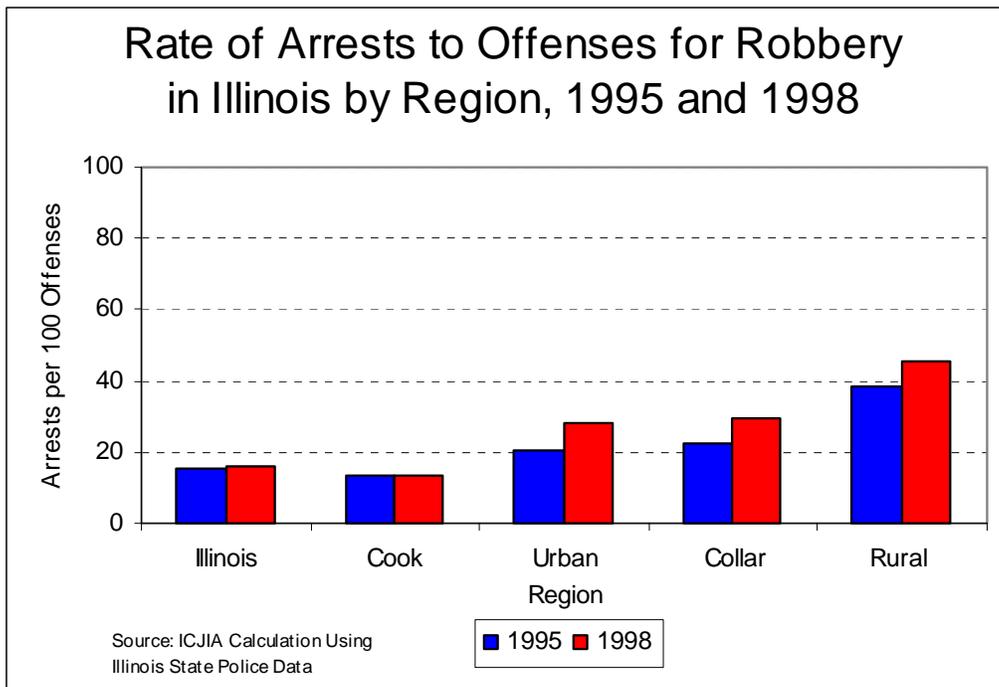


Robbery arrests fell 19 percent in Illinois between 1995 and 1998, from 5,906 to 4,791, and decreased 6 percent between 1997 and 1998. All regions in Illinois experienced a decrease in arrests for robbery between 1997 and 1998. Cook County saw the largest decrease in robbery arrests of 8 percent between 1997 and 1998. Cook County accounted for nearly three-quarters of robbery arrests in Illinois in 1998, with Chicago accounting for 59 percent of Illinois arrests.

Figure 27 shows that the rate of arrests for robbery per 100 reported offenses was approximately 16 arrests for every 100 offenses in 1998—the lowest rate of all violent Index offenses. This may be primarily due to the fact that these types of crimes rarely involve offenders known to the victim and little physical evidence is available to facilitate investigations. Rural counties had the highest rate per 100 reported robberies, with approximately 45 arrests for every 100 robbery offenses in 1998. All regions improved from their 1995 rate, with the exception of Cook County.

The most recent available juvenile data show although the number of adults arrested for robbery decreased statewide between 1993 and 1995, the number of juveniles taken into police custody for robbery increased 7.5 percent during that period. The statewide increase was driven by an 11 percent increase in Chicago and a 24 percent increase in suburban Cook County. In 1995, juveniles accounted for approximately one-third of all persons taken into police custody for robbery in Illinois.

Figure 27

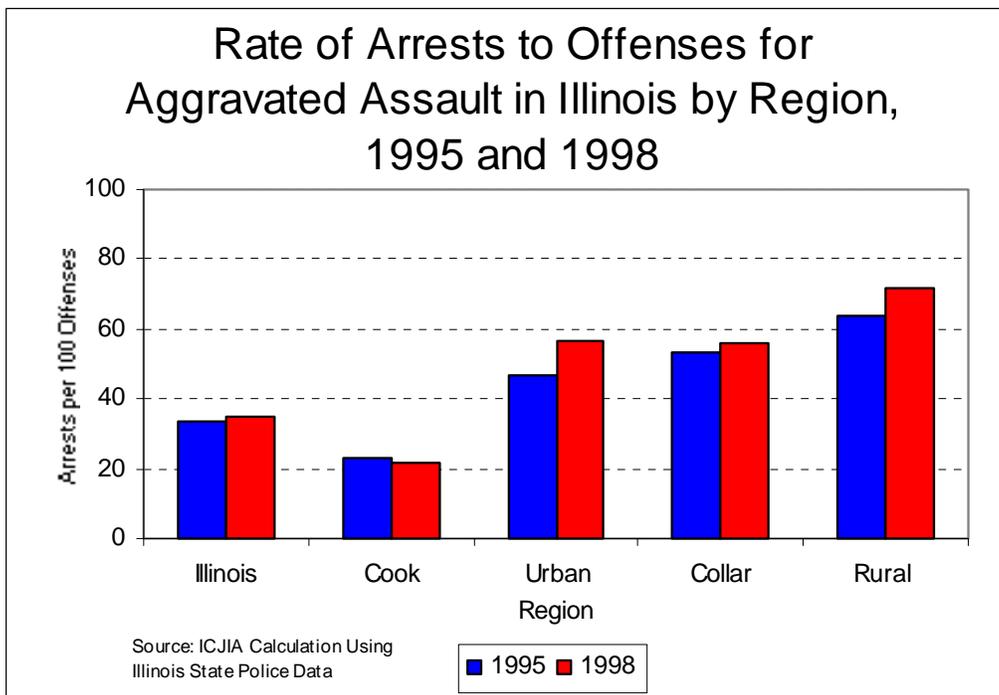


Aggravated Assault Arrests

There were 21,611 aggravated assault arrests reported in Illinois in 1998, a 10.6 percent decrease from 1995, and a 5 percent decrease from the 1997 number. All regions recorded decreases in aggravated assault arrests between 1997 and 1998, with Cook County reporting the largest decrease of 8.8 percent and rural counties reporting a decrease of 5 percent.

Figure 28 shows the rate of arrests for aggravated assaults per 100 reported offenses was approximately 35 arrests per 100 offenses statewide in 1998. Rural counties had the highest rate--approximately 72 arrests per 100 offenses, while Cook County had the lowest rate. These differences may be due to differences in the situational characteristics of these offenses regionally, and differences in the extent to which the victim knows the offender. Obviously, in cases where the victim knows the offender, an arrest is more likely. With the exception of Cook County, all regions improved their rate from 1995 levels.

Figure 28



Available data for juveniles show that although increases in arrests were experienced across all regions of Illinois for total aggravated assaults between 1993 and 1995, statewide there was a 6 percent decrease in the number of juveniles taken into police custody for aggravated assault between 1993 and 1995. In 1995 more than 5,300 juveniles were taken into custody statewide for aggravated assault. The only region of Illinois to experience an increase in the number juveniles taken into police custody for

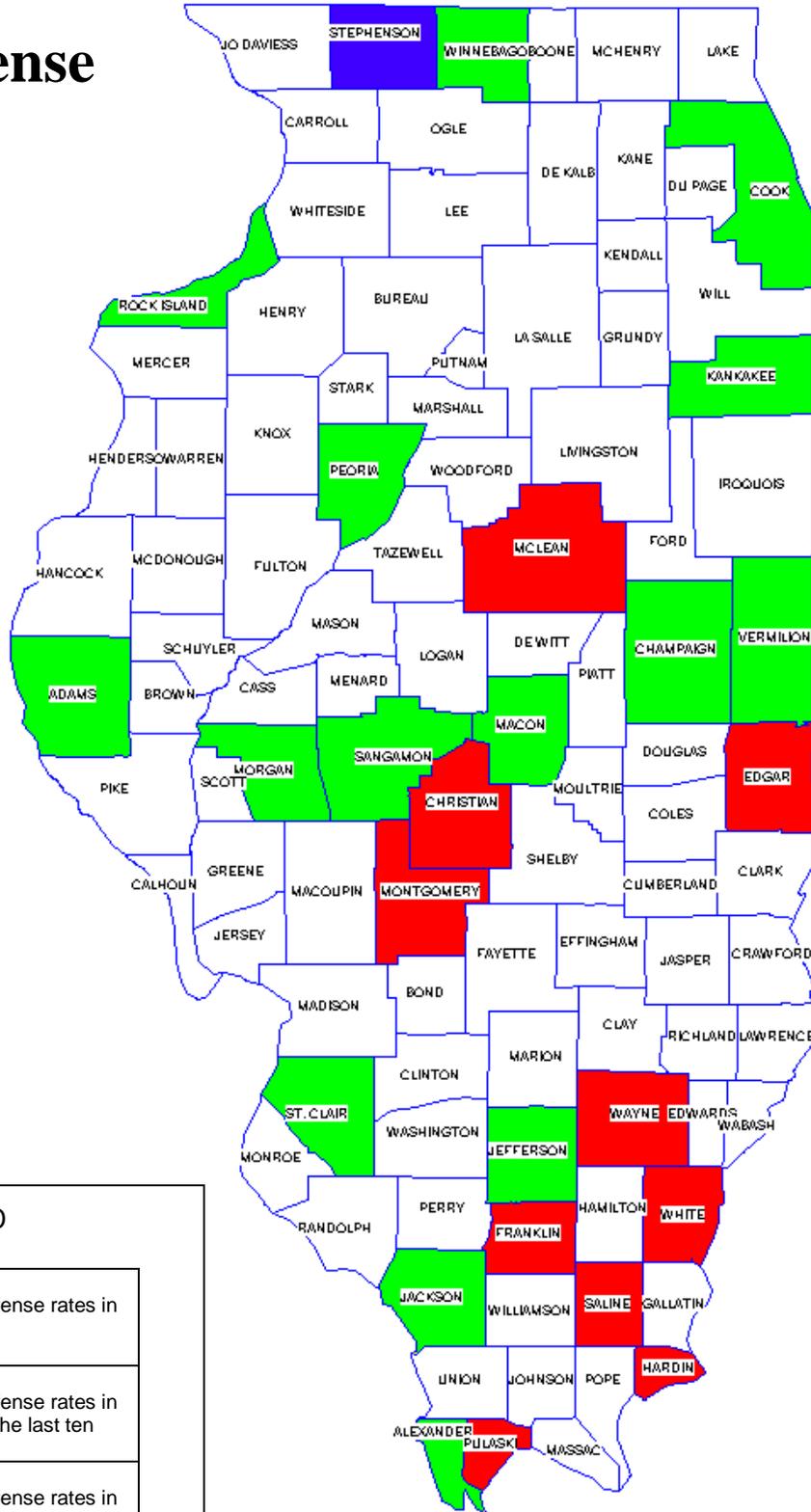
aggravated assault was Illinois' rural counties. Between 1993 and 1995, the number juveniles taken into police custody for aggravated assault in Illinois' rural counties increased 80 percent, from 317 to 573. In 1995, juveniles accounted for 18 percent of all persons taken into custody for aggravated assault.

Areas of Illinois with High Violent Crime Rates

To identify specific jurisdictions in Illinois with high *rates* of violent offenses, an analysis was conducted regarding the rate of violent Index offenses reported to police in Illinois counties and how those counties have ranked in the past ten years. Counties that ranked in the top 25 for the highest violent Index offense rates were flagged for each year. The results shown on the following map identify those counties that ranked in the top 25 for seven out of the ten years analyzed (1989 - 1998) as having a *consistent* high ranking for violent Index offenses, and might be characterized as having a persistent problem (Map 2). Also indicated on the map are those counties that are *currently* experiencing a high rate of violent Index offenses--those counties ranking in the top 25 for 1998, and might be characterized as having a recent problem. Counties that have consistently ranked in the top 25 over the last ten years, as well as in 1998, are also indicated on the map. Of the 15 counties experiencing both a consistent and current violent crime problem, eight were urban counties, with Cook County and six rural counties accounting for the remainder. The ten other counties with 1998 violent offense rates ranking in the top 25 were rural, with the exception of McLean County, which is classified as urban.

Map 2

Violent Offense Rates



LEGEND

	Counties with violent offense rates in the top 25 for 1998.
	Counties with violent offense rates in the top 25 for seven of the last ten years.
	Counties with violent offense rates in the top 25 for 1998 and in seven of the last ten years.

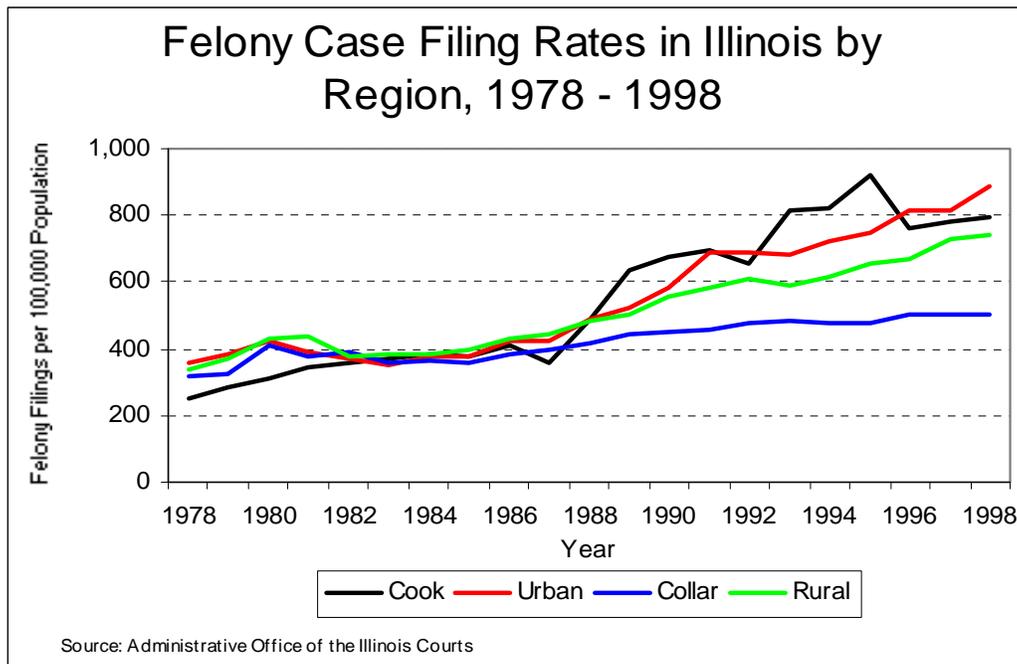
Adjudication

Felony Filings

Every felony case that enters the criminal justice system must be prosecuted, downgraded, diverted or dismissed. Regardless of the prosecutorial course of action, each defendant must be defended (with but few pro se exceptions) and, finally, each disposition must be entered by the court. But while prosecution, defense, and the courts essentially work with the same set of cases, it is useful to examine some of the differences in their respective workloads other than the obvious ones involving their role in the adjudication process.

Long-term trends in the total number of felony case filings reveal a dramatic increase in criminal court activity across all regions of Illinois since the mid-1980s. However, felony filings increased less than 1 percent statewide between 1995 and 1998. Considerable variation was evident across specific regions of Illinois. For example, felony filings in Cook County, which accounted for 46 percent of all filings in Illinois in 1998, decreased more than 13 percent between 1995 and 1998, while felony filings in the collar counties, other urban counties, and rural areas increased between 12 percent and 20 percent during that same period. Felony filing rates per 100,000 population correspond to these regional changes (Figure 29).

Figure 29



This increase in felony filings has led to the creation of specialized prosecution projects in Illinois. A recent evaluation of violent offender prosecution projects in Illinois was funded by the Authority through Anti-Drug Abuse Act funds. The evaluation focused on the operation and impact of these dedicated prosecution projects and found that the prosecution units significantly improve investigations by allowing experienced prosecutors to focus on and specialize in specific violent crimes. Other benefits include improved police-prosecutor relationships, well-prepared cases, and additional support when paired with a violent crime task force.

Areas of Illinois with High Felony Filing Rates

An analysis of annual felony filing rates and delinquency petition filing rates over the past ten years was conducted for each of Illinois' 102 counties. The 25 counties that ranked among the highest felony filing rates were flagged for each year. The map shown on the following page identifies those counties that ranked in the top 25 for seven out of the ten years analyzed (1989 - 1998) (Map 3). In other words, these counties have a *consistent* high ranking filing rate, and might be characterized as having a persistent problem. Also indicated on the map are those counties that are *currently* experiencing a high rate of filings--those counties ranking in the top 25 for 1998, and might be characterized as having a recent problem. Counties that ranked in the top 25 in 1998, as well as over the last ten years, are also indicated on the map. Of the 15 counties experiencing both a consistent and current high felony filing rate, five were urban counties and ten were rural counties. The ten other counties that exhibited a high rate for 1998 were rural. Many counties with a high felony filing rate in 1998, as well as in previous years, were located in the southern part of the state.

Delinquency Filings

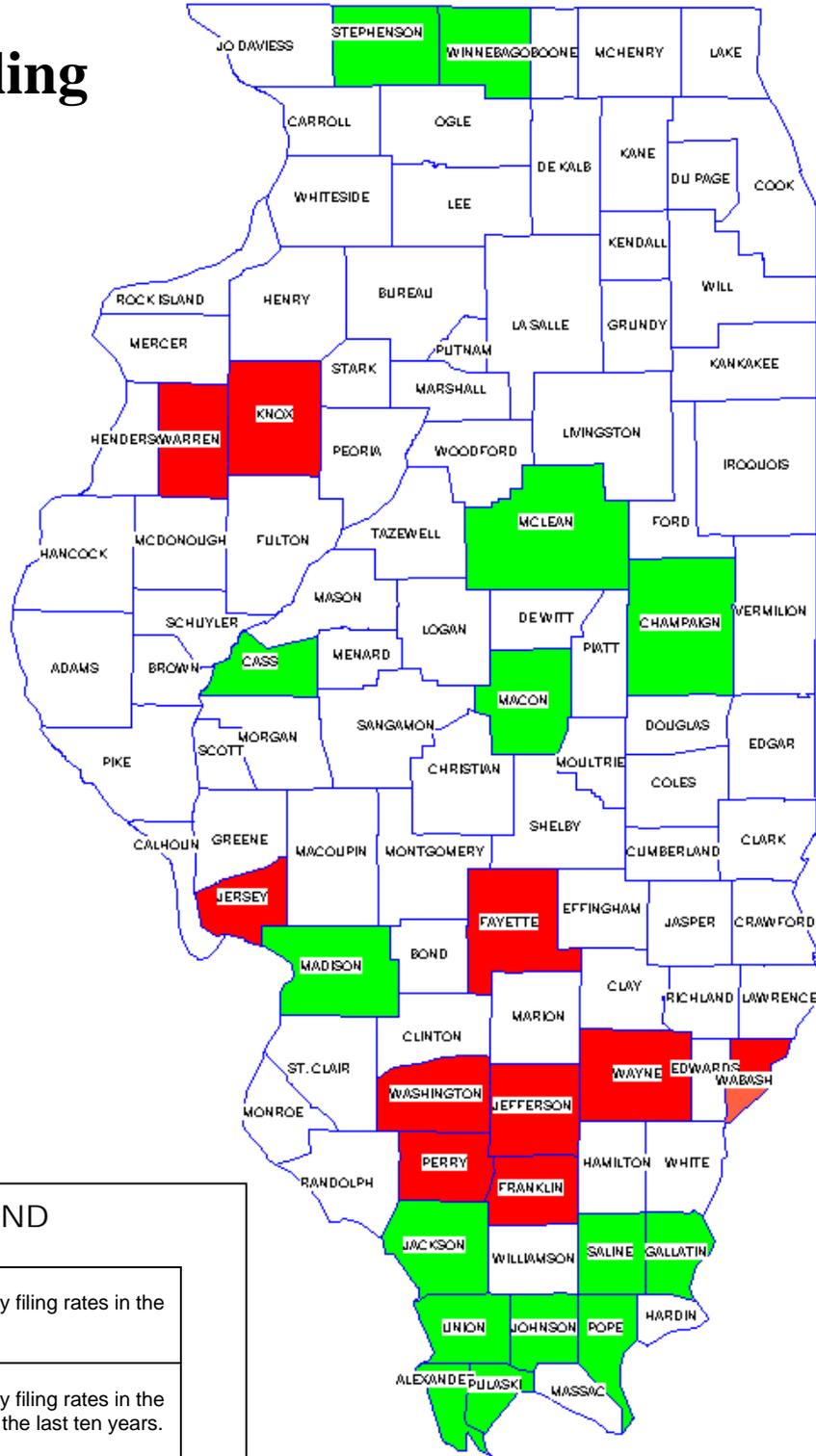
Over 28,200 delinquency petitions were filed in Illinois in 1998. Between 1983 and 1998, the number of delinquency petitions filed ranged from a low of 19,600 in 1984 to a high of 31,161 in 1994. Since 1994, statewide delinquency petition filings have decreased 9 percent. Although Cook County accounts for the majority of delinquency petitions filed in Illinois (over one-half of the 1998 petitions), Illinois' rural and urban counties both experienced 9 percent increases in the number of delinquency petitions filed between 1997 and 1998. In 1998, the Administrative Office of the Illinois Courts recorded 13,137 adjudications for delinquency petitions.

Felony Sentences Imposed

During 1998, more than 63,800 convicted felons were sentenced in Illinois' Circuit Courts, 1 percent more than in 1997, but nearly double the number during 1988 and more than four-times the number sentenced in 1974. Near-record numbers of convicted felons were sentenced to both probation and prison during 1998, with the number of probation sentences out-numbering prison sentences 32,716 to 28,429, respectively, statewide in Illinois. Between the mid-1980s and 1998, there have been dramatic increases in the

Map 3

Felony Filing Rates



LEGEND	
	Counties with felony filing rates in the top 25 for 1998.
	Counties with felony filing rates in the top 25 for seven of the last ten years.
	Counties with felony filing rates in the top 25 for 1998 and in seven of the last ten years.

number of felony prosecutions, convictions, and as a result, sentences to both probation and prison in Illinois. Between 1988 and 1998, the number of felons sentenced to probation in Illinois increased 77 percent, from 18,523 to 32,716. During that same time, the number of felons sentenced to prison increased 111 percent, from 13,482 to 28,429.

Much of this increase in the number of defendants processed through felony courtrooms and sentenced to probation and prison in Illinois can be attributed to the increase in arrests for violations of Illinois' Controlled Substances Act during that time period. Between 1987 and 1998, statewide arrests for violations of the Controlled Substances Act increased over 200 percent, from 14,330 to 43,465. The Controlled Substances Act prohibits the manufacture, delivery/sale, and possession of drugs such as cocaine, heroin, and other drugs except for cannabis. Almost every offense defined under Illinois' Controlled Substances Act is a felony, whereas most cannabis offenses are misdemeanors in Illinois.

As a result of the number of prison sentences increasing more than probation sentences during the period examined, the *proportion* of convicted felons sentenced to prison has also increased over the past three decades, while the proportion sentenced to probation has decreased. For example, between 1974 and 1979, the proportion of convicted felons sentenced to prison averaged 38 percent, compared to an average of 40 percent during the 1980s and 45 percent during the 1990s. Thus, while the number of felons sentenced to prison has increased more than five-fold since the mid-1970s, the proportion of convicted felons sentenced to prison increased from an average of 38 to 45 percent between the 1970s and 1990s. This increase in the proportion of convicted felons being sentenced to prison could be due to an increase in the punitiveness of courts, an increase in the seriousness of the offenses or offenders being sentenced, or a combination of both. Unfortunately, due to data limitations, the determination of which factor(s) has contributed to this change cannot be answered. Despite this increased use of prison as a sentence for convicted felons, it is important to keep in mind that the majority of convicted felons statewide are sentenced to probation in Illinois.

Corrections and Treatment

Adult Probation Caseloads

Between 1995 and 1998, adult felony probation caseloads increased 9 percent statewide, from 44,937 to 49,028. Active felony probation caseloads increased for the fifth consecutive year since 1993 (Figure 30). Across the regions of Illinois, rural jurisdictions in the state experienced the largest percent increase in felony probation caseloads between 1995 and 1998, jumping almost 25 percent during that period, compared to felony probation cases in Cook County, which remained relatively stable during that period. However, it should be noted that despite these different trends, Cook County still accounts for almost one-half (47 percent) of felony probation cases statewide. Across Illinois' collar counties, felony probation cases increased 13 percent, while urban counties (outside of Cook and the collar counties) experienced a 21 percent increase in

adult felony probation cases between 1995 and 1998. Felony probation caseload rates per 100,000 population correspond to these regional changes (Figure 31).

Figure 30

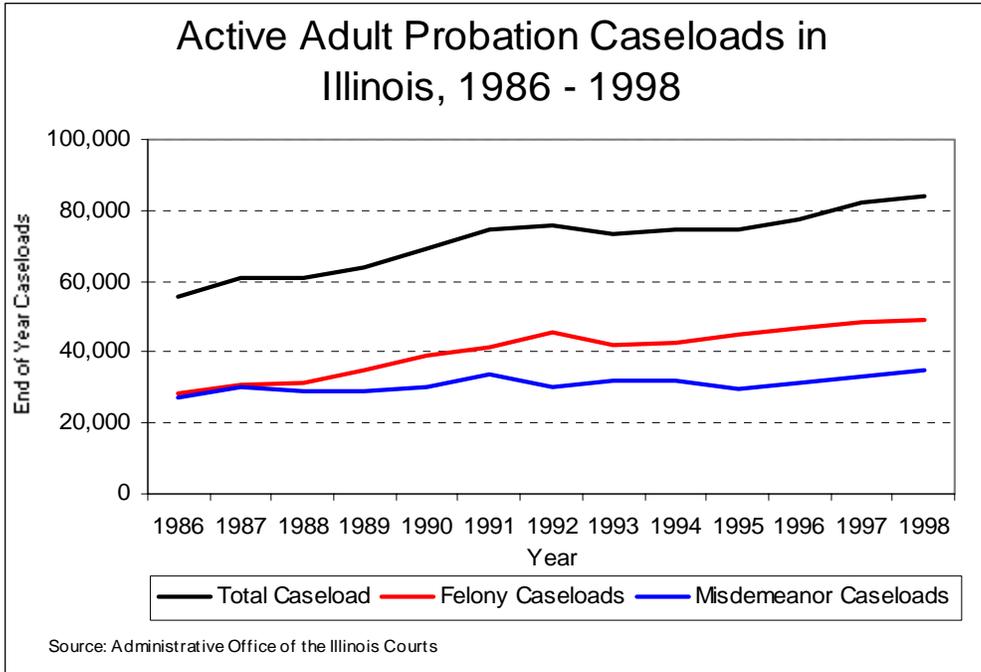
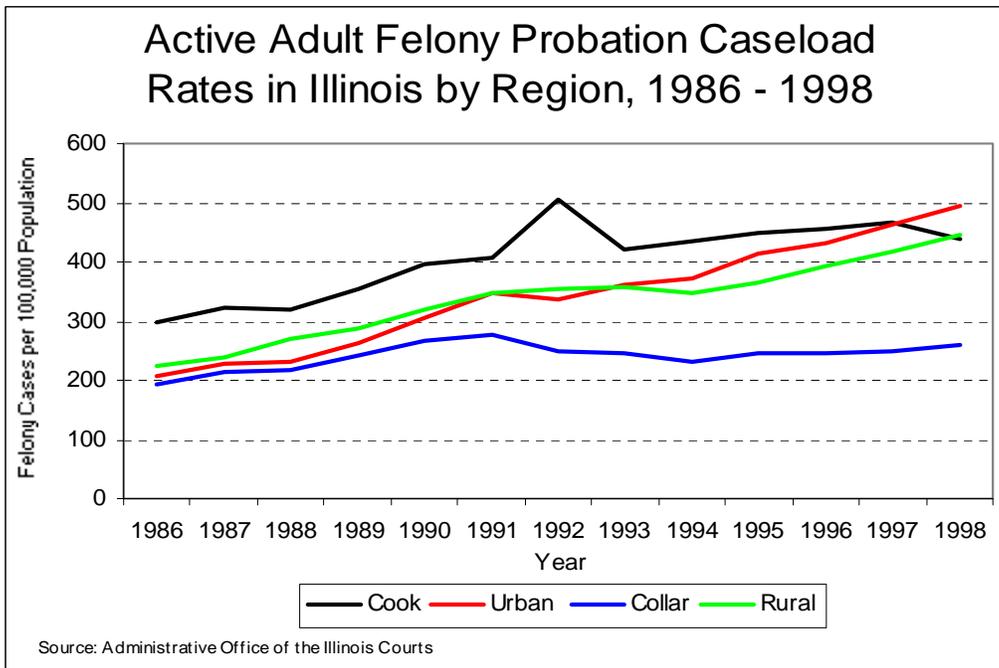


Figure 31



At the end of 1998, more than 150,000 adults in Illinois were under some form of correctional supervision. The majority of these offenders—almost 60 percent—were on probation. Due to the fact that the organization of probation in Illinois relies on county-level administration and operations, relatively little detailed information regarding probationer characteristics, conditions of probation sentences, or the outcomes of probation cases is available statewide through any existing reporting mechanisms or programs. To fill this void, the Authority has worked with the Administrative Office of the Illinois Courts' Probation Services Division throughout the 1990s to collect detailed case-level data on samples of probationers (e.g., the Illinois Probation Intake Surveys of 1990 and 1995, and the Illinois Probation Outcome Study in 1997). The 1990 and 1995 Intake surveys have been used previously in the development of Illinois' Statewide Strategy, and this year the 1997 Outcome Study has been used extensively to gauge the effectiveness and needs of probation in Illinois.

In general, the 1997 study, which was based on detailed case-level data for more than 2,400 adult probationers, revealed that the majority of probationers in Illinois are male (80 percent), white (58 percent), with relatively low incomes (63 percent with annual incomes below \$15,000), and with a history of either drug abuse, alcohol abuse or both (55 percent). In terms of the conviction offense which resulted in their placement on probation, more than one out of every five (22 percent) were convicted of a drug law violation, almost one-quarter (24.6 percent) were convicted of driving under the influence of alcohol, 17 percent were convicted of a violent offense, and 21 percent were convicted of a property offense. The distribution of felony versus misdemeanor offenses was evenly split, with one-half convicted of a misdemeanor and one-half convicted of a felony.

The study also found that the majority of probationers successfully completed their sentence. Across all probationers, only 13.8 percent had their probation revoked, although almost one-third did have a new arrest while on probation and 37 percent had one or more technical violations of their probation sentence. However, specific characteristics were found to be associated with greater likelihood of negative probation outcomes. Using the data collected through the 1997 Probation Outcome Study, Olson and Lurigio (2000) performed multivariate regression analyses to isolate the effects of probationer and supervision characteristics on probation outcomes and found that a history of illegal drug abuse or prior convictions more than doubled the likelihood of technical violations or probation revocation. Offenders who were younger, minority, with low income and who had a low educational achievement also had a higher likelihood of negative case outcomes, even after statistically controlling for the influences of other variables.

The Probation Outcome Study data were also used to examine in greater detail the similarities and differences between drug law violators on probation versus other non-DUI offenders on probation (Olson, 1999). In general, drug law violators on probation were slightly younger than non-drug offenders (mean age of 30.5 years versus 31.3, respectively), but were more likely to be non-white (56 percent versus 38 percent), female (25 percent versus 20 percent), with lower incomes and educational achievement than other probationers. As would be expected, probationers convicted of drug law

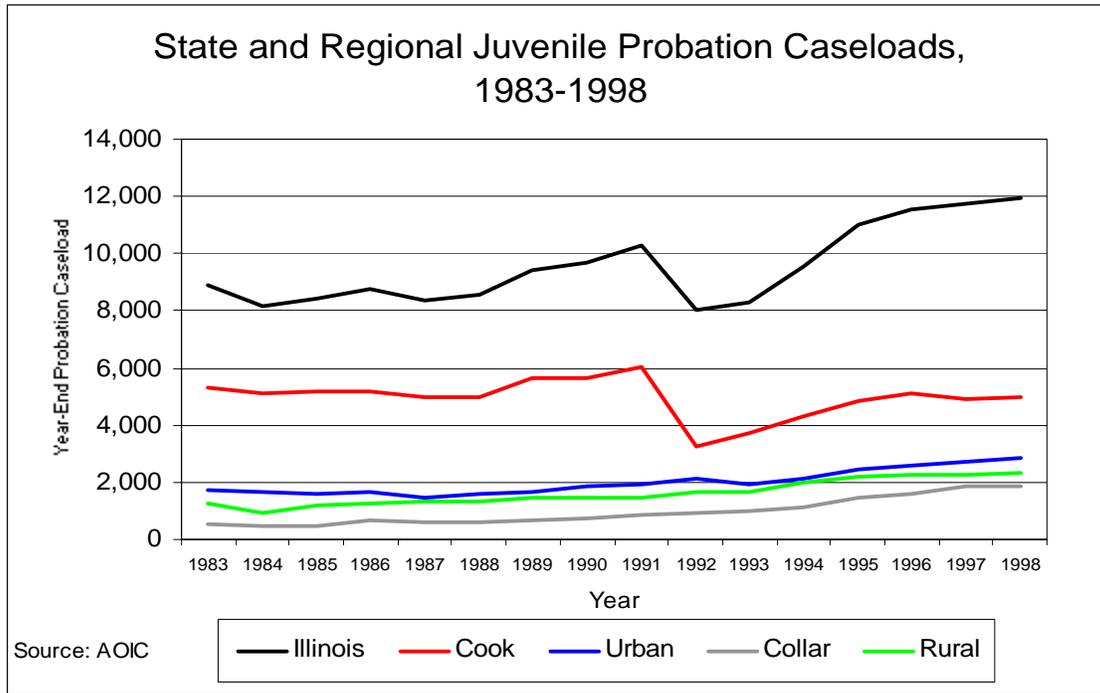
violations also had more extensive histories of illegal drug abuse. However, contrary to the perceptions of many, drug-law violators had *less extensive* and less violent criminal histories. Almost 63 percent of drug law violators on probation had no prior adult convictions, compared to 53 percent of non-drug offenders. When only violent prior convictions were examined, fewer than 10 percent of drug offenders had a prior conviction for a violent crime, compared to almost one-third (31.9 percent) of non-drug offenders. Drug law violators on probation were also more likely than their probation counterparts to be ordered to perform community service (36 versus 22 percent), participate in drug treatment (33 versus 15 percent), and submit to urinalysis (45 versus 22 percent). On the other hand, few differences in case outcomes (e.g., probation revocation, technical violations or new arrests) were found between drug and non-drug offenders on probation.

A number of specialized probation projects and evaluations have also been funded through the Authority with Anti-Drug Abuse Act funds. Recent implementation evaluations of domestic violence and sex offender probation projects in Illinois have found that increased field visits, collateral visits (e.g., visits with employers and family) and frequent communication with treatment providers are the main components of these specialized probation units. Upcoming impact evaluations are designed to assess the impact of more intensive supervision and to continue to identify the most appropriate criteria for selecting the target population. The impact evaluations will also determine what types of offenders benefit most from the specialized supervision.

Juvenile Probation Caseloads

Juvenile probation caseloads totaled 11,932 in Illinois at the end of 1998. All regions experienced increases in juvenile probation caseloads between 1995 and 1998, with collar counties reporting the most significant increase of 24 percent (Figure 32). However, collar counties reported a 1 percent decrease between 1997 and 1998, while the remaining regions reported increases between 1 and 4 percent. A change in reporting procedures contributed to the significant decrease in Cook County's caseloads in 1992.

Figure 32



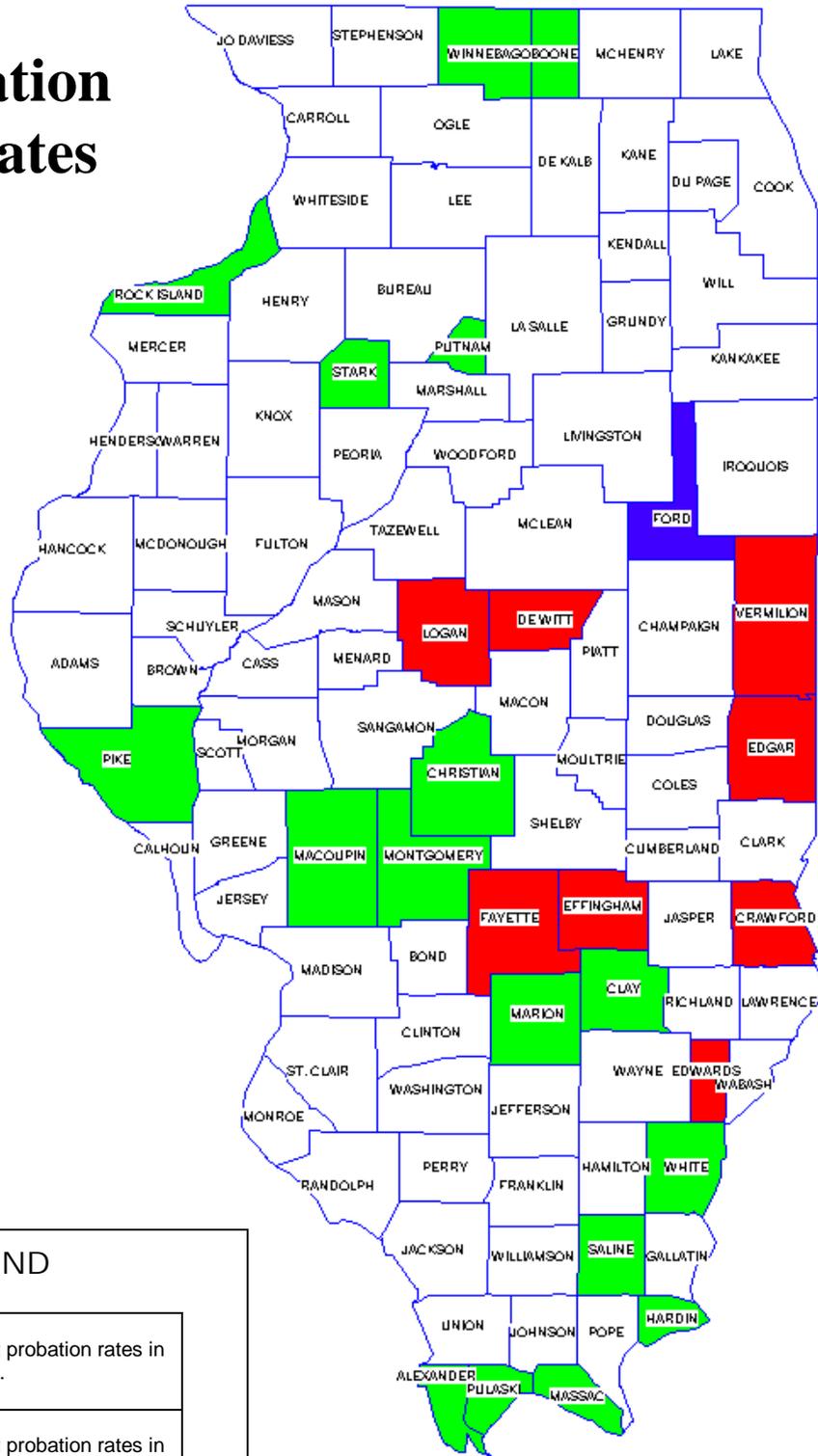
Areas of Illinois with High Adult Probation and Juvenile Probation Caseloads

An analysis of annual adult and juvenile probation caseloads over the past ten years was conducted for each of Illinois' 102 counties. The 25 counties that ranked among the highest caseload rates were flagged for each year. The maps shown on the following pages identify those counties that ranked in the top 25 for seven out of the ten years analyzed (1989 - 1998) (Map 4, Map 5). In other words, these counties have a *consistent* high caseload rate, and might be characterized as having a persistent problem. Also indicated on the maps are those counties that are *currently* experiencing a high rate of probation caseloads--those counties ranking in the top 25 for 1998, and might be characterized as having a recent problem. Counties that ranked in the top 25 in 1998, as well as over the last ten years, are also indicated on the maps. Of the 17 counties experiencing both consistent and current high adult probation caseload rates, 14 are rural counties and 3 are urban. The remaining eight counties with rates in the top 25 for 1998 are rural.

Of the 15 counties experiencing both consistent and current high juvenile probation caseload rates, all are rural counties except one. Of the remaining ten counties that exhibited high juvenile probation caseload rates in 1998 six were rural and four were classified as urban counties.

Map 4

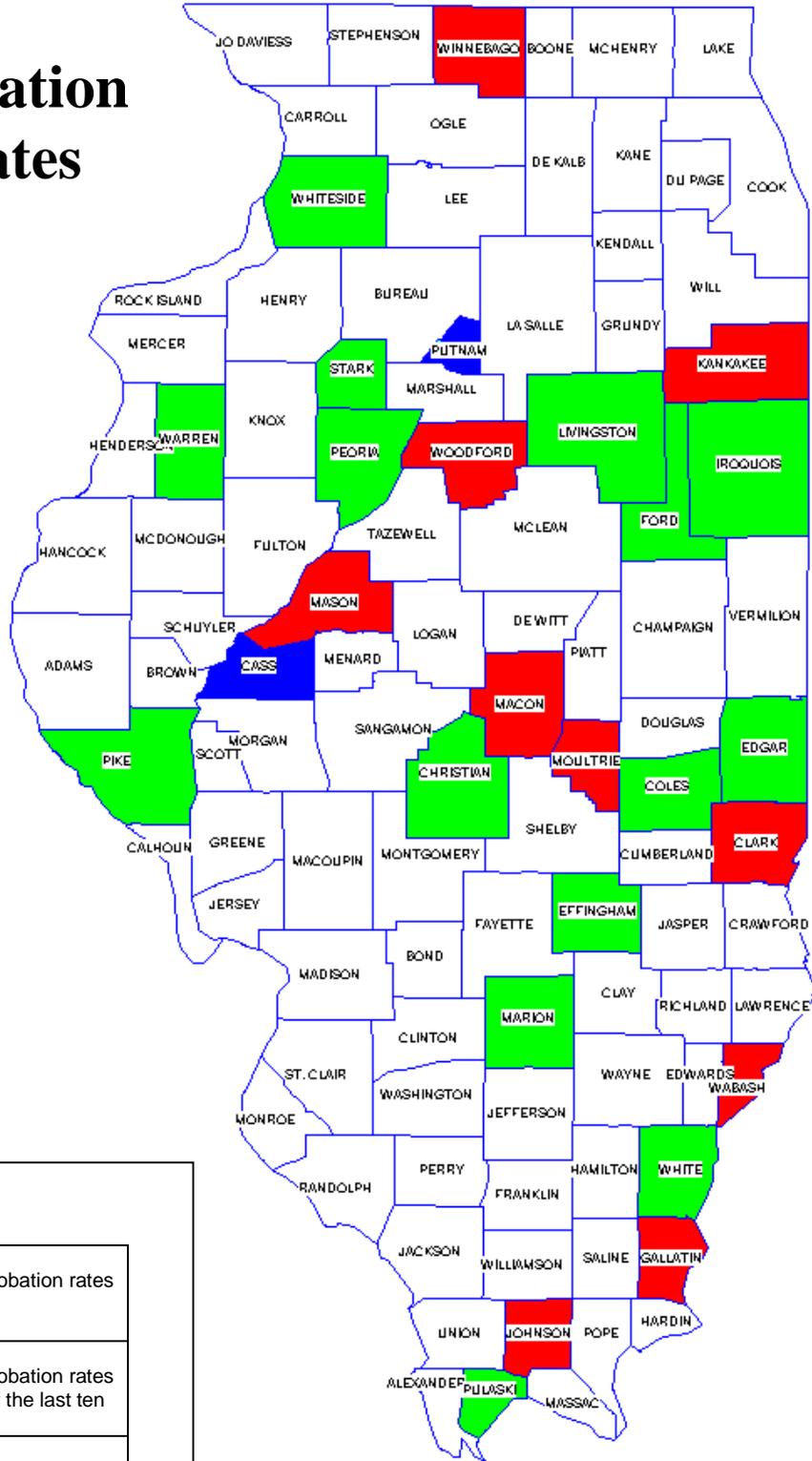
Adult Probation Caseload Rates



LEGEND	
	Counties with adult probation rates in the top 25 for 1998.
	Counties with adult probation rates in the top 25 for seven of the last ten years.
	Counties with adult probation rates in the top 25 for 1998 and in seven of the last ten years.

Map 5

Juvenile Probation Caseload Rates



LEGEND	
	Counties with juvenile probation rates in the top 25 for 1998.
	Counties with juvenile probation rates in the top 25 for seven of the last ten years.
	Counties with juvenile probation rates in the top 25 for 1998 and in seven of the last ten years.

Intensive Probation Supervision

Intensive Probation Supervision (IPS) programs operate in a number of Illinois' larger counties. IPS is intended to serve as a diversion from prison for those convicted of serious offenses, and involves small caseloads, frequent contact, drug and alcohol testing, and referral for treatment. Although the capacity of IPS is relatively small, these programs are frequently used to supervise drug and violent offenders. As of December 31, 1998, the adult IPS caseload was 1,347 and the juvenile IPS caseload was 285 (AOIC). Cook County continues to have the highest number of probationers on ISP, with 720 adults in 1998. Adult caseloads have been steadily increasing since 1991, and have increased 15 percent between 1996 and 1998.

Jail Populations

The average daily jail population in Illinois county jails decreased 4.4 percent between state fiscal years 1997 and 1998. However the average daily population increased nearly 50 percent since state fiscal year 1991. While all county regions experienced significant increases since the early 1990s, decreases were noted for all regions between fiscal years 1997 and 1998. Cook County's population decreased 7 percent during this time, while urban and rural counties decreased between 2 and 3 percent. Collar counties, on the other hand, increased nearly 7 percent during this time.

One initiative to alleviate overcrowding in county jails is work alternative programs operated by sheriffs' departments. These programs allow selected inmates to reduce the amount of time they serve in a county jail by performing work or community service. An evaluation was funded by the Authority, through Anti-Drug Abuse Act funds, of work alternative programs in Madison and Adams counties. The evaluation found that the programs removed inmates from the county jails and provided a means for offenders to repay their debt to society. The programs imposed strict standards for conduct and job performance without compromising public safety. While the programs removed inmates who would have otherwise been in jail, it did not result in a dramatic decrease in jail populations. A similar program for juveniles in Cook County was evaluated and findings show that the program appeared to contribute to a decline in the average daily population of the youth detention center.

Additional projects and evaluations funded through Anti-Drug Abuse Act funds include pretrial services projects in Illinois' Macon and Peoria counties. Evaluations of these projects found that they increased the use of release on recognizance and other alternatives to pretrial detention for appropriate offenders in order to open space in the local jail for more serious offenders. In Macon County, the day reporting centers for adults and juveniles provide daily supervision for specific offenders, and provide counseling services, employment skills and tutoring. A deferred prosecution program operating in Macon County was also evaluated and found to steer drug-addicted offenders toward treatment and away from the court system. Original charges are dropped upon the offender's successful completion of the program.

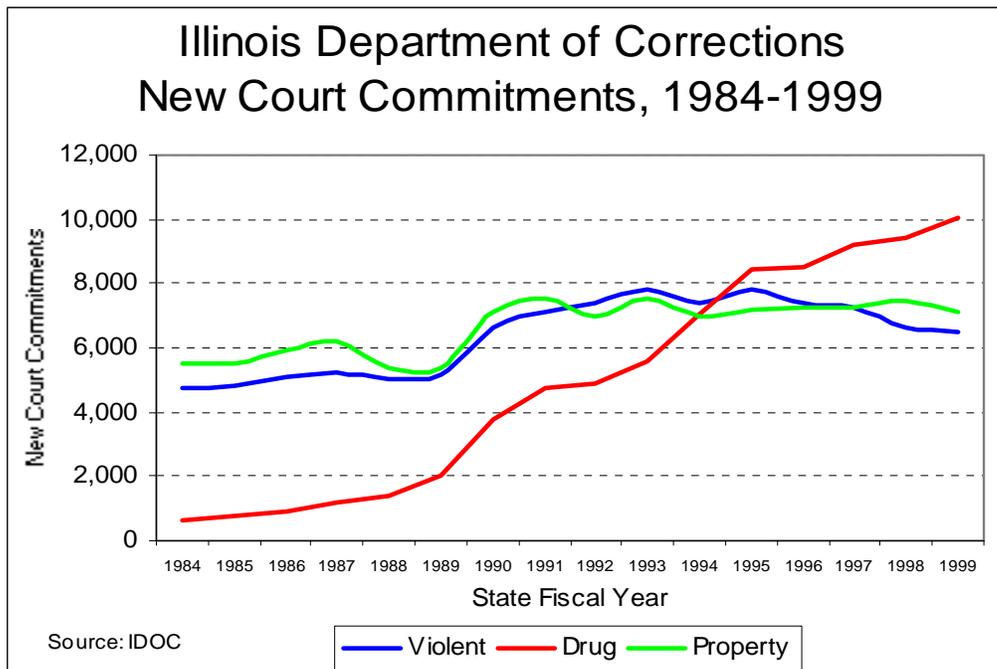
Prison Commitments and Population

Illinois continues to experience a serious prison crowding problem. As reported in the previous *Strategy*, between 1984 and 1995 Illinois' prison population more than doubled, from 16,854 to 37,658. Since then, the prison population growth has continued, and reached 43,051 on December 31, 1998, an annual growth rate of 6.7 percent per year since 1977. This expansion in the number of inmates is largely a consequence of the number and length of Murder, Class X and Class 1 sentences imposed since determinate sentencing began in 1978.

Prison Commitments for Drug Offenses

Over the past two decades, the crowding pressures facing state prisons in Illinois and across the nation, as well as the federal prison system, have increased dramatically. One of the factors most often identified as causing the unprecedented increase in prison populations has been an increased focus on the enforcement of drug laws, and the subsequent sentencing of convicted drug-law violators to prison. Between the early 1980s through the late 1990s, Illinois' prison population has more than doubled, from just over 15,000 inmates during 1983 to more than 43,000 by the end of 1998. The proportion of these inmates accounted for by those sentenced to prison for drug law violations also increased, from less than 4 percent of all inmates on December 31, 1993 to more than 25 percent by December 31, 1998. Commitments to Illinois state prisons for drug offenses surpassed commitments for violent and property offenses in the mid-1990s (Figure 33).

Figure 33



During the early 1980s, the annual number of state prison sentences imposed for drug-law violations in Illinois were relatively low -- averaging about 1,450 per year between 1983 and 1987. However, beginning in the mid- to late-1980s, and coinciding with a dramatic increase in arrests for violations of Illinois' Controlled Substances Act, the annual number of prison sentences for drug-law violations increased considerably. For example, during the year between 1988 and 1989, prison sentences for drug law violations increased 75 percent, and increased an additional 60 percent from 1989 to 1990. In fact, annual double-digit percentage increases in drug-law sentences were experienced each year from 1985 through 1990. Although the average annual percentage increases in prison sentences for drug law violations during the 1990s was below 20 percent, the number of sentences reached almost 15,000 by 1998.

Overall, sentences to state prison in Illinois for drug law violations increased more than 1,300 percent between 1983 and 1998, and more than 80 percent during the 1990s alone. By comparison, the number of prison sentences imposed for all non-drug offenses combined increased 53 percent between 1983 and 1998, and less than 20 percent during the 1990s. As a result, sentences for drug-law violations also increased as a percentage of all prison sentences in Illinois—from less than 7 percent of all prison sentences in 1983 to more than 40 percent of all prison sentences during 1998.

Drug Admissions by Offense Class and Sentence Lengths

What is masked by the overall trend in prison sentences and admissions for drug law violations is the fact that during the period examined there were a number of divergent trends in the number, and lengths, of sentences imposed for different felony classes of drug-law violations. For example, sentences for Class X felony drug law violations, which include the most serious drug offenses and require a minimum sentence of six years in an Illinois prison, increased from fewer than 200 through 1985 to more than 750 by 1990, before decreasing to 400 during 1998. During this same period of time, however, the sentence lengths imposed on these offenders consistently increased, from an average of 7.5 years between 1983 and 1988 to an average of 9.1 years between 1993 and 1998. However, it is important to note that while sentence *lengths* increased for Class X felony drug offenses, the *number* of sentences for these offenses decreased during the 1990s. Conversely, the number of sentences for Class 4 felony drug offenses, the least serious felony drug offense, jumped from fewer than 1,000 through 1988 to more than 5,000 per year since 1995. However, the average prison sentence length for these Class 4 felony drug offenses has actually decreased slightly during the period examined, from an average of 1.8 years between 1983 and 1988 to an average of 1.6 years between 1993 and 1998. As a result of the divergent trends in sentences and sentence lengths between Class X drug (the most serious drug offense) and Class 4 drug (the least serious drug offense) offenses, the average prison sentence imposed on all drug law violators during the period actually decreased slightly. Between 1983 and 1988, the average sentence imposed on all drug law violators sentenced to prison was 3.7 years, compared to an average sentence length of 3.4 years between 1993 and 1998.

Prison Commitments for Violent Offenses

Between state fiscal years 1984 and 1996, prison commitments for violent offenses (generally, offenses against persons and sex offenses) increased 53 percent from 4,223 to 6,468, but decreased 15 percent from between state fiscal years 1996 and 1999. However, it is important to look at the number of person offense and sex offense commitments independent of one another. The total number of commitments for offenses against persons actually decreased 18 percent between state fiscal years 1996 and 1999, while the number of sex offense commitments increased 6 percent from 949 to 1,004 during this time. Between state fiscal years 1984 and 1999, person offense commitments increased 23 percent, however, sex offense commitments increased 81 percent during this time. Commitments for violent and sex offenses comprised 23 percent of total commitments in state fiscal year 1999.

The majority of inmates in the prison population continue to be those convicted of a violent crime. Inmates who were sentenced for a crime against a person or a sex offense accounted for 52 percent of the population at the end of 1998, with person offenders accounting for 43.1 percent and sex offenders accounting for 8.8 percent (Illinois Department of Corrections). The number of habitual child sex offenders and child sex offenders in prison decreased 40 percent between 1995 and 1998, with a population of 616 at the end of 1998.

The number of inmates who will likely never be released is also growing, with 1,259 incarcerated at the end of 1998. These offenders include those with life sentences, death sentences and Sexually Dangerous Persons (SDP) commitments. The number of inmates with a life sentence (987) continues to rise and inmates with a death sentence had an end-of-year population of 159 in 1998. There were a total of 113 inmates with a SDP commitment at the end of 1998, although these inmates can be released with a court order. The number of offenders with a natural life sentence imposed under the Habitual Criminal statute (720 ILCS 5/33B1) totaled 96 inmates at the end of 1998. These offenders have committed Class X crimes in separate instances on three occasions. Upon commission of the third Class X offense the court must adjudge the offender as a habitual offender under the statute (Illinois Department of Corrections). The number of inmates in the Illinois Department of Corrections found guilty but mentally ill has remained fairly stable throughout the last decade, with a population of 155 at the end of 1998.

Juvenile Offenders in Corrections

The Illinois Department of Corrections juvenile institutional population has steadily increased since the 1980s, to 2,154 juveniles in Illinois youth centers (Figure 34). A majority of the institutional population were admitted for violent or property offenses, although the proportion admitted for drug offenses is increasing (Figure 35). While an increasing share of juvenile court admissions is composed of parole violators, the majority continues to be commitments by the juvenile court (Figure 36).

Figure 34

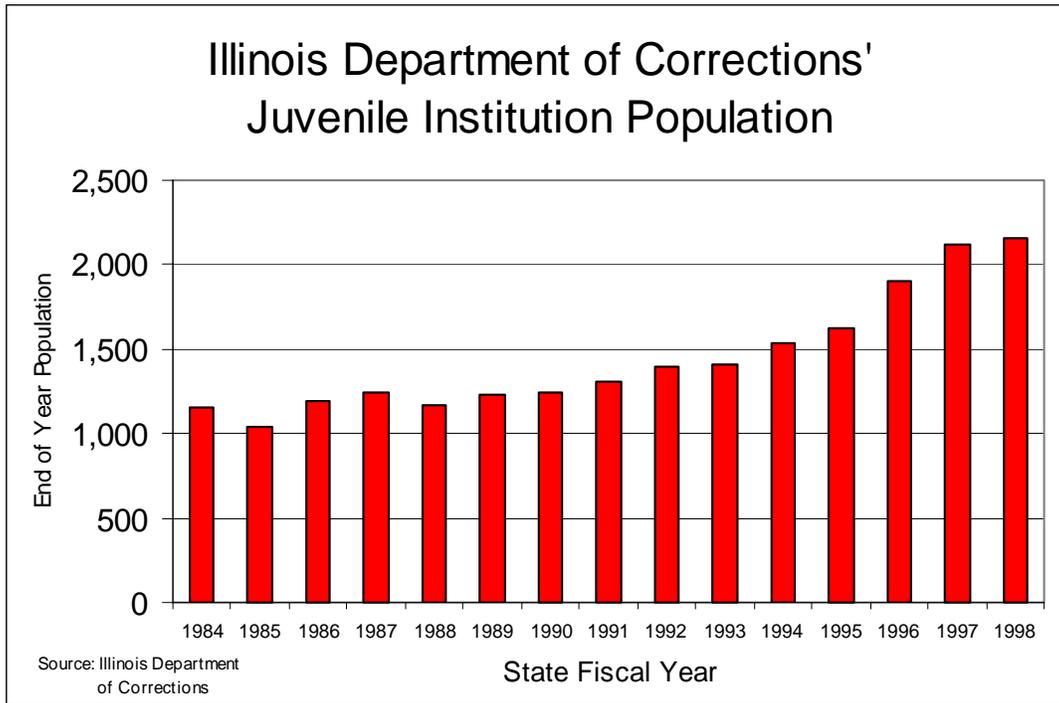


Figure 35

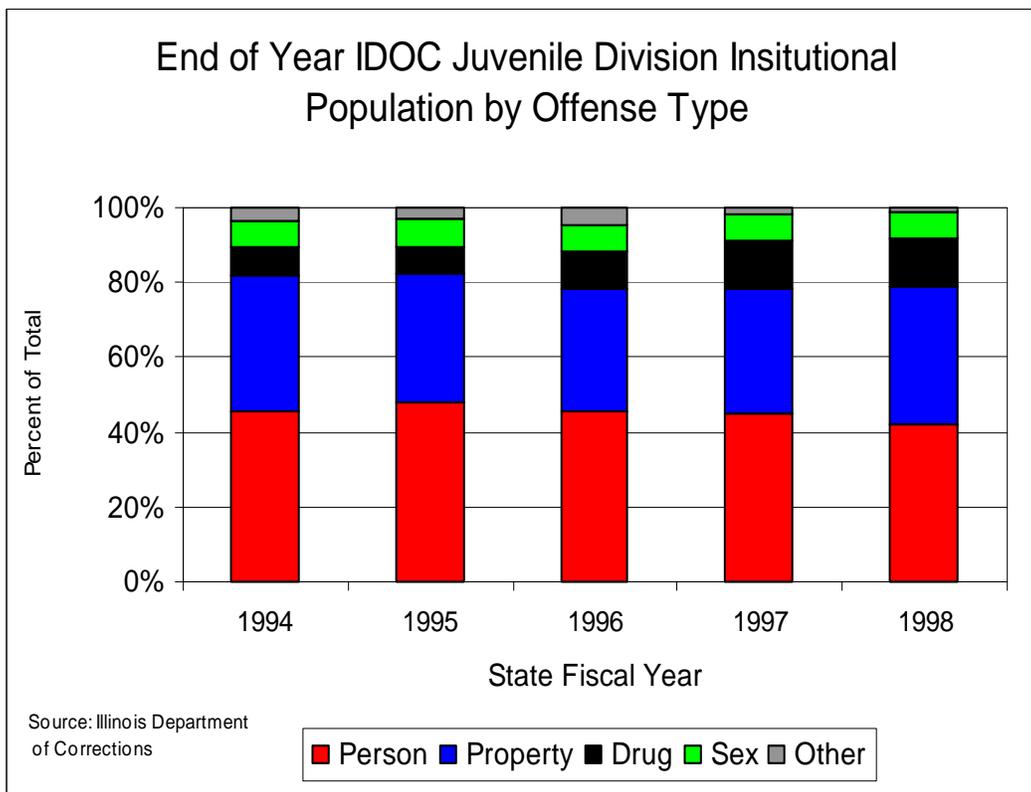
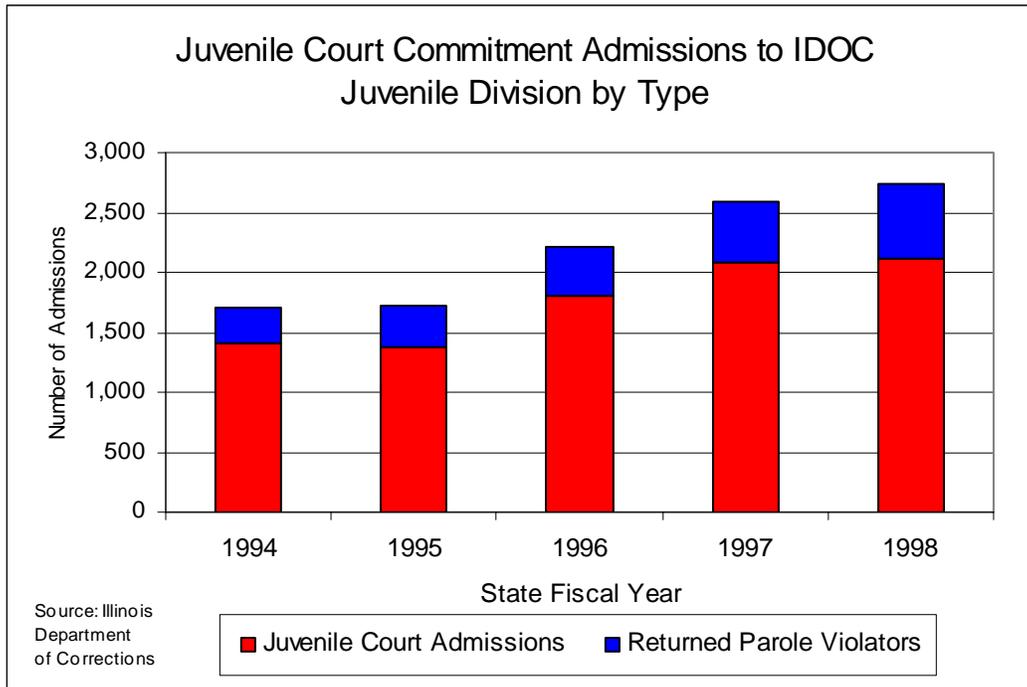


Figure 36



To address the special needs of juvenile sex offenders, a sex offender treatment unit was developed at the Illinois Department of Corrections' youth center in downstate Illinois. Funded by the Authority through Anti-Drug Abuse Act funds, an implementation evaluation found that the unit provided intensive residential treatment to juvenile sex offenders, including assessments and evaluations, and a treatment environment that builds life, cognitive and behavioral skills. An aftercare component was also implemented. An impact evaluation will determine the outcomes of juveniles placed in the unit.

Female Offenders

Statewide arrests by gender are not reported in the annual data report published by the Illinois State Police. However, data is available for arrests made by the Chicago Police Department. Arrests of female offenders in Chicago in 1998 totaled 46,852, a 3 percent decreased from 1997. The top three arresting offenses were theft (except for motor vehicle), drug abuse violations and assault.

A 1997 study of probationers discharged from probation in Illinois found that approximately 20 percent of the probationers were female (Olson and Adkins, 1998). Additional information on female probationers was drawn from a detailed examination of the 1997 outcome data, to be published in the *Journal of Women and Criminal Justice* (Olson, Lurigio, Seng, 2000). In general, it was found that female probationers were

found to have much lower annual incomes, and higher rates of unemployment than their male counterparts. Similarly, female probationers were much more likely than their male counterparts to have been convicted of a drug or property offense, while a substantial portion of male probationers were placed on probation for driving under the influence of alcohol. Prior studies of probation outcomes have consistently found income and employment to be inversely related to negative case outcomes, and probationers convicted of property and drug offenses to have higher rates of probation failure. Thus, based on the distribution of these characteristics across male and female probationers, females tended to have a number of characteristics associated with negative case outcomes. On the other hand, females were less likely than male probationers to have prior convictions, including those for violent crimes and those which resulted in commitment to a state prison. Prior involvement in the criminal justice system has also been found in previous assessments of probation outcome to be positively associated with negative case outcomes.

Female probationers possessed some of the characteristics which place them at an increased risk of probation failure—lower incomes, higher rates of unemployment, and convictions for drug and property offenses—and other characteristics which make them less likely to experience negative case outcomes—such as prior convictions. As a result of this mix of risk factors, when case outcomes were examined across probationer gender, few differences were noted. There were no differences between male and female probationers in terms of having their probation sentence revoked, and similarly, no difference when it came to technical violations of their sentences, regardless of whether or not it resulted in a revocation. However, statistically significant differences were noted between male and female probationers when new arrests during supervision were compared—with male probationers being more likely to experience an arrest for a new crime, and also a higher average number of new arrests per probationer.

Using multivariate analyses, it was found that gender had a statistically significant influence on both new arrests and technical violations when differences such as prior involvement in the criminal justice system or income were statistically controlled for. In other words, even when the differences between male and female probationers are taken into account, females still perform better on probation when it comes to technical violations and new arrests. This may be due to the possibility that females have different motivations for successful completion of their probation sentence, such as keeping or regaining custody of children, the emotional support provided by the interaction with their probation officers, or access to treatment which otherwise would not be available to them. Females may also respond more to the deterrent threats made by the justice system, such as the possibility of probation revocation and incarceration.

During 1998, females accounted for approximately 6 percent of the total adult prison population in Illinois. At the end of 1998, there were 2,646 female inmates in the prison population, compared to 899 in 1988. According to the Illinois Department of Corrections, the female population is accelerating at nearly double the rate of the male inmate population. One factor driving the escalation of the female inmate population in Illinois is an increase in admissions of females convicted for drug crimes. Drug abusing

offenders constitute one of the fastest growing segments within the criminal justice system. Approximately 80 percent of female inmates are mothers with a history of substance abuse. The complexity of needs of female offenders has prompted IDOC to offer programming in parenting, addressing physical and sexual abuse, substance abuse, educational, vocational and healthcare issues.

The number of female juvenile offenders in the Illinois Department of Corrections' Juvenile Division has steadily increased. By June 1998, female offenders made up nearly 7 percent of the total juvenile prison population. For the first time, a female juvenile felon was transferred to the IDOC Adult Division in state fiscal year 1998. Of the 114 juvenile female exits from IDOC in state fiscal year 1995, 31.6 percent returned to IDOC, compared to 43.6 percent of the 1,540 juvenile male exits (Illinois Department of Corrections).

Recidivism of Drug and Violent Offenders

Generally, offenders released from prison have low levels of education, histories of substance abuse, and a number of other dysfunctions that hinder their ability to function as law-abiding members of the community. As a result, many offenders released from prison either violate the terms of their release (e.g., use drugs, violate curfews) or commit new crimes and are returned to prison.

Of the 21,403 inmates released from the IDOC in state fiscal year 1995, 39 percent returned within three years (Illinois Department of Corrections). Of those offenders with person or drug related offenses that were released in 1995, 35.7 percent of person offenders and 36.5 percent of drug offenders returned to prison within three years. Property offenders had the highest recidivism rate, with 45.1 percent of all property offenders released returning within three years. Of the 835 sex offenders released in 1995, 34.5 percent were returned to prison within three years.

Of the 21,403 exits in state fiscal year 1995, 7,502 (35.1 percent) were returned to prison after being sentenced for a new offense, and 4 percent were returned for a technical violation of their Release Agreement (i.e., being absent from Mandatory Supervised Release, having a misdemeanor conviction, or having a felony charge pending disposition at the time of readmission).

Demographically, younger releasees have a higher recidivism rate, with the percentage returning to prison declining as age increases. Male releasees returned to prison at a higher rate than females. White and Hispanic inmates have comparable recidivism rates, while African-American inmates returned to prison most often. Inmates committed from Cook County were more likely to return to prison than those sentenced downstate.

Although available data suggests that the recidivism rate among sex offenders is low, research has proven that recidivism in this offender population is actually quite high, and that prison recidivism data may under-represent the true numbers. Due to the nature of the crime, sex offenders are highly secretive and victims often do not report the offense to

authorities. Research in this area reveals that sex offenders have a very high likelihood of reoffending, and that repeat reoffending is almost a certainty for certain subgroups of sex offenders. Also, unlike many types of offenders who reduce their offending as they age out of their crime-prone years, sex offenders do not outgrow their deviant behavior.

Information Systems and Technology

The state has long recognized the benefits of using advanced technology to improve a variety of computerized criminal justice information systems in Illinois. Current information systems enhancements include programs designed to improve the LEADS program; establish a link with the FBI's National Crime Information Center (NCIC) 2000; improve the accuracy and completeness of criminal history records; develop the Internet to facilitate information exchange; continue expansion of wireless data technology; use computerized fingerprint and firearms tracking systems; and combat Internet and computer crimes.

The Illinois State Police (ISP) has completed the initial phases of a major upgrade to the Law Enforcement Agencies Data System (LEADS), the statewide system for tracking arrest warrants and providing information to criminal justice agencies in Illinois. This upgrade made the current LEADS network year 2000 compliant and sought to establish a link with the FBI's NCIC 2000 system. The NCIC 2000, a national system for sharing criminal justice information, is utilized by law enforcement personnel for a variety of purposes. In establishing a link with the improved NCIC 2000, the LEADS network will provide law enforcement officers access to an improved suspect name and birth date search capability and duplicate stolen vehicle notification. For example, under the past NCIC system, if multiple agencies listed a vehicle as stolen and the vehicle is recovered, only one of the entries is canceled, resulting in an incomplete record. With the new system, the NCIC 2000 will automatically notify all agencies that have entered the same vehicle as stolen whenever a change is made to the records.

The LEADS upgrade is part of an attempt to create a statewide criminal justice network. This network would serve as an information delivery system providing all LEADS services including criminal history information. Agencies would be able to use this network to support electronic transmissions of fingerprints, mug shots, and related demographic data directly to the Automated Fingerprint Identification System / Networked AFIS Transaction Management System (AFIS/NATMS) and receive criminal history records in return.

As an additional part of the LEADS upgrade, ISP is also working to improve the Illinois Criminal History Record Information (CHRI) system. A 1999 Authority audit of the CHRI in Cook County found that while system improvements continue, problems regarding the addition of certain dispositions to state rap sheets still persist. To ensure the timely posting of information, Illinois has moved towards an electronic transfer of criminal history information for arrests and subsequent filing, disposition, and custodial information. However, the audit revealed three major problems with the dispositions on state rap sheets. It appeared that some dispositions were not included on state rap sheets

because the arrest was simply not included, the tracking numbers were incomplete or inaccurate, or the statute citations were incomplete or inaccurate. For example, a sample of ISP records indicated that 51.7 percent of those charges had dispositions missing from their rap sheets. The Authority recommended that the following improvement strategies be implemented: report dispositions to ISP on-line; institute programs to enable the computers to compensate for punctuation errors in submissions; develop a plan to acquire dispositions from past cases; and review internal information processing and reporting procedures to set up a forum for reviewing interagency computer-programming issues.

The final development in the LEADS upgrade will be the introduction of a statewide juvenile justice tracking database. This application was not included in the original design of LEADS but was added after legislation mandating its creation was passed by the General Assembly last year in response to the growing threat of juvenile crime.

The Authority has also been involved in improving automated disposition reporting and on-line fingerprint and booking systems. The Correctional Institution Management Information System (CIMIS) was developed by the Authority to improve the management and operation of correctional facilities, but also plays a part in improving the quality of data contained in the state's repository of criminal history information. It was transferred to ISP in 1998. While only eight counties statewide utilize CIMIS, those departments that have access to it are able to enter and maintain all local criminal records in one centralized computer system. This allows user agencies to generate document and process control numbers for arrest records that are shared with other automated criminal justice systems.

CIMIS relies on advanced fingerprinting technology in order to function properly. The key program is the digital fingerprinting machine that utilizes Livescan technology. Livescan technology replaces the old process of rolled fingerprints with electronic pictures. The program produces clearer, more accurate images that do not degrade over time or through repeated copying. The images also can be sent electronically to other agencies where they can be printed without loss of clarity. The Livescan technology improves the successful identification rate for prints relayed to the Illinois State Police's Automated Fingerprint Identification System (AFIS). AFIS stores fingerprints in digital formats in a database with millions of other prints. For example, the ISP database contains 2.5 million tenprint cards, which means that five million thumbprints are available for comparison in any inquiry. With AFIS, a fingerprint search that might have taken an expert technician years to complete can be conducted automatically in as little as 30 minutes. Currently, ISP is working on an upgrade to the AFIS program, called AFIS-21. The goal is to be able to process fingerprints submitted electronically in approximately two hours using Livescan technology. ISP also plans to connect AFIS-21 with I-AFIS, the FBI's new Integrated AFIS program. At that point, agencies in Illinois will no longer be required to complete the FBI fingerprint cards; only the state fingerprint card will be required. This connection will also forward all fingerprint images electronically to the FBI. Soon, Illinois hopes to have a single fingerprint identification system in place at the county-level to link arrest, final disposition, and custodial information for offenders.

Illinois has recently undertaken a broad range of activities to improve its statewide criminal justice record system. Today's technologies and high-speed open architecture network topologies have created new opportunities for an improved police records system. The design and implementation of a statewide police records system that can easily integrate with other law enforcement and courts systems in Illinois will provide law enforcement with a standard records management system that will seamlessly integrate—both horizontally and vertically—with all other open standards-based law enforcement systems.

The Illinois State Police (ISP), the Illinois Criminal Justice Information Authority (ICJIA) and the local law enforcement user community are developing a request for proposals for a new Police Records Management System (RMS) that can be adopted by any police agency in Illinois. This RMS will serve as the basis for a comprehensive statewide law-enforcement records system and will be known as the Illinois Police Information Management Systems (I-PIMS).

I-PIMS will offer a cost-effective records management solution to all law enforcement agencies in the State of Illinois at moderate cost. I-PIMS will address the specific criminal justice data processing needs of all police departments located in the State and will be available for adoption by individual agencies if they so choose. Perhaps most importantly, the I-PIMS planning and development process can serve as an initial step toward integrating justice information systems in Illinois by addressing law enforcement records system needs.

The Authority and the Illinois State Police have also distributed over \$1 million dollars towards juvenile justice database and fingerprinting improvement efforts in the state to be used by the end of fiscal year 1999. This funding is being utilized to purchase Livescan technology that allows agencies to share juvenile criminal information. Utilized in conjunction with the juvenile justice tracking database, this equipment identifies juvenile offenders and allows more agencies to have access to juvenile criminal history records. This access can prove useful for tracking first offenders through the criminal justice system or providing information on individual juveniles' criminal backgrounds.

The Authority is also involved in a multitude of projects involving communications technology. Although voice radio communications from one patrol car to another have been available for many years, systems such as ALERTS (Area-Wide Law Enforcement Radio Terminal Systems) operated by the Authority have made it possible for officers to use computer terminals in their cars. Another system operated by the Authority, ALECS (Automated Law Enforcement Communications System) makes it possible for Illinois police departments to obtain access to databases such as LEADS, ALERTS, and 911. On the horizon for ALECS is a new release that will allow departments to talk directly to other departments through the ALECS wide-area network.

Systems such as CDPD (Cellular Digital Packet Data) and Reverse 911 supplement these communications technologies. CDPD allows police officers to multi-task. For example,

an officer can access LEADS and ALERTS in the background while performing other duties such as typing a report at the same time. Reverse 911 is a system that can make hundreds of telephone calls per hour to residents to warn of dangerous situations. Currently, only one Illinois law enforcement agency, the DuPage County Sheriff's Department has installed Reverse 911.

The State of Illinois is committed to even further advances in communications technology. For example, IWIN (Illinois Wireless Information Network) is a statewide wireless data network that will be available soon to all state and local agencies. IWIN uses CDPD technology to provide real-time, bi-directional mobile connectivity to its users. IWIN will not replace ALERTS; instead ISP and the Authority are continuing to work together in deploying the wireless mobile data technology together to supplement ALERTS. IWIN will provide local and state agencies with optional wireless data solutions in areas where both networks have coverage and provide coverage to areas where ALERTS is not available.

In addition to improved statewide data systems, more accurate criminal history records, and advanced wireless communications, the Authority is involved in many projects that utilize other state-of-the-art technologies. For example, in response to the many state and local inquiries into firearms possession, the Authority is funding the Drugfire project to implement a statewide program of gun cartridge case indexing for unsolved shooting cases. This will aid law enforcement agencies in linking shooting cases to each other and to common weapons, thereby accelerating the apprehension of offenders. In addition, the Authority is working with law enforcement agencies to increase public safety by utilizing available technology to capture photo identification of inmates and transmit their digitized mug shots to law enforcement and other criminal justice agencies through the Statewide Info Sharing project. Finally, the Authority is funding a DNA expansion and upgrade program to provide comprehensive, uniformly accessible, high-quality forensic biology services to the citizens of the state of Illinois. The primary objective of this program is to provide DNA services to all agencies on a regional basis, thus establishing DNA capabilities through the training and addition of forensic staff throughout the state. This project also seeks to increase the number of cases on which DNA analysis is performed and to ensure that such DNA testing maintains high quality and national standards.

To understand the true nature and extent of crime in Illinois, the Authority is also currently working with the Illinois State Police to design and implement a Wide Area Network (WAN) between the two agencies. The WAN would be built to support information exchange throughout the criminal justice community. This project would establish a permanent mechanism to support criminal history-based research by allowing the Authority direct on-line access to the extracted data held by the Illinois State Police's Bureau of Identification. Such an arrangement could open broad research opportunities. Current plans for analysis topics include a study of the criminal history of all persons arrested for gun-related criminal charges. The WAN will prove valuable by allowing researchers to break down the data by demographics, arrests, prosecutions, dispositions, and incarcerations for all offenders involved in the study. Later projects using this system

include plans to evaluate the impact of various initiatives funded under the National Criminal History Improvement Program (NCHIP) in Illinois, specialized data collection projects, trend analyses, cohort studies, and recidivism investigations.

Some of the technology projects the Authority is involved in are based on common computer software. For example, two projects that seek to expand criminal justice knowledge to laypersons and law enforcement officers through technology have recently been completed. The first project was based on the increasing popularity of crime analysis as a crime-solving tool. This project was designed to increase police officers' ability to use commonly available computer software to conduct statistical crime analysis. Since most police departments have access to basic computer software such as Microsoft Excel, the goal of this project was to develop a user's guide for officers that utilized such common programs to conduct statistical crime analysis and show departments alternative ways of conducting computer-driven, incident-based crime analysis. The result of the project has led to the publication of the *Incident-Based Crime Analysis* manual, which is available to all law enforcement personnel throughout the state on the Authority's website. The second project is a re-defining and upgrading of the Authority website. The past website operated by the Authority was basically a textual examination of the organization's mission and the members of the Authority board. The new and improved website includes several new features, including access to various Authority criminal justice datasets, access to an extensive site-wide search engine, and downloadable on-line publications. The new website uses a web-based, middle-ware application called Cold Fusion to allow the Authority's web server to interact and read from data stored within the Authority's own databases and perform simple queries and graphs.

Authority staff recently pursued and were awarded a grant from the U.S. Department of Justice, Bureau of Justice Statistics to conduct a study of persons arrested for gun-related crimes in Illinois. The grant is a cooperative effort with the Illinois State Police's Bureau of Identification. The study will rely on the state's criminal history records as the data source. These records will be accessed in an "on-line" environment created and funded by the grant. This permanent technical capability will support other future research endeavors. The gun crime report will be descriptive in nature focusing on offender demographics including their prior criminal history.

As modern technology has eased the process of committing white-collar crimes such as embezzlement, identity theft, pornography, and extortion, policing efforts to combat them have increased. The creation of fraudulent documents, such as false identification cards, personal checks, insurance cards, and driver's licenses, has been simplified with desktop publishing software, scanners, and digital cameras. Since cyber-crime is receiving much attention from law enforcement agencies and prosecutors, a number of state entities have teamed up to combat these crimes.

In order to begin the investigation of computer crimes, Illinois Attorney General Jim Ryan has established the statewide Internet Criminal Activity Unit (ICAU), which also coordinates the efforts of the statewide Internet Child Exploitation Task Force. The multi-jurisdictional effort includes law enforcement and legal representatives from all

across the state. The task force has also consulted with several local states' attorneys' offices on litigation strategy and the drafting and execution of computer search warrants.

Due to the fact that computers are popular educational tools for children across the state, many parents and law enforcement officers are concerned that children will become the most vulnerable targets of cyber-crime. Therefore, the Task Force members monitor the Internet for child sexual exploitation and target offenders who use computers to find their victims and distribute child pornography. The ICAU, funded through the Authority, seeks to prosecute those individuals who post, sell, trade, request, disseminate, possess with the intent to disseminate, or download child pornography on the Internet, in violation of Illinois law. The project also seeks to prosecute those individuals who employ the Internet to commit indecent solicitation of a child in violation of Illinois state statute. Through another project, the Computer Evidence Recovery project, the Illinois State Police will be able to provide expertise in responding to requests by criminal justice agencies for child pornography related computer evidence recovery services. The goal of these projects is to assist criminal justice agencies in carrying out their work more efficiently and effectively using the Internet as a tool, and to increase the scope and sophistication of Internet use in the criminal justice community.

Like so many other endeavors on the Internet, criminal activity is flourishing. The Internet has become an avenue for criminals to scam, abuse, harass, and exploit people. To combat this, the Illinois State Police established an Internet Task Force for proactive and reactive case investigation and prosecution. Made up of two-member teams, each unit has an investigator for on-line crimes such as identity theft and a computer evidence recovery specialist. The Division of Internal Investigations' computer recovery unit hired new employees to provide training that includes technical assistance and guidance to the task force. At the same time, the Illinois Attorney General's Office and the Illinois Law Enforcement Training and Standards Board developed the Illinois Computer Crime Institute (ICCI), which is guided by a multi-agency board. The ICCI was created to provide computer crime training to investigators and to develop a web site to facilitate communication between the investigating agencies.

IV. PRIORITIES AND PROGRAM RESPONSES

The Authority has identified seven priorities for FFY2000. These priorities are consistent with and build on the National Drug Control Strategy.

- Priority 1: Support prevention programs that help youth recognize the true risks associated with violent crime and drug use and that target youth to reduce their use of violence, illicit drugs, alcohol and tobacco products.
- Priority 2: Support programs that strengthen multi-agency linkages at the community level among prevention, treatment and criminal justice programs, as well as other supportive social services, to better address the problems of drug abuse.
- Priority 3: Support programs that enhance treatment effectiveness, quality and services so that those who need treatment can receive it.
- Priority 4. Support programs that reduce drug related crime and violence.
- Priority 5. Support research that identifies what works in drug treatment and the prevention of drug use and violent crime, and develop new information about drug use and violent crime and their consequences.
- Priority 6. Support programs that promote the efficiency and effectiveness of the criminal justice system.
- Priority 7. Support programs statewide that target prevention and early intervention for juveniles, with particular emphasis on the principles of balanced and restorative justice.

At its March 3, 2000 meeting, the Authority will consider Anti-Drug Abuse Act Federal Fiscal Year 2000 designations to continue operations of ongoing programs. At the June 2000 planning summit meeting, the Authority will consider designations to new initiatives. The following is a summary of the programs currently supported with Byrne funds that address each of these identified priorities.

Priority 1: **Support prevention programs that help youth recognize the true risks associated with violent crime and drug use and that target youth to reduce their use of violence, illicit drugs, alcohol and tobacco products.**

Name of State: Illinois

Program Title: Community Crime Prevention

Authorized Purpose Area: 501(b)(4)

Problem Statement:

Despite recent decreases in violent crime in Illinois and across the country, fear of crime continues to rank as a primary concern for many citizens. One of the most effective tools to address fear of crime is information on how the criminal justice system operates.

Program Description:

Community Training Initiative

This project develops and distributes a series of five to seven publications on the roles and responsibilities of the components of the criminal justice system. The materials are written at a 7th or 8th grade level and will be free of jargon. The same information, formatted for electronic publication, is made available on the Authority's web site.

Program Goals, Objectives, Activities and Performance Measures:

Goal: The goal of this project is to reduce crime, educate Illinois citizens about the criminal justice system, and improve the quality of life of Illinois' citizens.

Objective 1: Provide local law enforcement agencies with the information and expertise necessary to conduct an effective community based anti-crime initiative.

Objective 2: Promote law enforcement/citizen partnerships to identify and implement anti-crime initiatives.

Objective 3: Prepare and distribute materials about basic aspects of the criminal justice system to police and others called upon to address the community to enhance their outreach and education efforts.

Activities:

1. Produce "Criminal Justice Questions and Answers" publications.
2. Distribute publications through local police and community groups.

Performance Measures:

1. Number of criminal justice system publications developed.

SAA Reporting, Monitoring and Evaluation Methods:

Quarterly fiscal and data reports reflect program activity.

Name of State: Illinois
Program Title: Juvenile Probation Initiatives
Authorized Purpose Area: 501(b)(24)

Problem Statement:

Despite an overall downturn in crime across Illinois, the number of juveniles involved with the criminal justice system continues to grow. Juvenile probation caseloads have grown 25% between 1994 and 1998, while drug use among youth has climbed. This growing number of juvenile offenders and the increasing needs for assessment and treatment for these offenders has challenged local jurisdictions to meet expanding resource needs and develop effective intervention strategies.

Program Description:

Ninth Judicial Circuit Community Service Employment Program

The Ninth Judicial Circuit Community Service Employment program provides a coordinator to work with existing work sites and develop new sites. The coordinator schedules work assignments and reports to each offender's regular probation officer the juvenile's progress toward the completion of the required hours.

Program Goals, Objectives, Activities and Performance Measures:

Ninth Judicial Circuit Community Service Employment Program

Goal: Initiate a viable youth community service program in the Ninth Judicial Circuit.

Objective 1: Expand the community service program in the Ninth Judicial Circuit to accommodate 100 new offenders.

Activities:

1. Develop community service worksites.
2. Supervise program participation.

Performance Measures:

1. Number of new worksites added for the Community Service Employment program.
2. Number of offenders completing community service hours through the Community Service Employment program.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by this project. In addition, Authority staff members make annual site visits to the project.

Priority 3: Support programs that enhance treatment effectiveness, quality and services so that those who need treatment can receive it.

Name of State: Illinois

Program Title: Correctional Initiatives

Authorized Purpose Area: 501(b)(11)

Problem Statement:

While the Illinois Department of Corrections (IDOC) continues to develop institution-based programs to address the special needs of substance abusing adult and juvenile offenders, budget constraints have limited the expansion of intensive services at the facility level, and the development of a post-release treatment component.

Intensive post-release case management services must be provided to ensure that inmates leaving in-prison treatment programs make the critical linkages to appropriate aftercare, housing, employment, and other social services agencies. Research has conclusively demonstrated that offenders who participate in structured residential support services after primary treatment episodes maintain positive outcomes related to drug use, criminality, and employment longer than those who did not have supportive post treatment programming.

Program Description:

Post-Release Substance Abuse Management

Through the Post-Release Substance Abuse Management program, pre-release planning on an individual and group basis occurs at the Southwestern Illinois Correctional Center (SWICC). Post-release services, including the purchase of community-based aftercare substance abuse treatment beds, will be centered in Cook and Madison Counties.

Two additional programs focusing on post-release substance abuse management are currently under development.

Program Goals, Objectives, Activities and Performance Measures:

Post-Release Substance Abuse Management

- Goal 1: To enhance pre-release case management services at Southwestern Illinois Correctional Center (SWICC) and post-release case management services in Cook and Madison counties by linking parolees exiting from SWICC to appropriate housing, employment, and aftercare services in each target area.
- Goal 2: To enhance aftercare services in the targeted areas by purchasing community-based aftercare substance abuse treatment beds for those parolees in need of such services and to develop, implement and support SWICC alumni/family self-help support groups in the targeted areas.
- Objective 1: Deliver pre-release case management services annually to 320 offenders having successfully completed an average of six months of treatment at the Southwestern Illinois Correctional Center (SWICC).
- Objective 2: Deliver post-release case management services statewide for one year to 192 (60%) of the offenders provided pre-release case management services at SWICC.

Activities:

1. Assess offender scheduled for release.
2. Develop aftercare plans.
3. Link offenders to community-based services.
4. Supervise offenders after release.

Performance Measures

1. Number of pre-release treatment plans developed.
2. Number of inmates released to targeted county sites.
3. Number of face to face contacts per parolee.
4. Number of telephone contacts per parolee.
5. Number of parolees in community based aftercare substance abuse treatment.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by this project. In addition, Authority staff members make an annual site visits to the project.

Name of State: Illinois
Program Title: Probation Initiatives
Authorized Purpose Area: 501(b)(20)

Problem Statement:

As record numbers of individuals enter the criminal justice system, probation departments are faced with rapidly growing numbers of offenders to manage. By contrast, probation departments across the state are handling larger caseloads of more high-risk offenders, particularly domestic violence and sex offenders. Without additional resources, these high-risk offenders may not be adequately supervised, raising the likelihood of additional offenses.

Program Description:

Specialized Domestic Violence Probation

The Specialized Domestic Violence Probation programs will provide more intensive supervision for domestic violence offenders. Probation officers will maintain contact with the offender's victim to ensure that the offender is not violating any orders of protection. Counseling services will be provided for the offender to try to break the cycle of violence.

Sex Offender Probation

The Sex Offender Probation programs will provide more intensive supervision for sex offenders. Resources for sex offender treatment, educational needs, vocational needs, anger management sessions, and drug/alcohol abuse services will be developed.

Program Goals, Objectives, Activities and Performance Measures:

Specialized Domestic Violence Probation

Goal: These ten projects seek to provide enhanced specialized adult domestic violence probation supervision.

Objective 1: Supervise 350 domestic violence offenders in ten jurisdictions through the Domestic Violence Probation projects.

Activities:

1. Provide enhanced supervision of domestic violence probationers.
2. Link offenders with approved offender treatment services.

Performance Measures:

1. Number of offenders on specialized domestic violence caseloads.
2. Number of offenders successfully completing mandated treatment.
3. Number of offenders successfully completing the terms of their probation.

Sex Offender Probation:

Goal: These seven projects seek to provide enhanced supervision of sex offenders which included mandated sex offender treatment.

Objective 1: Supervise 400 sex offenders in seven jurisdictions.

Activities:

1. Provide enhanced supervision of sex offenders.
2. Link offenders with approved offender treatment services.

Performance Measures:

1. Number of offenders on sex offender probation caseloads.
2. Number of offenders successfully completing mandated treatment.
3. Number of offenders successfully completing the terms of their probation.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by each project. In addition, Authority staff members make annual site visits to each project.

Priority 4. Support programs that reduce drug related crime and violence.

Name of State: Illinois

Program Title: Expanding Multi-Jurisdictional Narcotics Units

Authorized Purpose Area: 501(b)(2)

Problem Statement:

Drug trafficking, by definition, crosses local municipal boundaries. One of the primary obstacles to the success of long-term narcotics investigations has been the lack of coordination across jurisdictions. This lack of communication and cooperation can hinder the development and prosecution of these cases. The multi-jurisdictional narcotics units were developed to provide investigative services across jurisdictional boundaries.

Program Description:

Multi-jurisdictional narcotics units began with the inception of the Cook County Metropolitan Enforcement Group (MEG) in 1970. Initial funding was provided by the Law Enforcement Assistance Administration (LEAA), and in 1973 several MEGs were started throughout the state. Funding was later provided by the Authority's predecessor agency -- the Illinois Law Enforcement Commission. As LEAA funding to the states began to decrease in the mid to late 1970s, funding for the MEGs was assumed by the State of Illinois, via the Illinois State Police (ISP).

Task forces began in the early 1980s when general revenue funds were insufficient to support further expansion of state-funded MEGs. These drug task forces were created to complement and expand the MEG program. Both programs are similar in structure and mission, but have two important differences. MEGs are recognized in state statutes, receive general revenue funds, and can only engage in drug and gang enforcement activities. By contrast, Task Forces can focus on any criminal activity, but are intended to principally focus on drug investigations. Task Forces are located in Illinois State Police facilities, are supervised by ISP personnel, and do not receive direct general revenue funds.

Federal funding for multi-jurisdictional task forces began in 1987. Since then, federal funds have been used to help create eight additional units. Currently, there are a total of 21 multi-jurisdictional narcotic units, comprised of 9 MEGs and 12 task forces. Cook County MEG ceased operations in May 1999. Multi-jurisdictional units focus on the identification and apprehension of drug traffickers, and on eliminating drug trafficking networks. Additionally, these programs allow units to pursue drug problems unique to their own geographic areas, such as locating hidden dealer assets, and supporting subsequent prosecution.

Program Goals, Objectives, Activities and Performance Measures:

Goal: Multi-jurisdictional narcotics units operate to improve the quality, efficiency, and effectiveness of drug law enforcement, thereby making communities safer, and ensuring a greater degree of safety for undercover officers.

- Objective 1: Increase the number of drug-related arrests.
- Objective 2: Increase the quantity of drugs seized.
- Objective 3: Increase the number of drug-related conspiracy investigations.
- Objective 4: Facilitate the prosecution of 95% of all arrests.
- Objective 5: Obtain convictions on 90% of all prosecutions.
- Objective 6: Maintain the dollar value in seized and forfeited assets.

Activities: Multi-jurisdictional units collaborate with other agencies, such as the Illinois State Police, the U.S. Drug Enforcement Administration, the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco and Firearms, the U.S. Customs Service, and many local entities.

Performance Measures:

1. Number of arrests by the nature of the offense and type of drug.
2. Number of drug seizures by type of drug and quantity.
3. Number of prosecutions.
4. Number of convictions.
5. Number of asset seizures, seizure value.
6. Number of asset seizure prosecutions.
7. Number of forfeitures, forfeiture value.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by all 21 projects. In addition, Authority staff members make annual site visits to each project and attend quarterly meetings of the MEG and Task Force Directors Association.

Name of State: Illinois

Program Title: Multi-Jurisdictional Drug Prosecution

Authorized Purpose Area: 501(b)(2)

Problem Statement:

The statewide network of multi-jurisdictional narcotics units focuses its activity on the development of long-term investigations of drug trafficking. These cases are complex and time-consuming and can involve a broad range of legal issues such as search and seizure and forfeitures. While the strength of these investigations can be enhanced through the support of prosecutors with experience in the prosecution of these cases, few state's attorneys offices across the state have sufficient resources to dedicate an experienced prosecutor to support narcotics investigations.

Program Description:

The eight projects funded under this program were developed to provide prosecutorial support to the statewide network of drug task forces and Metropolitan Enforcement Groups (MEGs). Seven projects directly fund state's attorney's offices in St. Clair and Cook counties, and the five counties surrounding Cook. Through the project with the Office of the State's Attorneys Appellate Prosecutor, drug attorneys are assigned to the eleven other state's attorney's offices with the highest drug crime, and six drug attorneys are assigned to three appellate districts to support MEGS and task forces across the remainder of the state.

Program Goals, Objectives, Activities and Performance Measures:

Goal: The goal of the program is to work with local MEGs and task forces to develop legally sound drug cases, prosecute drug offenders, and conduct forfeiture proceedings.

Objective 1: Achieve a conviction rate of at least 90 percent.

Objective 2: File forfeiture actions whenever property is seized.

Activities:

1. Provide legal guidance to narcotics units.
2. Provide assistance in obtaining search warrants, overhears, and other court orders.
3. Employ vertical prosecution.
4. File administrative and judicial forfeitures.

Performance Measures:

1. Number and type of prosecutions initiated.
2. Conviction rate.
3. Number of forfeitures filed.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by each project. Authority staff members make annual site visits to each project. In addition, these eight projects were the subject of an independent evaluation by the Jefferson Institute for Research Studies.

Name of State: Illinois
Program Title: Specialized Prosecution
Authorized Purpose Area: 501(b)(8)

Problem Statement:

As the volume of prosecutions in Illinois has reached record numbers and the complexity of violent crime prosecutions increases, local state's attorneys across the state are struggling to dedicate necessary resources to meet demand. Illinois has enacted legislative changes over the past two years that dramatically increased the volume of domestic violence prosecutions and the penalties associated with violent crime. The increased volume of violent crime prosecutions and severe penalties has also led to an increase in the number of appeals of resulting convictions.

Program Description:

Cook County Domestic Violence Prosecution

The Office of the Cook County State's Attorney's Domestic Violence Prosecution project will add two dedicated prosecutors to man the expanded Domestic Violence Court in Chicago. These prosecutors will handle both bond hearings and prosecutions, emphasizing case continuity and pursuit of accelerated penalties for repeat offenders. By lowering the number of cases all domestic violence prosecutors must handle each day, each prosecutor is expected to have more time to thoroughly understand each case and pursue appropriate penalties.

Cook County Violent Crime Appeals

Anti-Drug Abuse Act efforts in recent years have produced huge increases in violent crime convictions, and corresponding increases in the appeal of these convictions. The Violent Crime Appeals project was developed and funded to help control Cook County's backlog of violent crime appeal cases. Through this project, three assistant state's attorneys focus on the timely appeal of violent crime cases to prevent their becoming backlogged and clogging the court system.

Special Appeals Project

With the growing number of convictions and increasing severity of penalties for sex crimes and crimes against family members, comes a growing number of appeals of these convictions. In order to expedite the appeal of these cases, the Office of the State's Attorney's Appellate Prosecutor developed the Special Appeals project to focus on the prompt response to appeals of these convictions. This project was designed as a companion grant to the Special Appeals project operated by the Office of the State Appellate Defender.

Program Goals, Objectives, Activities and Performance Measures:

Goal: The common goal of the projects funded under this program is to enhance the quality of prosecution of violent crimes and the affirmation of appeals of the convictions of violent offenders, thereby increasing public safety.

Cook County Domestic Violence Prosecution

Objective 1: Reduce the daily caseload for assistant state's attorneys prosecuting domestic violence cases by 25%.

Activities: 1. Provide staffing for additional domestic violence courtroom.

Performance Measures:

1. Number of cases prosecuted.
2. Number and rate of convictions.

Cook County Violent Crime Appeals

Objective 1: Reduce the unassigned non-capital violent crime appeals cases by 50 each year.

Objective 2: Reduce the number of cases requiring motions for an extension by 50 each year.

Activities: 1. Prepare appellate briefs on violent crime cases before the due date.

Performance Measures:

1. Number of new cases received.
2. Number of cases not requiring extensions.
3. Number of briefs filed.

Special Appeals Project

Objective 1: Avoid a backlog of appeals of convictions for sex crimes and crimes against family members by briefing 240 appeals per year.

Objective 2: Avoid future appeals by providing advice to state's attorneys pursuing convictions of sex crimes and crimes against family members.

Activities: 1. Prepare appellate briefs on violent crime cases before the due date.
2. Respond to local state's attorney's requests for advice on violent crime prosecutions.

Performance Measures:

1. Number of new cases received.
2. Number of cases not requiring extensions.
3. Number of briefs filed.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by these projects. In addition, Authority staff members make annual site visits to each project.

Name of State: Illinois
Program Title: Innovative Law Enforcement Initiatives
Authorized Purpose Area: 501(b)(16)

Problem Statement:

The investigation of serious violent crime is often beyond the scope of smaller local law enforcement agencies that lack personnel with sufficient specialized experience and training to complete the investigations. Sex crimes and Internet crimes involving children are among the most sensitive cases to investigate and require specialized training and skills. Homicides that are unsolved for more than a year are often termed "cold cases" as witnesses disappear and little new evidence is developed as time passes. Despite these barriers, resolution of these most violent crimes are among the most important tasks of law enforcement. Without dedicated resources, these crimes remain unsolved.

Program Description:

Illinois State Police's Child Abuse and Homicide Task Force

The Illinois State Police's Child Abuse and Homicide Task Force pursues cases established by the Illinois Department of Children and Family Services (DCFS) as Priority One. This designation is given to cases of serious physical and sexual abuse against children and child deaths in suburban Cook County. On average, there are approximately 1,000 Priority One cases each year, including 20 deaths and more than 800 cases of sexual abuse of children. The Task Force is composed of key partner agencies, including the Office of the State's Attorney, the Office of the Medical Examiner, the Illinois State Police and local law enforcement.

Unsolved Homicide Initiative

Two new projects addressing unsolved homicides in Cook County are currently under development. Funding dedicated law enforcement resources, the Unsolved Homicide Initiative is a cooperative program operated by the Office of the Cook County Sheriff and the Chicago Police Department.

Program Goals, Objectives, Activities and Performance Measures:

Illinois State Police's Child Abuse and Homicide Task Force:

Goal: Improve child protection in suburban Cook County through the implementation of a multidisciplinary response team.

- Objective 1:** Initiate 15 joint investigations of child homicides.
- Objective 2:** Prosecute 60% of these cases.
- Objective 2:** Open 35 investigations of serious child physical or sexual abuse.
- Objective 4:** Prosecute 75% of these cases.

Activities:

1. Screen referrals daily.
2. Staff selected cases with Task Force members.
3. Develop and implement plan of investigation.

Performance Measures:

1. Number and type of investigations of child abuse opened.
2. Number and type of successful criminal prosecutions of child abuse.

3. Number and type of investigations of child murder opened.
4. Number and type of successful criminal prosecutions of child murder.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month. In addition, Authority staff members conduct an annual site visit.

Name of State: Illinois
Program Title: Innovative Prosecution Initiatives
Authorized Purpose Area: 501(b)(16)

Problem Statement:

Sex crimes and Internet crimes involving children are among the most sensitive cases to investigate and prosecute, requiring specialized training and skills. Few state's attorneys offices have the resources to meet the demand for these dedicated services. Similarly, homicides that are more than one year old are often among the most difficult to bring to prosecution as witnesses disappear and little new information develops. Yet, with dedicated resources, these most serious cases can be brought to prosecution.

Program Description:

Sexually Violent Persons Commitment Program

Under the Sexually Violent Persons Commitment Act, pedophiles and other sex offenders who have not achieved rehabilitation but have completed the term of their prison sentences may be detained for a minimum of six months after their scheduled release date. The legislation requires continual reviews of each offender at six or twelve month intervals to assess offender progress in treatment and determine the threat posed by his or her release. Freedom is only obtained when a judge is convinced that the sex offender has been rehabilitated and no longer poses a threat to the community. Under this project, the Office of the Attorney General has dedicated four Assistant Attorneys General to pursue these civil commitments of unrehabilitated pedophiles and sex offenders across the state.

Internet Criminal Activity Unit

The Internet Criminal Activity project is staffed by Assistant Attorneys General who act as the coordinators of investigations into the distribution of child pornography and other internet crimes against children.

Unsolved Homicide Initiative

A new project addressing unsolved homicides in Cook County is currently under development. Funding dedicated prosecution resources, the Unsolved Homicide Initiative is a cooperative program operated by the Office of the Cook County State's Attorney, supporting the investigative components staffed by the Office of the Cook County Sheriff and the Chicago Police Department.

Program Goals, Objectives, Activities and Performance Measures:

Sexually Violent Persons Commitment Program

- Goal 1: Increase community safety throughout Illinois by preventing unrehabilitated convicted pedophiles and sex offenders from striking again.
- Objective 1: Use highly skilled Assistant Attorneys General as chief prosecutors in all hearings, trials, and related legal matters in all cases brought pursuant to the Sexually Violent Persons Commitment Act.
- Objective 2: Prevent the recidivism of dangerous pedophiles and sex offenders currently in Department of Correction by litigating a minimum of 75 cases to commit them to extended treatment and incarceration or conditional community release.
- Objective 3: Encourage habitual sexual offenders to successfully complete Department of Corrections' treatment programs before reentering society.
- Objective 4: Provide Act-related technical assistance to a minimum of 25 state's attorneys throughout Illinois and host an annual training seminar to inform and update state's attorneys on specific legislation and subsequent developments.

Activities:

1. Monitor information from the Illinois Department of Corrections on sex offenders nearing the completion of their prison terms.
2. File civil commitments for offenders who pose community safety risks.
3. Perform ongoing casework including appearances at periodic review hearings and appeals of commitment proceedings.

Performance Measures:

1. Number of offenders screened by unit staff.
2. Number of petitions filed.
3. Number of commitments obtained.
4. Number of offenders participating in treatment while serving their sentences in the Department of Corrections.
5. Number of assistant state's attorneys receiving Act-related technical assistance from unit staff.

Internet Criminal Activity Unit

Goal: Reduce specific crimes through coordinated and properly staffed response.

- Objective 1: Conduct three training sessions.
- Objective 2: Complete at least 15 seizures of child pornography.
- Objective 3: Open at least 50 investigations.

Activities:

1. Coordinate the activities of 17 partner agencies across the state.
2. Monitor Internet activity.
3. Work to build and prosecute legally sound cases against pornographers .and those that lure children on the Internet.

Performance Measures:

1. Number of investigations initiated.

2. Number of prosecutions initiated.
3. Number of convictions.
4. Number of training sessions conducted.
5. Number of Task Force meetings held.
6. Number of seizures of child pornography.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by both projects. In addition, Authority staff members make annual site visits to each project.

Priority 5. Support research that identifies “what works” in drug treatment and the prevention of drug use and violent crime, and develop new information about drug use and violent crime and their consequences.

Name of State: Illinois

Program Title: Drug and Violent Crime Control Strategy Impact Program

Authorized Purpose Area: 501(b)(19)

Problem Statement:

Drug and violent crime continue to be top criminal justice and public policy concerns. In order to make the best use of limited resources, decision makers need to have as clear a picture as possible of the drug and violent crime problem and the results of evaluation of programs that address this problem.

Program Description:

This program is designed to enhance the quality and availability of drug and violent crime related data, as well as expand research and evaluation in Illinois. It supports a central clearinghouse function for drug and violent crime related data and information, funds formal evaluations of drug and violent crime control efforts, and initiates other research in support of Illinois' criminal justice planning and program development.

The evaluation component of the program supports process and impact evaluations of drug and violent crime control projects in Illinois. Most of the evaluations are sub-contracted to universities or private research firms. Program staff identifies projects to be evaluated, develops requests for proposals, manages a review process, negotiates sub-contracts, and monitors the evaluation activities of the research team. Staff members also coordinate and facilitate advisory boards to assist in the progress of the evaluation and act as a liaison between the programs under evaluation and the evaluation team. Program staff works to ensure that evaluation findings are relevant and have utility for policy makers. Staff also performs internal evaluations and undertakes various research studies.

Program Goals, Objectives, Activities and Performance Measures:

Goal: The goal of the program is to improve the effectiveness of drug and violent crime control efforts in Illinois by providing policy and decision makers with better information on the nature and extent of the problem, as well as information about the types of programs or factors contributing to the success of crime control initiatives.

Objective 1: One objective is to enhance the Authority's capacity to identify, collect, analyze, and disseminate statistical information on the nature and extent of the drug and violent crime problem, as well as the criminal justice system's response to it.

Objective 2: The second objective is to assess the impact Illinois' statewide drug and violent crime control strategy has had by evaluating the implementation and effectiveness of drug and violent crime control projects.

Activities:

1. Work with criminal justice and social service agencies to develop, collect, and automate drug and violent crime data on an on-going basis.
2. Provide reports and *On Good Authority* summaries on criminal justice research and evaluations both in hard copy and on the Authority web site.
3. Perform analyses that support program and policy development.

4. Write research reports based on such analyses and deliver presentations in Illinois and nationally.
5. Respond to requests for information from policy makers, criminal justice officials, academics, and the general public.

Performance Measures:

1. Number of substantive requests for data, analyses, and general information.
2. Number of published reports on drug and violent crime.
3. Number of published articles on drug and violent crime.
4. Number of On Good Authority briefs published summarizing formal program evaluations and other research.
5. Number of formal presentations.
6. Number of consultations on drug and violent crime-related research projects in Illinois.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month

Priority 6. Support programs that promote the efficiency and effectiveness of the criminal justice system.

Name of State: Illinois

Program Title: Specialized Training

Authorized Purpose Area: 501(b)(7)(A)

Problem Statement:

Probation caseloads in Illinois have grown rapidly over the past five years and more high-risk offenders are being supervised in the community, among them seriously violent youth, sex offenders, and batterers. Provision of specialized treatment for and supervision of these offender populations has become necessary in jurisdictions of all sizes. Only a small group of probation officers across the state have the necessary training to adequately supervise these special populations and probation managers must adapt rapidly to the changing demands of their caseloads.

Similarly, local law enforcement officers must deal with increasingly complex cases that demand new skills. Prosecutors must also rapidly adapt to changes in legislation and forensic science that affect the progress of the most serious violent crimes, yet most state's attorney's offices lack the resources to provide this training.

Program Description:

Statewide Probation Training

Inadequate resources at both the state and circuit level have resulted in major gaps and inconsistencies in the training of probation and court services personnel across the state. Through the Statewide Probation Training project, the Administrative Office of the Illinois Courts developed a series of training sessions geared to fill these gaps. The project strategy proposed a balance of basic skills programs particularly focused on detention personnel and newer probation officers with specialized training addressing the special needs of increasingly complex probation caseloads.

Law Enforcement Training

Effective and non-threatening communication is becoming an increasingly important skill for local law enforcement officers when dealing with victims of violent crime. Through this project, the Illinois Law Enforcement Training and Standards Board developed a Communications Advisory Committee to guide the development of communications training for local law enforcement officers. This committee works to identify the most critical communications training needs of local officers and guides the development of training programs designed to meet these needs.

Statewide Criminal Justice Training

A new project under development will establish a statewide training institute for prosecutors and law enforcement, forging closer cooperation and enhancing the skills of these two system components. Funded through the Office of the State's Attorney's Appellate Prosecutor, this project is planned as a cooperative initiative between state and local prosecutors.

Probation Training and Technical Assistance

Also under development is the design of a statewide plan to enhance the management, assessment and planning skills of probation departments. Funded through the Administrative Office of the Illinois Courts,

this project will build data management capabilities statewide while working intensively with selected departments to develop their abilities to adapt to changing probation caseloads.

Program Goals, Objectives, Activities and Performance Measures:

Statewide Probation Training

- Goal: Provide probation personnel with the specialized skills necessary to maximize the effectiveness and efficiency of system activities.
- Objective 1: To provide quality regional training opportunities for probation administrators, managers, supervisors and officers on the principles of Balanced and Restorative Justice.
- Objective 2: To provide 25% of the state's probation and detention work force with training in priority areas such as workplace safety, supervision of special populations, and substance abuse treatment.

Activities:

1. Prioritize statewide training needs.
2. Identify trainers.
3. Conduct training sessions.
4. Assess effectiveness of training.

Performance Measures:

1. Number of sessions conducted.
2. Number of training participants.
3. Ratings of training sessions gathered through participant evaluation.
4. Production and distribution of quality training materials tailored for each session.

Law Enforcement Training

- Goal: Provide law enforcement personnel with the specialized skills necessary to maximize the effectiveness and efficiency of system activities.
- Objective 1: Form a statewide Communications Advisory Group.
- Objective 2: Develop and implement a law enforcement communications training curriculum.
- Objective 3: Conduct statewide train-the-trainer sessions.

Activities:

1. Prioritize specialized training needs.
2. Identify trainers.
3. Conduct training sessions.
4. Assess effectiveness of training.

Performance Measures

1. Number of sessions conducted.
2. Number of training participants.
3. Ratings of training sessions gathered through participant evaluation.
4. Production and distribution of quality training materials tailored for each session.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by each of the projects. In addition, Authority staff members make annual site visits to each project and observe training sessions.

Name of State: Illinois

Program Title: Specialized Defense Initiatives

Authorized Purpose Area: 501(b)(10)

Problem Statement:

As the resources available to law enforcement and prosecutorial agencies continue to grow, resources for defense have failed to keep pace. In addition, legislators continue to enact new laws that increase sentence lengths, raising the stakes for indigent defendants and producing more trials. Taken together, these two factors have created serious delays in the prosecution and appeal of indigent defendants' cases, resulting in appreciably longer pre-trial incarceration and delays in the consideration of appeals.

Program Description:

Cook County Violent Crime Appeals

Through the Violent Crime Appeals project, the Office of the Cook County Public Defender is implementing a division-wide restructuring of case processing, including the development and implementation of a computer system to provide briefs, on-line legal research and case management.

Domestic Violence Defense

Sangamon County, in central Illinois, is one of the sites selected for Violence Against Women Act (VAWA) funding of the implementation of a Domestic Violence Protocol. This project completes this system-wide initiative by providing a part-time public defender serving the county's Domestic Violence Court.

Special Appeals Project

Fully one-third of the violent crime case appointments handled by the Office of the State Appellate Defender in State Fiscal Year 99 were sex crimes and crimes against family members. Developed as a companion grant to the Special Appeals project operated by the Office of the State's Attorney's Appellate Prosecutor, this program creates a unit of appellate defenders working exclusively on pending appeals of these crimes.

Program Goals, Objectives, Activities and Performance Measures:

Goal: The common goal of these three projects is to enhance the quality and effectiveness of representation of indigent defendants in Illinois.

Cook County Violent Crime Appeals

Objective 1: Reduce the time from case assignment to disposition.

Objective 2: Reduce pre-trial jail or prison time for indigent defendants.

Activities:

1. Select project consultants to assess system needs and work methods.
2. Develop a plan for the implementation of restructuring of these processes and acquisition of necessary tools.

Performance Measures:

1. Selection of project consultants.
2. Completion of an assessment.
3. Development of a restructuring implementation plan.

Domestic Violence Defense

Goal: Enhance the quality and effectiveness of representation of indigent domestic violence defendants in Sangamon County.

Objective 1: Reduce the time from case assignment to disposition.

Objective 2: Reduce number of court appearances for indigent defendants.

Activities:

1. Assign an assistant defender to staff the Domestic Violence Court call.
2. Assign appropriate administrative staff to support defense of these cases.

Performance Measures:

1. Number of cases by charge.
2. Case disposition time.
3. Number of court appearances by attorneys per disposition.
4. Number and type of case disposition.

Special Appeals Project

Objective 1: Avoid a backlog of appeals of convictions for sex crimes and crimes against family members by briefing 175 appeals per year.

Objective 2: Circulate copies of significant appellate briefs and development in the law regarding sex crimes and crimes against family members to Illinois public defenders.

Activities: 1. Prepare appellate briefs on violent crime cases before the due date.

Performance Measures:

1. Number of new cases received.
2. Number of cases not past the first due date.
3. Number of briefs filed.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by these projects. In addition, Authority staff members make annual site visits to each project.

Name of State: Illinois

Program Title: Specialized Defense Training

Authorized Purpose Area: 501(b)(10)

Problem Statement:

The majority of Illinois' 102 counties do not have a full-time public defender. Indigent defendants throughout most of the state are represented instead by part-time defenders who generally maintain private practices or by appointed counsel. While public defenders in Illinois are appointed counsel for 74% of the defendants charged with violent crime, many lack experience in violent crime defense. Even fewer have experience in the defense of capital offenses.

Program Description:

Statewide Public Defender Training

Under this project, the Office of the State Appellate Defender conducts violent crime seminars in each of the five appellate districts of the state. These seminars focus on developments in violent crime defense, with special emphasis on sentencing updates and the representation of juveniles. In addition, the project developed a two-day Death Penalty Defense Workshop, focusing on death penalty qualification and mock death penalty trials.

Program Goals, Objectives, Activities and Performance Measures:

Goal: Provide public defenders in all jurisdictions with the training and skills necessary to provide indigent defendants in Illinois with high quality, effective representation.

Statewide Public Defender Training

Objective 1: Conduct five regional violent crime defense seminar programs.

Objective 2: Conduct intensive "hands-on" death penalty trial defense training involving at least 40 public defenders from across the state.

Activities:

1. Assess regional training needs of public defenders.
2. Develop training program and select trainers.
3. Conduct annual death penalty seminar.
4. Assess training effectiveness.

Performance Measures:

1. Number of the sessions conducted.
2. Number of training participants.
3. Ratings of training sessions gathered through participant evaluation.
4. Production and distribution of quality training materials tailored for each session.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by both projects. In addition, Authority staff members conduct annual site visits and attend training sessions.

Name of State: Illinois
Program Title: Specialized Correctional Training
Authorized Purpose Area: 501(b)(11)

Problem Statement:

A sex offender released from prison returns to a world lacking the structure and supports to which he or she had become accustomed to for months or even years. It is important that adequate aftercare and resources are available to promote a successful transition. IDOC sex offender treatment staff, parole and community providers must work closely together to ensure continuity and consistency of services and supervision.

Program Description:

This program builds upon the training on interagency case management within IDOC and sex offender treatment programs and protocols by inviting community providers to join in and create an interagency, interdisciplinary framework for effective treatment, monitoring, and supervision of released sex offenders.

This work was initiated through a series of six weeklong training sessions with a maximum attendance of 60 participants per session. The training is designed for IDOC and community treatment providers treating sex offenders after their release from the IDOC. The project encourages collaborative, multidisciplinary networks between IDOC staff and community providers that support case coordination and compliance, and enhance resource materials and referral options for treating and managing sex offenders.

Program Goals, Objectives, Activities and Performance Measures:

- Goal: Promote public safety by providing comprehensive training on the treatment and management of sex offenders.
- Objective 1: Train IDOC staff and community providers on treatment approaches that hold sex offenders accountable for deviant behaviors, protect victims and reduce the risk of further victimization.
- Objective 2: Increase knowledge by providing training on sex offender monitoring and supervision, research, legal mandates, burnout and stress/safety management as well as relapse prevention models.
- Objective 3: Establish a training curriculum that parallels standards set by the Association for the Treatment of Sexual Abusers.
- Objective 4: Distribute a comprehensive directory of community-based providers treating sex offender populations.

Activities:

1. Assess regional training needs of professionals treating sex offenders.
2. Develop training program and select trainers.
3. Conduct training seminar.
4. Assess training effectiveness.

Performance Measures:

1. Development of training curriculum and materials.
2. Number of training sessions provided across the state.
3. Number of treatment professionals completing training.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month. In addition, Authority staff members conduct annual site visits and attend training sessions.

Name of State: Illinois
Program Title: Information Systems
Authorized Purpose Area: 501(b)(15)(B)

Problem Statement:

Advances in computer technology have made available new systems for sharing criminal justice information to solve crimes and enhance public safety across jurisdictions. The rapid growth in the volume and changes in the format of this information, however, requires that any statewide system keep pace with these advances and local resources to access information.

Computer technology is also more commonly available to the public and is often involved in the commission of crimes. Computer files can be powerful evidence of criminal activity, but only if the evidence has not been corrupted. Few law enforcement agencies have the expertise necessary to cull computer evidence without its corruption.

Program Description:

Statewide Info Sharing

The steadily increasing volume of violent offenders, outdated methods of processing and developing inmate photos, security and safety risks associated with the use of chemicals, and the need to provide law enforcement and other criminal justice agencies with a recent photo of released offenders prompted the Illinois Department of Corrections (IDOC) to seek solutions that impact and benefit Illinois citizenry and the safety and security within the IDOC prisons.

Under the Statewide Info Sharing program, new technology has addressed each of these safety needs through the implementation of a high-tech photo identification. To produce the images, inmates are posed in front of video cameras. The identification technician makes a few keystrokes and the color monitor displays the photo and the badge before it is printed. The visual display allows the technician to further instruct or reposition the inmate prior to printing a photo. Once the photo is approved by the technician, the system prints a secure, full-color photo ID badge.

A local database server will be installed at each site as a local repository for the facility's photos. The image database will allow captured photos to be stored and retrieved for a variety of applications including re-issuance of a lost or damaged badge, badge tampering, expired badges, hostage situations, escapes, or writs. The database will hold the ten most current digital photos of a facility's inmate population. As inmates are transferred between IDOC facilities, the ten digital photos will also be transferred between the institutions' servers.

In addition, a centralized photo repository will be established and located in the IDOC's Information Services Unit. The master file will maintain a permanent copy of all inmate photos. Digital photos maintained in the central server repository will be easily accessible to outside law enforcement agencies. IDOC will electronically distribute the photo images in compliance with community notification mandates as connectivity with the ISP is established.

Computer Evidence Recovery

Through the Computer Evidence Recovery (CER) project, the Illinois State Police assist local jurisdictions in the preservation and investigation of computer evidence. Project staff coordinate with the seizing investigator to obtain needed case and warrant related information, and subsequently arrange for the secure transfer, backup, and review of the computer system/media. Based upon information provided by the case investigator, the CER unit reviews and searches the system and media for any program, data, image, or text

files – including erased and deleted files – which appear to be pertinent to the investigation or otherwise contain references to illegal activity. The information is then copied and forwarded to the case investigator. CER personnel are often requested to meet with state’s attorneys, or testify before grand juries regarding evidence identified on seized computers and computer related media.

New Information System Initiatives

Also in development are three projects to enhance criminal justice information, a Chicago Police Department Gang Intelligence project, an Illinois Department of Corrections Intelligence project, and implementation of I-PIMS, the Illinois Police Information Management System.

Local Law Enforcement Info Systems

Also under development is the designation of funds to augment local law enforcement information systems across the state. Selection criteria are currently being finalized.

Program Goals, Objectives, Activities and Performance Measures:

Statewide Info Sharing

Goal: Increase public safety by utilizing available technology to capture photo identification of inmates and transmit digitized mug shots to law enforcement and other criminal justice agencies.

Objective 1: Install digitized mug shot and identification badge technology at 23 adult correctional centers.

Objective 2: Establish inmate and employee digitized photo history repository at 23 adult correctional centers.

Objective 3: Reduce film-processing time by 80%.

Objective 4: Establish electronic transfer of digitized photo capability among Illinois.

Activities:

1. Purchase mug shot and ID technology for 23 centers.
2. Install systems at these centers.
3. Train corrections staff.

Performance Measures:

1. Number of digitized mug shot and identification badge technology sites installed and operational.

Computer Evidence Recovery:

Goal: Enable the Illinois State Police (ISP) to provide expertise in responding to requests by criminal justice agencies for child pornography-related computer evidence recovery services through the Computer Evidence Recovery project.

Objective 1: Assist in 20 computer evidence recovery cases.

Activities:

1. Work with local law enforcement to select cases for program.
2. Retrieve computer evidence.
3. Assist with prosecution of CER cases.

Performance Measures:

1. Number of CER related case assists.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by both projects. In addition, Authority staff members conduct annual site visits to each project.

Name of State: Illinois

Program Title: Criminal History Record Improvement

Authorized Purpose Area: 501(b)(15)(B)

Problem Statement:

Criminal histories and fingerprints are the foundation of the criminal justice system. It is this critical information that can link offenders to crimes, affect sentencing and even clear a defendant of a false charge. The accuracy of this information is perhaps the most critical information need of the entire system. But as this system covers the whole state and encompasses many users, a large number of records are missing or inaccurate.

Program Description:

The audit project examines criminal records to track systematic errors and omissions and develops strategies for corrective action. Other projects to compliment this project will be developed following the Planning Summit meeting in June 2000.

Program Goals, Objectives, Activities and Performance Measures:

The overriding goal of the program is to improve the accuracy, timeliness, and completeness of CHRI data maintained in the state repository.

Objective 1: Assess the accuracy and completeness of the CCH system, to provide a comprehensive guide to deficiencies in the system, and to help monitor progress as improvements are made.

Activities: A third CCH audit which examines the Cook County records was to be conducted.

Performance Measures:

1. Completion of the third Cook County CCH audit.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month by both projects. In addition, Authority staff members make annual site visits to each project.

Name of State: Illinois
Program Title: Prosecution Initiatives
Authorized Purpose Area: 501(b)(20)

Problem Statement:

The record number of arrests across Illinois has led to serious jail overcrowding as more pretrial detainees await their day in court. Similarly, more intensive supervision of high-risk violent offenders has led to an increase in the number of probation requests for Petitions to Revoke Probation. Growth in these two areas has placed an increased strain on the workload of local prosecutors.

Program Description:

The Accelerated Dispositions projects in Champaign and McLean counties focus on the development of systems to move offenders who were not likely to receive jail sentences out of the county jail more quickly. Targeted offenders fell into two categories, those likely to receive a community-based sentence such as probation but who are unable to make bond while awaiting trial, and those who have violated probation and are likely to be sentenced to the Department of Corrections for the violation.

Through this project, offenders in the first group are identified through screenings of jail detainees within five days of arraignment. For those who choose to negotiate a plea agreement and receive an accelerated disposition of their case, discovery is established within 10 days of arraignment and the case disposed. Similarly, by dedicating the time of one prosecutor to handling all Petitions to Revoke Probation, the State's Attorney's office is able to respond more quickly to violations of probation and move violators out of the county jail and into the Department of Corrections more quickly.

Program Goals, Objectives, Activities and Performance Measures:

- Goal:** Reduce jail overcrowding by expediting the cases of offenders unlikely to receive jail time as a sentence.
- Objective 1:** Develop a protocol to identify cases for accelerated disposition within five days of arraignment.
- Objective 2:** Establish discovery for identified cases within 10 days of arraignment.
- Objective 3:** Take action on Petitions to Revoke Probation within two weeks of the filing of probation violation reports.

Activities:

1. Develop program protocol with jail personnel to identify non-violent offenders in custody.
2. Develop protocol with probation personnel to identify violent offenders who have violated terms of probation.
3. Expedite plea agreements for non-violent offenders.
4. Expedite processing of petitions to Revoke Probation for violent offenders who have violated probation.

Performance Measures:

1. Number of cases disposed of through the program.
2. Reduction in average jail days per pre-trial detainee.
3. Number of days between violation of probation and action on the Petition to Revoke Probation.

SAA Reporting, Monitoring and Evaluation Methods:

Both data and fiscal reports reflecting program activity are submitted each month. In addition, Authority staff members make annual site visits.

Priority 7. Support programs statewide that target prevention and early intervention for juveniles, with particular emphasis on the principles of balanced and restorative justice.

Name of State: Illinois

Program Title: Juvenile Probation Programs

Authorized Purpose Area: 501(b)(20)

Problem Statement:

In January 1998, the State of Illinois enacted the Juvenile Justice Reform Act, refashioning the state's juvenile justice system to incorporate the principles of balanced and restorative justice. This legislation places increased emphasis on improved tracking of juvenile offenses to provide quicker, more responsive involvement by the juvenile justice system. While the impact of the legislation has yet to be felt, current data indicates the need for initiatives that demonstrate the risks of drug involvement to prevent future drug crime, and respond to juveniles in the system.

Program Description:

To be determined.

Program Goals, Objectives, Activities and Performance Measures:

To be determined.

SAA Reporting, Monitoring and Evaluation Methods:

To be determined.

V. EVALUATION PLAN

Since the inception of the first statewide drug law enforcement strategy in 1986, Illinois has adopted a multi-faceted approach to the drug and violent crime problem. Following the lead of the National Drug Control Strategy, Illinois has sought to reduce both the supply and demand for illicit drugs. Thus, efforts focus on enforcement of existing laws, treatment of those who use drugs and education of both users and non-users to alert them to the hazards of drug use and promote positive alternatives to drugs.

One thing that is important to keep in mind when considering the impact of Authority-funded projects is their scope relative to the overall expenditures for the Illinois justice system. Federally funded projects generally account for a relatively small portion of the total effort, and distinguishing the effect of that federal funding from all other types is impossible at a state or regional level. Equally difficult is the task of filtering out the myriad factors that affect drug abuse and crime, many of which are totally outside the control of the justice system. Economic, societal and other factors are all part of the drug abuse and crime equation, and controlling for these factors is difficult.

To ensure that the state's need for information on the impact and effectiveness of drug and violent crime control efforts is met, an extensive evaluation component is being undertaken. In addition to routine monitoring of activities, which at a minimum included site visits and the collection and analysis of monthly data for all funded projects, many formal assessment and evaluation activities are being carried out. For example, the Authority staff has maintained a database on the activity of all 21 MEG and task force units and eight multi-jurisdictional drug prosecution projects since October 1990. This database is analyzed and reports are generated on a regular basis to support activities such as monitoring visits and development of the Statewide Strategy. This information and the results of these Authority-funded evaluations will be an integral part of the Summit planning process to be initiated in 2000.

Illinois' most challenging evaluation work, however, can be found in the multiple impact evaluation studies which are being undertaken. These studies are designed to systematically assess the implementation and impact of selected projects. A limited number of these evaluation studies are being conducted internally by Authority staff. Most are conducted externally under subcontract and are closely monitored by Authority staff.

The purpose of evaluation is to provide feedback to decision-makers about project operations and effectiveness so that their decisions can be as fully informed as possible. To be useful, evaluations must meet the information needs of decision-makers. Thus, it is important for those information needs to be clearly identified and prioritized, so that appropriate research questions can be framed and the technical requirements and resources needed to answer them can be properly identified and allocated.

Evaluation involves asking questions about projects or programs (or a constellation of programs that make up a state strategy), acquiring information, and analyzing that information. No single approach to answering evaluation questions, however, is best suited to all purposes and all projects. The most appropriate evaluation approach will depend upon many factors, including the types of questions posed, the nature of the project and the level of resources that can be devoted to getting the answer.

Before trying to determine which kind of evaluation approach best suits both the needs of the people with a stake in the project and the nature of the project itself, a threshold decision must be made regarding whether to formally evaluate a project at all. Although a number of different projects may be suitable for evaluation, it is difficult, if not impossible, to evaluate them all. Rather than attempting to do so, priorities must be established and resources focused so that they provide the most useful information possible.

The Authority has seven full-time specialists on staff who are dedicated specifically to evaluation research and management. These evaluation research specialists collaborate with decision-makers on an ongoing

basis to identify and prioritize information needs. They frame research questions and identify the resources needed to answer them. And they design and develop evaluation studies and work to see that they are carried out either internally or externally through subcontracts.

Evaluation final reports are published and made available to program staff and the general public. Summaries of the full reports are developed into *On Good Authority* briefs. These four-page briefs are available on the Authority's website (www.icjia.state.il.us) and are mailed to over 3,000 criminal justice agencies, legislators, practitioners and researchers.

Internal Evaluation Segment

The internal segment of the evaluation component involves project assessments carried out by Authority staff. For these "internal" evaluations, Authority staff develop the research design and conduct the work in its entirety. In deciding which projects will be evaluated, the following criteria are used:

- ◆ The need for individual project (as opposed to a constellation of projects) evaluation because the project is demonstrative and/or under consideration for funding by a state or local entity;
- ◆ The technical requirements and resources necessary to answer the research question(s) can be capably provided by the Authority; and
- ◆ The evaluation findings will contribute to an understanding of the impact of the statewide drug control strategy.

External (Subcontract) Evaluation Segment

Recognizing that the complexities of a comprehensive evaluation initiative extend beyond the capabilities of Authority staff alone, a highly collaborative external segment of the evaluation component is also being conducted. The Authority staff play a very active role in developing and administering these subcontracted evaluations. For example, the staff:

- ◆ Identifies the specific projects that are to be evaluated;
- ◆ Frames and prioritizes research questions and determines the technical requirements and resources necessary to answer them;
- ◆ Develops and issues solicitations (Requests for Proposals) for the evaluation research;
- ◆ Oversees the proposal submission and peer review processes; and
- ◆ Monitors the progress of the evaluation research.

In deciding which projects are to be evaluated, the following questions are considered:

- ◆ How central is the project to the state's strategy and what contribution will the evaluation finding make toward assessing the impact of the strategy?
- ◆ Are the project's objectives such that progress toward meeting them is difficult to estimate accurately with existing monitoring procedures?
- ◆ How much knowledge exists about the effectiveness of the type of project being supported?

The following is a summary of the Authority funded or administered evaluation activities:

Internal Evaluations

Evaluation of the Cook County Community Supervision and Intervention Services

Research and Analysis staff are working with the Cook County Sheriff's Department to analyze recidivism among pretrial releasees in Cook County, focusing on a sample from the Sheriff's Day Reporting Center. A 1992 Authority study documented high rates of rearrest among pretrial releasees, particularly those released on "Jail I-Bonds." The current study was designed to evaluate the long-term impact of the Day Reporting Center on pretrial outcomes. The study was completed in December 1999 and is currently under review.

Evaluation of the Henry/Mercer County Drug Task Force

Evaluators from the Authority are currently assessing the Henry/Mercer County Drug Task Force that operated in Illinois until late 1996. The analysis will address drug activity and trends in Henry and Mercer counties during and after task force operations. The analysis will seek to determine what effect, if any, the task force had in this region. In addition to drug and seizure data, the evaluation will include qualitative information from interviews and surveys. A final report is expected in mid-2000.

Metropolitan Enforcement Group and Police Department Target Research Project

Pursuant to a grant from the U.S. Department of Justice, National Institute of Justice, the Research and Analysis Unit and Loyola University Chicago recently began a two-year study of Metropolitan Enforcement Group (MEG) and Drug Task Force (Task Force) targets compared to local police department investigatory targets. The project will involve various quantitative analyses of program data submitted to the Authority's Federal and State Grants Unit, program observations, case files, surveys and interviews. The study will be completed by the end of December 2000.

Custodial Transportation of Fugitives in Illinois

At the request of the LEADS Advisory Policy Board, Research and Analysis staff are analyzing law enforcement and court data sets to identify the under-reporting of warrants into the LEADS network. Staff will prepare recommendations to the Board regarding improvements for transporting fugitives for intra-state extradition.

Study of Criminal Justice Fines and Funds

As the result of interest expressed by the Authority at one of its quarterly meetings, Research and Analysis staff began an in-depth study of statutes authorizing the imposition of criminal fines and the many special funds into which these assessments are paid. In addition to documenting relevant statutes, fines, and funds, staff is also analyzing trends in the payment and disbursement of these funds. A preliminary report was provided to the Authority in December 1998. A final report will be available in mid-2000.

Evaluation of the Illinois State Police Gang Crime Witness Protection Program

The Illinois State Police Gang Crime Witness Protection Program began in 1996 as a result of the Gang Crime Witness Protection Act. The legislation created a state-funded witness protection pilot program, designed to assist victims and witnesses who are actively aiding in the prosecution of perpetrators of gang crime. The Authority conducted a 16-month implementation evaluation of the program, documenting the planning stage, goal setting, staff selection, and required resources. The

evaluation found that during the program's period of operation it was underutilized due to a lack of inter- and intra-office communication about the program. The final report is available.

External Evaluation Projects

Evaluation of the Homicide and Violent Crime Strike Force

Evaluation of the Homicide Strike Task Force

The Homicide and Violent Crime Strike Force that operated in Madison and St. Clair counties focused on reducing the backlog of homicide cases by assisting local investigators and providing prosecutorial assistance. The process and impact evaluation of the Homicide and Violent Crime Strike Force focused on the design, implementation and evolution of the project, as well as its impact on the number of cases cleared, improvements in the quality of investigation, and the project effectiveness in reducing backlog. Measurement instruments included interviews with policy makers, community and staff, field studies of project offices, report reviews, and case files and data to track the movement of cases through the criminal justice system.

The complete evaluation, conducted by the University of Illinois at Springfield, provides an overall assessment of the project and identifies features of the Strike Force that may serve as models or be incorporated into similar projects in other jurisdictions. The evaluation also presents recommendations for future development and expansion. The final report and *On Good Authority* article are available.

Needs Assessment Survey of Criminal Justice Agencies in Illinois

The Institute for Law and Justice conducted a Needs Assessment Survey of Illinois Criminal Justice Agencies to determine the needs and problems facing local criminal justice agencies. Separate surveys were developed for probation departments, jail administrators, state's attorneys, public defenders, judges and law enforcement agencies. The project provided an opportunity to obtain the viewpoints of a large number of criminal justice practitioners on a wide variety of topics. The final report is available.

Evaluation of the Sheriff's Work Alternative Projects in Adams and Madison Evaluation of the Sheriff's Work Alternative Programs in Adams and Madison Counties

The University of Illinois at Springfield conducted a six-month process and impact evaluation of the Sheriff's Work Alternative Projects (SWAP) in two Illinois counties. Both SWAP projects were designed to free up space within the county jails, and provide an alternative sentencing tool for judges. The evaluation examined the counties as separate projects by examining the operational mechanisms developed for the projects, the offender populations, and community reactions to the projects. The impact portion examined the effect the projects have had on both recidivism and daily jail populations. Separate final reports were released along with a single *On Good Authority* article in 1998.

Evaluation of the Pretrial and Drug Intervention Projects in Macon and Peoria Evaluation of the Pretrial and Drug Intervention Programs in Macon and Peoria Counties

Evaluators from the University of Illinois at Springfield, conducted a 24-month evaluation of the pretrial and drug intervention projects operating in Macon and Peoria counties. Between the two counties, five separate projects were examined including: 1) Pretrial services projects similarly operated in both counties; 2) a Day Reporting Center in Macon County; 3) an Adult Drug Offender Deferred Prosecution Project operated by the Macon County State's Attorney; and 4) an Intensive Drug Intervention Project in Peoria County. While all five projects seek to reduce county

jail overcrowding, four of the projects were implemented with the specific goal of reducing the number of pretrial defendants housed within the county jail. The projects were evaluated as five unique initiatives, with possible comparisons between the two pretrial services projects. The process and impact evaluation report along with an *On Good Authority* article were released in 1998.

Evaluation of Illinois' Cash Transaction Reporting Units and the Drug Conspiracy Task Force

The University of Illinois at Springfield conducted an evaluation to assess the implementation and impact of the Illinois Attorney General's and Illinois State Police's Cash Transaction Reporting Unit (CTRU) and Drug Conspiracy Task Force (DCTF). The CTRU and DCTF were formed in 1992 as cooperative law enforcement and prosecutorial initiatives. The CTRU is designed to collect, store and analyze cash transaction data for the purpose of identifying, investigating and aiding in the prosecution of persons involved in money laundering as it relates to drug trafficking. The DCTF is designed to identify, investigate, apprehend and prosecute drug traffickers operating in multiple counties. The responsibilities of the Illinois State Police and Attorney General components of the CTRU include: functioning as a repository for data regarding cash transactions in excess of \$10,000 and violations of the Illinois Currency Reporting Act; investigating, preparing and prosecuting money laundering cases; and assisting local agencies in the prosecution of possible money laundering cases. The DCTF allows for the investigation and prosecution of multi-jurisdictional cases by state agencies rather than federal agencies, which in many circumstances did not have the resources available to pursue these investigations. A final report and *On Good Authority* article were released in 1998.

A Time Study of Juvenile Probation Services in Illinois

Evaluators from Southern Illinois University at Carbondale, in cooperation with the Administrative Office of the Illinois Courts (AOIC), conducted a study which examined the amount of time probation officers expend to supervise juvenile probationers, and to conduct intakes and social investigations. A secondary focus of the study was to provide details on the nature of activities that take place during the performance of the probation officer's duties. Findings from the study indicate that the majority of the probation officers' time is spent on supervision activities, followed by paperwork or correspondence. The final report was released in July 1998.

Study of Illinois' Probationers

In order to develop a more comprehensive understanding of the impact drug and violent offenders have had on Illinois' probation caseloads in Illinois, the Authority awarded a contract to Loyola University of Chicago and Illinois State University to analyze probation intake data collected in 1990 and 1995 from all Illinois county probation departments. In addition to examining the changes that have occurred over the five year period, the study also explores differences between adult and juvenile offenders with respect to their prior involvement in the justice system, needs for substance abuse treatment, relationship to victims, and court-processing activities. The final report is available.

Results of the 1997 Illinois Adult Probation Outcome Survey

The Administrative Office of the Illinois Courts (AOIC) collected detailed case-level data of probationer characteristics from probation offices across the state in November and December 1997. Staff from the Illinois Criminal Justice Information Authority analyzed the data to provide a picture of probationers and the outcomes of their probation terms. The final report, released in December 1998, provides information on the offenders most likely to be re-arrested and the types

of conditions attached to an order of probation. The report also indicates that the majority of adult probationers successfully complete their sentences. The final report and an *On Good Authority* article are available.

Evaluation of the Violent Offender Prosecution Projects

The Violent Offender Prosecution Projects provide assistance to law enforcement and prosecutorial agencies and offer to improve investigations and enhance the quality of violent crime prosecutions in Kankakee, Sangamon and Winnebago counties. The process and impact evaluation of these projects focused on qualitative and quantitative analytical techniques, as well as on-site appraisals of the projects by a multi-disciplinary team of evaluators. The objective of the evaluation was to assess the projects' implementation relative to their pre-operational expectations, as well as guide the refinement of the projects during their evolution. In addition, the evaluation findings will assist in the design and implementation of similar undertakings in other jurisdictions.

Evaluators from the Jefferson Institute for Justice Studies collected and analyzed quantitative case-level data to examine the project's implementation and impact, as well as surveys and interviews with key stakeholders and staff. A three-year trend analysis was made of demographic and crime data to identify any shifts that might confound the results of the project. The evaluation found that dedicated prosecution projects improve the quality of investigations and result in higher conviction rates. The final evaluation report and *On Good Authority* article are available.

Evaluation of the Madison County Drug Court

Evaluators from the Lighthouse Institute, Chestnut Health Systems and Illinois State University conducted a process and impact evaluation of the Madison County Assessment and Treatment Alternative Court (Drug Court). The project is designed to identify drug offenders immediately following arrest and divert them into a program that includes an assessment for substance abuse, a public health screening, a one year outpatient treatment program, urinalysis, and the use of intermediate sanctions. The drug court initiative involves the local judiciary, probation and court services, the state's attorney, the public defender, treatment providers, and other public health agencies. The evaluation examined the implementation of the project and its effectiveness in reducing recidivism among the project's participants. A key feature of the evaluation design is the use of standard quarterly data reports and feedback meetings with project stakeholders. The evaluation found that participation in the drug court resulted in lower recidivism and decreased drug use, particularly for drug court graduates. The evaluation report and *On Good Authority* article are available.

A Study of the Drug Use Forecasting Gun Addendum for Chicago Adult Male

Arrestees

Data from the Chicago gun addendum attached to the national Drug Use Forecasting (DUF) study, now referred to as Arrestee Drug Abuse Monitoring (ADAM), were analyzed by Treatment Alternatives for Safe Communities (TASC), Inc. The DUF study surveyed arrestees in 24 cities across the country for recent and past drug use. The gun addendum sought additional information obtained from these arrestees regarding the use and prevalence of illegal firearms. The self-reported data indicates that fewer than half of respondents have owned a gun but more than half believe that there are "lots of guns available" in their neighborhoods. The full report and *On Good Authority* article are available.

Evaluation of the Chicago Gang Violence Reduction Project
Evaluation of the Chicago Gang Violence Reduction Program: Years 2 and 3

The University of Chicago is conducting a process and impact evaluation of the multi-agency Chicago Gang Violence Reduction Project. The goal of the project is to reduce the level of gang-related violence in specific areas of Chicago through intensive supervision, information sharing, and the provision of social services. The Chicago Police Department, the Cook County Probation Department, the University of Chicago, and various community organizations are involved in the project. When completed, the evaluation will document both the implementation process and the project impact on gang member activities.

Findings have shown that, relative to the control neighborhoods, the level of serious gang-related violence has improved since the project began. The project ceased operation in July 1997 and the final component of the evaluation has been modeled to provide an informed basis for project replication, improvement, and elaboration of the project approach. A published report and *On Good Authority* article on the Executive Summary are available.

Evaluation of the Illinois Department of Corrections' Gang-Free Environment Project

Evaluators from the University of Illinois Springfield conducted a five month implementation and preliminary impact evaluation of the gang-free environment at Taylorville Correctional Center. The project is designed to provide a facility that is free of gang activity to house inmates with no gang affiliation. Programming at the facility includes a Lifestyle Redirection curriculum. The curriculum addresses issues of self esteem, victim issues, setting personal boundaries, social roles, anger, violence, relationships, and wellness. The evaluation documents the implementation process and provides information on the impact of the project on the offender population. The full report and an *On Good Authority* article are available.

Cook County Juvenile Sheriff's Work Alternative Project (JSWAP)

The National Council on Crime and Delinquency has conducted a 24-month evaluation to assess the implementation and impact of the Juvenile Sheriff's Work Alternative Project (JSWAP) in Cook County. The project was designed by the Cook County Sheriff's Department of Community Supervision and Intervention to create a sentencing alternative for juvenile court judges to relieve crowding at the Juvenile Temporary Detention Center and as a means for juvenile offenders to repay their debt through public service. Evaluators found that the project was able to resolve a number of implementation issues and did have an impact, in conjunction with other diversion programs, on the population level of the detention center. The final report and *On Good Authority* article were released in mid-1999.

Evaluation of the Domestic Violence Probation Project in Champaign County

This one-year evaluation addresses the implementation and preliminary impact of the Domestic Violence Probation Project in Illinois' Champaign County. The project provides specialized supervision and treatment for domestic violence offenders.

Evaluators from the University of Illinois Springfield assessed the development and evolution of the project, as well as the project's impact on targeted probationers, their victims, and the criminal justice system. The evaluation provides an overall assessment of the project as a viable post-disposition alternative for domestic violence offenders. The final report and *On Good Authority* article will be released in early 2000.

Evaluation of Juvenile Day Reporting Centers

This one-year evaluation addresses the implementation and preliminary impact of juvenile day reporting probation projects in Illinois' Christian, Peoria, and Winnebago Counties. The projects provide specialized supervision and services for juvenile offenders. The evaluation examines the design and evolution of the projects, as well as the impact of the centers on juvenile participants, their families, the juvenile justice system, and treatment and service providers.

Evaluators from the University of Illinois Springfield also provide an overall assessment of each project as a viable post-disposition alternative for juvenile offenders. The final report and *On Good Authority* article are due for release in early 2000.

Evaluation of Sex Offender Probation Projects

This one-year evaluation, conducted by evaluators from Loyola University Chicago and the University of Illinois Springfield, addresses the implementation and preliminary impact of Sex Offender Probation Projects in six Illinois counties. These projects provide intensive supervision and treatment for sex offenders on probation. The evaluation examines the design and evolution of the projects, as well as a preliminary assessment of project impact on the target population.

The evaluation also provides an overall assessment of each project as a viable post-disposition alternative for sex offenders. Particular attention was paid to offender selection criteria, levels of supervision and surveillance, treatment assignment, and

communication between officers and treatment providers. A follow-up impact study is planned for 2000. A final report and *On Good Authority* are to be published in early 2000.

Evaluation of the Kankakee Metropolitan Enforcement Group

This five-month evaluation addressed the implementation and preliminary impact of the Kankakee Metropolitan Enforcement Group (K-MEG). The K-MEG unit focuses on multi-jurisdictional drug enforcement activities in cooperation with a variety of law enforcement agencies. Recently, the unit has adopted a community policing approach to its efforts.

Evaluators from Justice Research Associates, Inc. assessed the development and evolution of the project, with emphasis on community problem solving in addition to traditional covert operations. A preliminary assessment of project impact was also developed to compare pre and post project measures of activity. The final report for this project was received in December 1998. The evaluation found that K-MEG's concentrated overt effort has gained support in the community and resulted in higher arrest rates for drug and firearm offenses. The full report and *On Good Authority* article on the initial phase of the evaluation are currently available. A follow-up study to further address project impact has been awarded and is scheduled to conclude in March 2000.

Evaluation of the Multi-Jurisdictional Drug Prosecution Projects and the Local Drug Prosecution Support Project.

This one-year evaluation, conducted by the Jefferson Institute for Justice Studies, addresses the implementation and preliminary impact of the Multi-Jurisdictional Drug Prosecution Projects and the Local Drug Prosecution Support Project. These projects provide specialized prosecution support for the statewide network of drug task forces and metropolitan enforcement groups. The evaluation assesses the development and evolution of these projects, as well as project impact on targeted drug cases.

The evaluation provides an overall assessment of the projects, with emphasis on case characteristics, outcomes of prosecutions, and asset seizure and forfeiture efforts. The final report and *On Good Authority* will be available in early 2000.

Violent Crime Task Force/Anti-Gang Violence Project in Kankakee County

The process and impact evaluation of the Violent Crime Task Force (also known as the Anti-Gang Violence Project) in Kankakee County assessed the county wide task force and its ability to reduce the backlog of unsolved violent crimes through investigative and prosecutorial support. The process evaluation methodology included site visits and observation of project activities, interviews with policy board members and

staff, and documentation of case activity and case studies. Impact measures focused on gang and crime data, case tracking, activity logs and comparative case information.

Evaluators from Justice Research Associates, Inc. have produced a comprehensive description of the project, its development, operation, and the degree to which its operation coincides with the proposed project. The evaluation examined reductions in the violent crime caseload and changes in the level of violent crime in the Kankakee area, and found that violent crime decreased during Task Force operations. The evaluation also incorporated a formative strategy that provided regular feedback regarding the results of on-going analysis as well as reflections from the evaluators' experiences in other jurisdictions. The final report and *On Good Authority* brief are currently available.

Illinois Department of Corrections Juvenile Sex Offender Treatment Unit

The University of Illinois at Springfield is assessing the implementation and impact of the IDOC's Juvenile Division Sex Offender Treatment Unit, operated under the Juvenile Special Supervision Units Program. The Sex Offender Treatment Project includes staff from the Illinois Department of Corrections' Youth Center-Harrisburg and the Cook County Juvenile Parole District. The overall goal of the Sex Offender Treatment Project is to preserve public safety by improving treatment outcomes for youth that have exhibited sex-offending behavior.

The special needs of juvenile sex offenders have become an increasing area of concern to the Division. The IDOC's primary goal is to provide effective programs and services that ensure positive treatment outcomes and divert youth from re-offending. The evaluation will review the development, structure and operational processes of the project and will also evaluate its impact on offender populations and a number of other individual, program, and system level dimensions. The results of the evaluation will provide documentation of the project, an identification of any elements that serve to enhance or limit its effectiveness, and an assessment of its impact. An interim report and *On Good Authority* article are currently available. A draft final report was received in 1999, and evaluators are currently supplementing the report with additional data. The final report is due in early 2000.

Cook County Adult Sex Offender Probation Project

Implemented in 1996, the Cook County Adult Sex Offender Probation project was the first specialized project of its kind in Illinois. It incorporates three major components: intensive supervision of offenders, including frequent field searches of the offender's home; group therapy treatment supplemented with individual counseling; and a partnership between probation officers and treatment providers that includes frequent communication and sharing relevant information on offenders.

The targeted offender group for the project includes those convicted of aggravated criminal sexual abuse or criminal sexual assault against a family member. The three-year process and impact evaluation will assess the implementation and administration of the project, project effectiveness and impact. Preliminary findings show that after a slow start, the project is fully operating and

beginning to accept cases at a more accelerated rate. Recommendations include the establishment of set standards for field searches, rejuvenating the role of the advisory committee, clarifying personnel duties and satisfying submission requirements for the project's grant. An interim report and *On Good Authority* article are currently available. A final report is expected in June 2000.

Chicago Alternative Policing Strategy (CAPS) Evaluation Chicago Alternative Policing Strategy (CAPS) Evaluation: Years 2 and 3

A consortium of Chicago area universities is conducting a process and impact evaluation of the Chicago Police Department's Chicago Alternative Policing Strategy (CAPS), one of the largest community policing initiatives in the country. The process component includes an examination of implementation, organization and training issues. Ongoing feedback provided by the research team to the police department is an important feature of the process evaluation. The impact component includes an examination of attitudes toward the project, police/community relations, and actual and perceived changes in crime.

Findings from the first two years of evaluation work suggest that the CAPS project in five prototype districts has had an impact on crime and the perceptions of public safety, and has improved police and community relations. Citywide expansion of the CAPS project was examined in the following years. Based upon the results of the fifth year of the evaluation, it was concluded that overall awareness of the project among community residents is fairly high, community beat meetings have been well attended in most parts of the city, issues raised at these beat meetings were being addressed, and residents involved in community organizations were more likely to participate in problem solving initiatives.

The final year of the evaluation will continue to examine citywide implementation and look at impact trends associated with the community policing project. The final year of the impact evaluation is scheduled to conclude in August 2000. Several evaluation reports along with a series of *On Good Authority* articles are available.

Evaluation of Domestic Violence Probation Projects

Implementation evaluations of six Illinois domestic violence probation projects are currently underway. The projects, operating in three northern Illinois counties (Kankakee, Lake and Winnebago) and three central Illinois counties (Tazewell, Sangamon, and Peoria) provide specialized supervision and treatment for domestic violence offenders.

Evaluators from Justice Research Associates, Inc. are conducting the evaluation for the northern counties, and evaluators from the University of Illinois at Springfield are conducting the evaluation for the central counties. The evaluations will provide an overall assessment of the projects, as well as a preliminary impact assessment on the projects' Targeted populations, domestic violence victims, and the criminal justice system. A final report is due September 2000.

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