

# The Compiler

Illinois Criminal Justice Information Authority

Fall 1991

## Inside

### Crime in the schools 4

How safe are Illinois' public high schools? Our survey of teachers and students provides some new answers.

### Offenders' perspectives 7

Another survey examines how prison inmates did in school and what they think about education.

### Correctional education 10

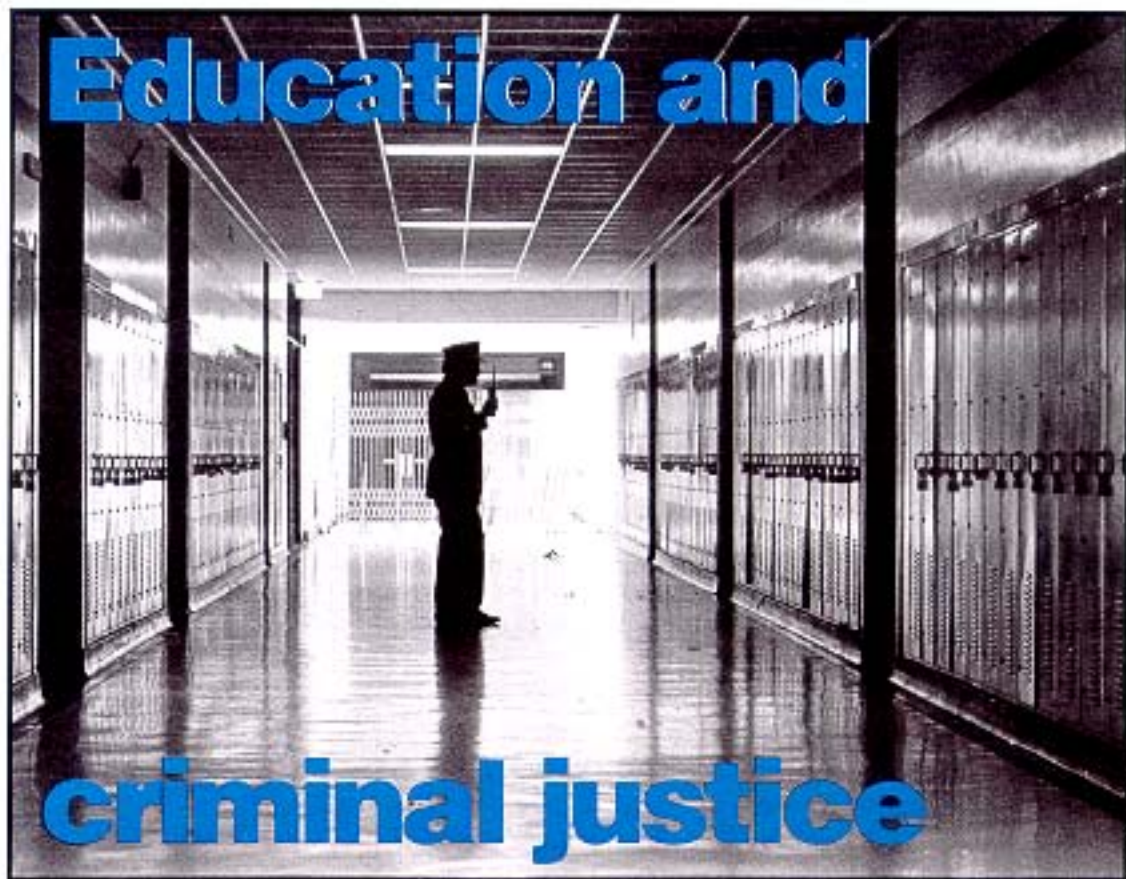
An overview of education in Illinois' correctional system.

### Changing the system 13

A panel of education experts has suggested changes for the educational system.

### Criminal justice data 15

*Trends and Issues'* annual summary of important criminal justice statistics.



Brian Stocker

In its 1991 edition of *Trends and Issues*, the Illinois Criminal Justice Information Authority focuses on the interrelationship between the educational and criminal justice systems in Illinois: how crime affects students and teachers in schools, and how failure in school increases the likelihood that a young person will turn to crime. This issue of *The Compiler* summarizes some of the study's major findings.



## Thirteen agencies sign on to ALERTS police network

Thirteen agencies have joined the Illinois Criminal Justice Information Authority's Area-wide Law Enforcement Radio Terminal System (ALERTS). Nine are in the Chicago area: the Dolton, Glenwood, Harvey, Round Lake Heights, Sunnyside, and Winnetka police departments; the Lake County Sheriff's Police Department; the Lake County Metropolitan Enforcement Group; and the Cook County State's Attorney's Office's Investigation Unit. Four are in the Springfield area: the Auburn, Riverton, and Rochester police departments; and the Capitol Airport Department of Public Safety. ALERTS, now in its third year, has 81 users in Illinois.

ALERTS is an in-car computer terminal network that provides officers with instant access to national, state, and local crime information.

## Authority receives national publication award

The Illinois Criminal Justice Information Authority received the Criminal Justice Statistics Association's Phillip Hoke Award for excellence in analysis for its publication *Blueprint for the Future*. The *Blueprint* is the final report of *Trends and Issues for the 1990s*, the criminal justice forum held by the Authority in July 1990.

In addition to summarizing the conference proceedings, the 91-page report combines the discussions that took place at the forum with background information and research to present a thorough discussion of future directions in criminal justice.

For copies of the report, contact Olga McNamara at the Authority, 312-793-8550.

## More Illinois police agencies accredited

The Illinois State Police in July became the first state police agency in the nation to be reaccredited by the Commission on Accreditation for Law Enforcement Agencies. ISP had first been accredited in June 1986.

Agencies seeking accreditation must meet standards in four areas: policy and procedures, administration, operations, and support services. Accreditation is valid for five years, after which the agency must seek reaccreditation.

"This has been a demanding process," said State Police Director (and Authority member) Terrance Gainer. "It's affected and involved virtually everyone in the agency, but it's been worth it."

Also reaccredited were the Schaumburg Police Department, first accredited in March 1986, and the Wilmette Police Department, first accredited in November 1986.

Accredited for the first time were the Alsip Police Department and the Carbondale Police Department.

Of the 16 accredited Illinois agencies, 12 use the Illinois Criminal Justice Information Authority's Police Information Management System (PIMS), its Area-wide Law Enforcement Radio Terminal System (ALERTS), or both.

## Funding hearings scheduled

The Authority is holding public hearings to collect testimony on ways to combat drug abuse and violent crime in Illinois and to assist crime victims using federal funds from the Anti-Drug Abuse Act and the Victims of Crime Act. Last year, Illinois received \$20.7 million under these two federal programs.

The hearings will be held November 19 at Sangamon State University in Springfield and November 20 at the University of Illinois at Chicago. Anyone interested in testifying should call the Authority's Federal and State Grants Unit at 312-793-8550.

## Hate crime hotline

The Community Relations Service of the U.S. Department of Justice has established a hotline for persons who are parties to racial or ethnic disputes involving harassment or hate violence. Callers to the special line, 800-347-HATE, can request the service's mediation assistance.

To be eligible for conflict resolution services, the hotline call must involve a dispute, disagreement, or difficulty arising out of discrimination based on race, color, national origins, religion, or sexual preference, and the conflict must have community, not just individual, implications. The Community Relations Service serves as a mediator, working with public officials and local leaders to resolve the conflict.

## The Compiler

Volume 11, Number 3

THE COMPILER is published by authority of the State of Illinois by the Illinois Criminal Justice Information Authority

**Jim Edgar**  
Governor

**Peter B. Bensinger**  
Chairman

**J. David Coldren**  
Executive Director

**Kevin P. Morison**  
Senior Editor

**Maureen Hickey**  
Managing Editor

**Jeffrey Austin**  
Associate Editor

**Robert Boehmer**  
**William Mahin**  
**David Olson**  
**Teresa Vlasak**  
Staff Writers



Printing order number: 99-2  
Number of copies: 9,000

Printed using soybean-based ink. Recycled paper.



# Crime up in Illinois, nationally

A record number of violent and property crimes were reported to the police in Illinois during 1990, the third straight year the state's crime index has in-

creased, according to Uniform Crime Reporting statistics released by the FBI in August.

A total of 678,416 index crimes were reported statewide

during 1990, the FBI said in its annual *Crime in the United States* report. That's 3.2 percent more than the 1989 total of 657,414 index crimes, the previous record.

And because the FBI's estimate of Illinois' population declined slightly in 1990, the state's crime rate—or the number of offenses per population—increased even more, 5.2 percent.

In 1990, there were 59 reported index crimes for every 1,000 Illinois residents. Illinois' 1990 crime rate was slightly higher than the national rate of 58 offenses per 1,000 people.

## Crime increased nationally

Nationally, crime was up 1.6 percent in 1990, to nearly 14.5

million reported offenses. The nation's crime rate jumped 1.4 percent.

Increases were reported in all regions of the country, with the exception of the West, where reported crime fell slightly (0.4 percent).

In the Midwest, the increase was 2.3 percent, or slightly lower than Illinois' 3.2-percent rise. Several Midwestern states—Indiana (4.6 percent), Minnesota (4.1 percent), North Dakota (10.4 percent), South Dakota (5.5 percent), and Wisconsin (6.1 percent)—did have bigger percentage increases than Illinois. Michigan was the only Midwestern state to have a higher crime rate than Illinois in 1990 (approximately 60 crimes per 1,000 residents).

## Illinois crime, 1989 and 1990

	1989	1990	% change
Total index crime	657,414	678,416	+3.2
Violent crime	98,611	110,575	+12.1
Property crime	558,803	567,841	+1.6
Murder	1,051	1,182	+12.5
Forcible rape*	4,161	4,505	+8.3
Robbery	39,138	45,038	+15.1
Aggravated assault	54,261	59,850	+10.3
Burglary	125,441	121,506	-3.1
Larceny/theft	362,558	372,862	+2.8
Motor vehicle theft	70,806	73,473	+3.8

\*Estimate based on Illinois "criminal sexual assault" figures.  
Source: Federal Bureau of Investigation

## Motor Vehicle Theft Prevention Council holds first round of public hearings



Members of the proposed Tri-County Vehicle Theft Task Force for Grundy, Kankakee, and Will counties (left) and Illinois Local Governmental Law Enforcement Officers Training Board Executive Director Al Apa (right) testified before the Illinois Motor Vehicle Theft Prevention Council at a public hearing August 23 in Springfield. The hearing was the second in a series of two, the first of which was held August 21 in Willowbrook. At the two hearings, the council heard testimony from a total of 55 criminal justice and business leaders on ways to combat motor vehicle theft in Illinois. The council will distribute \$5 million in funds collected this year through the Motor Vehicle Theft Prevention Act. The grant program is paid for by the insurance industry. Armed with the information from the August hearings, the council will create a statewide strategy to be released in November, with funds expected to be awarded early next year.

## Violent, property crime up

Both nationally and in Illinois, there were increases in all four violent crime categories and in two of the three property crimes contained in the latest FBI report. Burglary was the only crime to fall in 1990.

[The FBI did not include totals for arson in its statistics for Illinois or any other state. In addition, FBI statistics for "forcible rape" in Illinois are estimates based on the more comprehensive "criminal sexual assault" numbers reported by law enforcement agencies in the state.]

Violent crime increased 10.6 percent nationally and 12.1 percent in Illinois. This was the third consecutive year that violent crime rose in Illinois, and the first, according to FBI data, that the number topped 100,000. There were 110,575 violent crimes reported statewide in 1990.



# Not all havens of safety

Our nation's schools are often assumed to be havens of safety. But in *Trends and Issues 91*, the Authority found that public high schools in Illinois are not all sanctuaries from crime and violence. The problem is not confined to urban areas, nor its effects to individual victims.

By Kevin P. Monson

In a 1976 survey, about 1 in 20 high school students nationwide reported being the victim of a physical attack in or around school within the previous two months. Fourteen years later, an almost identical percentage of public high school students in Illinois reported being attack victims.

While these numbers suggest that crime in Illinois schools has not worsened appreciably over the last decade, a new study by the Illinois Criminal Justice Information Authority shows that the problem is serious enough to be heightening fears among students and teachers. This fear, in turn, is prompting a surprising number of students to carry weapons to schools and is interfering with the educational process in a variety of other ways.

## Fear and its effect on education

As part of its *Trends and Issues 91* project, the Authority surveyed 2,693 students and 1,379 teachers in 31 public high schools across the state at the end of the 1989-1990 school year (for more information about the survey methodology, see page 5). In addition to measuring actual victimization levels, the Illinois High School Survey examined fear of crime and its effect on the behavior of both students and teachers.

"Perceptions of crime in school can affect the behavior of students and teachers in numerous ways, all with a detrimental impact on the school learning environment," said Mark Myrent, the principal researcher on the high school survey.

According to the survey, one-quarter of

the students and 18 percent of the teachers reported that at least part of the time they were in school they felt someone would hurt or bother them. As a result, many reported that they avoid certain parts of the school—or stay away altogether. For example:

- ◆ 15 percent of teachers surveyed said they avoid certain places within the school out of fear. (These teachers also tend to be absent from school more often than those who don't.)

- ◆ Nearly 1 in 5 teachers reported that they avoid being alone in school after

hours, the very time when students may need additional help with their studies.

- ◆ Approximately 1 in 12 students said they sometimes stay home from school out of fear that someone would hurt or bother them.

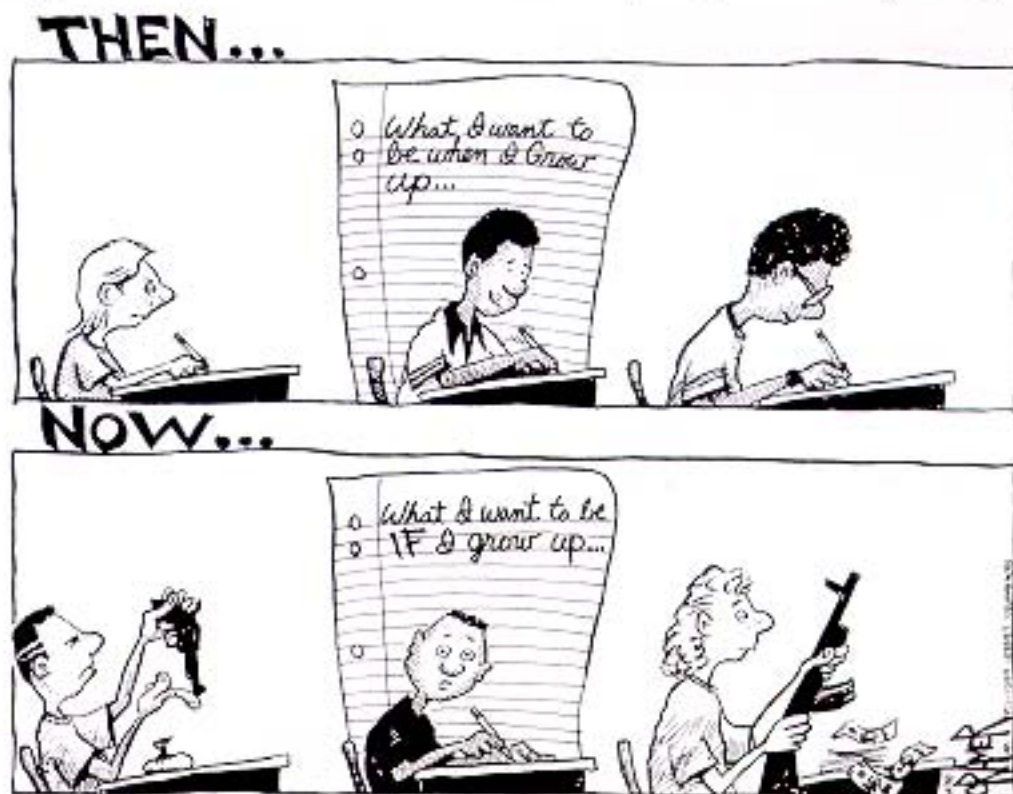
"The irony is that when students and teachers avoid certain areas, those areas become even less protected, thus exacerbating the problem," Mr. Myrent pointed out.

## Weapons in school

Rather than skipping school or avoiding certain parts of campus, some students are instead arming themselves in response to school crime.

The National School Safety Center, in Encino, California, estimates that in 1987 almost 1 million school-age boys nationwide carried a knife to school daily, 135,000 boys carried a gun to school daily, and 270,000 boys carried guns to school at least once a year. And 70 percent of the students who carry guns do so to protect themselves, according to the Center to Prevent Handgun Violence based in Washington, D.C.

In Illinois, almost one-third of the students responding to the Authority's survey



Reprinted with permission from Lerner Newspapers.



said they had brought a weapon to school for self-protection at least once during the 1989–1990 school year. Five percent said they had brought a gun. Statewide, that would translate into approximately 26,000 students carrying guns into public high schools that year.

The problem seems to be especially acute in Chicago, where stepped-up security resulted in the confiscation of 282 guns and 85 other weapons during the first five months of the 1990–1991 school year.

#### **An atmosphere of fear**

"Teachers cannot work and students cannot learn in an atmosphere of fear," Governor Jim Edgar said in a statement accompanying *Trends and Issues 91*. "If Illinois schools are to become second to none in the nation, they must be made safe."

In many areas, that will mean returning schools to their traditional status as sanctuaries from crime and violence. The Illinois High School Survey found that the perception of schools as havens of safety has been seriously eroded, at least in the eyes of students and teachers.

When asked to compare the safety of their school with that of the surrounding neighborhood, 44 percent of the students and 25 percent of the teachers said their school was as unsafe as the neighborhood in which it was located, or even less safe.

Still, surrounding neighborhoods were considered dangerous enough by students that nearly 1 in 5 reported avoiding certain routes to and from school.

#### **Theft the most common crime**

Of the three crimes examined in-depth by the Illinois High School Survey, theft was the most common.

Nearly 23 percent of the students and 28.5 percent of the teachers said they had been theft victims at some time during the 1989–1990 school year. In nearly half of the reported and attempted thefts from students, the value of the property involved was less than \$10 (although it exceeded \$50 in 15.5 percent of the cases).

Though less common than theft, physical attacks and robberies—and especially

"Teachers cannot work and students cannot learn in an atmosphere of fear. If Illinois schools are to become second to none in the nation, they must be made safe."

—Governor Jim Edgar

attempts of these crimes—did occur among a substantial number of students and teachers.

◆ **Attacks.** About 1 in 12 students said they had been the victim of a physical attack in or around school during the year, and nearly twice that number (16.2 percent) reported being the target of an attempted attack.

While most of the attacks did not involve extreme violence or result in serious injury, about one-quarter of the victims did report bleeding, and another 24 reported more serious consequences—seeing a doctor, missing school, or, in 6 percent of the cases, being hospitalized. More than 26 percent of the attacks on students occurred in school hallways, with almost 23 percent

taking place in the classroom.

Among teachers, nearly 4 percent said they had been attacked in or around school, and more than 15 percent were victims of attempted attacks. Nearly 57 percent of the attacks on teachers took place in the classroom.

◆ **Robberies.** Robberies in and around school were even less prevalent: about 5 percent of students and 2 percent of teachers reported being robbery victims during the 1989–1990 school year. Among students, robberies occurred in a variety of locations, the most common being a locker room or washroom (34 percent). Eighteen percent of actual or attempted robberies of students involved more than \$50.

### **High School Survey methodology**

The Authority's Illinois High School Survey consisted of two parts. The Student Survey of Safety and Discipline in Illinois High Schools was completed by 2,693 ninth-through 12th-graders in 31 public high schools across Illinois. Twenty-eight of those schools also administered the Teacher Survey of Safety and Discipline in Illinois High Schools to a total of 1,379 faculty members.

Both parts of the survey examined four crime types: theft, robbery, assault, and sexual assault (because the number of reported sexual assaults was so low, little analysis was done with this information). In addition, the survey addressed other areas such as perceptions of crime, gang and drug activity in school, and self-protection behavior.

The survey was administered during the final weeks of the 1989–1990 school year. Students and teachers were asked to limit their responses to only those victimizations that occurred during that year, and to only those victimizations that took place on the way to or from school, while attending school, or at a school event.

For analysis, the participating schools were grouped into four community types, based on U.S. Census Bureau's Standard Metropolitan Statistical Areas: (1) SMSA central city, (2) suburban SMSA, (3) small cities (outside an SMSA), and (4) rural (unincorporated) areas. The quota sampling strategy controlled for the effects of community type on response patterns, and a weighting factor controlled the effects of age level on student victimization reporting.

So although the sample was not randomly drawn and a specific quantified measurement of sampling error cannot be calculated, survey findings can still be reasonably attributed to Illinois' high school student and teacher populations.



"Schools don't want to admit to parents—or to their bosses at the school board—that there's a drug problem in their school."

—Ken Griffin  
Juvenile Officer, Champaign Police Department

#### **School crime: a statewide concern**

One of the myths shattered by the Authority's survey was that school crime in Illinois is largely an urban concern. In fact, suburban students reported more thefts and physical attacks, and more attempts of these crimes, than students from urban, small-city, or rural schools.

For example, 26.5 percent of suburban students said they had been victims of thefts, compared to 20.8 percent of students in small cities, 20.5 percent in large cities, and 18.8 percent in rural areas.

Similarly, nearly 10 percent of suburban students reported being attack victims. The figure was about 8 percent in both large cities and rural areas, and less than 7 percent in small cities.

For robbery, rural students reported a much lower victimization rate (1.9 percent) than students in large cities (6 percent) or in suburbs or small-cities (5.7 percent each).

Educators, students, and criminal justice officials offered several theories on the surprisingly high victimization levels reported by suburban students. They pointed out, for example, that many of the suburban communities included in the survey are less than affluent and have many of the same social and crime problems most often associated with big cities. In addition, large-city students may be less sensitive to violence and theft, and may be reluctant to report what happens to them, even on a confidential survey.

#### **Crime is seldom reported**

The failure of students and teachers to report school crime to authorities was another problem documented in the high school survey.

Among students, 40 percent of attacks, 30 percent of robberies, and almost 25 per-

cent of thefts were reported to no one. Only about one-quarter of the student attacks and 40 percent of the student robberies were reported to either law enforcement or school officials. "I handled it myself" was the reason most frequently given by students for not reporting these crimes.

Among teachers, 40 percent of the thefts, 25 percent of the physical attacks, and 16 percent of the robberies were never reported.

Many juvenile officers say that even

when incidents are reported to school authorities, those officials are often reluctant to turn matters over to the police.

"Schools don't want to admit to parents—or to their bosses at the school board—that there's a drug problem in their school," said Ken Griffin, a juvenile officer with the Champaign Police Department. "If they find drugs, they'll take them [away], but they won't report it to the police," he said.

Officer Griffin and others argue that unless schools and law enforcement cooperate more closely, neither group will be effective in reducing the level of crime in Illinois' public high schools—or in improving the quality of education in the state.

As McHenry Police Lieutenant Gary Wigman put it, "The best ally a school can have is a cop that works with them." ■

### **Risk factors for school failure**

Studies have found that students who are truant and drop out are more likely to become involved in juvenile delinquency and crime, committing offenses both inside and outside the schools. And students who have difficulty learning in their school environment, because of fear of crime or other factors, are more likely to become truant and drop out than other students.

A 1990 study of almost 25,000 eighth graders nationwide by the U.S. Department of Education found that 47 percent of the children had experienced one or more of the following six risk factors for poor school performance:

- ◆ Single-parent family (22 percent)
- ◆ Family income less than \$15,000 (21 percent)
- ◆ Home alone more than three hours a day (14 percent)
- ◆ Parents without a high-school diploma (11 percent)
- ◆ A brother or sister who dropped out of high school (10 percent)
- ◆ Limited English proficiency (2 percent)

"The greater the percentage of low-income children, the lower the expected test scores in the district," said Professor G. Alan Hickrod of the Center for the Study of Educational Finance at Illinois State University. "This is not a hypothesis; it is far more like an empirical law, albeit a very cruel law."

In Illinois, many students with these risk factors are minorities, and their percentage of the total public school enrollment is growing. In 1971, 18 percent of Illinois public school students were black and 3.5 percent was Hispanic. In 1987, 22 percent was black and 8.4 percent was Hispanic. A Chicago Board of Education study found that almost half of young Hispanic and black males and more than two-thirds of the Native Americans who entered Chicago public high schools had failed to graduate four years later in 1988. This growth in minority enrollments is one indicator that Illinois public schools may be facing growing numbers of students who are at high risk of dropping out in the 1990s and into the 21st century.



# Inmates tell their school stories

Nearly three-quarters of all prison inmates in Illinois are high school dropouts, a statistic that probably surprises few people. In *Trends and Issues 91*, however, the Authority goes beyond the numbers to explore when and why people who end up in prison leave school—and what school officials and others might have done to keep them in the classroom and out of the prison cell.

By Kevin P. Morison

When Tom (not his real name), a 24-year-old from rural Illinois, entered state prison for the first time in the summer of 1990, it was the latest mishap in a life of educational failure, delinquency, and crime.

Tom was assigned to special education classes beginning in the first grade, but now admits he wasn't learning much at the time. Nevertheless, his teachers continued to promote him. It wasn't until junior high that Tom began to read.

When he entered high school, Tom found there were no special education classes offered. Then his father died, and Tom began getting into fights at school and was often truant. After repeated suspensions, he was eventually expelled. When he tried to return to school, the principal threatened to arrest him for criminal trespass.

Tom was 16 and still dyslexic. He plans to complete a GED while in prison.

## A typical story

In many ways, Tom's story is typical of the educational experiences and attitudes of the prison inmates the Illinois Criminal Justice Information Authority surveyed during the summer of 1990 as part of its *Trends and Issues 91* study (for more information about the survey methodology, see page 9).

Like the overwhelming majority of prison inmates in Illinois, Tom is a high school dropout. The Authority found that more than 72 percent of the 651 male inmates it surveyed (and 25 of the 42 females) had

failed to complete high school. That's three times the four-year cumulative dropout rate of 22 percent for Illinois high school students in 1989.

But like most inmates, Tom had been promoted by teachers and school officials even though he wasn't learning at the required pace. The average last grade completed by prison inmates in Illinois is the 10th grade, ninth month. But on the Test of Adult Basic Education—a standardized test of reading and math skills that all inmates entering the Illinois Department of Corrections (IDOC) must take—the average inmate scores at a level equivalent to only the eighth grade, first month, or nearly three grade levels behind what was actually completed.

Tom, like many other inmates, had left school for a combination of reasons—delinquency and violence, school adjustment problems, and family crises. He was also one of a number of inmates who considered themselves to be not dropouts, but "pushouts"—people pushed out of school by teachers and administrators who were uncaring and insensitive to the special needs of at-risk students.

And despite his bad experience with school, Tom, like 8 in 10 of the prisoners surveyed, remains enthusiastic about school and plans to enroll in IDOC educational programs.

## High dropout rates

Tom happens to be white. But the Inmate

Survey found that high dropout rates among inmates are not confined to any one racial or ethnic group:

- ◆ The dropout rate for black male inmates was 72 percent, compared to a 42-percent dropout rate for all black male students in Illinois.

- ◆ 77 percent of Hispanic male inmates dropped out, compared to 43 percent of Hispanic male students statewide.

- ◆ For whites, the dropout rate among male inmates was 4.5 times higher than for white male students in the general population—72 percent compared to 16 percent.

Gender was much more important than ethnicity in dropout patterns among inmates, according to the survey. Female inmates were almost one and one-half times more likely to have graduated from high school than male inmates.

## Generational decline

One of the most disturbing findings of the survey was that the current generation of young men, especially young black men, appear to be experiencing far less educational success than their parents.

Fifty-seven percent of the black male inmates surveyed said their fathers had graduated high school, which was higher than the rates for the fathers of either white or Hispanic male inmates. However, only 28 percent of the black male inmates had them-

## To get a copy of Trends and Issues

Single copies of *Trends and Issues 91: Education and Criminal Justice in Illinois* are available free of charge. Contact Olga McNamara at the Authority, 312-793-8550.

In addition, the Authority has developed a set of slides based on *Trends and Issues 91* that may be borrowed by individuals and organizations. The slides may be used in making presentations to policymakers and the public on the issues raised in the report. For information, contact Jeffrey Austin, also at the Authority, 312-793-8550.



selves graduated, or less than half the rate of their fathers.

The fathers of white and Hispanic inmates also graduated at a higher rate than their sons, but the generational difference was not as wide as with blacks.

And for black and white male inmates, having a sibling who dropped out was even more strongly associated with the inmate's own failure to graduate than having a parent who didn't graduate.

Interestingly, a previous incarceration was not as strongly associated with dropout as the educational attainment of either parents or siblings. Male inmates who were returning to prison, either because they had been convicted of a new crime or for parole violations or other administrative reasons, were only 7 percent more likely to have dropped out of high school than male inmates who were entering prison for the first time.

### When do inmates drop out?

While there was little difference in the overall dropout rates among inmates of different ethnic groups, the patterns of *when* these inmates dropped out were quite different.

Like the majority of dropouts in the general population, most dropouts in the Inmate Survey made it to high school before dropping out (see the sidebar on this page for more information). However, white and Hispanic male inmates were more likely to have dropped out earlier in their school careers than black male inmates, often times in junior high or sooner.

More than 14 percent of the white male inmate dropouts surveyed had left school before reaching the ninth grade. For Hispanic male inmate dropouts, an even higher percentage—16.9 percent—didn't make it to high school; 9.4 percent had left school in the

sixth grade or earlier.

Among black male inmates who dropped out, only 6 percent had quit before high school. Close to 57 percent of this group had made it to their last two years of high school before dropping out.

Most Hispanic and white male inmate dropouts—about 47 percent in each instance—had left in the first two years of high school. Presumably, many of these dropouts had not reached age 16, at which school attendance is no longer compulsory in Illinois, before they dropped out.

"The term 'dropout' implies that it's always the student's choice whether or not to remain in school," said Alice Jones, the principal researcher on *Trends and Issues 91*. "But for many of these dropouts—particularly those who have not reached age 16—the responsibility rests with the schools to retain these students."

## Dropout by race

New analysis of data obtained in the Authority's Inmate Survey indicates that male white, black, and Hispanic inmates are actually *less* likely to leave school before completing the sixth grade than are male students of those same ethnic groups in the general population. Almost 14 percent of Hispanic, 8 percent of black, and 3.5 percent of white male dropouts leave school during grades one through six, compared to 9.4 percent of Hispanic, 1 percent of black, and 2.3 percent of white male inmate dropouts. In addition:

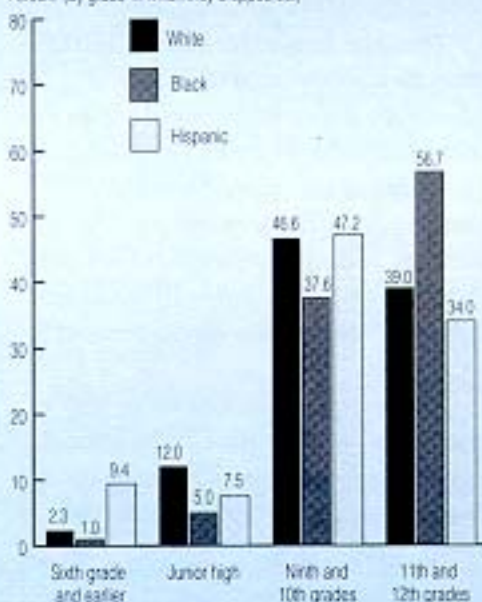
- ◆ White male inmate dropouts left school six times more frequently in grades seven and eight than did white male students in the general population. The percentages of black and Hispanic male inmate dropouts who left school during junior high were very similar to the percentages in the general population.

- ◆ Among white male students in the general population, dropout peaked in the 11th and 12th grades at 56.8 percent. White male inmate dropouts, however, left school most frequently (46.6 percent) during the ninth and 10th grades. More than 60 percent of white male inmates, compared to 43.2 percent of white male students in general, left school without completing the 10th grade.

- ◆ More than 56 percent of black male inmate dropouts left school in 11th or 12th grade, compared to 33 percent of black dropouts in the general population. Thirty-four percent of Hispanic male inmate dropouts left school in the last two years of high school, compared to just 5.1 percent of Hispanic male dropouts in the general population.

Percent of male inmate dropouts of different races in the Illinois prison population

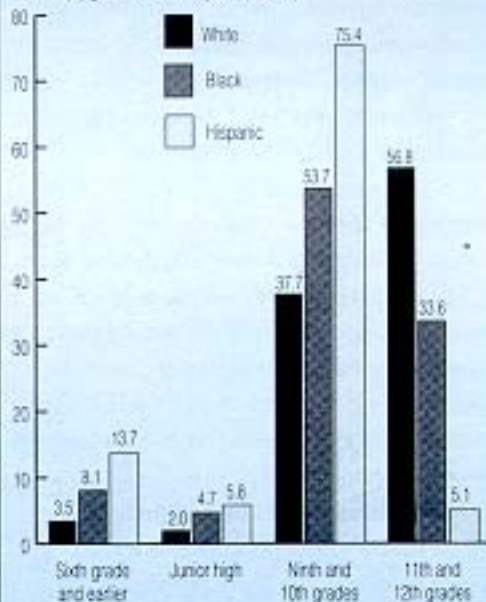
Percent (by grade in which they dropped out)



Source: Illinois Criminal Justice Information Authority

Percent of male dropouts of different races in the general Illinois population

Percent (by grade in which they dropped out)



Source: Illinois State Board of Education



"There's no question that the education system impacts on criminal justice—the failure of our system is adding to the number of clients in the judicial system and in corrections. Money alone won't change the system. It's attitudinal change that's needed."

—Robert Leininger  
State Superintendent of Schools

### Why inmates drop out

According to Ms. Jones, many of the situations that led inmates in the survey to drop out of school could have been prevented with some creative and early intervention.

For example, 24 percent of the male inmate dropouts surveyed said they had left school to work full-time, often to help a single mother support younger siblings or to support a pregnant girlfriend, wife, or unwed mother of their children. On a separate question, an almost identical percentage of the inmate dropouts said that a better source of income for their families, or the opportunity for part-time work or a work-study program, might have kept them in school.

Another 20 percent of the inmate dropouts left school because of other family or emotional problems or because of the negative influences of their friends. Again, many of those surveyed said that counseling or other help with these problems might have kept them in school.

The most common reason for leaving school, given by 34 percent of the male inmate dropouts, was involvement in the criminal justice system or in some related problem. Even among this group, intervention with drug or alcohol abuse or problems related to street gangs may have kept some eventual dropouts in school, according to Ms. Jones.

One stumbling block is that few students at high risk of dropping out seem to receive any type of counseling or other encouragement to stay in school.

Nearly half of the inmate dropouts surveyed by the Authority said no one had ever tried to talk them out of leaving school. And school personnel, including teachers, counselors, and principals, had counseled against

dropping out in only 1 out of every 8 cases in which inmates had dropped out.

### Attitudes toward education

Despite their previous setbacks, the vast majority of inmates still seem to hold positive attitudes toward education.

Very few of the inmates surveyed said there was absolutely nothing they liked about school. Ninety-six percent reported one or more things about school that they enjoyed.

Surprisingly, four of the top five responses that inmates gave to an open-ended question about what they had liked best about school were academic core subjects, including math (which easily ranked first) and science (which was fifth). These ranked much higher than "being with friends," which was 10th on the list.

These generally positive attitudes to-

ward school seem to be motivating many inmates to continue their education while in prison.

More than 82 percent of the those surveyed said they planned to enroll in educational programs while they are incarcerated. However, for a variety of reasons, only about 1 in 3 adult inmates in Illinois actually enrolls in IDOC courses (see page 10 for more on correctional education in Illinois).

### What next?

The Authority's Inmate Survey confirms what many education and criminal justice professionals have suspected for a long time: that prisons are populated with the failures of the educational system. But the survey also offers new insight into when and why people who eventually become criminal offenders drop out.

Officials readily concede that finding solutions to the problems of school dropout and crime won't be easy. Robert Leininger, Illinois' superintendent of schools, says the answers are attitudinal as well as financial.

"There's no question that the education system impacts on criminal justice—the failure of our system is adding to the number of clients in the judicial system and in corrections," he said.

"Money alone won't change the system. It's attitudinal change that's needed." ■

## Inmate Survey methodology

The Authority's Survey of Educational Experiences and Attitudes of Inmates in the Illinois Department of Corrections was designed to explore the educational history of inmates in Illinois prisons, their attitudes toward education, and their motivation to improve their educational skills while incarcerated.

The survey questionnaire was administered verbally to 693 inmates—651 males and 42 females—who were being admitted to IDOC during the last week of July and the first week of August, 1990. Surveys were administered at IDOC's Joliet, Graham, Menard, and Dwight reception centers.

The survey was designed and administered to reflect the ethnic, gender, age, and geographic distribution of the prison population in general, as well as the mix of first offenders and returning inmates.

In addition, educational data were collected from 28,744 inmate records on IDOC's Offender Tracking System as of June 1991, representing the entire IDOC population at that time. Data analyzed for *Trends and Issues 91* included demographic characteristics, last grade completed, IQ scores, and scores from the Test of Adult Basic Education.



# Educating inmates: Illinois' approach

More than 70 percent of adult inmates in Illinois prisons are high school dropouts. Providing the education and training these and other inmates need to get and keep jobs when they are released is an enormous task. Here's a look at how the Illinois Department of Corrections approaches it.

Correctional education can serve a number of purposes. It can help control prisoners by keeping them occupied, and it can cut down on prison operating costs by training prisoners to perform maintenance tasks. But perhaps the biggest payoff comes when correctional education teaches prisoners academic and vocational skills they can use on the outside, thereby reducing recidivism and giving inmates an opportunity to change their behavior and values.

A 1988 study of people released from Illinois prisons found that those who received both basic academic and vocational training while they were incarcerated were less likely to be rearrested after 12 months than those who had received no education while in prison. The releasees who had academic and vocational training were also more likely to be employed 12 months after release than those who had had no in-prison education.

## School District 428

Illinois is one of 12 states whose correctional departments have their own school districts. Since 1972, School District 428 has handled educational programs for Illinois inmates, first just in the Dwight, Menard, Pontiac, and Stateville correctional centers and in the Menard Psychiatric Center. The district later expanded to include all 23 adult and seven juvenile institutions.

During state fiscal year 1990, there were 25,805 enrollments in education programs at Illinois adult institutions—17,140

By Mark Myrent and Maureen Hickey

in academic programs ranging from literacy training to college courses, and 8,665 in vocational programs. Many of those in academic programs were participating in mandatory adult basic education classes.

## Adult basic education

All inmates entering Illinois prisons are tested for academic achievement using the standard Test of Adult Basic Education (TABE). All incoming inmates who score below the sixth-grade level in reading and math are required to participate in an adult basic education program for 90 days, unless, after 45 days and with their instructor's permission, they take the TABE again and pass.

During fiscal 1990, 29 percent of the 13,803 inmates who took the TABE at intake scored below the sixth-grade level and were required to enroll in the adult basic education program. During fiscal 1990, 55 percent of the inmates who retook the test after 45 days passed. Only 32 percent of those who retook the test after 90 days passed, however.

"I think that's understandable," said Ray Quick, superintendent of School District 428. "Inmates that were on the borderline of passing would tend to do better at 45 days. Those who were not passing at 45 days and went to 90

days are those who were very low and needing a lot of help."

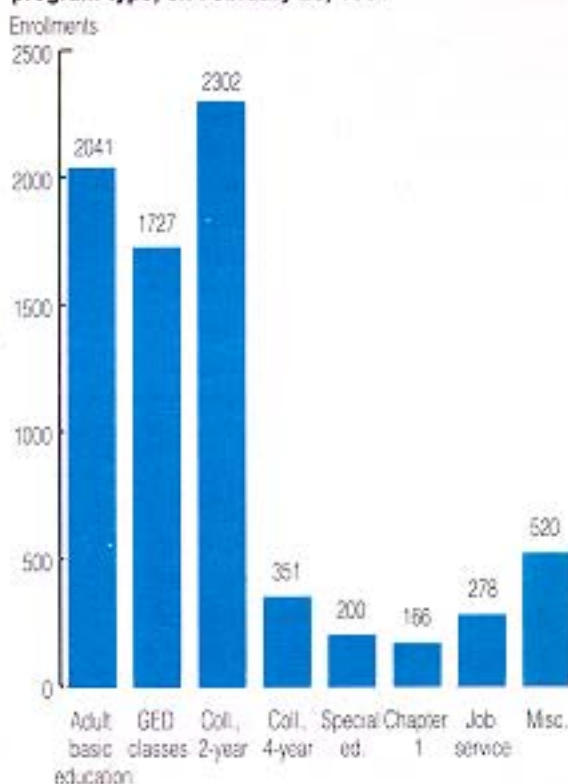
Inmates are not required to continue in adult basic education beyond 90 days, although the Illinois Department of Corrections has created some incentives to stay. For example, inmates who have prison jobs but who have not attained the sixth-grade level are paid only at the low rate they would receive for attending school, regardless of the job they hold.

"We've been pleased with the number of inmates who have continued in the program past the 90 days," Mr. Quick said. "It has been gratifying that inmates who have made it past the sixth grade have continued in the program, and that, of the inmates who have not made it, a good percentage have continued."

## GED and vocational training

Inmates who test at the 10th-grade level or above on the TABE may enroll in GED training. On February 28, 1991, 1,727 inmates were enrolled in GED training programs. In fiscal 1990, 1,227 inmates re-

Adult inmate enrollment in academic programs, by program type, on February 28, 1991



Source: Illinois Department of Corrections



received GED certificates, 170 more than in 1989, but fewer than the 1,621 who received certificates in 1987.

Inmates may also enroll in vocational training, largely in blue-collar trades. Inmates without a GED or a high school diploma may enroll in high-school level classes taught by School District 428 staff. Inmates with a high-school education may take college-level vocational and academic classes taught by faculty from one of 18 community colleges.

At the end of last February, there were 2,914 adult inmate enrollments in vocational courses. In fiscal 1990, 2,132 inmates earned vocational certificates, 1,798 more than in 1989 and 933 more than in 1987. Another 376 inmates earned associate's degrees, many of which were in vocational-education areas, about the same number as in 1989 and 68 more than in 1987.

Of the 10 vocational courses with the highest enrollments during the winter 1991 quarter, all but three—data processing, cooperative work training, and career orientation—pertain to automotive, construction, factory, or maintenance work.

#### Educational good-time credit

In addition to limiting pay for inmates who continue to test below the sixth-grade level on the TABE, IDOC has other incentives for inmates to participate in educational programs. Under a law that took effect in September 1990, inmates who enroll in aca-

ademic or vocational programs, and who meet certain pre-set goals, receive one-quarter of a day off their incarceration time for every day of attendance in the program. Inmates serving time for murder or for Class X felonies and inmates who have been readmitted to prison after previously receiving educational good-time credits are not eligible.

The educational goals that can be set for an inmate include the following:

- ◆ Achievement of a specific grade level
- ◆ GED certification
- ◆ Earning a specific number of high school or college credits
- ◆ Learning a specific skill
- ◆ Maintaining a certain grade average in each class

The establishment of educational good-time credits, along with mandatory adult basic education for inmates testing below the sixth-grade level and the overall growth of the prison population, have combined to

create long waiting lists for educational programs. In April 1991, 3,958 inmates were waiting to be placed in an educational program—1,249 for adult basic education programs, 783 for GED programs, 1,294 for college vocational courses, 449 for non-college vocational courses, and 183 for college academic courses.

"Around 30 to 32 percent of the entering population have consistently been below the sixth grade and have been placed in the compulsory attendance program, but with the population now at 30,000, those numbers have gained on us," Mr. Quick said.

According to Mr. Quick, the sixth-grade level was originally set because there were sufficient resources, and for the first few years of the program, waiting lists were not a problem.

"Now, I'd be the first to admit that sixth grade is not a functional literacy level for anyone in this society," Mr. Quick said. "If we had our way, we would love to raise the literacy level to eighth or 10th grade, but to

### Vocational education for women inmates

Women inmates, historically underserved in correctional education programs, are seeing their opportunities grow in Illinois.

In November 1990, fewer than 6 percent of the women at Dwight Correctional Center, the state's only women-only prison, were enrolled in any type of vocational training, a smaller percentage than at any other institution in the system, except for three maximum-security male facilities—the Joliet, Menard, and Pontiac correctional centers.

There are several possible reasons for such low enrollment. Although female inmates of all security classifications are incarcerated there, Dwight is a maximum-security facility. Educational programs are more difficult to operate in maximum-security facilities.

Vocational options at Dwight are primarily "pink-collar" trades, such as food service, secretarial work, and cosmetology. Women who are strongly interested in other trades are often transferred to the co-ed facilities at the Logan and Dixon correctional centers. Women at those prisons enrolled more frequently in vocational courses—3 percent more at Dixon and 16 percent more at Logan than at Dwight—and often enroll in training for traditionally men-only trades. In fact, proportionally more women than men in those institutions enrolled in vocational courses in November 1990: 22 percent of the female inmates and 12 percent of the male inmates at Logan and 9 percent of the women and 8 percent of the men at Dixon.

Under a consent decree approved in May 1991 (*Moorehead v. McGinnis*, Central District, 86-C-202), however, the Illinois Department of Corrections agreed to survey the educational and vocational needs of female inmates at Dwight and to implement programs where needs are not being met. As part of the decree, IDOC also agreed to build a separate 200-bed minimum-security prison for women by 1993.

#### Top 10 high-enrollment vocational courses for adult inmates

	Enrollment (Winter 1991)	Institutions offering
Welding	231	11
Data processing	153	10
Building maintenance	151	11
Cooperative		
Work Training	146	9
Horticulture	139	10
Electronics	130	9
Auto mechanics	129	8
Career orientation	128	1
Auto body	125	7
Drafting	109	9

Source: Illinois Department of Corrections



do that, it seems to me, we'd be shooting ourselves in the foot. We would just be increasing our waiting list and accomplishing nothing."

### **What do inmates think of correctional education?**

As part of its *Trends and Issues '91* survey of Illinois inmates (see page 7), the Illinois Criminal Justice Information Authority interviewed inmates who were returning to prison, either for a new crime or for administrative reasons. These inmates were asked their opinion of correctional education programs.

Most returning inmates reported that the courses they had taken had been useful when they had returned to the community. Adult basic education got the highest marks—more than 83 percent of the inmates who had been enrolled specifically in adult basic education said it had been useful.

But 22 percent of inmates who had enrolled in all academic programs and 24 percent of those who had been in vocational programs said the training had not been useful. Some said the stigma of being an ex-offender outweighed the value of the training. Others said they had not been able to find a job in the areas they had been trained in, or that they had found a job in another field first and never had the opportunity to apply the skills they learned in prison. Still others said

they were released before completing their training and were unable to find a program in the community where they could continue.

Lack of appropriate preparation for a return to society often results in a return to prison. The first few months after release are especially critical. In Illinois, studies have found that 32 percent of prison releasees are reincarcerated within the first 20 months of release, and that most of those who are arrested again are arrested in the second and third months after release.

Some programs do exist to help inmates make the transition from prison training programs to the world of work. "If we can get an inmate into a job within 30 days and continue support through mentoring and aftercare services for 90 days, we believe we'll be able to prevent recidivism in about 90 percent of the cases," said Hartzel Black, dean of correctional education at Southeastern Illinois College in Vienna. "When you consider that about 60 percent of the inmates released without aftercare will return to prison, that's a very good success rate."

### **Offender reintegration**

The Southeastern Illinois College program, Community Networking for Offender Reintegration, operates at the Vienna and Shawnee correctional centers. Inmates who

have completed a vocational education program and who have a good conduct record receive intensive training prior to release, helping them to prepare for a job search and to develop a plan for after their release. Each inmate is assigned a parole officer, a career mentor, and a citizen advocate who will provide supervision, encouragement, and advice after release.

After release, inmates in the program receive follow-up training and participate in support groups. They receive assistance in finding housing, and with other social service needs. Companies that hire program participants are eligible for tax credits, no-cost bonding of the employee, and cash bonuses.

Other post-release programs include those run by the Safer Foundation and other private organizations. Another program, called PreStart, is getting under way in Illinois prisons with the help of federal Anti-Drug Abuse Act funds from the Authority.

Before leaving prison, PreStart clients will be trained in self-esteem, job-seeking and -retention techniques, and other skills that will help them in their return to the community. Upon release, high-risk offenders will receive intensive supervision, including drug testing, frequent contact with their parole officers, and drug treatment or counseling. Other offenders may choose to participate in a less-intensive, community-based counseling program. The Illinois Department of Corrections will assign representatives to prisons, helping offenders find jobs before and after they are released.

While most people support the concept of correctional education, finding resources is difficult, especially as the prison population continues to grow. Spending on School District 428 has increased in recent years, but 1991 budget cutbacks and the loss of some Illinois State Board of Education funds because of changes in federal laws have created the need to tighten belts. IDOC estimates that if education keeps only 5.5 percent of releasees from returning to prison, the criminal justice cost savings would completely pay for the education programs. Even so, finding those resources is increasingly difficult. ■

## **Juvenile correctional education**

Inmates in the Illinois Department of Corrections' Juvenile Division are required to take basic education classes if they test below the sixth-grade level, and to take GED training or high school classes if they test above the sixth-grade level but do not have a high school diploma or GED certificate. Juveniles may also enroll in high school or college vocational classes, and, if they have a GED or high school diploma, juveniles at the Illinois Youth Center in Joliet may enroll in two-year college academic programs.

In the 1990-1991 school year, from three to 11 vocational programs were offered at each of the state's seven youth centers—a total of 24 programs statewide. On February 28, 1991, 950 juveniles were enrolled in vocational courses, 1,145 in mandatory academic courses, and 20 in college academic courses.

Three of the four most popular vocational courses, in terms of enrollment, specifically address career planning—the two-course Cooperative Work Training program, offered at all seven juvenile correctional institutions, and the career counseling course, offered at four. Industrial building maintenance, offered at four institutions, ranked second, and data processing, offered at three institutions, ranked fifth.



# Recommendations for change

A group of educators from throughout Illinois gave Authority researchers ongoing advice and criticism during their work on *Trends and Issues 91*. Now, panel members have come up with 21 recommendations they hope will spur debate—and action—on some of the issues raised in the Authority's study.

By Maureen Hickey

Truancy. Delinquency. Dropout. Crime. These are some of the key problems explored in *Trends and Issues 91: Education and Criminal Justice in Illinois*. Now that the study has been published, what specific steps can be taken to eliminate, or at least ease, some of the problems it exposed? A panel of 27 experts from across the state think they may have some answers.

In February 1990, the Illinois Criminal Justice Information Authority convened the Educational Advisory Panel, a diverse group of educators and education experts, to review *Trends and Issues 91* as it was being developed and to provide input on important topics that needed to be covered. By the time its review was completed, the panel found that it had a number of recommendations for making Illinois schools better and safer. The Authority agreed to provide the panel with a forum for its recommendations, and they were published as a separate booklet.

"These recommendations don't necessarily reflect the views of the Authority, and we have not officially endorsed or rejected them," said Authority Executive Director J. David Coldren. "But when the panel approached us with the idea of recommendations, we thought it was important to provide them with a forum for engendering further discussion and debate on the two critical issues of education and crime."

The panel's recommendations, 21 in all, focused largely on prevention of the educational and family problems that lead to

juvenile delinquency and crime. The group called for different organizations and agencies to cooperate more and to provide for the needs of the "whole" child, rather than focusing on their own areas of expertise.

"A child lives in a situation, in a family," said panel member Gretchen McDowell, immediate past president of the Illinois Parent Teacher Association and a member of the board of directors of the National PTA. "Even if you put that child in some perfect school, they aren't going to be successful if they are in a dysfunctional family, or if they are not safe, or where there is violence, or if they are afraid of being robbed."

The panel's recommendations fell into several major areas, including delinquency prevention, truancy and dropout, correctional education, adult education, training for educators and criminal justice professionals, and school funding.

## Delinquency prevention

The recommendations for preventing delinquency cover a number of areas. The panel recommended that delinquency prevention begin in early childhood, with screening of high-risk children between the ages of 0 and 5, and that those children and their families receive special services as early as possible. The panel recommended that, to improve coordination of social services for children, the public schools become the focus of community services and activities.

The panel also recommended special

training for students in ethical behavior and responsible citizenship and for school administrators in the legal issues relevant to school discipline. The panel recommended that every school district have a formal discipline code specifying the legal rights and responsibilities of parents, students, staff, and administrators.

"One of the things that was so impressive about this entire project, and particularly the recommendations that came out of it, was that they were so extensive and far-reaching, addressing the whole course of development for someone who might be at risk of winding up in the criminal justice system," said panel member Catherine Trapani, assistant professor of clinical psychiatry and director of the University of Chicago's Academic and Social Skills Evaluation and Tutoring Service. "I think that for the people on the committee to have thought about prevention is really the thing that sets the recommendations apart from a lot of the work that's been done."

## Truancy and dropout

The panel called for the establishment of a task force to study what happens when students are transferred from institutions, such as juvenile detention and correction facilities, back to their home schools and to study what happens to students who are expelled from school. The panel also recommended that the Illinois Association for At-Risk Youth review existing studies of school dropouts and make recommendations based on those studies for measures individual school districts can take.

The panel recommended that schools establish stronger career preparation programs and work to ensure the practical relevance of all materials in both academic and vocational courses. The panel called for periodic evaluations of all children in order to develop individual career plans and the provision of academically rigorous alternatives for students who are not headed to college.

"I think the most important thing is to look at the needs of each individual," said panel member John Stephens, immediate past president of the Illinois Association for At-Risk Youth and coordinator of at-risk



programs for the regional superintendent's office of the Hamilton-Jefferson Educational Service Region. "If we develop a plan to meet the needs of the individual, hopefully we will eliminate problems on down the road."

#### **Correctional education**

The panel called for raising the minimum reading level for Illinois prison inmates from the sixth grade to the 12th grade, the same as in federal prisons. The prison education system would have to be expanded to handle the larger numbers of inmates in mandatory education programs.

The panel recommended intensive preparation for inmates prior to their release from prison, including better academic and vocational training for female inmates, and development of a coordinated system of follow-up services for released inmates. This basic approach has already been adopted in the Illinois Department of Corrections' new PreStart parole program (see page 12).

"There are advocates for special education, there are advocates for vocational education, but there are no advocates for the inmate in an inmate population," said panel member Ray Quick, superintendent of IDOC's School District 428. "Yet it is a group of people that we know that if we do serve them, and if we do have more programs and elevate their educational level and give them vocational skills, we are going to be way ahead financially because they will be less likely to return to prison."

#### **Adult education**

The panel recommended that the Illinois Community College Board, the Illinois Department of Employment Security, the Illinois State Board of Education, and other state and local public and private agencies work together to develop a statewide, integrated adult basic education plan.

The panel also recommended that the state make adult education funds available directly to community-based organizations that provide adult education services. Currently, the State Board of Education provides federal Adult Education Act funds only to public schools, educational service

"A child lives in a situation, in a family. Even if you put that child in some perfect school, they aren't going to be successful if they are in a dysfunctional family, or if they are not safe."

*—Gretchen McDowell, Immediate Past President  
Illinois Parent Teacher Association*

regions, and community colleges. Community-based organizations can obtain adult education funds only by subcontracting for one of those three main types of institutions.

#### **Training for educators and criminal justice professionals**

The panel recommended that teacher training be expanded to include classroom discipline techniques and sufficient training in child development so that teachers can identify symptoms of at-risk children. Criminal justice professionals who work with children should receive similar training in identifying youngsters with learning and behavior disorders.

Teachers and educational administrators should receive training in juvenile and school law, including student rights, reporting responsibilities, and the nature and extent of police power.

#### **Funding**

The panel recommended that the state school funding formula be revised to create equity in per-pupil educational spending in different areas of the state. The state should also assume a greater share of school funding, the panel said. The Illinois Constitution mandates that the state should have primary responsibility for school financing. During the 1989-1990 school year, the state was responsible for 40 percent of Illinois school financing; nationwide in 1991, states assumed an average of 48 percent of school funding.

#### **Implementing the recommendations**

Now that their recommendations have been published, what do panel members

see as the next steps toward implementation? According to Ms. McDowell, agencies and organizations must seize the initiative.

"I think the next step is that everybody has to look at these recommendations and say, how can I take a piece of that? how can I get involved in that? how can I add our activities to try to help implement the recommendations?" she said.

But panel members agreed that resources would be necessary to make implementing the recommendations a coordinated effort.

"It's one thing to give people a list of recommendations," said Ms. Trapani. "I think at that point you really need to also hold out a hand and make a transition to designing and implementing services. To make the recommendation that schools need to work more closely with social service and mental health agencies and the correctional system, you need to set up a vehicle for them to do that."

"I hope that the people that have the opportunity to look at the resources will look at them very carefully," said Mr. Quick, "in terms of what kind of resources can be used to help address some of the issues that were in the recommendations, from the legislature, to the local public school board, to law enforcement agencies."

Finally, follow-up assessments of the programs that are developed will be necessary.

"The last step is to follow up to see if what's been put into place is effective and working," said Mr. Stephens. "We must continue to revise and refine our services. It's a long process—a lot of the problems in education and in the criminal justice system didn't happen overnight, and it's going to take a while to correct that situation." ■



# A record year for criminal justice

In addition to providing insights into the relationship between Illinois' educational and criminal justice systems, *Trends and Issues 91* again takes a look at the some of the key factors shaping criminal justice activity across the state.

Index crime hits an all-time high in Illinois. Prison crowding reaches record levels. And drug abuse continues to alter the state's crime picture.

Although the bulk of this year's edition of *Trends and Issues* was devoted to education and criminal justice, a special section covered these and other important criminal justice trends. Here is a summary:

## Offense trends

Most index crimes statewide showed increases during 1989. Between 1988 and 1989, the number of reported index crimes increased 1.5 percent overall, from 654,229 to a record high of 664,042. Total index crime has increased more than 7 percent since 1984. Statewide, six of the eight index crimes increased between 1988 and 1989, burglary and arson registering the only declines.

Reported offense trends were very different for different crimes, and for different areas of the state, however. In Chicago, three of the four violent index crimes increased during 1989, with murders experiencing the greatest increase. Murders increased 12 percent in 1989 to 742 and another 14 percent in 1990, to 849. (Through August 1991, murders in Chicago stood at 623, 60 more than the same period in 1990 and 30 more than through September 1974, the previous record year for murders in the city.)

Reported criminal sexual assault was the only violent index crime to decline in Chicago between 1988 and 1989. But, while these offenses declined more than 4 percent in the city, criminal sexual assaults in the collar counties surrounding Chicago (DuPage,

By Jeffrey Austin

Kane, Lake, McHenry, Will, and suburban Cook) rose more than 5 percent and have increased nearly 50 percent since 1985. Also, in contrast to Chicago, reported murders declined 9 percent in the collar counties, from 130 in 1988 to 118 in 1989. Reported robberies and aggravated assaults in the collar counties, however, reached their highest levels since 1981 during 1989.

Among property index crimes, burglaries in the collar counties declined nearly 5 percent between 1988 and 1989, and have dropped more than 33 percent since peaking in 1980. On the other hand, larceny/theft offenses have, in recent years, risen faster in the collar counties (19 percent since 1984) than

in Chicago (10 percent since 1984).

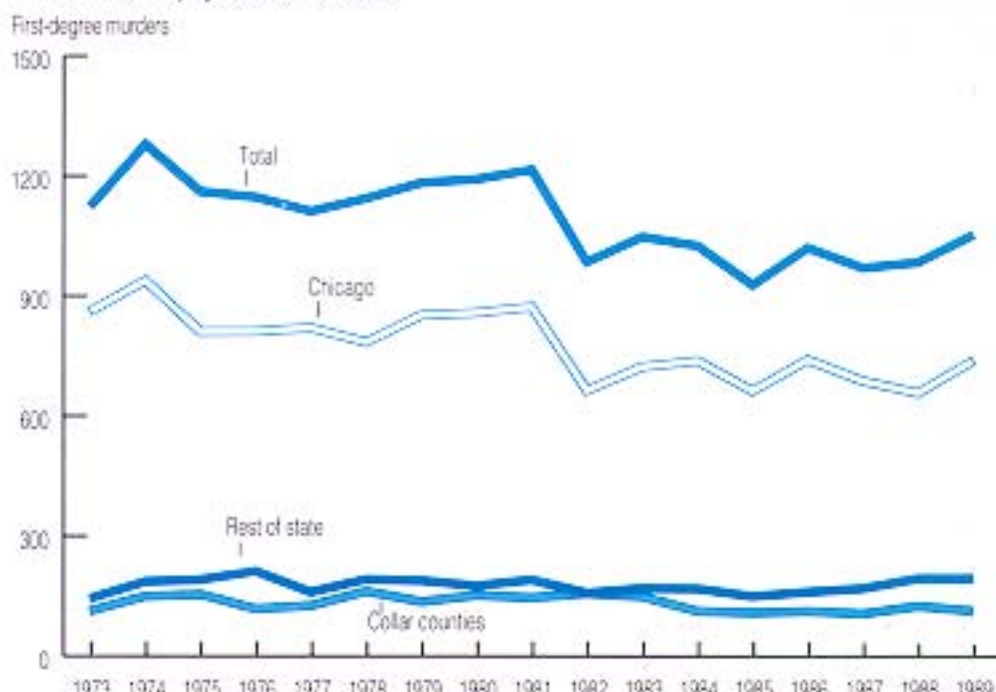
In Illinois outside of Chicago and the collar counties, the number of murders remained relatively stable at 201 during 1989, after having increased 27 percent between 1985 and 1988. Criminal sexual assaults and motor vehicle thefts also increased during the last several years, and other offenses either remained stable or declined slightly. The number of reported criminal sexual assaults in the rest of Illinois increased nearly 10 percent between 1988 and 1989 to 1,629—more than double the 790 offenses reported in 1984. Reported motor vehicle thefts in the rest of Illinois increased nearly 4 percent between 1988 and 1989 to 6,927—the most since 1981.

## Arrest trends

Arrests for index crimes climbed as well. Police in Illinois recorded 143,020 arrests in 1989, a 7.1-percent increase over the 133,581 recorded in 1988.

The total number of adults arrested for murder in Chicago increased nearly 12 percent between 1988 and 1989, from 782 to 875; 26 percent of the arrestees were aged 17 to 19. The arrest rate for 17- to 19-year-olds in Chicago rose 58 percent, from 117 per 100,000 population in 1988 to 185 per

Illinois murders, by area of the state



Source: Illinois Criminal Justice Information Authority and Illinois State Police



100,000 in 1989, the highest arrest rate of any age group since 1972. The total number of adults arrested for murder in the collar counties also increased during 1989—up 14 percent from 109 to 124.

Arrests for criminal sexual assault rose between 1988 and 1989 both in Chicago and in Illinois outside Chicago and the collar counties. In Chicago, arrests rose 15 percent from 502 in 1988 to 579 in 1989. Outside Chicago and the collar counties, arrests for criminal sexual assault rose 12 percent to 507, the most on record for that part of the state. But in the collar counties, where the number of reported criminal sexual assault offenses increased 5 percent in 1989, the number of arrests for criminal sexual assault fell 11 percent, from 358 in 1988 to 319 in 1989.

In Chicago, an opposite trend was seen with burglary. Although the number of reported burglary offenses in Chicago declined in 1989, the number of adults arrested for burglary increased more than 28 percent, to 5,873. Similarly, while the number of reported murders in the collar counties declined to 118 in 1989 from 130 in 1988, the number of arrests increased 14 percent from 109 to 124. And although reported arson offenses in the collar counties declined during this pe-

riod, adult arrests for arson rose 44 percent to 102 in 1989.

While the number of reported motor vehicle thefts increased slightly in Chicago and was relatively stable in the collar counties, arrests rose in both areas. In Chicago, adult arrests increased more than 21 percent to 7,013 in 1989, and in the collar counties rose 26 percent to a record high of 759 in 1989.

### Prison crowding

Crowding continues to be the most urgent problem facing the Illinois prison system. During state fiscal year 1990 alone, Illinois' adult prison population soared 21 percent to 27,295 inmates, the largest increase of any state in the nation during that period. One year later, on June 30, 1991, the prison population had increased another 6 percent to 28,941.

Illinois Department of Corrections (IDOC) projections show no end in sight for the problem either. By the end of the decade, IDOC estimates there will be approximately 55,000 inmates in Illinois prisons, nearly double the June 1991 population.

Although 1,077 prison beds were added between July 1, 1990, and June 30, 1991, Illinois' June 1991 prison population still ex-

ceeded the prison system's capacity of 19,975 by almost 9,000.

One of the more volatile consequences of prison crowding is the increased tension and frustration it tends to create among inmates, which, in turn, often lead to more violence. Between fiscal years 1985 and 1990, the prison population increased by 45 percent, while assaults on correctional officers increased 109 percent. Attacks on IDOC personnel increased from 809 incidents in fiscal year 1989 to 876 in fiscal 1990. Inmate-on-inmate violence increased from 537 incidents in fiscal 1989 to 603 in fiscal 1990.

### Drug abuse

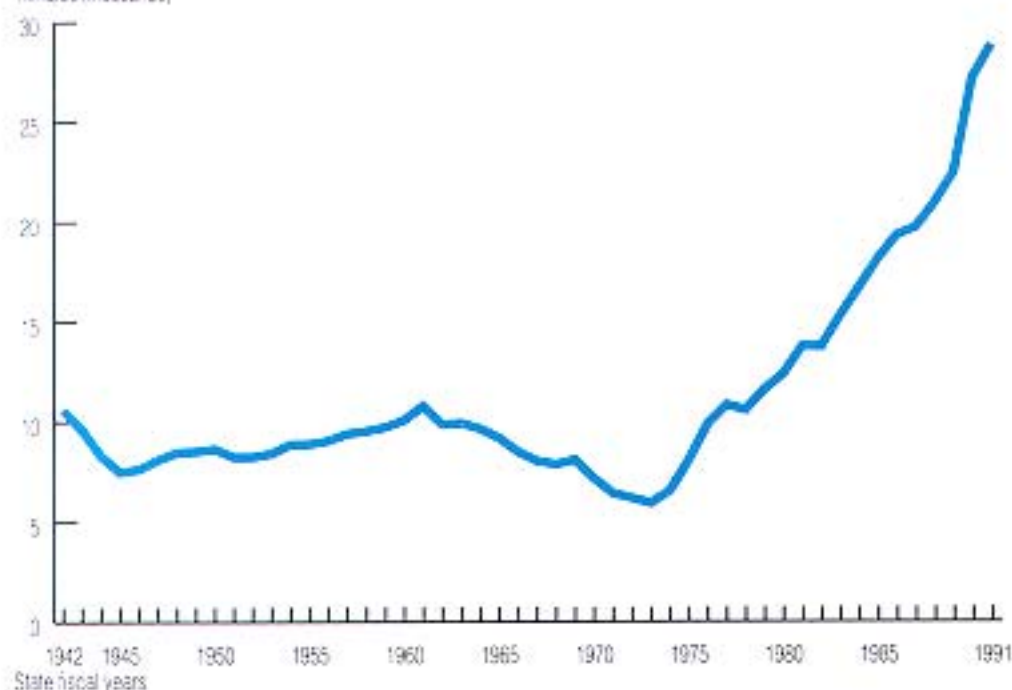
A record 51,662 people were arrested for drug offenses in Illinois in 1989, 10 percent more than in 1988 and 67 percent more than in 1985. Between 1988 and 1989, the number of arrests for violations of the Cannabis Control Act, Controlled Substances Act, and Hypodermic Syringes and Needles Act increased 5 percent in Chicago (from 33,034 to 34,546), 6 percent in the collar counties (from 8,401 to 8,941), and 50 percent in the remainder of the state (from 5,466 to 8,175). During 1989, arrests for violations of the Controlled Substances Act accounted for a record 65 percent of all drug arrests in the state.

As the number of drug arrests increases, the number of drug prosecutions continues to grow as well. In the felony trial courts of Cook County, for example, the number of defendants charged with drug offenses increased 50 percent between 1988 and 1989 (from 9,615 to about 14,000) and has tripled since 1984. In 45 counties outside of Cook that responded to a 1990 survey by the Authority, nearly one out of every three felony defendants prosecuted in 1989 was charged with a drug offense.

Drug offenders continue to swell the ranks of Illinois' prison population as well. In 1990, 4,094 drug offenders were admitted to IDOC, or 65 percent more than the number admitted in 1989 and more than seven times the number admitted in 1983. In 1983, drug offenders made up less than 6 percent of all Illinois prison admissions; in 1990 they accounted for more than 27 percent. ■

### Illinois prison population

Inmates (thousands)



Source: Illinois Department of Corrections



# Drug-free workplace law takes effect Jan. 1

A law requiring most agencies and organizations that do business with the State of Illinois to maintain drug-free workplaces goes into effect January 1.

The Illinois Drug-Free Workplace Act [Ill.Rev.Stat., ch. 127, par. 132.311 et seq.] applies to any individual, or to any organization with 25 or more employees, that receives \$5,000 or more in grants or contracts from the state. The law covers local criminal justice agencies, as well as private businesses and not-for-profit organizations.

The law parallels the 1988 federal Drug-Free Workplace Act, although it differs in two significant areas. First, the Illinois law has a much lower threshold—\$5,000—than the federal statute, which applies to any recipient of a federal contract or grant that amounts to \$25,000 or more. This will broaden the field of organizations required to comply with the law. Second, the Illinois law covers businesses and agencies that do business with the state but not the federal government.

"While many businesses and law enforcement agencies have already developed drug-free workplace policies, this is an important law for those who have not done so yet," said Peter B. Bensinger, chairman of the Illinois Criminal Justice Information Authority. "The law provides these organizations with an important tool to curb drug abuse in the workplace, and it provides a sanction—the loss of state business—to those companies that do not have drug-free workplace programs."

Under both the state and federal laws, organizations must certify that they will maintain a

drug-free workplace as a precondition to receiving a contract or grant from any federal or state agency. Individuals who receive a state contract or grant for more than \$5,000 must certify that they will not violate any drug laws in the performance of the contract.

The certification process includes the following steps:

- ◆ Publication of a statement that the unlawful manufacture, distribution, possession, or use of a controlled substance is prohibited in the workplace

- ◆ Specification of the actions that will be taken against any employee who violates this prohibition

- ◆ Distribution of the employer's drug-free workplace policy to each employee

- ◆ Agreement by each employee to abide by the terms of the policy

Penalties are similar under both the federal and state Drug-Free Workplace Acts. A grant or contract may be terminated or suspended if the recipient made a false certification, violated the requirements of the law, or did not make a good-faith effort to provide a drug-free working environment, as indicated by the number of workplace drug violations. The recipient of the grant or contract may be prohibited from doing business with the state or federal government for up to five years.

"This new law will be a very effective tool," Chairman Bensinger said. "We have seen positive results at the federal level, and we expect to see an impact in Illinois as the state law goes into effect."

## Drug testing

Although not specifically re-

quired by either the state or federal law, many public and private employers are using some form of drug testing as a method of promoting a drug-free workplace.

"Drug testing is a vital part of any workplace drug prevention effort. It provides objective evidence which can be used to determine whether a person has violated the employer's policy," said Chairman Bensinger. "It is most effective when complemented with employee assistance programs that help employees and family members who are experiencing drug or alcohol abuse problems."

There are five basic types of drug testing programs:

**Pre-employment testing** is the most common form. A 1990 American Management Association survey found that 78 percent of firms that utilize drug tests do pre-employment testing.

**Random testing** of current employees is probably the most controversial method, but may be the most effective in reducing drug use on and off the job. More than 3 million employees in the transportation and nuclear power industries are subject to random testing.

**For-cause testing** is probably the least controversial of drug tests. One indication of the possible success of drug-free workplace programs comes from the U.S. Department of Transportation's Federal Railroad Administration, which recently announced that the percentage of railroad employees who tested positive for alcohol or drugs in reasonable cause testing decreased from 5.4 percent in 1988 to 2.2 percent in 1990.

**Post-accident testing** is re-

quired by many employers regardless of the cause of the accident.

**Post-treatment testing** is used by employers to ensure that workers returning from drug treatment programs remain drug-free.

## Employee sanctions

Once an employee has been determined to be a substance abuser, the drug-free workplace employer has various alternatives.

The U.S. Army stands at one extreme, having recently announced that any soldier with three or more years active service will be separated from the military following a positive drug test.

Near the other end of the spectrum is Schaumburg-based Motorola, Inc. Any of its 60,000 U.S. employees who test positive on a random drug test are referred to the company's Employee Assistance Program. "They will not be terminated," said Don Cramer, assistant corporate director for employee relations. "However, after completion of a rehabilitation program, they will be subject to continued random screening. If they should test positive a second time, they will lose their jobs," Mr. Cramer said.

*As part of its Legal Consequences of Drug Abuse campaign, the Illinois Criminal Justice Information Authority, in conjunction with the Chicago Association of Commerce and Industry, has prepared a brochure on drug-free workplace issues, including the new Illinois law. For information contact Jim Nayder at the Authority, 312-793-8550.*

*William Mahin*



# Measuring the cost of drug treatment for offenders

The costs of drug treatment for drug offenders may seem to be high when broken down at a per-offender level. But if drug treatment prevents the offender from committing subsequent crimes, other costs can be avoided.

Drug use assessments, drug treatment, and drug testing have become increasingly used in probation settings. These extra services come at a price, however. The cost of a drug assessment is estimated at \$180, referral and placement costs an additional \$450, intensive outpatient treatment costs approximately \$916, and drug testing costs, at two tests a month throughout a term of probation, average \$600. Tracking and monitoring these offenders in treatment costs an additional \$2,250. These costs, added to an average \$1,451 cost for probation itself, come to \$5,847. If an offender on probation requires intensive inpatient treatment rather than outpatient treatment, the cost could be as high as \$16,339.

On the other hand, the average cost in 1989 to investigate and arrest a criminal offender in Illinois was \$2,711. In cases involving long or complex investigations, such as those targeting drug distributors, the average costs are considerably higher.

Many arrestees are then incarcerated in a county jail prior to their release on bond or before their trial. In 1989, pretrial detainees for all types of crimes spent an average of 15.4 days in jail prior to release or disposition of their case, at a cost of \$700 per offender. Offenders who are eventually sentenced to the Illinois Department of Corrections (IDOC) usually spend much longer in pretrial detention, due to the seriousness of their offenses and high bail amounts. On average, all felons released from IDOC in 1990 spent an average of 146 days in pretrial detention, at an average cost of \$6,654. Those convicted of a Class 4 controlled substance possession offense spent an average of 109 days in a county jail at a cost of \$4,990 per offender.

At this point, the criminal justice costs incurred by a drug offender have approached or exceeded the cost of probation and outpatient treatment. But there's more.

Processing a criminal case through the courts entails costs for prosecution, judicial staff and overhead, and, often, public defense. In 1989, the average cost of processing a criminal case in Illinois courts was \$1,205, 24 percent of it for prosecution costs and 32 percent for public defense. Again, the cost of processing a complex case would be considerably higher.

If an offender opts for a jury trial, it could increase court costs by more than 800 percent to more than \$10,000. If the conviction were appealed, costs could increase by an additional \$6,227, or 62 percent.

One sentencing option for less serious offenses is a term of probation, which is one of the least expensive alternatives, costing an average of \$929 per offender per year in 1990. That year, the average probation sentence was 18.75 months, for a total probation sanction cost of \$1,451. Somewhat more serious offenders may be

## Part one in a series: The criminal justice costs of illegal drugs

sentenced to Intensive Probation Supervision, with an average of one year of IPS and four years of traditional probation at a cost of \$7,150.

The most serious offenders are incarcerated in prison, at a substantially greater cost. In 1990, it cost an average of \$16,176 per year to incarcerate an inmate in prison in Illinois. On average, all felons released from prison in 1990 spent an average of 1.6 years in an IDOC facility, for a total cost of \$25,882. The average drug offender, convicted of Class 4 controlled substance possession, spent 0.4 years in IDOC, at a cost of \$6,470.

So what's the bottom line? If drug treatment prevents an offender from committing further crimes, the substantial cost of future arrests, prosecutions, and sanctions are saved. Outpatient treatment costs significantly less than processing and placing an offender on probation, and even intensive inpatient drug treatment costs much less than the criminal justice costs of arresting, prosecuting, and incarcerating the average offender. And those cost savings do not include the costs of the victimizations—in property loss, medical treatment, and fear—that would be prevented, or the social costs incurred by drug abusers, in increased health care and reduced worker productivity, that could be saved by drug treatment.

David Olson and Roger Przybylski

### Cost of processing the average offender through the criminal justice system

	Probation	Prison
Investigation and arrest	\$2,711	\$2,711
Pretrial detention	\$700	\$6,654
Court processing	\$1,205	\$1,205
18-month probation sentence	\$1,451	
1.6-year prison sentence		\$25,882
<b>Total with probation</b>	<b>\$6,067</b>	
<b>Total with prison</b>		<b>\$36,452</b>
Assessment, placement, monitoring, and intensive outpatient drug treatment (20 sessions)	\$3,796	
Assessment, placement, monitoring, intensive inpatient drug treatment, and aftercare (108 days)	\$14,888	



## Illinois to impanel statewide grand juries for drug cases that cross county lines

Starting January 1, 1992, Illinois will have a new tool for indicting drug offenders who operate in more than one county. Under a new state law, statewide grand juries may be convened by a circuit judge, upon application by the Illinois attorney general and with the consent of each state's attorney with jurisdiction over the offenses to be investigated.

"Many times local investigative efforts have been frustrated because drug racketeers and other drug offenders have networks that cross county jurisdictions," Governor Jim Edgar said upon signing the law in September. "A statewide grand jury system will give law enforcement officials a powerful tool to pursue the illegal activities of these unsavory drug runners."

The Statewide Grand Jury Act (PA 87-466) allows a circuit judge to impanel a limited, multi-county statewide grand jury with authority to investigate and return indictments for narcotics violations and related offenses, provided that the offenses take place in more than one county in the state. The statewide grand juries will be overseen by the state attorney general, who must request that the chief justice of the Illinois Supreme Court appoint a circuit judge to determine that the convening of a statewide grand jury is necessary.

"For the first time in the state's history, the attorney general can convene a statewide grand jury devoted to a single purpose—fighting drug dealers," said Attorney General (and Authority member) Roland Burris. "This is a comprehensive approach to the difficulties facing local authorities who attempt to take on the most intricate drug transactions."

The attorney general or his assistant is required to prosecute any indictment returned by the grand jury unless the local state's attorney consents to prosecute the indictment. The attorney general is required



Jim Edgar



Roland Burris

to cooperate with state's attorneys in conducting the statewide grand jury and prosecuting cases resulting from statewide grand jury indictments.

In addition, the new law modifies the forfeiture distribution formula in the Narcotics Profit Forfeiture Act where the investigation or indictment occurred under the provisions of the Statewide Grand Jury Act. In those circumstances, 60 percent of the forfeited assets would be distributed to the law enforcement agency or agencies involved in the investigation, 25 percent would be distributed by the attorney general as grants for drug education, treatment, and prevention programs approved and certified by the Illinois Department of Alcoholism and Substance Abuse, and 15 percent would be distributed to the offices of the attorney general and the state's attorneys participating in the prosecution.

## Telephone checks to be instituted for firearm purchases

Beginning January 1, 1992, firearm dealers in Illinois will be required to use a new telephone system to instantly check the backgrounds of prospective gun purchasers, under a new law signed by Governor Jim Edgar in September (PA 87-299).

The Illinois State Police (ISP) has received \$187,000 in federal Anti-Drug Abuse Act funds from the Illinois Criminal Justice Information Authority, to be matched by \$62,000 in state funds, to set up the dial-up telephone system. The system

will use a 900 number and an automatic call distribution system to handle the volume of calls.

Upon receiving a request for a name check from a federally licensed firearm dealer, ISP will do a computerized search of its own criminal history record information files and those of the FBI, as well as the files of the Illinois Department of Mental Health and Developmental Disabilities. ISP will seek any felony conviction or patient hospitalization information which

would disqualify a person from obtaining a Firearm Owner's Identification Card or require revocation of a currently valid card. ISP will then tell the dealer over the telephone whether the person purchasing the firearm may be disqualified from possessing a firearm. ISP may charge up to \$2 for the check.

The ISP system was inspired by systems currently in place in Florida and Virginia. Of more than 100,000 firearms transactions processed by the Virginia system in its first 15 months of

operation, more than 1,700 were denied because the prospective purchaser had a criminal record or otherwise was prohibited from purchasing a firearm. Sixty-one fugitives were identified as a result of the program.

In the first six months of Florida's program, 57,498 record checks were made, 2 percent of which resulted in denial. In addition, 14 people wanted on felony warrants were identified.

The Illinois dial-up system will be evaluated for renewal in 1994.



# Other new legislation

## Asset forfeiture

Public Act 87-614 clarifies the legislative declaration of the Drug Asset Forfeiture Procedure Act by incorporating, by reference, federal case law upon which the act is based; requires three publications of notice of pending forfeiture under the Drug Asset Forfeiture Procedure Act rather than one publication; clarifies the notice provisions of the act by providing that the person whose assets are subject to forfeiture is deemed to have been notified of the pending forfeiture upon the mailing of notice via certified mail, rather than upon acceptance of notice; creates a mechanism for the review or appeal of a non-judicial declaration of forfeiture of assets by the state's attorney; and makes other minor technical corrections.

The new law also permits inspection and copying of juvenile court records by administrators of bona fide student assistance programs approved by a Probation and Court Services Department, and includes a provision making a definitional change in the State Appellate Defender Act. PA 87-614; effective September 18, 1991

## Currency reporting

Every financial institution in Illinois must keep a record of every currency transaction involving more than \$10,000 and every purchase of a bank check, cashier's check, traveler's check, or money order by an individual involving U.S. currency in amounts of \$3,000 or more. Financial institutions also must file reports of such transactions with the Illinois State Police. Financial institutions in compliance with the federal Currency and

Foreign Transactions Reporting Act are deemed to be in compliance with Illinois' Currency Reporting Act. PA 87-619; effective September 18, 1991

## Tort claims in drug abuse cases

Under the new Cannabis and Controlled Substances Tort Claims Act, property owners may obtain specified civil damages from anyone who uses their property to violate Illinois' Cannabis Control Act or Controlled Substances Act. The law also provides a civil cause of action, with statutorily prescribed damages for a parent or legal guardian, against a person who delivers a controlled substance or cannabis to a minor. In addition, the act enhances the penalties for persons convicted of the manufacture or delivery of cannabis on or near school grounds or a school bus. PA 87-544; effective September 17, 1991

## Statewide substance abuse strategy

The governor is required to designate a lead agency to coordinate a statewide strategy for the prevention, intervention, and treatment of substance abuse. Each state agency that funds alcohol- or drug-abuse prevention, intervention, or treatment efforts must prepare a plan that will be used by the lead agency to develop the comprehensive statewide plan. PA 87-719; effective January 1, 1992

## Expungement and sealing of criminal records

Upon petition, the expungement of arrest records maintained by the Illinois State Police after acquittal or non-conviction for all

felonies and Class A and B misdemeanors is permitted. Also permitted is the sealing of state-maintained records of supervision two or five years (depending on the offense) after successful completion of the order of supervision and of special probation dispositions five years after completion of the probation. Supervision and special probation disposition information would be sealed to all criminal justice officials except to the arresting authority, a state's attorney, and the court, who could gain access to such information only upon a later arrest for the same or a similar offense, or for sentencing in a felony offense. Illinois Department of Corrections officials could gain access to sealed information regarding persons in the department's custody. PA 87-548; effective January 1, 1992

## Conviction checks

A fingerprint-based conviction history check of the state central repository for certain offenses is required for all applicants to drive a vehicle owned by a private carrier company that provides public transportation pursuant to an agreement with the Chicago Transit Authority. PA 87-597; effective January 1, 1992

## Safe school zones

The enhanced penalty provisions for drug and weapons offenses on or near school property apply regardless of the time of day or the time of year. Also, the enhanced penalty provisions apply to drug or weapons offenses committed on a school bus. PA 87-524; effective January 1, 1992

## Public housing safety

A public housing authority may

file suit to evict a tenant who threatens the health and safety of other tenants or authority employees. Activities constituting grounds for such eviction include physical assault, illegal use of firearms, and possession of a controlled substance. PA 87-223; effective January 1, 1992

## Warrants for unannounced entry

Upon a finding that certain exigent circumstances exist, a judge issuing a search warrant may order the person executing the warrant to make entry to a building or property without first knocking and announcing his office. PA 87-522; effective January 1, 1992

## Probation fees

The \$25-per-month fee imposed upon offenders placed on probation has been extended to apply to those persons placed on supervision and conditional discharge. The fee is placed into the county's probation and court services fund and may be used for costs of operating the county's Probation and Court Services Department, but may not be used for the payment of salaries of probation and court services personnel. PA 87-610; effective September 18, 1991

## Protection of domestic violence victims

Any person who discloses the location of any domestic violence victim, without the authorization of that victim, knowing that such disclosure will result in, or has the substantial likelihood of resulting in, the threat of bodily harm is guilty of a Class A misdemeanor. PA 87-441; effective September 11, 1991

*Robert Boehmer*



# One crime victim advocate's work

Like most community sexual assault crisis centers, the Lake County Council Against Sexual Assault (LACASA) operates a 24-hour hotline, has volunteers that provide both medical and court advocacy, and provides support groups for adult survivors and their family and friends.

LACASA also has advocate Lynn Nash, who specializes in training criminal justice professionals in the sensitive handling of sexual assault survivors.

Ms. Nash has been at LACASA for five years. In that time she has trained more than 350 police officers in Lake County. Ms. Nash also routinely conducts training for Lake County's assistant state's attorneys and judges, and has recently offered LACASA's services to the county's public defenders as well.

As she does with all new groups, Ms. Nash will explain to the public defenders what LACASA's purpose is, what services it provides, and how the two groups—public defenders and LACASA—can work together in the best interest of the survivors of sexual assault.

This year, Ms. Nash has instituted two other new programs she hopes will extend LACASA's reach.

## Networking agreements

Although LACASA's day-long training programs for police, co-sponsored by the Illinois Association of Chiefs of Police, always generated some interest, attendance was often lower than expected.

Under a new program, however, Ms. Nash has met personally with the chief of each of the county's 36 police departments to explain LACASA's services, and

how LACASA could work with the department. The goal is to have the department sign a networking agreement with LACASA. "When a department signs the agreement, they state what their agency will do on behalf of victims of sexual assault," Ms. Nash said.

For its part, LACASA will provide the department with annual training to be held at the police station, with the officers receiving their regular wages for their time. Ms. Nash begins the training with a videotape that shows an officer under attack who is overwhelmed and helpless. This gives the officers a point of reference in understanding the feelings of sexual assault victims.

LACASA also gives the departments access to their volunteer advocates, who are on call 24 hours a day for sexual assault victims.

So far, Ms. Nash has received 26 signed agreements. Only two departments have declined the training, and both of those already have solid sexual assault training in place. Ms. Nash notes that all 36 departments have been cooperative and easy to work with.

## Orders-to-pay

In Lake County, when no restitution is ordered paid to either the victim of a sexual assault or any other party involved, the judge can order that a payment be made straight to an anti-crime organization instead. Until April of this year, LACASA was not among the organizations that received restitution. Ms. Nash noted, however, that LACASA was not only an anti-crime organization but could also use the extra money as

"There are lots of disappointments in this job, but there are also real positives. We educate the public, and we help people heal."

—Lynn Nash

*Lake County victim advocate*

they were the agency serving the victims of these crimes. Working with Illinois Coalition Against Sexual Assault legal counsel Mary Boland, Lake County State's Attorney (and Authority member) Michael Waller, and Lake County Judge William Block, Ms. Nash has obtained orders-to-pay for LACASA. Now, LACASA is eligible to receive \$250-\$500 from those convicted of a misdemeanor, and \$500-\$1,000 from those convicted of a felony. In

essence, the perpetrators are paying for the therapy and healing of their victims, said Ms. Nash.

## The future

Ms. Nash has proven she is an innovator in her field. What would she like to see happen in the future? "I would like to see more convictions. We currently have a lot of cases that are getting pled. But, I want to add that Lake County is very sensitive to survivors [of sexual assault]."

*Teresa Vlasak*

## Funding for advocacy programs

LACASA is a part of the Illinois Coalition Against Sexual Assault (ICASA), a network of 30 community-based centers that work to end sexual violence through public awareness, education, and inter-agency cooperation.

In 1986, ICASA received its first grant from the Illinois Criminal Justice Information Authority to fund a comprehensive advocacy program for sexual assault victims. The program provides support and reassurance through medical, criminal justice, and institutional advocacy. Five years later, ICASA continues to receive grant funds from the Authority to keep an advocate in each of its 30 centers, which are located throughout Illinois.

ICASA's victim advocacy program is financed with money from the federal Victims of Crime Act (VOCA) of 1984, part of which which the Authority administers in Illinois. (The Illinois Attorney General's Office administers a victim compensation program using VOCA funds). VOCA dollars come not from taxpayers, but from fines and fees levied against federal criminals.

The VOCA funds administered by the Authority are used for programs that assist victims of crime, with special emphasis on victims of child abuse, domestic violence, and sexual assault and traditionally underserved violent crime victim populations. In fiscal year 1991, the Authority received \$2.8 million in federal VOCA funds, which it distributed to victim organizations throughout the state.



### Authority report examines state court backlogs in Illinois, nationwide

Backlogs in the nation's criminal and civil courts continue to grow at an alarming rate, although Illinois has fared better than many other large states in holding down its court backlog. These are some of the conclusions of *State Court Backlogs in Illinois and the United States*, a new research bulletin by the Illinois Criminal Justice Information Authority. Nationally, state courts cleared the equivalent of 91.8 percent of the criminal and civil cases that were filed between 1986 and 1988, producing a caseload shortfall of 8.2 percent. In Illinois, the combined shortfall in criminal and civil cases was 3.1 percent. For copies of the report, contact Olga McNamara at the Authority, 312-793-8550.

### Temple University study confirms certain homes are burglary prone

A recent study of suburban burglary by economists at Temple University's School of Business and Management in Philadelphia confirmed that homes in certain locations and with certain characteristics are more susceptible to burglary.

The study of burglary patterns in three Philadelphia suburbs found that homes close to major thoroughfares, secluded by woods or adjacent to a park, or on a cul de sac were more likely to be burglarized. Burglars were more likely to choose homes that look more expensive than neighboring homes. In addition, most residents became burglary victims within two years of moving into their homes, generally in new devel-

opments or in neighborhoods with high turnover where the burglar is not easily identified as a stranger.

Burglars were also nearly three times as likely to choose a home without a burglar alarm. And less was stolen from homes with alarms that had been burglarized, because of the limited amount of time for the burglar to work in once the alarm had gone off.

Finally, in nearly half the burglaries, the burglar entered through the front door.

For more information about the study, contact Simon Hakim or Andrew Buck, Temple University School of Business and Management, Philadelphia, Pennsylvania, 19122.

### Chiefs association launches new magazine

The first edition of *Command*, the new quarterly magazine of the Illinois Association of Chiefs of Police was published in September. *Command* is distributed automatically to IACP members and is also available by subscription to non-members. For more information, contact Patricia Hughes at *Command*, Southern Illinois University at Edwardsville, Campus Box 1456, Edwardsville, Illinois, 62026-1456.

### Prevention Resource Center's training catalog available

The Prevention Resource Center, a non-profit organization funded by the Illinois Department of Alcoholism and Substance Abuse, has published its 1991-1992 catalog of training programs. The training sessions are aimed at prevention professionals, educators, and community, church, and youth leaders active in drug and alcohol abuse prevention programs. Topics include prevention and health promotion concepts and strategies, building prevention skills, comprehensive health and well-being, organizational development, and library and information service programs. For more information, contact the Illinois Prevention Resource Center, 822 South College Street, Springfield, Illinois, 62704, 800-252-8951 (Illinois residents only) or 217-525-3456.

### New publication presents delinquents' perspectives

*Delinquents on Delinquency*, published by Research Press, describes juvenile delinquents' perspectives on the causes, prevention, and reduction of delinquency. The 214-page report is based on interviews of 250 male and female delinquents in 19 juvenile residential facilities in seven states, interviewed by staff members of the facilities. For more information, contact Research Press, 2612 North Mattis Avenue, Champaign, Illinois, 61821, 217-352-3273.

### Criminal Justice Institute publishes 1991 edition of Corrections Yearbook

The Criminal Justice Institute has published the 1991 edition of the *Corrections Yearbook*. The four-volume yearbook covers adult corrections, juvenile corrections, probation and parole, and jails. The yearbook includes state-by-state and federal information about population levels and inmate characteristics, assaults and escapes, staffing ratios and salaries, construction costs, programs offered, recidivism rates, AIDS and HIV testing, diversion and electronic monitoring, budgets, training requirements, and other data. The yearbook may be purchased from the Criminal Justice Institute, Spring Hill West, South Salem, New York, 10590, 914-533-2000.

### Winter ACA conference to be held in Portland, Oregon

The American Correctional Association will hold its 1992 winter conference in Portland, Oregon, January 20-22. The theme for this year's conference is "Opportunities, Not Obstacles." For more information, contact the American Correctional Association, 8025 Laurel Lakes Court, Laurel, Maryland, 20707-5075, 301-206-5100.



## Law Enforcement Bulletin available by subscription

The *FBI Law Enforcement Bulletin* is now available by subscription. Previously available only to officers on a special mailing list, the *Bulletin* can now be obtained for a \$14-per-year fee from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402-9325, 202-783-3238.

## Guide to drug testing published

The American Probation and Parole Association (APPA) has issued a 142-page guide to drug testing of adult probationers and parolees. The guide is designed to both provide offenders with certain protections and reduce the chance that drug test results will be thrown out of court.

In general, the guide calls upon probation and parole officials to carefully consider what they hope to accomplish through drug testing, conduct research to find the most suitable technology, and establish written policies to

ensure that testing is conducted properly and can withstand court challenges.

The APPA guide also covers criteria for selecting offenders for testing, confidentiality issues, lab testing versus on-site testing, and technical issues such as "cut-off levels," collection protocols, and chain-of-custody requirements.

The document (NCJ-129199) is available through the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850, 800-688-4252.

## Video covers how to handle computer evidence

The National Institute of Justice has released a videotape showing how to safeguard computer evidence at a crime scene. *The Crime Scene Computer Video* shows how to handle computers found during an investigation of a criminal operation, such as a drug syndicate, so that valuable evidence is not destroyed. The video is available through the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850, 800-688-4252.

## ACA publishes video and pictorial

The American Correctional Association has published *Behind Bars*, an award-winning collection of more than 70 photographs giving an inside look at the Lebanon Correctional Institution in Ohio. The association has also developed an instructional videotape on the history of juvenile justice in the United States. The video, *Juvenile Justice in the*

*United States: A Video History*, begins with English and colonial history and ends with a look at the community-based programs and institutions of today. Both the book and the video may be purchased from the American Correctional Association's Publications Department, 8025 Laurel Lakes Court, Laurel, Maryland, 20707-5075, 800-825-2665.

## Two Illinoisans gain national leadership posts

Frankfort Police Chief **Darrell Sanders** was elected sixth vice president of the International Association of Chiefs of Police in October at the association's annual meeting in Minneapolis. The sixth vice president traditionally moves through the ranks to become president. Chief of the Frankfort department since 1979, Chief Sanders is also third vice-president of the Illinois Association of Chiefs of Police.



Darrell Sanders



Authority Deputy Director **Barbara McDonald** has become president of the National Criminal Justice Association, succeeding **Albert Howenstein** of California, who resigned the presidency in September. Ms. McDonald, elected NCJA vice-president earlier this year, is the first woman to be president of the 1,200-member organization. The NCJA represents the states on crime control and public safety measures before Congress and other public and private interests.

## Appointments

**Stephen Selcke**, former director of legislative affairs for the Governor's Office, has been named by Governor Jim Edgar to head the Department of Insurance. Director Selcke will also serve, by virtue of his office, on the Illinois Motor Vehicle Theft Prevention Council.



Governor Edgar has appointed eight members to the newly created Auxiliary Police Advisory Panel: Lake County Sheriff **Clinton Grinnell**; Alexander **MacArthur**, chairman of the McHenry County Sheriff's Commission Merit Board; **Chuck McDonald**, chief of police at Southern Illinois University at Edwardsville; **J. Neil Nielsen**, village manager of Oak Park; **Hobart ("Curly") Rogers**, executive director of the Policemen's Benevolent and Protective Association of Illinois; **Karl Scheel**, a former fire investigator with the Metropolitan Chicago Loss Bureau; **Art Stone**, director of the Illinois Fraternal Order of Police Labor; and **Ken Wallace**, a retired Monmouth police officer and president of the Illinois Police Association.



Libertyville Police Chief **Richard Brandt**, Wheeling Police Chief **Michael Haeger**, and Normal Police Chief **James Taylor** have been appointed by Governor Edgar to the Police Training Institute Committee.

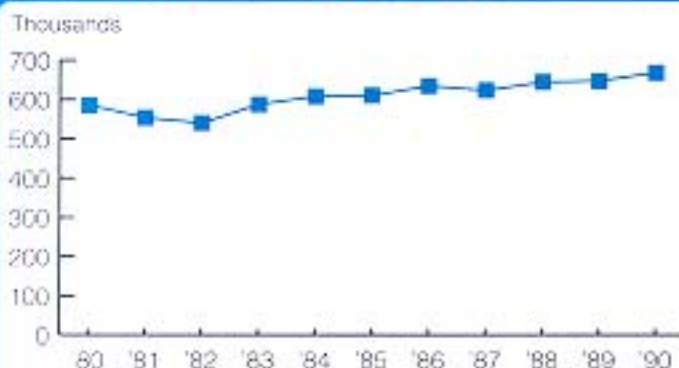


## Trends

*Trends* is a regular feature of *The Compiler*. It displays recent baseline statistics from various criminal justice agencies and programs. Note that because graphs measure

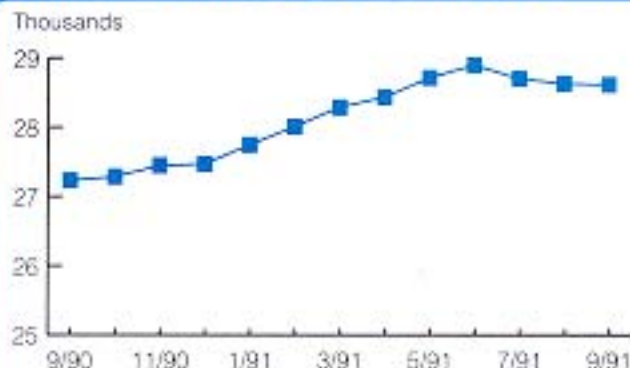
different aspects of the criminal justice system, the data from one graph should not be compared with data from other graphs.

### Index crime offenses (statewide)



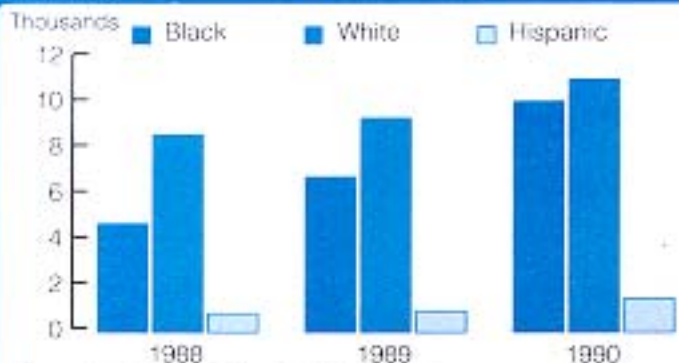
Source: Federal Bureau of Investigation

### State adult inmate population (end of month)



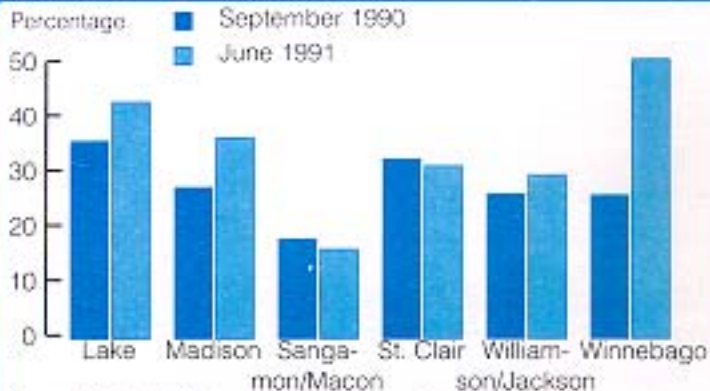
Source: Illinois Department of Corrections  
(includes inmates in state and federal prisons and work release centers)

### Illinois probationers by race



Source: Administrative Office of the Illinois Courts

### Drug-positive arrestees outside Chicago



Source: National Institute of Justice, Drug Use Forecasting



### ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

120 South Riverside Plaza  
Chicago, Illinois 60606-3997  
Voice: 312-793-8550  
Fax: 312-793-8422

BULK RATE  
U.S. POSTAGE  
**PAID**  
CHICAGO, IL

PERMIT NUMBER 4273

If address label is incorrect, please write your correct name and address below and return the lower part of this page, including the label, to Maureen Hickey at the Authority.

---



---



---



---



---