

ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

Illinois Strategy to Control Drug and Violent Crime

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Statewide Strategy to Control Drug and Violent Crime

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EXECUTIVE SUMMARY

Illinois' FFY95 Statewide Strategy to Control Drug and Violent Crime, like previous strategies, includes both "good news" and "bad news": On the positive side, evaluation results, comments from those in the field and data which measures the efforts of criminal justice agencies are all encouraging. Individual program results are encouraging. Criminal justice agencies are arresting, prosecuting and convicting record numbers of offenders. And individual agencies report improved conditions in their communities - drug dealers no longer feel free to sell controlled substances in plain view of those who pass by; citizens are more willing to cooperate with police; children are allowed to play in parks which had been off limits. Evaluators too report that programs are meeting their stated objectives. Perhaps the best news - the numbers of students in grades 7 through 12 who report using drugs in their lifetime, in the past year or past month are all less than found in a survey conducted four years ago.

Yet, despite this good work, offenses continue to rise. Between 1988 and 1992, the most recent year for which Illinois data are available, violent crime has increased by 21 percent. Aggravated assault involving a firearm increased in rural, urban and suburban areas of the state between 1988 and 1992. In rural counties up to 25 percent of the homicides result from domestic violence. Abuse and neglect reports to the state's child welfare agency have doubled since the late 1980's. Neither the supply or price of drugs in Illinois seem to have been effected. And heroin use is on the rise, with white heroin from Southeast Asia becoming more prevalent than it has for a number of years.

While drug and violent crime continue to present the state with significant challenges, Illinois has made a substantial commitment to combat both, and those efforts have had a measurable impact in many different ways. More than 35 major programs have targeted every facet of the state's criminal justice spectrum, including enforcement, prosecution, defense, and corrections, as well as treatment and education. Individually and collectively, those efforts have helped the state:

- implement much needed multi-jurisdiction enforcement programs;
- increase *Controlled Substances Act* and violent crime arrests;
- accelerate drug and violent crime prosecution;
- improve the homicide clearance rate in East St. Louis;
- target high-level and mid-level drug traffickers;
- supplement civil and criminal forfeiture efforts;
- expand community policing;
- seize large quantities of cannabis, cocaine, opiates and other illicit drugs;

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- close illicit cannabis growing operations;
- monitor money laundering activities more closely;
- strengthen police training;
- increase the state's capability to analyze DNA;
- reduce court backlogs;
- expand the state's alternative-to-incarceration options;
- broaden community service program availability;
- continue prison-based drug treatment and education programs; and,
- test violence reduction models in troubled neighborhoods.

Since the inception of the first statewide drug law enforcement strategy in 1986, Illinois has adopted a multi-faceted approach to the drug problem. Following the lead of the *National Drug Control Strategy*, Illinois has sought to reduce both the supply and the demand for illicit drugs. Thus, the combined efforts of criminal justice, education, and treatment focus on the enforcement of existing laws, treatment of those who use drugs, and education.

Illinois' proposed strategy for FFY95 builds on the successes of past years by continuing effective programs - particularly those related to drug apprehension, prosecution, alternative sanctions and treatment options for offenders - and seeks to focus limited new funds on programs which will test ways to impact violent crime. New programs will therefore seek to increase arrest and prosecution of violent offenders and reduce their recidivism in counties or municipalities with high violent crime rates. At the state level, model projects which support local efforts will be tested and the infrastructure of the system will be given some attention.

INTRODUCTION

The Illinois Criminal Justice Information Authority is a state agency created in 1983 to promote community safety by providing public policy-makers, criminal justice professionals, and others with the information, tools, and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. The Authority provides an objective, system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. It also works to enhance the information tools and management resources of individual criminal justice agencies. With the passage of the State and Local Law Enforcement Assistance Act of 1986, the Authority, statutorily responsible for administering the Act in Illinois, became the state's drug policy board as well.

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

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

The Authority has two major components. The first is a 15-member board representing different parts of the criminal justice system and the private sector.

The Authority's second major component is a professional staff trained in criminal justice administration, information technology, research and analysis, and agency management. In addition, the Authority regularly organizes advisory committees or work groups, consisting of

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Authority members, staff, other criminal justice officials, researchers, and other experts, to address specific problems or needs. Given its unique composition and role in criminal justice in the state, the Authority is ideally suited to be the state's drug policy board. By statute, the Authority's membership includes the following people:

- Two local police chiefs: the Chicago police superintendent and another chief who is appointed by the Governor;
- Two state's attorneys: the Cook County state's attorney and a state's attorney from another county who is appointed by the Governor;
- Two sheriffs: the Cook County sheriff and a sheriff from another county who is appointed by the Governor;
- Four state officials: the attorney general (or a designee), the Directors of the Illinois Departments of Corrections and State Police, and the Director of the Office of the State's Attorneys Appellate Prosecutor; and,
- Five members of the public who are appointed by the Governor.

The Governor also designates a chairperson from among the agency's 15 members. The current chairperson is former U.S. Drug Enforcement Administration (DEA) Director, Peter B. Bensinger. Brief biographies of each member follow.

- **Mr. Bensinger** was head of the U.S. Drug Enforcement Administration for six years under the Ford, Carter, and Reagan administrations. He was the first director of the Illinois Department of Corrections, first chief of the Crime Victims Division of the Illinois Attorney General's Office, chairman of the Illinois Youth Commission, and executive director of the Chicago Crime Commission. He is currently president of Bensinger, DuPont & Associates, a Chicago-based firm that assists industry with drug and alcohol abuse policies.
- **Jane Rae Buckwalter**, vice-chairperson of the Authority, is associate vice chancellor for administration of the University of Illinois at Chicago and deputy director of the university's Office of International Criminal Justice. An official with UIC for the past 16 years, Ms. Buckwalter previously managed criminal justice grants, planning, and training for the Illinois Law Enforcement Commission for nearly a decade.
- **Roland Burris** has been Illinois' Attorney General since January 1991. Before that, he served an unprecedented three terms as state comptroller and was director of the former Illinois Department of General Services. (*First Assistant Attorney General Joseph Claps serves as the attorney general's designee on the Authority*).
- **Barbara Engel** has worked on behalf of crime victims in Illinois since the early 1980's. A member of the Chicago Commission on Human Relations, she is former director of women's services for the Loop YWCA in Chicago and past-president of the Illinois Coalition Against Sexual Assault.

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- **Terrance Gainer** has been Director of the Illinois State Police since March 1991. An 18-year veteran of the Chicago Police Department, Mr. Gainer served in patrol, investigations, administration, and as the Department's chief legal officer. Before his return to ISP, where he served as deputy director, Mr. Gainer was the special assistant for drug enforcement to the U.S. transportation secretary.
- **Norbert Goetten** became Director of the Office of the State's Attorneys Appellate Prosecutor in December 1991, following a 19-year tenure as state's attorney of Greene County. Before that, he spent five years in private practice specializing in criminal law.
- **Richard J. Mark** is president and CEO of St. Mary's Hospital in East St. Louis. Prior to joining the hospital staff in 1990 Mr. Mark held key administrative positions in both the public and private sectors.
- **Robert Nall** has worked in law enforcement in Adams County for the past 22 years, 19 of them as county sheriff. From 1971 to 1974, he served as a deputy sheriff, before being elected to his first term as sheriff in 1974. He has been re-elected four times.
- **Jack O'Malley** was elected Cook County State's Attorney in 1990 and was re-elected in 1992. He served as a patrol and tactical officer with the Chicago Police Department for nine years, and then as an Assistant Corporation Counsel for the City of Chicago. From 1983 to 1990, he was an associate, and then a partner, with the Chicago law firm of Winston & Strawn.
- **Howard A. Peters III** has been Director of the Illinois Department of Corrections since March 1991. A 22-year employee of the department, he served as warden of the Pontiac, Sheridan, and Centralia correctional centers and as superintendent of the Illinois Youth Center - St. Charles.
- **Roger Richards** has spent 23 years with the Fairview Heights Police Department, including the last 16 as chief. He started as patrol officer in 1971, was promoted to sergeant in 1973 and lieutenant in 1977, before being appointed chief in 1978.
- **Matt Rodriguez**, a 34-year police veteran in Chicago, was appointed superintendent of the Chicago Police Department in April 1992. Mr. Rodriguez has served in the department's patrol, training, gambling, and youth divisions. In 1980, he began a 12-year tenure as deputy superintendent of the Bureau of Technical Services.
- **Michael Sheahan** was elected sheriff of Cook County in November 1990. He began his career in law enforcement in 1971 as a patrol officer with the Chicago Police Department. In 1979, he was elected alderman of Chicago's 19th Ward, a position he held for 11 years.
- **Arthur Smith, Sr.** is president of six companies in the Chicago area, primarily in the transportation industry. A Chicago police officer from 1967 to 1984, he has served on the Chicago Police Board for the past ten years.

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- **Michael Waller**, a 12-year veteran of the Lake County State's Attorney's Office, was appointed state's attorney in August 1990 and was elected to a full term in November 1992. Prior to that, he was chief deputy of the Criminal Division, chief of special prosecutions, and chief of the Misdemeanor, Traffic, and Juvenile divisions.

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

The Authority's staff includes people from a variety of backgrounds and disciplines. To help maintain this staff diversity the Authority aggressively pursues equal employment opportunities. In fiscal year 1994, for the tenth consecutive year, the Illinois Department of Human Rights approved the Authority's EEO plan, and the Authority worked closely with the department to receive up-to-date training on affirmative action and to inform qualified minority candidates of positions within the agency. The Authority has also worked to make employment opportunities available to people with disabilities.

Public Notice Compliance

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

Public Comment

More than 2,000 notices inviting comment on the priorities of the amended Anti-Drug Abuse Act of 1988 for FFY95 were sent to members of the Illinois General Assembly; Illinois' three U.S. attorneys; state agency directors; all police chiefs of communities with populations of more than 10,000; sheriffs, state's attorneys, public defenders, and other county officials; multi-jurisdiction narcotic unit directors; regional police training directors; chief and circuit court judges; mayors or village presidents of communities with more than 10,000 residents; community groups; and social service agencies throughout Illinois.

Input was sought regarding problems agencies face with respect to illegal drugs and violent crime, data documenting the nature and extent of those problems, the resources presently available to address those problems, and promising approaches to respond to the identified problems. (See Appendix A for a copy of the notice.) Notice of the invitation for public input

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was also posted in the newspaper designated by the state for such announcements. News releases were sent to newspapers and radio and television stations throughout the state. In all, individuals and organizations representing virtually all components of the criminal justice system, as well as citizen groups and service providers submitted written remarks (see Appendix B for a detailed list).

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

EXTENT AND NATURE OF DRUG AND VIOLENT CRIME

INTRODUCTION

This section of the report was developed to provide Illinois policy makers with a comprehensive statistical portrait of the extent and nature of drug and violent crime in Illinois. Therefore, multiple indicators from a variety of criminal justice and public health care system sources are presented. These include public perceptions of the drug and violent crime problem, rates of illegal drug use, evidence of drug availability, trends in drug-associated health problems, and various other measures of drug and violent crime.

When reading the document, it is important to view the information as a whole. Statistical measures can be open to different interpretations, and no single indicator can accurately reflect the complexity of the drug and violence problem. Multiple indicators, used with care and taken together, however, can and do provide at least a rough indication of patterns and trends - the ebb and flow in the battle against drugs and violence.

Illinois' Population and Geographic Characteristics

Illinois covers an area of 56,000 square miles and is the 24th largest state in terms of land mass. With a population of 11.4 million, Illinois is the sixth most populous state in the country. Extending approximately 385 miles from north to south and 200 miles across its widest point, Illinois is a complex mix of large, urban population centers and vast rural areas representing diverse cultures and lifestyles.

Like many other states, Illinois has a major population center that is home to more than one-half of the state's 11.4 million residents. The city of Chicago has nearly 2.8 million people, while the remainder of Cook County and the five collar counties have nearly 4.5 million additional residents. The remaining 4.2 million residents of the state are dispersed among 96 counties that range in population from 4,373 to 262,852.

Public Perceptions of Drug and Violent Crime

According to several recent surveys, crime is one of the major concerns of citizens in Illinois and the rest of the nation. In January 1994, 59 percent of the respondents in a national survey said crime was one of the two greatest problems facing the country; 39 percent listed it as the *most* serious problem (Gallop Opinion Poll, *Sourcebook of Criminal Justice Statistics*, 1993).

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When the same questions were asked in a national survey in 1984, only 14 percent of the respondents perceived crime to be the most serious problem.

The perception that crime and drugs are a serious problem has also increased among Illinois residents. Surveys indicate that 14 percent of the Illinois population perceived crime and drugs to be the most serious problem in the state in 1993, while only 6 percent did in 1991 (*Illinois Policy Survey, 1993*. Northern Illinois University).

The public also perceives a very strong relationship between drugs and crime, particularly violent crime. In a 1993 national survey, almost two-thirds of the respondents said that drugs were the leading cause of crime, and one-half felt drug abuse was the largest contributing cause of violence in society.

At the same time society's perception of the seriousness of the crime problem has increased, its confidence in the criminal justice system has decreased. In the 1993 national survey, only 15 percent of the respondents reported they had "confidence" in the justice system.

DRUG AVAILABILITY AND USE IN ILLINOIS

Although the use and distribution of illegal drugs are difficult to measure precisely, data obtained from surveys and from certain criminal justice and public health care agencies are helpful in estimating drug availability and use within Illinois. Data on the price and purity of drugs, drug-related hospital emergency room admissions, drug-related deaths and treatment admissions are presented below as indicators of supply for selected drugs. Data from surveys, the Drug Use Forecasting (DUF) program and other sources are presented as indicators of the demand for drugs.

Cocaine

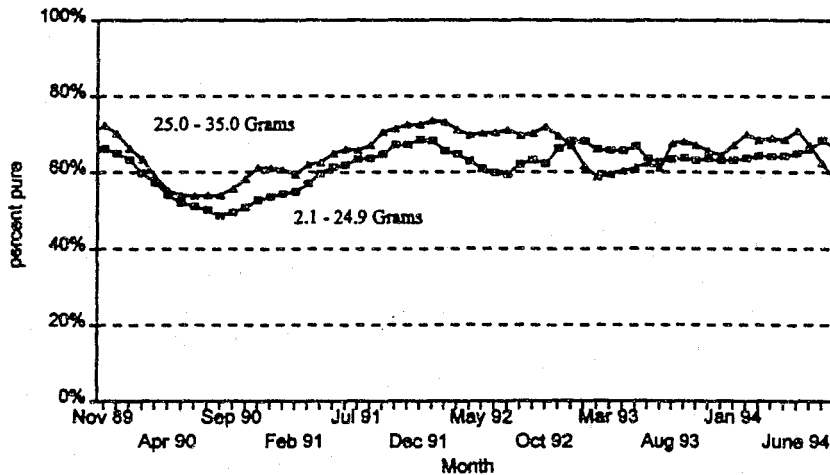
Although selected indicators suggest that a reduction in the availability of cocaine occurred in late 1989 and early 1990, the cocaine supply has since rebounded. Cocaine is readily available throughout the state and remains the most visible drug on the street, particularly in urban areas. In some areas of the state, crack is now much more prevalent than powder cocaine.

Although cocaine purity decreased between 1989 and 1990, it increased and stabilized in subsequent years. For example, data from Illinois State Police (ISP) crime labs indicate that the average purity of cocaine samples weighing 2.1 to 24.9 grams fell in average purity from 69 percent in August 1989 to 50 percent in August 1990, but then increased in average purity to 69 percent in August 1991 and 77 percent in March 1992 (Figure 1). Since that time the average purity of samples weighing 2.1 to 24.9 grams has hovered between 60 percent and 70

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percent. Traditional supply/demand economic models of drug markets indicate this increase in purity reflects an increase in the availability of cocaine.

Figure 1
Average Purity of Cocaine
Submitted to ISP Crime Labs



Trends in cocaine prices in Illinois also support the notion that the supply of cocaine increased during the early 1990s. Prices for large quantities of cocaine in Chicago dropped from \$40,000 per kilogram in 1990 to between \$21,000 and \$25,000 by 1993. Kilogram prices in Springfield and central Illinois were similar to those in Chicago. Prices for retail quantities have remained fairly stable in recent years, at about \$100 per gram.

Public health system indicators also suggest an increase in the availability of cocaine in recent years. Cocaine-related hospital emergency room admissions in the Chicago metropolitan area jumped from fewer than 5,000 in 1990 to 8,214 in 1992, and cocaine mentions during the first six months of 1993 were the highest semiannual total ever recorded. In 1992, cocaine was mentioned in nearly 47 percent of all drug-related emergency room episodes in Chicago, compared to 26 percent nationwide. The number of drug-related *deaths* reported in Chicago that involved cocaine increased 57 percent between 1990 and 1992, from 126 to 199.

Data from treatment programs funded by the Illinois Department of Alcoholism and Substance Abuse (DASA) tell a similar story. Between state fiscal years (SFYs) 1982 and 1993, admissions to DASA-funded treatment facilities for primary cocaine abuse jumped from 492 to 24,302. More recently, between SFYs 1990 and 1993, treatment admissions for cocaine abuse increased 58 percent.

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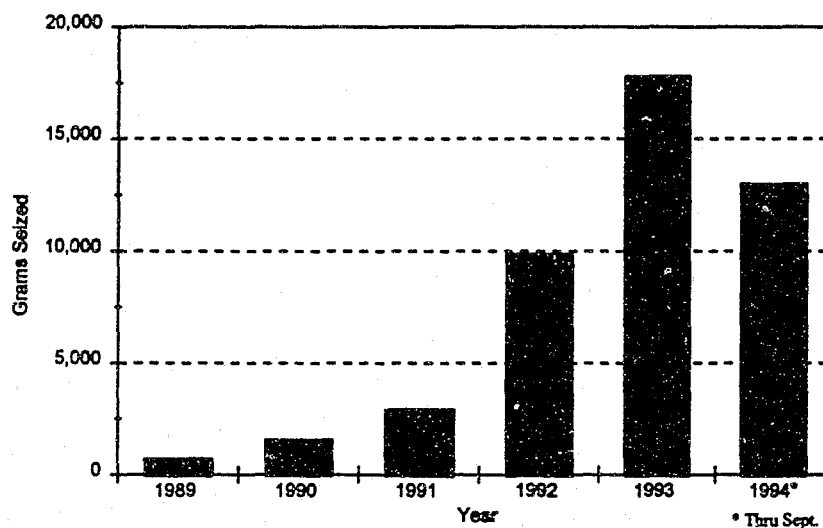
Similarly, the number of referrals to treatment for cocaine abuse by Interventions Chicago, a telephone hotline for individuals seeking information about substance abuse treatment services, more than tripled between SFYs 1992 and 1994, from 738 to 2,730. In SFY 1994, powder cocaine accounted for 28 percent of all referrals made by Interventions Chicago, compared to 19 percent in SFY 1992.

Crack Cocaine

Although Illinois is a "consumer" state for most drugs (e.g., drugs are imported into the state for consumption), Chicago has become a *supplier* of crack cocaine to the rest of the nation. Intelligence information from the Drug Enforcement Administration (DEA) and data from the National Institute on Drug Abuse (NIDA) indicate that Chicago is one of four *source* cities for crack cocaine distribution across the United States, along with Detroit, Los Angeles and St. Louis. The cost for an ounce of crack averages between \$1,000 and \$1,200 in Chicago, which is very similar to costs in other metropolitan areas such as Boston, Dallas and Los Angeles.

Although the public has traditionally associated the crack problem with Chicago, enforcement and treatment data indicate that the availability and use of crack has increased throughout Illinois, particularly in downstate metropolitan areas. In 1993, nearly 18,000 grams of crack were seized in areas outside of Chicago, more than double the amount seized in 1992, and more than four times greater than the 4,000 grams seized in 1990 (Figure 2).

Figure 2
Quantity of Crack Cocaine Seized
Outside of Chicago



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Data for the first nine months of 1994 indicate that seizures for the year will equal or surpass all previous annual totals. While downstate urban counties accounted for more than two-thirds of the crack seized outside of Chicago between 1989 and 1993, all regions of the state experienced dramatic increases. In Illinois' rural counties, for example, the amount of crack seized annually increased from 15 grams in 1989 to 1,203 grams in 1993.

Another indicator of the increasing prevalence of crack cocaine is the number of referrals to drug treatment by Interventions Chicago. Between SFYs 1992 and 1994, referrals to treatment for crack cocaine by Interventions increased more than fivefold, from 587 to 3,108. Referrals for crack cocaine accounted for 32 percent of all Interventions' referrals in SFY 1994, compared to 15 percent in SFY 1992.

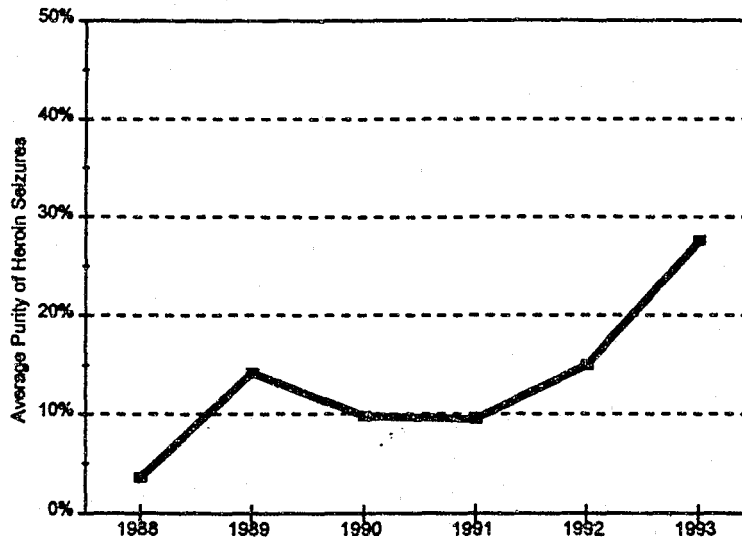
Heroin

In recent years, the DEA's Chicago Field Division has reported an increase in the availability of high quality heroin in the Chicago and northwest Indiana region. Chicago was one of only two cities within the DEA's Domestic Monitor Program (DMP) to report the availability of all four major types of heroin (Mexican black-tar, Mexican brown heroin, Southwest Asian and Southeast Asian white) during 1993. The DMP indicates that since 1991 there has been a major shift in the heroin market in Chicago with the predominant form of heroin changing from Mexican to Southeast Asian.

As a result of the increased availability of Southeast Asian heroin, heroin purity levels in Chicago have increased dramatically. In 1988, heroin seized by the DEA in Chicago averaged less than 4 percent purity. By the end of 1993, heroin purity averaged close to 28 percent (Figure 3). Increased purity has enabled many users to inhale and snort the opiate, rather than inject it. The ability to snort heroin is what many epidemiologists believe is attracting younger users.

Prices for heroin differ depending on the type, with Mexican black-tar and brown heroin selling for considerably less than Southeast Asian. In 1990, the average price per ounce of Mexican heroin in Chicago was \$600, with gradual increases occurring through the end of 1993, when the average was \$800 per ounce. However, the DEA reports that by June 1994 prices for Mexican brown heroin jumped to between \$1,000 and \$1,500 per ounce. Areas in central Illinois—which receive Mexican heroin from Chicago, as well as California and Texas—report costs reaching \$2,600 per ounce. Prices for China white are considerably higher due to higher purity levels. Since 1991, prices ranged from \$4,000 to nearly \$9,000 per ounce. Early 1994 reports indicate China white averages \$6,500 per ounce in Chicago and more than \$7,000 per ounce in central Illinois.

Figure 3
Average Purity of Heroin



Between 1988 and 1992, heroin-related emergency room admissions increased 60 percent in the Chicago area, from 1,848 to 2,958. Preliminary figures for the first six months of 1993 were the highest semiannual total ever recorded. Between 1990 and 1992, the number of heroin-related *deaths* in Chicago increased 27 percent, from 148 to 189. Heroin was mentioned in 48 percent of all drug-related deaths in Chicago between 1989 and 1992, compared to 37 percent across the rest of the nation.

Although admissions to DASA-funded treatment programs for opiates decreased during much of the 1980s, they have recently increased. Between SFYs 1990 and 1993, admissions for opiates jumped 67 percent, from 4,893 to 8,180. Opiate admissions increased as a proportion of total drug treatment admissions as well, jumping from 14 percent of all admissions for illegal drugs in SFY 1990 to 20 percent in SFY 1993. Similarly, the number of referrals to treatment for heroin abuse by Interventions Chicago increased 74 percent between SFYs 1992 and 1994, from 1,772 to 3,080.

Marijuana

Cannabis is the most frequently abused illegal drug in Illinois and it is seized in the largest quantities by law enforcement agencies. Still, the cannabis problem is most visible in rural areas of the state. Federal crackdowns on imported marijuana and the development of potent and marketable strains that can be cultivated domestically have contributed to an increase in

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marijuana cultivation in Illinois. Even though the state has a limited growing season, fertile soil and large unpopulated tracks of land in rural areas lend themselves to illegal production.

Cannabis prices depend on the quality of the drug. In the early 1980s, prices were extremely low. In 1983, for example, the average price per pound was between \$400 and \$600 for commercial quality cannabis. However, by 1992, prices increased to \$1,600 per pound for mid-quality commercial "Mexican" cannabis, and between \$3,300 and \$4,000 per pound for higher quality Sinsemilla. Initial reports for 1994 indicate cannabis prices have remained at 1993 levels, with commercial grades selling for between \$1,400 and \$1,700 per pound and higher grades selling for between \$2,500 and \$4,000 per pound. Some of the price increase since the early 1980's may be due to increased enforcement efforts and the successful eradication of locally grown cannabis through Illinois' Operation Cash Crop.

Although emergency room admissions involving cannabis account for a relatively small proportion of all drug-related emergency room admissions in Chicago, the 1992 total was the highest annual total on record. Between 1991 and 1992, emergency room admissions in Chicago where cannabis was mentioned increased 84 percent, from 808 to 1,488, twice the increase seen nationwide.

Between SFYs 1990 and 1993, the number of treatment admissions for primary marijuana abuse decreased 5 percent, from 5,310 to 5,025. Primary marijuana abusers have been declining as a proportion of drug treatment admissions as well. In SFY 1986, marijuana was the primary drug of choice among 30 percent of all drug treatment admissions. In SFY 1993, primary marijuana abusers accounted for only 12 percent of all drug admissions.

Other Illicit Drugs

While cocaine, heroin and marijuana present the most pressing problems in Illinois, the availability and use of other illicit drugs is closely monitored by enforcement and public health officials.

Law enforcement sources indicate that the availability of hallucinogens has increased in recent years, particularly in suburban areas of Chicago. While methamphetamine is available, Illinois has not experienced any significant increase in availability or abuse. A similar situation exists with PCP. The ice problem that some west coast cities experienced never materialized in Illinois. And although Methcathinone, or CAT, has frequently been encountered in surrounding states, there has been only one reported CAT seizure in Illinois to date.

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Drug Distribution Patterns

No one doubts that criminal commercial networks have been established to facilitate the distribution of drugs – across this country, in Illinois, in our cities, and even in specific neighborhoods. Trafficking organizations in Illinois tend to operate in population centers and the surrounding metropolitan areas. Most of the illicit drug trafficking continues to reflect the trend of loose cooperation among trafficking organizations, which have been principally managed by one key personality who coordinates and directs the activities of the group that interacts with other organizations in the drug trafficking loop. Typically, organizations tend to specialize in a certain part of the drug trafficking process, whether it's production or retail selling. It is unusual to encounter a single organization that is wholly responsible for the production, transportation, wholesale distribution and retail selling of an illicit drug. In most instances, major drug organizations represent the wholesale distribution link in an area. They link with an importing source, transport the drug into the area and distribute it to smaller organizations for street sales.

Investigations which disrupt the trafficking of drugs in a particular market or a network of markets are time-consuming and difficult to pursue. They also require the support and cooperation of law enforcement officials at the federal, state and local levels. To date, Illinois has experienced good cooperation among diverse jurisdictions. Joint investigations with the DEA alone resulted in 214 arrests, 44 percent involving the distribution of cocaine or opiates, and 180 convictions in 1993 (some 1993 convictions are the result of investigations and arrests made during previous years).

Chicago has long been a major receiving and transport area for drugs, particularly cocaine and heroin. The city is a stronghold for Mexican and Columbian cocaine traffickers, who dominate the distribution market in the Chicago and northwestern Indiana region. While the markets are controlled primarily by Mexican and Columbian networks, the DEA reports continuing growth among Middle Eastern, African, and other criminal networks involved in the distribution of cocaine. The emergence of non-Hispanic networks has allegedly pushed many of the Mexican networks to other areas of Illinois, including Peoria, Decatur, Rock Island, Moline, and Champaign, as well as smaller central Illinois communities.

Chicago's heroin market is controlled by three major ethnic networks-- Asians, Mexicans and Nigerians. There has, however, been a recent emergence of Columbian nationals dealing in heroin. From the late 1980s through 1993, heroin distributed by Mexican networks was the most prevalent type of heroin and the target of the majority of DEA and local enforcement efforts in the Chicago region. However, as the availability of Southeast Asian heroin increased in the 1990s, Chicago's heroin market began to shift.

Originally, Asian networks were the primary distribution sources of China white. The DEA estimates that today, however, more than 70 percent of the white heroin market is controlled

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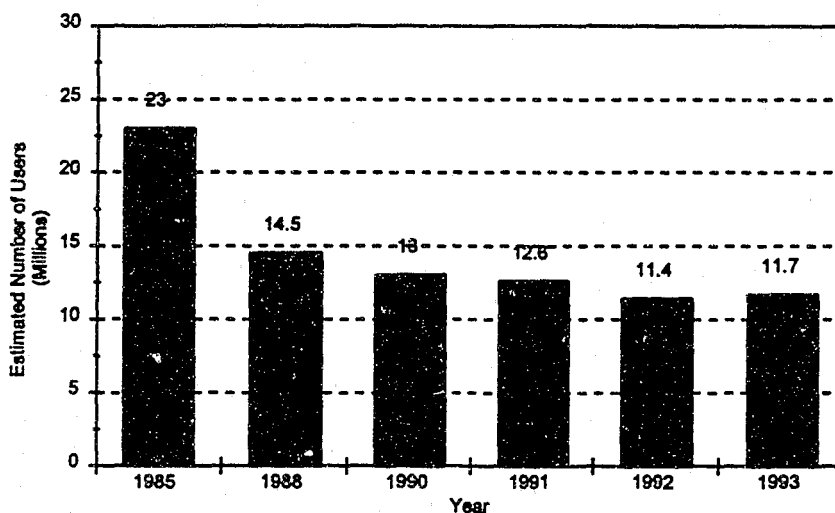
by Nigerian distribution networks. In gaining control of the heroin market, Nigerian networks have become the major provider for retail distribution by Chicago street gangs.

An emerging problem in the Chicago area is the introduction of Columbian heroin to the marketplace. Many experts believe the relatively small amounts seen so far mark the start of a large scale push by Colombians to dominate the Midwest heroin markets, in the same manner the cocaine markets were controlled during the 1980s.

Drug Use Among the Household Population

Many of the available indicators suggest drug use among mainstream society has declined. Based on information collected through National Institute on Drug Abuse's national Household Survey, the estimated number of regular drug users (defined as having used an illicit drug in the month prior to the interview) in the United States population fell from 23 million in 1985 to 11.7 million in 1993 (Figure 4). The 1993 estimate of regular drug users translates to 5.6 percent of the population over the age of 12. Although the decreasing number of regular drug users is encouraging, the number of persons indicating *frequent* use of cocaine (defined as weekly use) has not changed significantly since 1985. In addition, the decreases in drug use seen in the past decade may be subsiding. Between 1992 and 1993, the estimated number of regular drug users in the population actually increased slightly.

Figure 4
Estimated Number of Regular* Drug
Users in the U.S. Population



* Measured by use in the past month

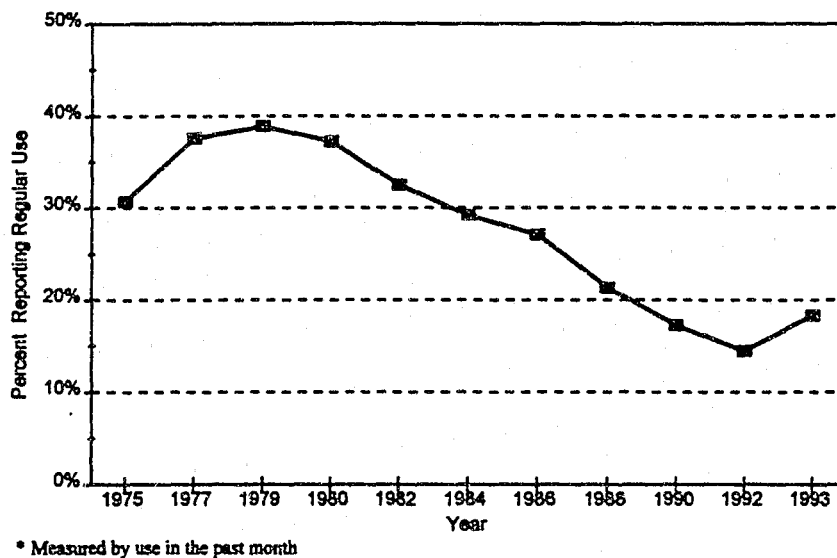
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In Illinois, DASA also has conducted household surveys to estimate the number of residents who use drugs. In 1990, it was estimated that almost one quarter of a million Illinois residents over 18 years of age (2.9 percent of the state's population) used drugs during the previous month. As with the national survey, marijuana was the most frequently reported illegal substance used by Illinois residents.

Drug Use Among High School Students

Drug use among youth also has been declining. Among high school seniors across the country, fewer than 20 percent reported regular drug use in 1993, compared to nearly 40 percent in the late 1970s (Figure 5). However, as with the household survey, there has been an increase in the reported use of drugs by high school seniors in the past year. Between 1992 and 1993, the percentage of seniors reporting monthly drug use increased from 14 percent to 18 percent.

Figure 5
Percent of High School Seniors in the
U.S. Reporting Regular* Drug Use

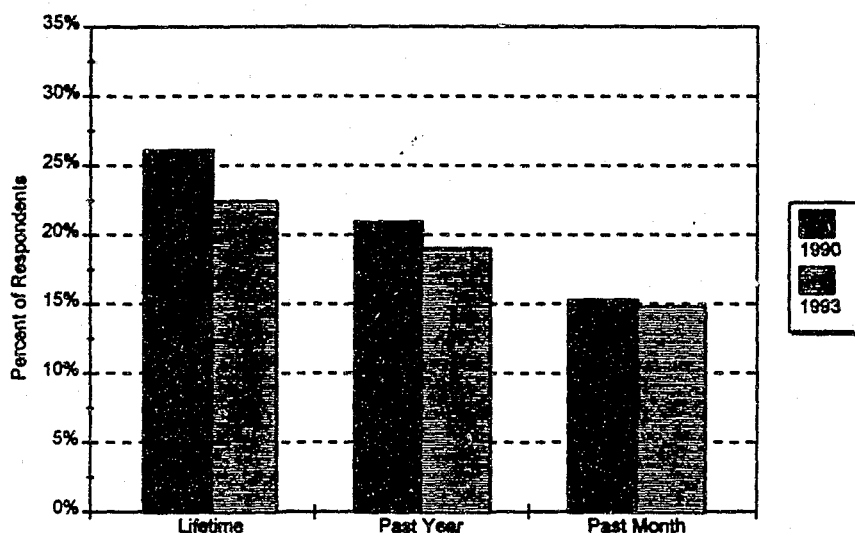


Drug use among Illinois youth has also declined. In both 1990 and 1993, DASA surveyed more than 13,000 young people in grades seven through twelve across the state about their use of drugs. The percentage of young people that reported having ever used an illicit substance fell from 26.1 percent in 1990 to 22.4 percent in 1993 (Figure 6). Declines were reported across all grades, both genders, and each racial/ethnic group examined. Declines were also reported specifically for the use of marijuana and cocaine. The percentage reporting ever

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using crack cocaine remained the same between 1990 and 1993 (2.4 percent). Annual and past month drug use also declined, although increases were reported for some subgroups and drug types, such as crack cocaine. The percentage of eighth graders and high school seniors in Illinois who reported using marijuana in the past month was higher than the national average. Among the seniors, 22 percent reported using marijuana in the past month compared to 18 percent nationwide.

Figure 6
Percent of Illinois Students
Who Have Used Illicit Drugs



Drug Use Among Arrestees

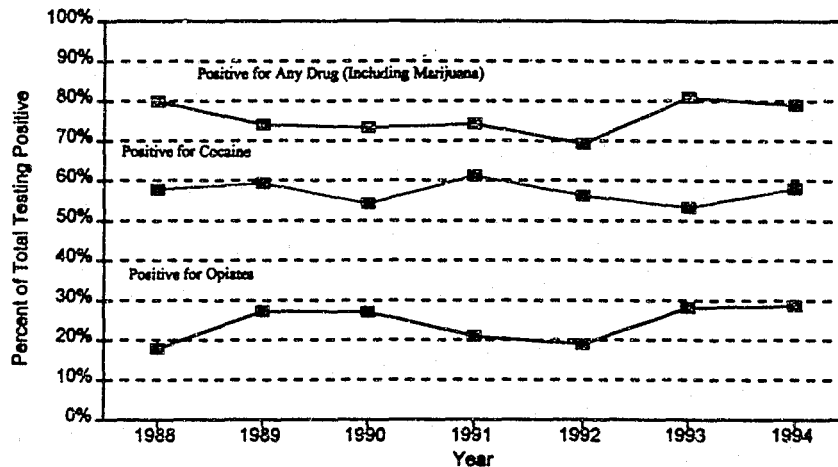
Although drug use (as reported through surveys) is relatively low among the *general* population, a much higher level of use has been documented among individuals who come into contact with the criminal justice system. One of the most widely cited indicators of drug use among arrestees is the DUF program, operated in 24 cities across the country. The DUF program collects urine samples from arrestees and then tests them for the presence of illegal drugs. Chicago has participated in the DUF program since 1987. Twenty-six testing periods between October 1987 and August 1994 revealed that among 5,829 male arrestees tested in Chicago, three-quarters were positive for at least one drug at the time of their arrest, 57 percent were positive for cocaine and 23 percent were positive for opiates.

While the DUF program has revealed the high incidence of arrestee drug use, there also have been significant shifts in specific drug use patterns as the program enters its eighth year of operation. Overall, the percentage of DUF arrestees testing positive for cocaine between 1988

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and 1994 remained relatively stable, ranging from a low of 53 percent in 1993 to a high of 61 percent in 1991 (Figure 7). The percentage of DUF arrestees testing positive for opiates, on the other hand, has increased dramatically. Between 1992 and 1994, the proportion of arrestees testing positive for opiates increased from less than 19 percent to nearly 29 percent, the highest level ever recorded. In addition, an increasing proportion of arrestees have been testing positive for cocaine in combination with opiates – 23 percent in 1994 compared to 16 percent in 1992. Over the entire time period DUF has been operating in Chicago, almost 40 percent of the arrestees tested were found to be positive for more than one drug.

Figure 7
Percent Of DUF Arrestees Testing
Positive For Illicit Drugs



Drug Use Among Probationers

A relatively large number of individuals on probation in Illinois are substance abusers. This is evident not only in the number of probationers ordered to substance abuse treatment, but also in the proportion of drug tests given to probationers that are positive. Nationally, almost one-quarter of all probationers are ordered to participate in a drug treatment program, although more than one-half are determined to be drug abusers (Bureau of Justice Statistics, *Recidivism of Felons on Probation, 1986-89*, February, 1993). In Illinois, more than 7,200 probationers were ordered to participate in a substance abuse treatment program in 1993 (including drug treatment, drug in combination with alcohol treatment, or a Treatment Alternatives for Special Clients (TASC) program). In addition, almost 20,000 probationers were tested for drug use through urinalysis in 1992.

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Drug Use Among Prison Inmates

While drug offenders account for a relatively high proportion of prison admissions (30 percent nationally and 34 percent in Illinois), an even higher proportion of inmates are substance abusers. For example, among inmates incarcerated for a *violent* offense in state prisons across the country, 45 percent reported using drugs in the month before they committed the offense for which they were incarcerated. By comparison, 60 percent of offenders incarcerated for drug offenses and 55 percent of those incarcerated for a property offenses reported using drugs in the month before they committed the offense for which they were incarcerated (Bureau of Justice Statistics, *Comparing Federal and State Prison Inmates*, 1991, September 1994).

Illinois' inmates are similar to their counterparts nationwide when it comes to substance abuse histories and the need for treatment. Estimates suggest roughly 80 percent of Illinois' prison population is in need of substance abuse treatment. Based on a recent survey of offenders entering IDOC, more than one-quarter of the male inmates were cocaine dependent at some point in their lives, compared to 45 percent of female inmates. Almost one in five inmates, regardless of gender, had a history of heroin abuse. As further evidence of the extent to which Illinois' prison inmates have substance abuse problems, approximately 70 percent of the offenders admitted to the IDOC Impact Incarceration Program (boot camp) were assessed as substance abusers (IDOC, *1993 Annual Report to the Governor and the General Assembly: Impact Incarceration Program*, 1994).

Admissions to Substance Abuse Treatment Programs

Providing treatment for substance abusers, whether they are from the criminal justice system or the general population, is the responsibility of DASA. However, it is important to note that while DASA admission data represent a large portion of the overall demand for substance abuse treatment in the state, numerous private programs provide treatment services to a smaller but significant number of clients who are not included in the state's reporting system. DASA reported 83,063 admissions for alcohol or drug treatment in SFY 1993, an increase of 1,196, or 2 percent over SFY 1990. Of the 83,063 admissions:

- 71 percent were male;
- less than 9 percent were under 18 years old;
- 47 percent were black, 45 percent were white, and 6 percent were Hispanic;
- 38 percent were self-referred and 30 percent were criminal justice agency referrals; and,
- 29,871 received residential services.

Between SFYs 1990 and 1993, admissions to DASA-funded treatment for alcohol abuse decreased, while admissions for illicit drug abuse *increased*. As a result, admissions for non-alcohol substance abuse treatment accounted for an increasing proportion of all treatment

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admissions. In SFY 1993, one-half of all DASA admissions -- 41,645 clients -- reported substances other than alcohol as their primary substance of abuse. By comparison, about 42% of the admission total -- 34,446 clients -- did so in SFY 1990.

DASA-funded treatment admissions for cocaine and opiates have increased in number, while cannabis admissions have decreased. DASA admissions for primary cocaine abuse increased 58 percent between SFYs 1990 and 1993. Primary cocaine abuse accounted for close to 60 percent of all DASA drug (excluding alcohol) admissions in SFY 1993 compared to 45 percent in SFY 1990, and only 6 percent in SFY 1982.

There has also been a change in how people are taking illicit drugs. Treatment clients continue to show a preference for smoking rather than snorting cocaine, which is a likely indicator for increased abuse of the drug's crack form. Between SFYs 1988 and 1993, the percentage of drug treatment clients reporting smoking as the preferred method of administration increased from 12 percent to 31 percent.

For many years, heroin and other narcotics constituted the major *illicit* primary drug of abuse. At one time, 85 percent of all drug admissions were for heroin, and as recently as 1984, heroin accounted for about 40 percent of the total. Although heroin admissions accounted for only 12 percent of SFY 1989 drug admissions, they have increased both in number and as a proportion of total drug admissions since. By SFY 1993, about 20 percent of all drug admissions reported heroin or other opiates as their primary substance of abuse.

Perinatal Substance Abuse

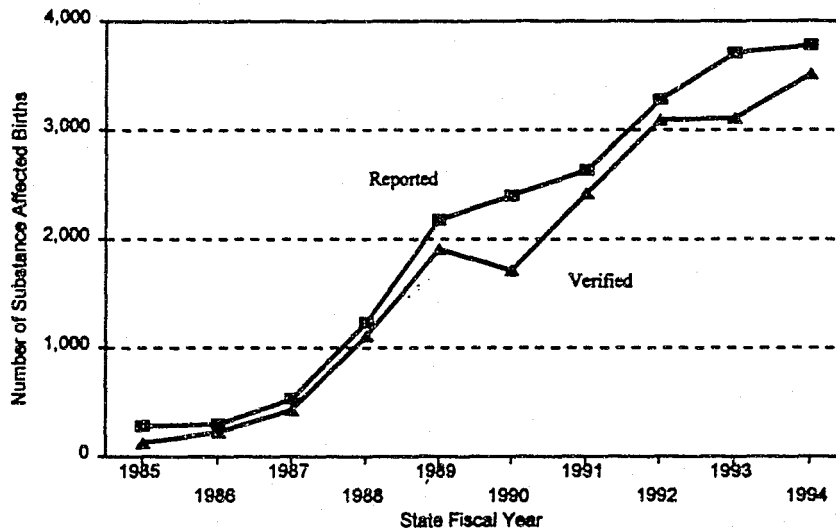
Data from the Department of Children and Family Services (DCFS) further indicate the effects of drug abuse in Illinois. The number of reported cases of substance affected births increased more than twelvefold in Illinois between 1985 and 1994, with annual increases recorded every year (Figure 8). During this period, 87 percent of the 20,290 reported cases were verified as substance affected through a subsequent DCFS investigation. Although most cases of substance-affected infants in Illinois are reported from Chicago and the remainder of Cook County (85 percent of the verified cases between 1985 and 1994), the problem has touched the majority of counties in the state. Since 1985, drug-exposed births have been reported in 83 of Illinois' 102 counties. Urban counties experienced the largest percentage increase in verified cases among the regions analyzed, from 10 verified cases in 1985 to 367 in 1994, a 32-fold increase.

The Illinois Department of Public Health's (IDPH) Adverse Pregnancy Outcomes Reporting System (APORS) is one source of information which identifies the types of illegal drugs detected in the blood of newborns. According to APORS, of the 8,264 infants born in Illinois who tested positive for illegal drugs between October 1990 and September 1994, 70 percent were positive for cocaine and 7 percent were positive for opiates. While the proportion testing

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positive for cocaine increased from 66 percent to 74 percent between 1991 and 1992, the proportion testing positive for opiates has remained relatively stable.

Figure 8
Reported and Verified Substance
Affected Births in Illinois



HIV Infection Resulting from IV Drug Use

AIDS is now recognized as an issue with profound implications for intravenous drug users (IDUs), their sex partners and children, and the substance abuse treatment and criminal justice communities. Through September 1994, 15,303 HIV cases had been verified in Illinois. Almost 30 percent of these cases were contracted through intravenous drug use. That compares with only 18 percent of Illinois' verified cases back in March 1991.

In 1991, 2.3 percent of inmates under state correctional custody nationwide were HIV/AIDS positive, or almost 17,000 inmates. In Illinois that year, almost 300 inmates were HIV positive or had AIDS (Bureau of Justice Statistics, *HIV in U.S. Prisons and Jails*, September, 1993).

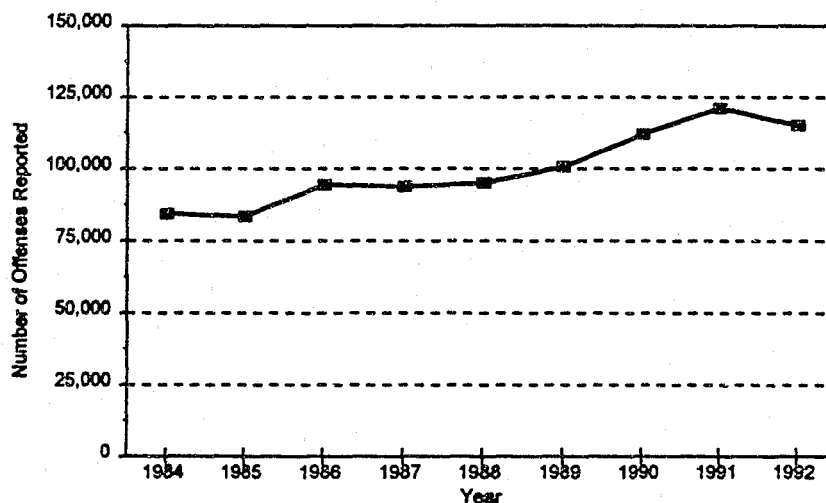
VIOLENT CRIME IN ILLINOIS

Several sources of information can be used to document and describe violence in a meaningful way. One source which is used extensively is the Illinois Uniform Crime Reports (I-UCR) maintained by the Illinois State Police (ISP). The I-UCR's contain information on the number of violent crimes reported to the police as well as arrests made for violent crime incidents. Another source of information on violence is the National Crime Victimization Survey (NCVS). One of the significant advantages of NCVS data is its ability to document, at least to some degree, crimes which are not reported to the police. In addition, data on the circumstances surrounding crimes (such as victim-offender relationships, monetary losses, the perceived drug use of offenders, etc.) are collected in much more detail in the NCVS than in the I-UCR's. Another source of information on violence is the public health care system, particularly hospital trauma centers. Data from each of these sources are presented below.

Violent Index Offenses Reported to the Police

In 1992, there were 115,134 violent Index offenses (including murder, criminal sexual assault, robbery, and aggravated assault) reported to the police in Illinois, 5 percent fewer than in 1991, but 21 percent more than in 1988 (Figure 9).

Figure 9
**Violent Index Offenses Reported to
Police in Illinois**



Most of the decrease between 1991 and 1992 can be attributed to a decrease in violent offenses reported to the police in Chicago. Chicago accounts for about three-quarters of all violent

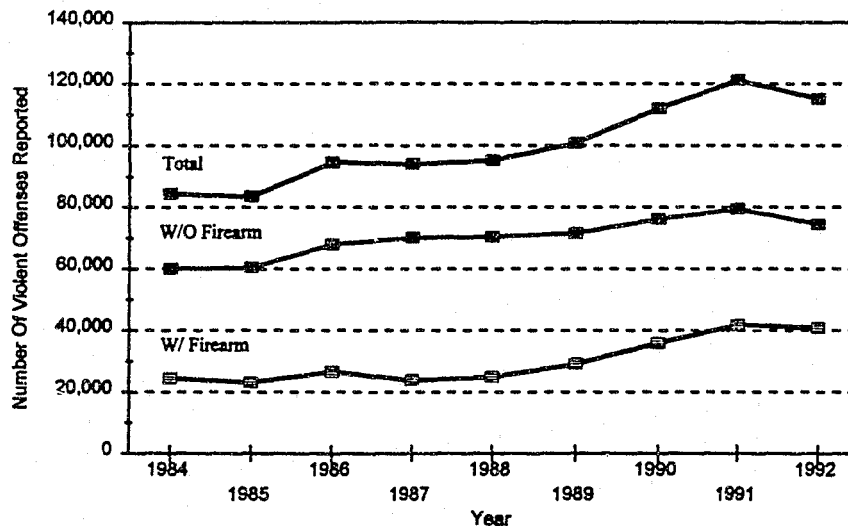
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crime reported in the state. Although all regions of Illinois experienced an increase in violent crime between 1988 and 1992, the increase was greatest, 26 percent, in Illinois' downstate urban counties.

The most frequently reported violent Index offenses in Illinois are aggravated assault and robbery. These offenses accounted for 52 percent and 41 percent, respectively, of all violent Index offenses reported to the police in 1992. Although aggravated assaults account for most violent Index offenses reported *statewide*, considerable variation exists by region of the state. For example, robbery accounted for 45 percent of all violent Index offenses reported in Cook County in 1992, compared to only 17 percent of all violent Index offenses reported in Illinois' rural counties. Criminal sexual assault, on the other hand, accounted for 4 percent of all violent Index offenses reported in Cook County in 1992, but 15 percent of all violent Index offenses reported in Illinois' rural counties. Thus, the nature of violent crime varies across the diverse types of counties in Illinois.

The use of firearms in violent crime has also increased. The number of violent Index offenses involving firearms increased 65 percent between 1988 and 1992, from 24,213 to almost 40,000, while violent Index offenses committed without a firearm increased 6 percent (Figure 10).

Figure 10
Violent Index Offenses
Involving Firearms



As a *proportion* of all violent Index offenses, those involving firearms increased from 26 percent in 1988 to 36 percent in 1992. Criminal sexual assault is the least likely violent crime to involve a firearm in Illinois (10 percent of all sexual assault offenses in 1992), while murder

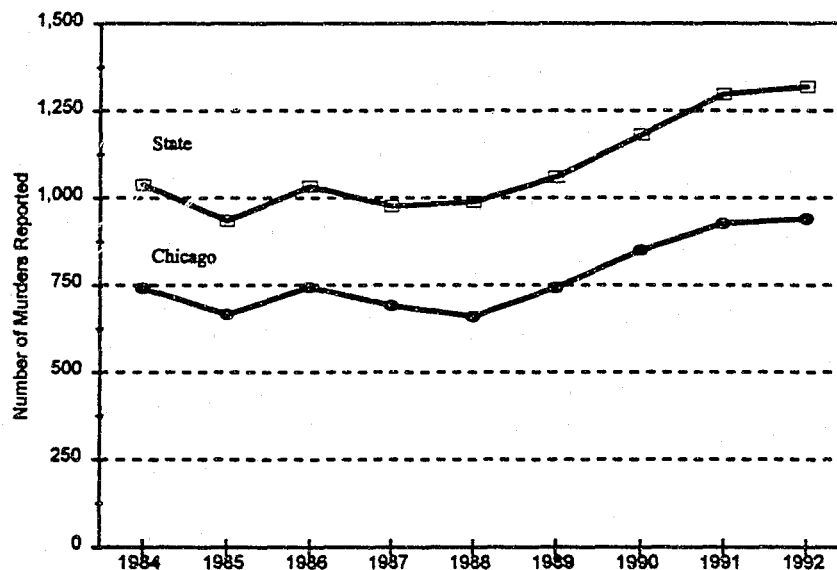
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and robbery are the most likely to involve a firearm (two-thirds of all murders and 42 percent of all robbery offenses in 1992). Between 1988 and 1992, increases in the number of firearm-related violent Index offenses were experienced across every region of Illinois for every individual violent Index offense type, with the exception of criminal sexual assault in suburban Cook County.

Murder

Illinois' 1992 murder total was the highest recorded since statewide reporting began. Moreover, murders increased each of the past four years in Illinois, climbing from 989 in 1988 to 1,319 in 1992 (Figure 11). Although Chicago accounts for the majority (71 percent in 1992) of all murders in Illinois, areas outside of Chicago have also experienced increases in recent years. For example, murders in rural counties more than doubled between 1991 and 1992.

Figure 11
Murders in Illinois and Chicago



Criminal Sexual Assault

Statewide, the number of criminal sexual assaults reported to the police increased 11 percent between 1988 and 1992, from 6,087 to 6,761. While every region of the state except suburban Cook County experienced an increase in criminal sexual assaults during the time period, the largest percentage increase occurred in Illinois' rural counties. During the five

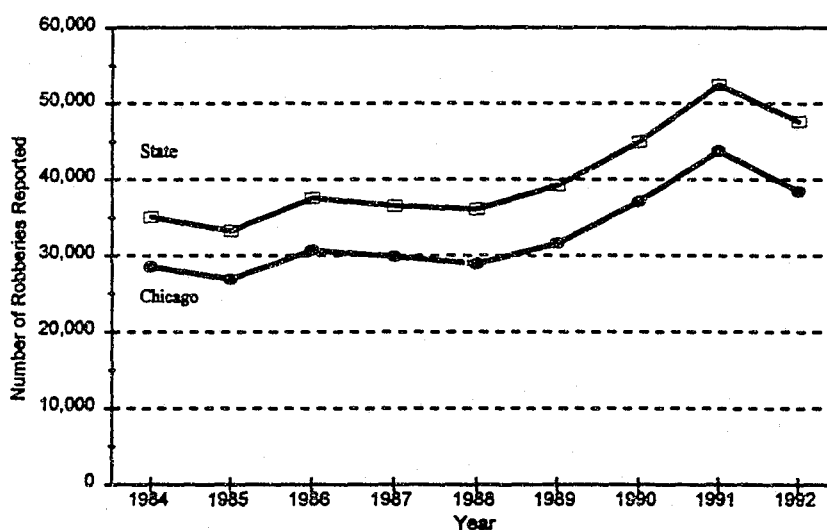
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year period, Illinois' rural counties experienced a 59 percent increase in reported criminal sexual assaults, compared to increases of 32 percent in Illinois' urban counties, 31 percent in the collar counties, and 2 percent in Chicago. In suburban Cook County, the number of criminal sexual assaults reported to the police *decreased* 40 percent between 1988 and 1992.

Robbery

The number of robberies reported to the police increased every year between 1988 and 1991 before decreasing 9 percent between 1991 and 1992 (Figure 12). Still, robberies increased 32 percent statewide between 1988 and 1992, with increases occurring in every region of the state. Downstate urban counties experienced the largest percentage increase during the time period, 35 percent. Chicago accounted for 81 percent of the state's robbery offenses in 1992.

Figure 12
Robberies Reported to Police in
Illinois and Chicago



Aggravated Assault

There were 59,399 aggravated assaults reported in Illinois in 1992, about 3 percent fewer than in 1991, with decreases occurring in every region of the state. Between 1988 and 1992, however, aggravated assaults increased 14 percent statewide. Suburban Cook County experienced the largest percentage increase in aggravated assaults between 1988 and 1992 – 38 percent – followed by Chicago, which recorded a 14 percent increase. Chicago accounted for 69 percent of the aggravated assaults reported in Illinois in 1992.

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Victimization Survey Data

Analysis of NCVS data for Illinois confirmed expectations: for most crimes where estimates could be made, victimizations documented through the survey exceeded crimes reported to the police, and usually by wide margins. Several factors can affect the likelihood of a crime being reported to police. For example, completed crimes are more likely to be reported than attempts, and crimes involving serious injury are more likely to be reported (Illinois Criminal Justice Information Authority, *Trends and Issues '89: Criminal and Juvenile Justice in Illinois*, p 23).

In 1990, there were 6,399 criminal sexual assaults reported to the police in Illinois, compared to 6,830 documented through the victimization survey. Research suggests, however, that both figures significantly undercount the incidence of sexual assault. Differences between victimizations and reports to police were even greater for robberies and aggravated assaults. In 1990, while there were 44,932 robberies reported to police, 59,670 were identified through the victimization survey. Similarly, 59,511 aggravated assaults were reported to the police in 1990, but 72,800 were identified through the Illinois sample of the NCVS.

An examination of victim-offender relationships in criminal sexual assault, robbery, and aggravated assault, reveals that a large proportion of criminal sexual assault victims knew their offender (80 percent), while relatively few robbery (17 percent) and aggravated assault (13 percent) victims did.

Trauma Center Admissions as a Result of Violence

In Illinois, there are 68 hospitals which are classified as "trauma centers." The Hospital Trauma Registry, a program operated by the Illinois Department of Public Health, collects information on patients admitted to trauma centers as a result of a violent incident.

Between 1992 and 1993, the number of people admitted to Illinois' trauma centers as a result of an intentionally inflicted wound increased 13 percent, from 6,818 to 7,705. However, admissions to centers outside of Chicago actually decreased 8 percent, from 1,920 to 1,767, during this period. Of all the admissions in 1992 and 1993, the majority (83 percent) were male; 60 percent were African-American, 27 percent were white and 11 percent were Hispanic. The vast majority of intentionally inflicted wounds (88 percent) were inflicted by others, compared to 7 percent being self-inflicted and 5 percent being undetermined.

The Chicago metropolitan area accounted for about three-quarters of all admissions for intentionally-inflicted wounds in 1992 and 1993, about 78 percent of all gunshot wounds and 79 percent of all stabbings. Between 1992 and 1993, admissions to trauma centers in the Chicago metropolitan area for gunshot wounds increased 21 percent, from 1,962 to 2,372, while gunshot admissions outside Chicago increased 9 percent, from 570 to 623. Admissions

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for stab wounds in the Chicago area increased 28 percent between 1992 and 1993, from 1,106 to 1,416, while *decreasing* 10 percent outside the Chicago area, from 344 to 314.

Violent Crime in Public Housing

Selected incidents featured in the local media have placed attention on crime levels in public housing developments. Data indicate, however, that total Index crime actually decreased within Chicago Housing Authority (CHA) developments for the second consecutive year in 1993. While decreases were reported in each Index offense category between 1992 and 1993, homicides decreased most, falling 24 percent, from 66 to 50.

Although the *total* Index offense rate (including both violent and property offenses) within CHA properties was much lower than Chicago's citywide rate (averaging 6,821 offenses per 100,000 residents compared to 10,748 offenses per 100,000 between 1988 and 1993), CHA properties have dramatically higher *violent* offense rates. Between 1988 and 1992, CHA's violent Index offense rate averaged 4,930 offenses per 100,000 residents, 77 percent higher than Chicago's citywide rate of 2,792 offenses per 100,000.

Crime is a serious problem in public housing in other parts of Illinois as well. For example, public housing areas in Springfield have a significantly higher offense rate than the rest of the city. In 1990, three housing units targeted for the Springfield Weed and Seed Initiative had an Index offense rate of 9,854 per 100,000 residents, 22 percent higher than the rate for the rest of the city.

FOCUS ON EMERGENT ISSUES

In this section of the report we focus on issues that have or are currently emerging as serious problems in Illinois. The topics covered are firearms and violent crime, domestic violence, street-gangs, heroin, and alcohol.

Focus on Firearms and Violent Crime

Recent increases in violent crime have focused public concern on the growing availability and use of firearms, especially handguns, in Illinois and throughout the nation. In 1992, the Bureau of Justice Statistics (BJS) reported there were 917,500 non-fatal crimes committed with a handgun in the United States; that's in addition to the 13,200 homicides committed with a handgun.

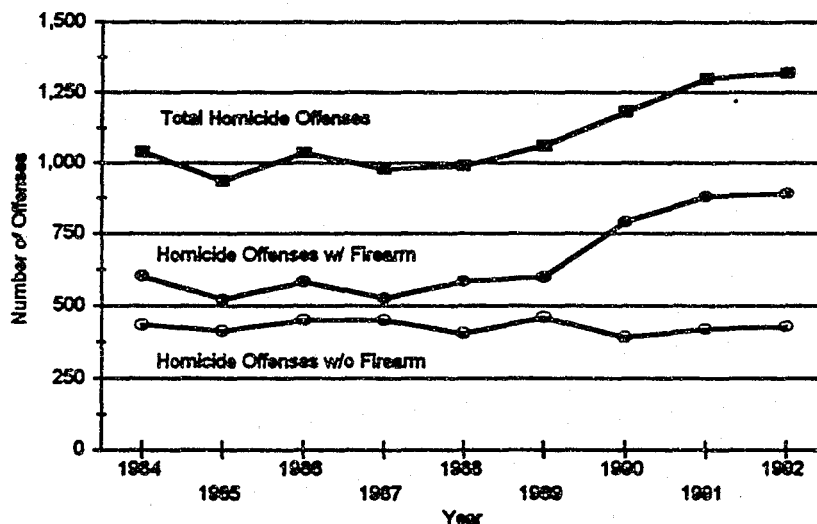
Between 1988 and 1992, the number of violent Index offenses committed with a firearm increased 65 percent in Illinois, from 24,213 to nearly 40,000, while violent Index offenses committed without a firearm increased 6 percent. As a *proportion* of all violent Index

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offenses, those involving firearms increased from 26 percent in 1988 to 36 percent in 1992. Between 1988 and 1992, increases in firearm-related violent crime were experienced across every region of the state. Between 1992 and 1993, the number of admissions to trauma centers in Illinois for intentional gunshot wounds increased 18 percent, from 2,532 to 2,995.

Firearms are clearly one of the factors behind the increase in murder in Illinois. Between 1988 and 1992, homicides involving a firearm increased 52 percent, from 584 to 890, while non-firearm homicides increased only 6 percent (Figure 13). Firearm-related homicides increased across every region of the state during the time period. Homicides involving a firearm accounted for 67 percent of the state's homicides in 1992 compared to 59 percent in 1988. In Illinois' downstate urban counties, three-quarters of all homicides in 1992 involved a firearm. Nationally, firearms were used in 68 percent of all homicides in 1992, compared to 60 percent in 1988.

Figure 13
Homicide Offenses Involving
A Firearm In Illinois



The number of robberies involving a firearm in Illinois more than doubled between 1988 and 1992, from 7,474 to 19,799, while robberies committed without a firearm increased 6 percent. Again, increases were experienced across all regions of state. After homicide, robbery was the violent Index offense most likely to involve a firearm. In addition, an increasing proportion of robberies are involving firearms. Between 1988 and 1992, that proportion increased from 27 percent to 42 percent of all robberies.

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Aggravated assaults involving a firearm increased 40 percent between 1988 and 1992, from 13,961 to 19,462, while aggravated assaults committed without a firearm increased 5 percent. Regional increases ranged from 7 percent in the collar counties to 43 percent in Chicago and 59 percent in suburban Cook County. In 1992, one-third of all aggravated assaults in Illinois involved a firearm, compared to 27 percent in 1988.

The increased prevalence of firearms is also evident in statistics on gun confiscations. In 1993, the Chicago Police Department (CPD) confiscated 20,315 firearms, most of them handguns. Although the 1993 figure represented the first decrease since 1988, confiscations during the first six months of 1994 were on pace to surpass 1993 totals by nearly 3,000. Between January 1992 and June 1994, CPD recovered nearly 53,000 firearms, 16 percent during the investigation of a violent offense and 12 percent during narcotics investigations.

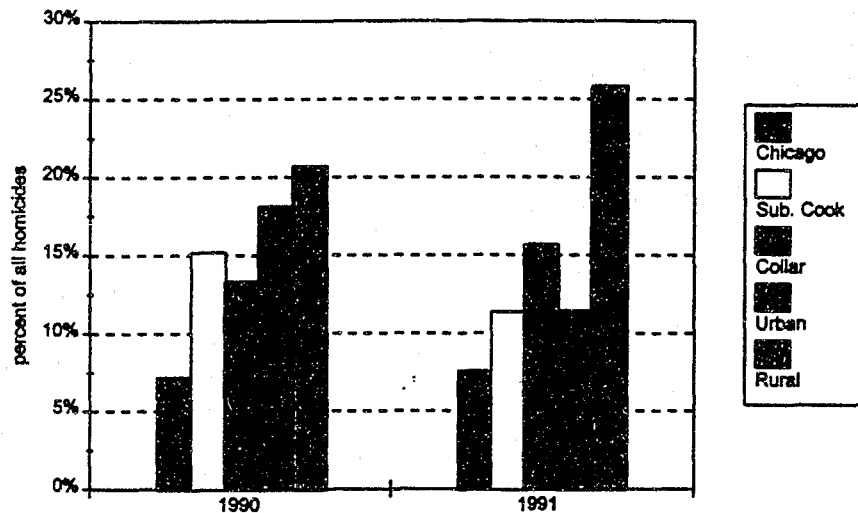
Focus on Domestic Violence

According to the national UCRs, a woman is beaten by her husband or boyfriend every 15 seconds in the United States, and 12 percent of all women nationwide are either struck, beaten or physically abused by their spouses at least once a month. Nationally, more than 4,000 women are killed by their partners each year.

Between 1990 and 1991 (the most recent year data were available), the total number of domestic violence incidents reported to the police in Illinois increased 13 percent, from 34,450 to 38,864. During these two years, battery accounted for two-thirds of all reported domestic crime incidents. Murders accounted for only a small fraction of the domestic incidents reported to police, but more than 100 domestic homicides occur in Illinois each year, and more than 1,200 occurred between 1981 and 1991. Although domestic homicides have made up between 5 percent and 10 percent of homicides in Chicago annually, they account for about 25 percent of homicides occurring in Illinois' rural counties. These statistics suggest that a significant proportion of violence outside urban areas is domestic-related (Figure 14).

Another indicator of domestic violence is orders of protection issued by courts and subsequently entered onto Illinois' Law Enforcement Agency Data System (LEADS). In 1985 the courts issued 12,434 orders of protection. Since then, the number has more than tripled, reaching 42,964 in 1993. Although increases were experienced across all regions of the state between 1991 and 1993, the largest percentage increase was in rural counties, where the number jumped 51 percent, from 4,616 to 6,956. Still, Cook County accounted for almost half of all orders of protection entered into LEADS in 1993.

Figure 14
Percent of Homicides Reported
as Domestic



Domestic violence has a significant impact on children in the home. Numerous studies indicate that a history of family violence is a major predictor of future violence. A recent comparison of delinquent and non-delinquent youth found that a history of family violence or abuse was the most significant difference between the two groups. The National Institute of Justice study found that childhood abuse increased the odds of future delinquency and adult criminality overall by 40 percent. Children who had been neglected or abused were more likely to be arrested as juveniles, as adults and for a violent crime. Children suffering from abuse and neglect were also more likely to be arrested at an early age, to commit more crimes, and to be arrested more frequently.

Clearly, some of the most pervasive and damaging types of domestic violence are child abuse and neglect, child sexual abuse, and sexual abuse where the victim and the offender are related. Between SFYs 1983 and 1994, more than 1.2 million cases of child abuse and neglect were reported in Illinois, 39 percent of which were verified by DCFS investigations. During this period, the annual number of *reported* cases more than doubled, while *verified* cases increased 81 percent.

DCFS also is charged with responding to reports of suspected child sexual abuse. Between 1983 and 1994, the agency received 114,043 reports of child sexual abuse. Although the number of cases reported annually nearly tripled from 4,047 to 11,430 over that period, the increase has slowed in recent years. Fifty percent of the cases reported between 1983 and 1994 were verified. The number of cases verified annually increased 154 percent, from 2,238

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in 1983 to 5,692 in 1988 before decreasing 14 percent to 4,920 in 1994. Often times, the perpetrator was either a family member or someone trusted by the family. For example, among sex offenders on probation in Illinois in 1993, almost half of the victims were family members (Administrative Office of the Illinois Courts' Probation Division, *1993 Probation Statistics*, August 1994).

Focus on Gangs

While it is clear that street gang members are involved in drugs, violence and other criminal activity, documenting the extent and nature of the problem with any precision is difficult. One major reason is the lack of standard definitions across jurisdictions regarding exactly what constitutes a gang-related incident. For example, one jurisdiction might classify a homicide as gang-related whenever the perpetrator or victim is associated with a street gang, regardless of the circumstances or motivation for the homicide incident. Another jurisdiction might classify a homicide as gang-related only when the incident is specifically related to street gang activity. Another reason it is difficult to document the extent and nature of the gang problem is the lack of a statewide central mechanism for gathering and sharing intelligence information on gang-related criminal activity.

Law enforcement and anecdotal reports that are available, however, continue to link street gang members to the distribution of drugs in Illinois and to incidents of drug-related violence. For example, law enforcement officials in Chicago, East St. Louis and other cities cite violence between street gangs as a major factor contributing to recent increases in homicide.

In Chicago, which uses a strict definition of gang-related incidents, homicides involving street gang members increased from 50 (7 percent of the annual total) in 1987 to 129 (15 percent of the annual total) in 1993. What's more, gang-related murders now account for the largest number of homicides attributed to any one specific cause in Chicago, even domestic altercations and armed robberies. An analysis of gang incidents in Chicago by the Authority found there were 606 gang-related homicides in Chicago between 1987 and 1993, and a total of 44,575 gang-related criminal offenses. Of the 44,575 gang-related offenses, 44 percent were violent offenses and 39 percent were drug-related offenses. More than one-quarter of the violent offenses were committed with a firearm.

While an accurate count of the number of gang members or the number of criminal offenses they are responsible for is not available, the Chicago Police Department estimates there are 35,000 to 40,000 active hardcore gang members in Chicago. This membership is spread across two major factions known as the "Folks" and the "People". Each faction also claims the allegiance of 15 to 24 major street gangs.

The DEA reports the majority of cocaine and heroin-related drug offenses in Chicago can be attributed to two street gangs, the Vice Lords and the Black Gangster Disciples. DEA

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intelligence sources also indicate that alliances between West African heroin wholesalers and street gangs have allowed gangs to control 70 percent of the heroin market in Chicago.

While street gang activity in Chicago still accounts for the majority of all street gang activity in the state, street gang crime has expanded into a number of new areas. Chicago street gangs migrated to cities such as Rockford, Waukegan and East St. Louis several years ago. More recently, street gang activity has increased in other medium-sized Illinois cities, including Springfield, Peoria, Rock Island, Decatur, Rockford, Joliet and Aurora. The DEA reports that the Chicago-based Black Gangster Disciples and Vice Lords are both increasing in the Springfield area, where the number of gang homicides and retaliatory attacks increased significantly between 1992 and early 1994. Demographic changes in Illinois, especially involving the expansion of Hispanic populations into suburban and rural areas where few Hispanics previously had lived, have been accompanied by reports that new street gangs are forming in some of these areas. Gang activity is increasingly reported in the suburban areas of Cook, Lake and DuPage counties. It is the size and complexity of street gang organizations in the state, as well as the increasing participation of street gangs in serious crime, that have warranted the high priority given to this type of criminal activity in Illinois.

Focus on Heroin

Recent increases in the availability of highly potent heroin and changes in the way heroin is being consumed are presenting Illinois with a new and very serious threat, that of an emerging heroin epidemic. While it is premature to suggest that heroin will soon replace cocaine as the most visible drug on the street, epidemiological and other experts are monitoring the situation closely.

According to the DEA, four heroin epidemics occurred between 1967 and 1987, with each tied to the availability of heroin from a particular regional source. In the past, increased production and distribution of heroin from Turkey, Mexico, Southeast and Southwest Asia contributed significantly to a corresponding growth in heroin use across the United States and in Illinois. Currently, Southeast Asian heroin called "China white" is available in Illinois at unprecedented levels. As a result, heroin purity levels have skyrocketed from about 4 percent to as high as 40 percent, and increased purity has enabled many users to inhale and snort the drug, rather than inject it.

Illinois' increasing heroin problem is evident in a number of indicators as well. In the Chicago area, heroin-related emergency room admissions jumped 60 percent in recent years, while heroin-related deaths increased 27 percent. Treatment admissions for primary heroin abuse increased 67 percent statewide between SFYs 1990 and 1993.

Data from Chicago's DUF program further illustrate the problem. Among arrestees tested for drug use as part of the program, an increasing proportion are testing positive for opiates.

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Between 1992 and 1994, the proportion testing positive for opiates increased from less than 19 percent to nearly 29 percent, the highest level ever recorded. Most of the increase over the past three years has been among arrestees between 21 and 30 years old.

Chicago and the rest of Illinois is clearly on the verge of a major shift in heroin consumption patterns. Until recently, heroin users consisted largely of an aging cohort of IV users, many who had become addicted to the drug between the 1950s and the 1970s. Currently, a younger group of users, in their mid-teens to mid-twenties, appears to be emerging and snorting the drug rather than injecting it. Sixty percent of 1993 treatment admissions indicated intranasal use as their primary route of administration, up from 30 percent in 1991. Intranasal users were also more likely to be under 35 years old. Ethnographic reports predicted these trends and suggest that heroin use will continue to spread, possibly in the same manner as crack use.

Focus on Alcohol Abuse

Although alcohol is frequently omitted from discussions of drug abuse and crime, the effects of alcohol abuse are far reaching. Alcohol is not only the most frequently abused substance in Illinois and the rest of the nation, it is often a factor in crime and violence. For example, in a national survey of state prison populations conducted by BJS in 1991, 33 percent of the inmate respondents reported being under the influence of alcohol at the time they committed the offense for which they were incarcerated. Thirty-eight percent of the violent offenders and 41 percent of the offenders convicted of murder reported being under the influence of alcohol. Alcohol abuse contributes to violence within families as well. A 1988 BJS study of familial homicides found that alcohol was used by the offender in 64 percent of the cases.

In 1993, NIDA's household survey indicated that 103 million Americans drank alcohol on a regular basis and that an estimated 11 million regarded themselves as "heavy drinkers" (defined as drinking five or more drinks a day, at least four times a week). Of those heavy drinkers, 26 percent reported they used illicit drugs in combination with alcohol. In Illinois, a DASA sponsored survey of junior- and senior high school students found that 40 percent of all youths in grades 7 through 12 had used alcohol in the past month. Among high school seniors, 58 percent reported using alcohol in the past month.

Evidence of the extent of alcohol abuse in Illinois can also be seen in the number of admissions to treatment facilities. In SFY 1993, 41,418 clients were admitted to DASA-funded treatment facilities for primary alcohol abuse; 33 percent being criminal justice referrals. In SFY 1993, 50 percent of all DASA admissions reported alcohol as their primary substance of abuse.

One of the most serious problems associated with alcohol abuse is driving under the influence (DUI). In Illinois, more than 3,799 people were killed in alcohol-related auto accidents between 1988 and 1992, although the number killed annually declined 32 percent, from 743 to

504. The number of summary suspension arrests for DUI also declined between 1988 and 1993, from 48,434 to 46,128 (a 5 percent decrease).

During the past ten years, Illinois' active DUI probation caseload nearly doubled, from less than 6,700 cases in 1984 to 12,968 cases in 1993. To address the problem of chronic offenders, a specialized DUI intensive probation program was developed in Illinois. Program participants have been defined as alcoholic, have more than one DUI conviction in the previous five years, or were convicted of DUI while driving with a license suspended for a previous DUI conviction. Between 1989 and 1993, the specialized DUI caseload increased 15 percent, from 3,374 to 3,893 active cases.

Focus on the Cost of Drug and Violent Crime

The impact of drug and violent crime may be felt in many ways. While most citizens are aware of how drugs and violence impact their safety, how they can demoralize communities, and how they tax an already overburdened criminal justice system — they may not be aware of the substantial economic losses associated with these crimes.

The cost of drug and violent crime in Illinois is dramatic not only in terms of the amount of money spent by the criminal justice system, but also in the cost to victims and society. Although Illinois spends more than \$3 billion per year to operate the justice system (\$610 million just on drug control activities), when the costs of drug abuse and violent crime to society are considered, the economic toll is even greater. DASA estimates that the economic cost of drug abuse in Illinois exceeded \$2 billion in 1988, with one-third of these costs associated with drug-related crime.

While the operating costs of the criminal justice system are substantial, there are also direct costs to victims of crime. In 1992, the economic cost to victims of crime in Illinois exceeded \$800 million (including stolen property, lost time from work, hospitalization, cash losses, medical expenses, and lost pay). Nationally, victims of violent crime lost more than \$1.3 billion in 1992. Other estimates place the cost of victimization at even higher levels. According to one estimate, violent crime cost \$23 billion in lost productivity and almost \$145 billion in reduced quality of life nationally.

Some of the most dramatic costs of crime are in the form of medical expenses and costs to the health care system. For example, the cost just for treatment services provided in emergency rooms in Chicago for firearm injuries in 1992 totaled \$37 million. About 85 percent of hospital costs for firearm and stabbing victims is not covered by insurance and is eventually passed on to the paying consumers. Violence boosted the nation's health care costs by \$13.5 billion in 1992. In addition to medical costs, lost time from work, and reduced quality of life, victims of crime often experience severe psychological trauma, requiring treatment and counseling. For example, the average cost for victims of sexual assault was \$47,000; with most of the costs coming in the form of psychological treatment.

AREAS OF GREATEST NEED

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

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

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

Although refinements are made to the focus, operation, and content of Authority-funded initiatives each year, the types of programs that will be needed in FFY 1995 are similar in nature to the types of programs that were funded in FFY 1994. The "Current Efforts" section of this report provides a brief overview of many of those programs. While the general thrust of proposed FFY 1995 funding is similar to that used in the past (*e.g.*, a heavy emphasis on enforcement, prosecution, residential and community correctional programs, and treatment), the data suggest that there is a need to develop programs in certain areas that may not have been specifically targeted for high intensity interventions in the past. The preceding focus pages highlight some of those areas that deserve special attention, resources permitting. They include firearms, domestic violence and the emerging heroin problem.

The data show that the geographic focal points for drug and violent crime in Illinois are similar to those identified last year. As a result, emphasis will be placed on efforts to control drug and violent crime in these areas if resources permit. Four geographic areas have been identified as "greatest need jurisdictions" for FFY 1995 program funding: Chicago, greater East St. Louis, twenty downstate urban counties, and south suburban Cook County.

CURRENT EFFORTS AND IMPACT

INTRODUCTION

Since the inception of the first statewide drug law enforcement strategy in 1986, Illinois has adopted a multi-faceted approach to the drug and violent crime problem. Following the lead of the *National Drug Control Strategy*, Illinois has sought to reduce both the supply and demand for illicit drugs. Thus, efforts focus on enforcement of existing laws, treatment of those who use drugs and education of both users and non-users to alert them to the hazards of drug use and promote positive alternatives to drugs. Again, this year -- despite the opinions of some skeptics -- Illinois is witnessing real and encouraging signs of progress in the fight against drug and violent crime.

The first *National Drug Control Strategy* recognized that "(A)s long as Americans are willing to pay for illegal drugs, someone will undertake the considerable risk involved in meeting that demand." Therefore, there was still "...a pressing need to maintain law enforcement and other programs designed to reduce the supply of drugs. Effective law enforcement action, against those who profit from drugs and against those who use drugs, protects our society, weakens the drug traffickers, and facilitates demand reduction. Success in drug law enforcement impacts on the drug trade and increases the perception of risk associated with drug-involved behavior, which will deter some potential users and traffickers."

This sections provides an overview of Illinois' efforts to control drug and violent crime. The Authority has been and continues to be actively involved in each of these efforts. In reviewing current efforts, the reader is reminded that Illinois set out, and has generally followed, a multi-year plan. That plan first emphasized enforcement and re-building of the infrastructure that supports the activities of local agencies. These were viewed as two key elements of any successful anti-drug strategy. Thus, more than 45 percent of Illinois' federal anti-drug resources were devoted initially to upgrading crime labs, enhancing statewide information systems, and establishing a pool of high-tech equipment to be used as needed by local agencies; an additional 49 percent of the funds were earmarked for programs dedicated to the apprehension and prosecution of drug offenders.

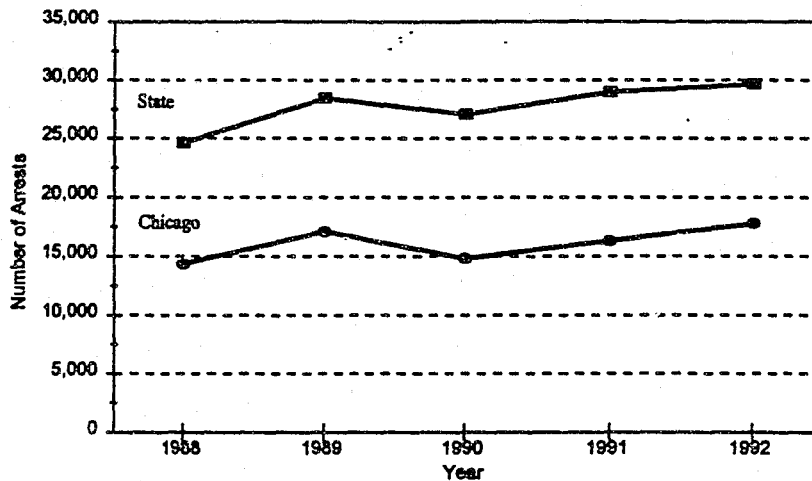
Subsequently, as the impact of these programs came to be felt, funding was dedicated to specialized probation, corrections, and offender treatment initiatives. Training, to improve the expertise of those working in all parts of the system, was also given priority. Most recently, programs have been developed to expand public defender services, respond to violent crime, promote citizen involvement in the prevention of crime and identification, and improve the state's criminal history records.

LAW ENFORCEMENT

Arrests for Violent Index Offenses

In 1992, there were 29,641 arrests for violent Index offenses (including murder, criminal sexual assault, robbery, and aggravated assault) in Illinois, 2 percent more than in 1991, and 20 percent more than in 1988. Most of the increase can be attributed to an increase in arrests in Chicago and Illinois' downstate urban counties, where violent crime arrests increased 24 percent and 35 percent, respectively (Figure 15).

Figure 15
Violent Index Crime Arrests
In Illinois and Chicago



Most violent crime arrests in Illinois are for aggravated assault and robbery. These two crime types accounted for 64 percent and 24 percent of all violent crime arrests in 1992, respectively. Still, some variation exists by region of the state. For example, criminal sexual assault accounted for 6 percent of all violent Index arrests in Cook County, but 15 percent of all violent Index arrests in Illinois' rural counties.

Murder Arrests

Murder arrests increased 22 percent between 1988 and 1991, from 1,208 to 1,473, before falling 10 percent to 1,319 in 1992. Decreases in the number of arrests for murder were reported across all areas of Illinois between 1991 and 1992.

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Criminal Sexual Assault Arrests

Statewide, criminal sexual assault arrests increased 22 percent between 1988 and 1992, from 1,760 to 2,149. While the largest increase was recorded in Chicago, urban and rural counties experienced increases as well. Criminal sexual assault arrests increased 55 percent in Chicago during the period, 16 percent in Illinois' rural counties and 7 percent in Illinois' urban counties. In suburban Cook County and the collar counties, criminal sexual assault arrests *decreased* 11 percent and 15 percent, respectively.

Robbery Arrests

Robbery arrests increased every year between 1988 and 1991, before decreasing 9 percent in 1992. Over the entire four year period, however, robbery arrests increased 21 percent statewide. Urban counties experienced the greatest percentage increase during this period, 55 percent. Between 1988 and 1992, robbery arrests increased 18 percent in Chicago and 21 percent in suburban Cook County, while decreasing 11 and 2 percent in the rural and collar counties, respectively.

Aggravated Assault Arrests

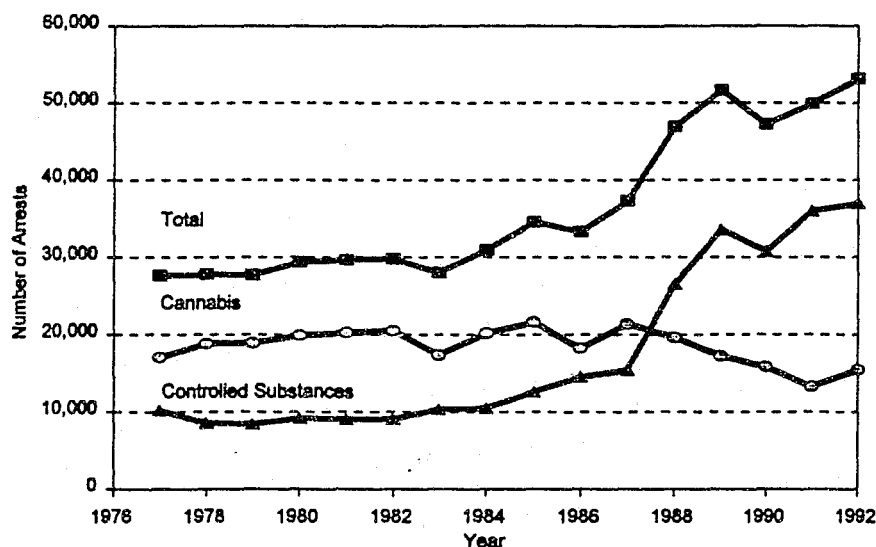
There were 18,943 aggravated assault arrests reported in Illinois in 1992, an increase of nearly 10 percent from 1991. Between 1988 and 1992, the number of aggravated assault arrests increased 21 percent statewide. Suburban Cook County and urban counties experienced the largest percentage increases in aggravated assault arrests during the four year period, 49 percent and 37 percent, respectively. Illinois' rural and collar counties, in contrast, experienced decreases of 26 percent and 15 percent, respectively.

Arrests for Drug Offenses

Most drug offenses in Illinois are violations of either the *Cannabis Control Act* -- which prohibits growing, dealing, or possessing marijuana -- or the *Controlled Substances Act* -- which prohibits manufacturing, possessing, or trafficking in other illegal drugs, such as heroin and cocaine. Illinois also has various other laws prohibiting other drug-related activity, such as the illegal sale or possession of hypodermic needles or drug paraphernalia.

In 1992, there were 53,170 arrests for violations of Illinois' drug laws, 13 percent more than in 1988 and almost twice as many as in 1977 (Figure 16). Since 1988, arrests for violations of the Controlled Substances Act have outnumbered arrests for violations of the Cannabis Control Act by nearly three to one. By comparison, a decade ago the distribution of arrests for cannabis and controlled substances was reversed. In 1992, there were 37,003 arrests for violations of the Controlled Substance Act, 39 percent more than in 1988.

Figure 16
Drug Offense Arrests by Drug Type



Although Controlled Substances Act violations account for the majority of drug arrests statewide, there is considerable variation across county types. For example, in 1992, four out of five drug arrests in Chicago were for Controlled Substance Act violations, while in rural counties about four in five drug arrests were for cannabis offenses.

Although drug arrests have increased across all regions of the state, the increase has been greatest in urban counties outside of the Chicago area. In 1992, there were 5,882 arrests for drug violations in urban counties, almost double the number recorded just four years earlier.

Arrests for drug delivery in Illinois more than doubled between 1988 and 1992, from 5,222 to 11,633. In addition, drug delivery arrests accounted for an increasing proportion of all drug arrests in Illinois. In 1988, delivery arrests accounted for 11 percent of all drug arrests in the state, compared to 22 percent in 1992.

MEGS and Drug Enforcement Task Forces

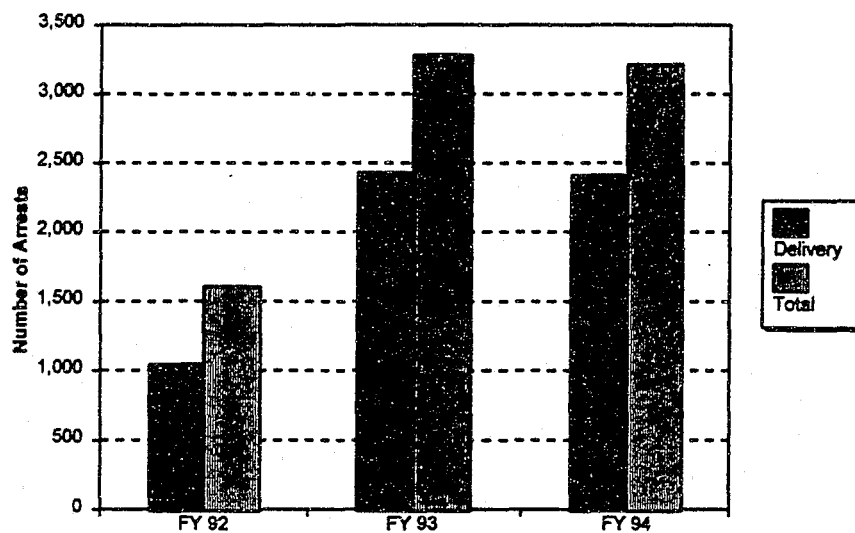
Eight years ago, only 35 counties in Illinois participated in Metropolitan Enforcement Groups (MEGs) or drug enforcement task forces. Today, that number is 83. These 83 counties account for more than 90 percent of the state's total population.

MEGs and task forces made 3,210 drug arrests in SFY 1994, twice the number made in SFY 1992 (Figure 17). More than one-half of these arrests involved cocaine, and three-quarters involved drug delivery charges. Class X felonies accounted for 13 percent of all drug arrests

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made by the MEG and task force units in SFY 1994. MEG and task force units have maintained a conviction rate of over 96 percent. A formal evaluation of Illinois' MEG and task force units is currently being conducted by Southern Illinois University. It is scheduled for completion in early 1995.

Figure 17
Total Drug And Delivery Arrests by
Illinois' MEGs and Task Forces



Drug Seizures

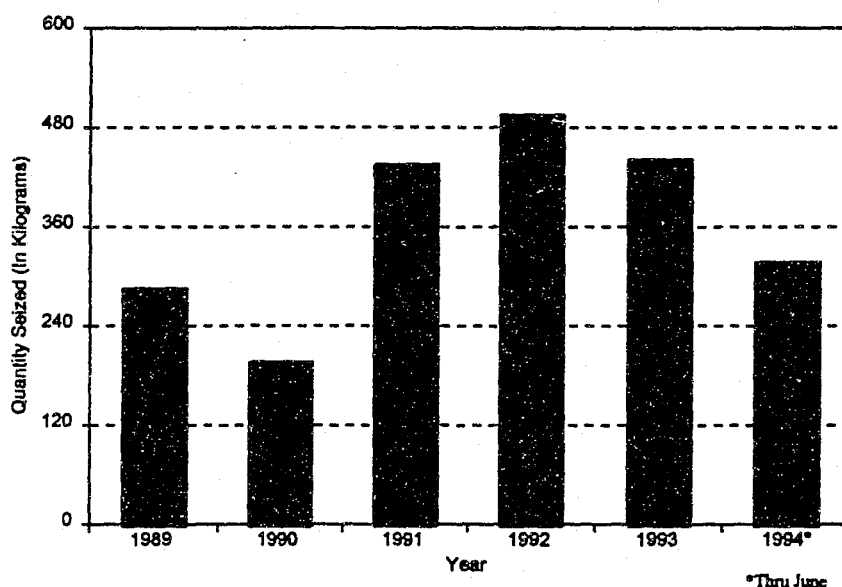
Although the quantity of cocaine seized in Illinois decreased between 1992 and 1993, from 495 kilograms to 441 kilograms, quantities seized during the first six months of 1994 are on pace to surpass 1993's total (Figure 18). And although the majority of cocaine seized by state and local law enforcement agencies is from Chicago (54 percent of the more than 2,170 kilograms seized between 1989 and 1994), there have been significant increases in the amount of cocaine seized in other areas of the state in recent years. For example, between 1989 and 1993, the quantity of cocaine seized in Illinois' rural counties increased almost ninefold, from 8 kilograms to 70 kilograms.

Heroin seizures by state and local law enforcement agencies across Illinois fluctuated widely between 1989 and 1993. After consecutive declines in 1990 and 1991, the quantity of heroin seized more than doubled in 1992, from 10.1 kilograms to 20.4 kilograms. More than 95 percent of the heroin seized in Illinois during the period was in Chicago and suburban Cook County. The amount of cannabis seized increased every year between 1989 and 1993, and continues to be

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concentrated in rural counties. Between 1989 and 1993, cannabis seizures by state and local law enforcement agencies in Illinois increased five-fold, from almost 1,100 kilograms to more than 5,500 kilograms. Illinois' rural counties accounted for one-third of the cannabis seized between 1989 and 1993. Cannabis seizures by the DEA in Illinois increased dramatically between 1992 and 1993, jumping from 173 kilograms to more than 800 kilograms.

Figure 18
Quantity of Cocaine Seized in Illinois



Chicago Mid-Level Drug Trafficking Task Force

Authority-funded programs have made significant advances in curbing both drug distribution in Illinois, as well as street level drug dealing. Because of its centralized geographic location and extensive air and rail systems, Chicago is a national and international hub in the flow of illicit drugs. Express mail services, public and private, have become an increasingly popular method of transporting illicit drugs.

The Chicago Mid-Level Drug Trafficking Task Force was created to help curb the flow of drugs into and through Chicago by way of express mail services. Ten Chicago Police Department officers, one of whom is a canine officer, coordinate task force efforts with postal inspectors. The officers are responsible for profiling parcels, as well as for delivering parcels containing contraband. Investigations focus on collecting sufficient evidence to establish probable cause. For the year ending June 1994, 43,537 packages were targeted because they fit an illicit drug

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shipment profile, an average of 3,628 packages per month. Of those packages, 174 resulted in a canine "hit". An additional 49 packages were referred to the unit by private carriers and customs officials. Of the resulting 223 packages, 195 were found to contain illicit drugs. The team delivered 123 packages, executed 108 search warrants, and arrested 126 persons.

Drug Conspiracy Investigation Program

The Drug Conspiracy Investigation program was funded to assist in the prosecution of drug traffickers. Between February 1993 and February 1994, the Attorney General opened 12 investigations, and closed 5. Seven investigations remained pending at the end of the period. More than 200 subpoenas were issued for financial, telephone, and related records. A total of 49 defendants were indicted during the period. The Illinois State Police opened 25 investigations during the period, five times the initial objective. As a result of ISP efforts, 42 arrests were made, 13 defendants were convicted, 21 were incarcerated, 3 vehicles were forfeited, and \$8,500 in U.S. currency was forfeited.

Operation Cash Crop

Operation Cash Crop is a joint effort between the Illinois State Police and the DEA to suppress and eradicate locally cultivated marijuana plants in Illinois. The program is supported by the efforts of 50 ISP officers and 15 pilots, who logged more than 350 flight hours in 1993. Additional flyovers are provided by the Illinois National Guard.

Since the program's inception in 1986, Operation Cash Crop has destroyed more than 49 million marijuana plants in Illinois. Cash Crop eradications increased dramatically between 1989 and 1990, when the number of plants destroyed increased from 471,081 to 3,140,258. Since 1989, annual totals have surpassed each previous year, and in 1993 alone more than 30 million plants were eradicated. Wild plants on average account for 98 percent of the plants destroyed, with indoor and outdoor cultivated plants accounting for the remaining two percent (Figure 19). Between 1993 and August 1994, more than 85 percent of the plants destroyed were in rural counties throughout Illinois. In 1991 and 1992, however, the collar counties accounted for the largest percentage of plant eradications, nearly double the number of plants eradications in rural areas. Cash Crop efforts between January 1993 and August 1994 resulted in 327 arrests and the destruction of marijuana worth an estimated \$250 million.

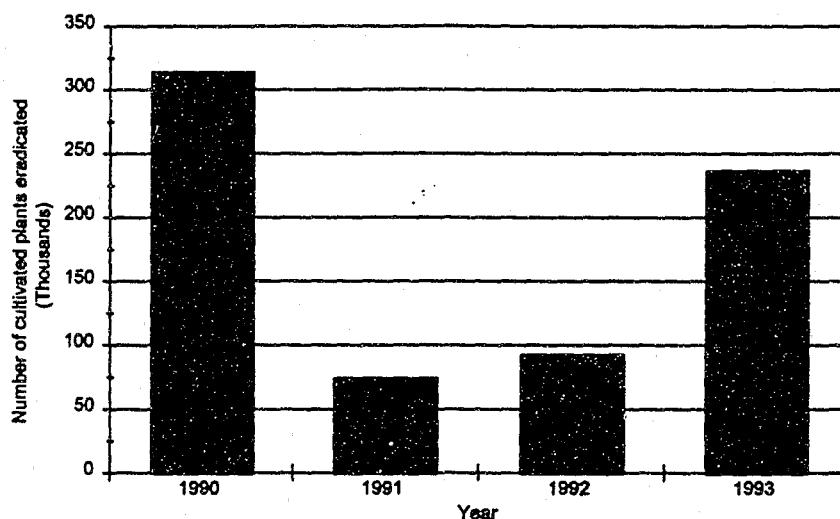
Operation Valkyrie

A second initiative between the ISP and the DEA is Operation Valkyrie. This effort works to identify drug traffickers through routine traffic stops on the state's highways. Between 1985 and August 1994, officers made more than 6,800 routine traffic stops under Operation Valkyrie,

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resulting in 8,944 drug arrests. Between 1989 and 1994, more than 57,000 pounds of drugs were seized through Operation Valkyrie, including more than 51,000 pounds of cannabis, 6,100 pounds of cocaine, and nearly 20 pounds of heroin.

Figure 19
**Number of Cultivated Marijuana Plants
Eradicated by Operation Cash Crop**



Crime Lab Enhancements

As enforcement efforts have intensified the demand for analytical services by state and local crime labs has increased. Several programs which have assisted in the scientific analysis of criminal evidence have been implemented across the state with the assistance of Authority funding. These include: crime scene processing, DNA indexing, and latent print analysis.

Property crime scene processing is an important component of law enforcement. The State Crime Scene Processing Program was funded to support street-level enforcement, and to help hold drug users accountable by quickly collecting physical evidence at the scene. A major component of the program is the around-the-clock availability of crime scene technicians.

The DNA Indexing program is creating a database of criminal offender DNA that will be used to help identify repeat sexual assault offenders and other serious offenders. The DNA Indexing program will provide Illinois with a computerized genetic information database from forensic

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samples of convicted sexual offenders. Illinois is one of the first states in the country to implement such a system. More than 2,800 samples have now been analyzed and entered into the statewide database. The program has resulted directly in the indictment of at least one offender for murder.

The Illinois State Police latent print processing program is designed to enhance the state's latent print analysis and comparison capabilities, primarily with regard to drug packaging. Under the program, additional drug packages will be examined for latent prints for the purpose of targeting distribution sources of controlled substances. Through the additional assistance of the state's Automated Fingerprint Identification System (AFIS), law enforcement agencies receive intelligence information for the investigation and prosecution of drug offenders, especially those who are supplying drugs to local dealers. As of June 15, 1994, 515 latent print drug packaging and 7,504 latent print cases were received, of which 241 latent print drug packaging prints identified potential suspects.

Criminal History Record Improvements

Several programs have been initiated to help improve the accuracy and completeness of the state's Criminal History Record Information (CHRI) system. At the local level, an automated fingerprint transmission program was developed for Cook County's Fugitive Warrants division using livescan technology. At the state level, a comprehensive audit of the Computerized Criminal History (CCH) system is being undertaken to help review the reporting procedures in all 102 Illinois counties (with County Work Groups), and a CHRI user's manual is being developed.

The County Work Group and user's manual grants are intended to focus on local CCH problems. The user's manual will be distributed to all agencies required to submit CCH information, and will be used as a training manual and resource. The manual will include CCH submission guidelines, as well as system access information. County Work Groups, to be conducted in all 102 Illinois counties, will bring submitters and users together to evaluate CCH problems and solutions.

The Ad Hoc Committee on Disposition Reporting is an outgrowth of the Authority's historical involvement in auditing the state CCH system, which is maintained by ISP. The primary objective of the Ad Hoc Committee on Disposition Reporting is to identify and resolve problems related to the reporting of criminal history record information into the central repository, and problems related to accessing criminal history transcripts (rap sheets).

The Ad Hoc Committee on Disposition Reporting also serves as the Illinois Criminal Records Improvement Task Force, which addresses the criminal record needs of agencies besides the information currently contained on State rap sheets -- such as up-to-date information on open court cases, warrants, and probation/parole status. A Masterplan is being developed for Illinois

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to chart the future course of criminal record development in Illinois, and to serve as a guide for local agencies that are planning to automate their criminal justice records, and/or enter into electronic record exchange networks.

Community Policing Initiatives

Illinois has long recognized the importance of combining community and enforcement efforts to combat drugs and violence. As a result, a number of initiatives are underway that integrate the two.

Two large Illinois cities in the greater Chicago area (Aurora, population 100,000, and Joliet, population 77,000) have been funded to implement demonstration community policing programs. These programs have put officers in closer contact with community residents in areas that have experienced increases in drugs, gangs, and violent crime. Findings from a multi-year evaluation indicate:

- ◆ both departments have been able to enhance public awareness of police activities in targeted neighborhoods;
- ◆ residents in both communities report increases in overall satisfaction with police; and,
- ◆ violent crime has decreased significantly in several of the targeted areas.

Numerous neighborhood organizations were formed in both communities, organizations that worked closely with police in improving the quality of life. Tenant Councils were formed to reduce violence in high-risk, low income housing areas. Both communities initiated and graduated their first group of citizens through the "Citizens Police Academy."

In 1991, 10 officers were assigned to community policing in Aurora, and 13 were assigned in Joliet. By the end of SFY 1994, Aurora had 20 officers in the program, and Joliet had 27. Both departments are planning major reorganizations around the community policing concept. The Joliet community policing program was nationally recognized by Police Executive Research Forum (PERF) at the 1993 community policing conference in San Diego.

Chicago Alternative Policing Strategy (CAPS)

The Authority has also supported the development of community policing in Chicago. The Chicago Police Department (CPD) unveiled its new community policing initiative, officially known as the Chicago Alternative Policing Strategy (CAPS), in April 1994 in five prototype police districts. To assist in the initial training and deployment of "CAPS" officers the Authority

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funded a community policing education initiative. The community policing project accomplished the following:

- ◆ initial training was conducted for 1,450 police officers and 250 sergeants and lieutenants;
- ◆ two days of skill building was offered, during which 800 captains, lieutenants and sergeants were trained in various aspects of community policing;
- ◆ a 133 page curriculum and 151 page workbook were developed to provide training to the remaining 10,000 CPD officers;
- ◆ 100 sergeants attended a one day train-the-trainer session;
- ◆ final work was completed on designing the curriculum for *Problem Solving / Skill Building*, to be delivered to 10,000 CPD officers in the Fall of 1994;
- ◆ two sessions (one in Chicago, the other in downstate Collinsville) were held for 30 to 35 sheriffs, police chiefs, community, political leaders, and observers; and,
- ◆ a one-day session geared to informing the media and more than 100 community representatives (entitled "Neighborhood Assembly on Community Policing") was held in Chicago; panelists gave presentations and answered questions.

The Authority is also supporting a comprehensive process and impact evaluation of the CAPS program. The three-year effort is being conducted by a consortium of Chicago area universities and is targeted for completion in 1996.

In an effort to create the necessary environment for community policing in other communities, the Authority has also funded training for police executives and community representatives and is developing a community policing implementation guide.

Urban Enforcement Support Project

Because the community policing concept is relatively new and few data processing technologies have been developed to support such programs, the Urban Enforcement Support project was funded to develop user requirements, systems specifications, and software designs capable of supporting the informational needs of community policing. The project was designed in cooperation with local law enforcement agencies that had, or were in the process of implementing, community policing programs. As part of the initiative the Authority's Information Systems Unit developed the Urban Enforcement Support software package consisting of a Resource Inventory module, a Problem Tracking module, and an Officer Activity module.

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Collaborative programs that harness the resources of multiple agencies have also been recognized as valuable mechanisms for attacking drug and violent crime. Partnerships spanning different components of the justice system and even different disciplines hold particular promise, and the Authority is supporting such efforts in south suburban Chicago and the East St. Louis area.

South Suburban Cook County Anti-Drug Initiative

The six south suburban Cook County communities of Dixmoor, Ford Heights, Harvey, Markham, Phoenix and Robbins have had a long-standing crime problem which, coupled with shrinking resources, became worse as drug use increased. To address the problem, mayors and law enforcement officials worked together to develop a regional drug control initiative. The program was funded to provide assistance in three critical areas: 1) increase overt enforcement; 2) increase covert enforcement; and, 3) develop specialized prosecution capabilities.

The overt unit was responsible for 225 arrests for cannabis and controlled substances during the twelve month period between July 1993 and July 1994. Of those, 134 (60 percent) were for delivery, and 91 were for possession. Overall, 322 grams of crack cocaine, 113 grams of cocaine, 410 grams of cannabis, \$42,946 in U.S. currency, and 30 weapons (20 handguns, 4 automatic weapons, 3 sawed-off shot guns, and 3 rifles) were seized. The Cook County State's Attorney prosecuted 95 percent of those arrested.

The covert unit was responsible for 59 drug-related arrests (31 for delivery, 28 for possession); and, for seizing 1,209 grams of crack cocaine, 263 grams of cocaine, small quantities of white heroin and hallucinogens, and 22 handguns. All covert unit arrests were prosecuted by the Cook County State's Attorney.

The public awareness component, staffed by one part-time individual, conducted 16 meetings in targeted areas, and helped distribute anti-drug brochures. The community liaison was actively involved in a variety of community groups and organizations. The prosecution component was responsible for 310 cases, 252 of which were from the targeted communities. About half (140) involved drug delivery offenses. A total of 161 cases were disposed of during the period, 154 of which resulted in conviction (96 percent).

Greater East St. Louis Anti-Drug Initiative

The Greater East St. Louis Anti-Drug Initiative is a multi-part program that grew out of work conducted by an interdisciplinary task force of federal, state and local criminal justice and governmental agencies, service providers and grassroots groups. The task force was formed to address the city's drug problem. Now in its third year, the initiative continues to focus on enforcement, treatment, and prevention. The parent task force and two sub-committees, one with

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an emphasis on enforcement and the other with an emphasis on prevention, also continue to meet to monitor the progress of the initiative, and plan and implement other activities.

Two subgrants are currently funded. One helps the local metropolitan drug enforcement task force concentrate on street level enforcement in East St. Louis, and on covert drug operations in East St. Louis and surrounding communities. The other funds St. Clair County programs operated by the Sheriff, State's Attorney and court. In late 1993, a one-time grant was made to enable the purchase of a squadrol by the city to transport prisoners. Due to the very limited financial resources of East St. Louis, matching funds for the initiative were contributed by state and county agencies.

The 9-person overt unit patrols East St. Louis and enforces violations of drug laws which occur in the open. The specialized unit opened 254 cases in 1993, made 173 arrests (of which 135 were felony drug arrests), and seized property and currency valued at \$44,477. The 4-person covert unit opened 67 cases, made 79 arrests (including 38 class X felonies), and seized 4.25 pounds of cocaine.

Of the 1,320 felony cases issued by the St. Clair County State's Attorney's Office in 1993, approximately 22 percent were for violations of Illinois drug statutes. Between April 1993 and March 1994, inclusive, 92 forfeitures were initiated. The overt unit accounted for 52 percent of the forfeitures, which included property and U.S. currency valued at \$36,552. The conviction rate was approximately 95 percent.

Between April 2, 1993 and March 31, 1994, the St. Clair County specialized probation unit received 77 new individuals, bringing the total number of probationers served by the unit to 212. Also during this period, 84 adult probationers were added to the Intensive Probation caseload. A total of 169 probationers were supervised by the officers during the period.

In 1993, the probation department received funds to implement a resource coordination probation officer. The primary purpose of the resource coordinator was to offer GED classes to interested probationers, and find full-time and part-time employment and/or vocational training opportunities for probationers. To date, two GED classes have been held for 44 individuals. Twenty-one probationers completed the coursework, 19 took the GED test, and 8 passed, a 42 percent success rate. By way of comparison, only 37 percent of those tested in the St. Clair County general population passed.

The St. Clair County Sheriff's Department Alternative Offender Work Program (AOWP) completed its second calendar year in 1993. A total of 181 offenders completed court assigned community service in 1993. On average, offenders were assigned to 100 hours of community service work. In all, AOWP provided more than 14,300 hours of community service. A comprehensive evaluation of the East St. Louis initiative is being conducted by the University of Missouri at St. Louis. It is scheduled for completion in June 1995.

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Violence Reduction in Urban Areas

Under the Violence Reduction In Urban Areas program, officers from the Chicago Police Department collaborate with other organizations to reduce gang-related homicides in one police district (the Little Village area), and domestic violence-related homicides in another district. Districts were selected based on homicide data. The anti-gang project is a collaborative effort between CPD and two sub-contractors: the Cook County Probation Department, and the University of Chicago. The domestic violence project is a collaborative effort between CPD, two domestic violence shelters, and a private contractor hired to develop software that could pinpoint multiple call addresses.

The Gang Violence Reduction Project is currently being evaluated by the University of Chicago. The evaluation has found evidence of progress in reducing gang violence in Little Village, especially when compared to a similar neighborhood (Pilsen). During the first 12 months of the project, gang homicides declined from 8 to 4, and the aggravated assault rate slowed; however, gang-related aggravated batteries increased. The first year assessment indicated that the situation improved across all six key indicators of violence (gang and non-gang categorized homicides, aggravated batteries and aggravated assaults) compared to Pilsen, the community most similar to Little Village. A community coalition of agencies, churches, block clubs, and community organizations was also formed (The Neighbors Against Gang Violence--NAGV), which received funding from local foundations to offer alternatives to gang involvement for local youth.

Homicide/Violent Crime Strike Force

The Homicide/Violent Crime Strike Force was created in April of 1993. This program was implemented, partly because there were so many murders in the greater East St. Louis area, and partly because there were too few police and prosecution resources in the area, resulting in an unacceptable number of unsolved murders. For example, of 158 murders between July 1991 and February 1993, only 66 were cleared. The purpose of this program is to clear old homicides. The unit opened 46 homicide cases through April 1994. Of those, 40 were cleared by arrest or exceptionally cleared. A total of 48 warrants were issued and all suspects were arrested.

PROSECUTION

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

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Trends in the total number of felony case filings reveal a dramatic increase in criminal court activity across all regions of Illinois. Statewide, between 1978 and 1993, felony case filings more than doubled, reaching 80,554 in 1993 (the highest total ever recorded in Illinois). More recently, between 1988 and 1993, felony filings increased 51 percent. Felony filings in Cook County, which accounted for one-half of all filings in Illinois in 1993, have driven most of the statewide increase. Between 1978 and 1993, felony filings in Cook County more than tripled; increasing almost 70 percent since 1988.

Because there is no statewide, central repository of information about case filings for specific offenses, data describing statewide trends in felony drug prosecutions, or even providing a *snapshot* of activity for a particular time period for the state as a whole, are not currently available. Data are available, however, for Cook County and selected other areas of the state.

In Cook County, felony drug prosecutions increased dramatically in recent years, both in number and as a proportion of all cases processed. In 1984, drug cases in Cook County's felony trial courts accounted for one out of every five cases filed. In 1993, drug cases accounted for 50 percent of all felony filings. Between 1991 and 1993, drug filings increased almost 18 percent. By comparison, non-drug case filings in Cook County *decreased* 15 percent during that same period.

Recognizing the impact increased law enforcement efforts have on the rest of the system, prosecution, indigent defense, and appeals programs have been established in several parts of the state.

Multi-Jurisdictional Drug Prosecution Programs

Multi-Jurisdictional Drug Prosecution programs were developed to combat drug dealers who conduct their business in the multi-county Chicago metropolitan region. Working with MEG and task force units, the Multi-jurisdictional Prosecution program prosecutes drug offenders. Each of the counties has a specialized drug prosecution unit staffed with attorneys trained in drug and drug forfeiture statutes. In SFY 1994, more than 2,000 prosecutions were initiated, with more than three-quarters involving cocaine and almost one-half involving drug delivery or manufacture. The conviction rate for these units was 88 percent.

Local Drug Prosecution Support

In those counties too small to warrant a full-time drug prosecutor, or in counties unable to match funds, the Authority has funded the Local Drug Prosecution Support program within the State's Attorney's Appellate Prosecutor's Office. Drug unit attorneys employed by the State's Attorney's

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Appellate Prosecutor are based in areas across Illinois determined to have the greatest need for on-site assistance. The unit serves all State's Attorneys outside of Cook County and the five collar counties. Program attorneys provide a range of support services, including on-site trials, asset forfeiture filings, legal document preparation, legal research, and telephone consultation. In SFY 1994, 688 prosecutions were initiated, and 503 convictions were obtained. The SFY 1994 conviction rate was 84 percent. In addition, forfeiture actions were initiated in 750 instances and 654 judgements were handed down. Program attorneys also handled 2,402 phone calls from other State's Attorneys for information regarding drug prosecution.

Public Defense Programs

Recognizing the need for a balanced, systemwide approach to caseload management, the Authority began funding indigent defense programs in 1992. Funds were allocated to reduce court delays while improving the efficiency and effectiveness of representation.

Monies awarded to public defender offices are intended to help balance the criminal justice system, enabling drug cases to be handled more rapidly. Assistant public defenders who specialize in drug cases can institutionalize defense procedures and make the system more efficient while reducing court delays. Specialization is intended to reduce research time for attorneys, reduce the amount of time from case assignment to disposition, and reduce the number of continuances due to defense inability to prepare for trial. Specialization, it is also hoped, should bring the public defender closer to "vertical" representation, thereby providing a more effective and efficient defense strategy.

Between May 1992 and April 1994, program attorneys were assigned to more than 1,400 drug cases and 370 violent offense cases. Of the drug cases, 82 percent involved violations of the Controlled Substance Act, and 16 percent involved violations of the Cannabis Control Act. Drug delivery accounted for almost three-quarters of all drug cases.

Program attorneys assisted in disposing of 2,290 cases. Of those dispositions, 53 percent resulted in a finding or plea of guilty, and 17 percent resulted in *nolle prosequi*. Less than 2 percent of all dispositions resulted in acquittal, while 28 percent were disposed of by other means. Fully 97 percent of the cases were disposed prior to trial, while 3 percent went to (and completed) trial.

Drug Appeals Program

Drug enforcement efforts in recent years have produced significant increases in drug convictions, and corresponding increases in drug case appeals. A substantial appellate backlog has resulted. The Drug Appeals program was developed and funded to help bring the state's backlog of drug appeal cases under control. Three agencies are involved in the effort. The State's Attorneys Appellate Prosecutor is responsible for appeals outside of Cook County; the Cook County State's

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Attorney is responsible for appeals within Cook County; and, the Illinois Attorney General is responsible for appeals that reach the Illinois Supreme Court, as well as for certain other appeals. During SFY 1994, the State's Attorney's Appellate Prosecutor's Office received 265 new drug appeals, and program attorneys filed 149 briefs; opinions were returned on 254 cases. The Cook County State's Attorney's Office received 145 new drug appeal cases and filed 175 briefs. The Illinois Attorney General received five new appellate cases and two new Illinois Supreme Court cases, filed 4 appellate briefs and 15 Illinois Supreme Court briefs, and presented oral arguments to the Illinois Supreme Court in three instances.

Nuisance Abatement

To address the problem of drug dealing from rental properties, the Authority funded two Narcotic Nuisance Abatement Units, one in the Cook County State's Attorney's Office (CCSAO), and the other in the CPD. The units target properties within Chicago and suburban Cook County that have been identified by citizen and police reports as areas in which drug sales routinely occur. Nuisance abatement programs have effectively used Illinois' public nuisance laws to evict drug dealing tenants, to seal properties for up to one year, and to force owners to bring properties into compliance with applicable building codes.

For the twelve month period between July 1993 and June 1994, the CCSAO program received over 1,971 complaints. Of those, 552 complaints were referred to other city, county, or state agencies, and 1,419 were disposed of by the unit. Voluntary abatements took place in 1,254 cases, court abatements in 11 cases. The complaint was considered unfounded in 33 cases, and 121 cases were referred to the Chicago Housing Authority.

During the twelve month period, the CPD program received 332 complaints and initiated 247 investigations. Covert purchases were made 186 times, 180 search warrants were executed, and 151 arrests were made. Initial building code violation inspections were performed in 118 cases, and re-inspections were performed 933 times. Twelve buildings were boarded. Prosecutions were initiated in 685 cases. There were 106 convictions.

PROBATION AND PRISON

Felony Sentences Imposed

The total number of convicted felons sentenced in Illinois increased dramatically between 1988 and 1990 (jumping 68 percent statewide), but remained relatively stable through 1993. In 1993, 54,814 felons were sentenced in Illinois; slightly more than one-half (53 percent) to probation and slightly less than one-half (46 percent) to prison. In Cook County, the total number of felons sentenced between 1988 and 1993 increased 88 percent. In 1993, 16,740 felons were sentenced

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to prison in Cook County, a record number. Moreover, 1993 marked the second consecutive year that there were more sentences to prison than probation in Cook County -- 51 percent of the sentences imposed involved prison. Cook County was the only region of the state where prison sentences accounted for a larger proportion of sentences than probation.

Probation Admissions for Drug and Violent Crime

Between 1988 and 1993, adult felony probation caseloads increased 32 percent statewide, from 31,606 to 41,794, with increases occurring across all regions of the state. Cook County experienced an increase of 29 percent, from 16,723 to 21,580, while caseloads in urban counties increased 55 percent, from 5,214 to 8,092. Illinois' rural and collar counties experienced increases of 29 percent and 23 percent, respectively.

Statewide information on the offenses for which offenders are sentenced to probation in Illinois is unavailable. However, a snapshot of probation admissions by offense type is available through a 1990 survey of probation departments conducted by the Administrative Office of the Illinois Courts (AOIC). Although property offenders accounted for about one-quarter of all admissions to probation in 1990, drug and violent offenders combined accounted for almost 38 percent of all admissions. The proportion of total probationers sentenced for drug and violent crimes was higher in Cook County, where these two offense categories accounted for almost two-thirds of all probation admissions. In Illinois' downstate urban counties, one in five offenders on probation were convicted of a violent crime, the highest proportion across the state's regions. The average length of probation sentences for offenders convicted of a drug offense in 1990 was almost two years (23.2 months), compared to 20.1 months for violent offenders.

Intensive Probation Supervision

Intensive Probation Supervision (IPS) programs operate in a number of Illinois' larger counties. IPS is intended to serve as a diversion from prison for those convicted of serious offenses, and involves small caseloads, frequent contact, drug and alcohol testing, and referral for treatment. Although the capacity of IPS is relatively small (less than 1,200 statewide), these programs are frequently used to supervise drug and violent offenders. In 1992, 28 percent of all probationers on IPS were convicted of a drug crime and 26 percent were convicted of a violent offense. Almost one-half of all IPS probationers have a history of alcohol or drug abuse. A formal evaluation of IPS is currently being funded by the Authority and will be completed in the fall of 1995.

Because such a large proportion of probationers are substance abusers, and probationers who are drug abusers are more likely to recidivate, Illinois has implemented a number of strategies to monitor and treat probationers with substance abuse problems. Statewide, a large number of probationers in Illinois are ordered to drug treatment, either exclusively or in combination with alcohol treatment. Many participate in a TASC program. Between 1992 and 1993, the number of

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probationers ordered to drug treatment increased 11 percent, from 6,506 to more than 7,200, with increases occurring across every region of Illinois. By comparison, the number of probationers ordered to participate in alcohol treatment increased 2 percent during that same period, with Cook County being the only region to experience an increase.

Intensive Drug Abuser Probation

To provide appropriate supervision strategies for probationers with identified substance abuse problems, the Authority funded a number of intensive supervision programs for drug-dependent offenders beginning in the early 1990s. These programs were known generically as Intensive Drug Abuser Probation programs (IDAP), and drug testing was a central feature of each. Although each program is somewhat unique, all have assisted probation departments in more effectively supervising drug abusing offenders through increased supervision, drug testing, education and treatment. In counties where treatment is a component of the IDAP programs, participation in treatment has decreased the proportion of positive drug tests among participants. Caseloads are small, averaging 30 to 40 probationers per officer. Drug testing has allowed for detection of illegal drug use. Across the counties where programs operated, between 20 percent and 44 percent of the drug tests came back positive. This type of information has assisted probation officers in monitoring behavior and determining the need for treatment. Drug testing was being used in 71 of Illinois 102 counties in 1993, when more than 73,000 drug tests were conducted on probationers.

A six-county study examining the feasibility of a probability sampling approach to drug testing was recently completed. The research was conducted jointly by the Authority, local probation departments and the National Institute of Justice. Findings from the study will be available early in 1995. A formal evaluation of IDAP programs is also currently underway and will be completed by the fall of 1995.

In addition to serving the treatment needs of probationers with substance abuse problems, mental health and sex offender treatment programs are often ordered for probationers in Illinois. In 1993, 2,081 probationers were ordered to undergo mental health treatment and 435 probationers were ordered to participate in sex offender treatment. Based on a survey by the AOIC Probation Division, it is estimated that in 1993 more than 2,600 sex offenders were on probation in Illinois, with approximately 70 percent convicted of a Class 1 or Class 2 felony. However, because of the relatively small number of cases from county to county, and the need for specialized skills to supervise these offenders, 87 percent of probation administrators felt that most sex offenders were assigned to probation officers who do not have the skills necessary to effectively manage these types of offenders.

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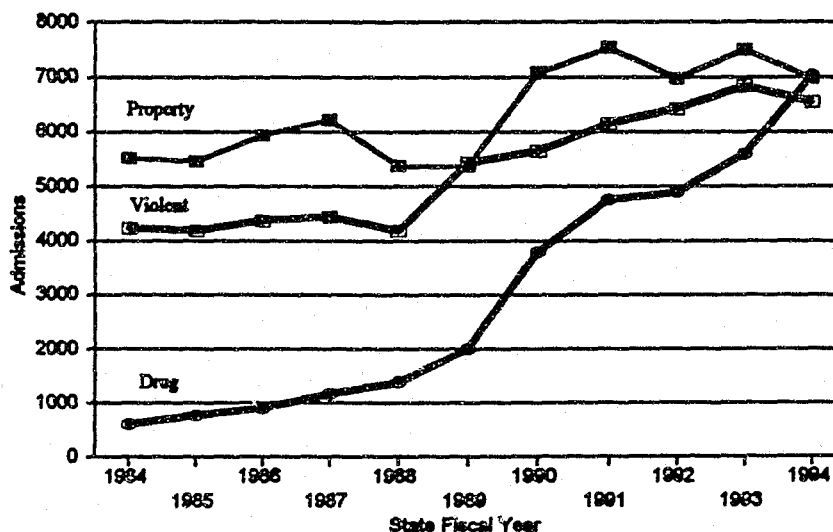
Prison Admissions for Drug Offenses

Illinois continues to experience a serious prison overcrowding problem. In 1992, the Illinois Department of Corrections was operating at 152 percent of its designed capacity. Only six other states in the country were operating at a higher level over capacity than Illinois (Bureau of Justice Statistics, *Prisoners in 1993*, June 1994). As in many other states, much of the increase in the prison population during the 1980s and early 1990s can be attributed to an increase in drug offenders sentenced to prison.

Between SFYs 1984 and 1994, the number of offenders admitted annually to IDOC for all crimes doubled, from 10,465 to 20,896. The number of drug offenders admitted to prison during this period increased tenfold, however, from 596 to more than 7,000 (Figure 20). In SFY 1994, drug offenders accounted for one-third of all admissions to IDOC, compared to 6 percent in SFY 1984 (Figure 21).

In 1993, sentences for Class 4 possession of a controlled substance were the single most frequent prison sentence imposed in Illinois. In fact, drug offenses accounted for three of the top five offenses for which sentences to prison were imposed that year. Most offenders (81 percent) admitted to IDOC for drug offenses were from Cook County. In addition, of the 7,022 drug offenders admitted to IDOC in SFY 1994, almost two-thirds had never been in prison in Illinois before.

Figure 20
IDOC Admissions by Offense Type



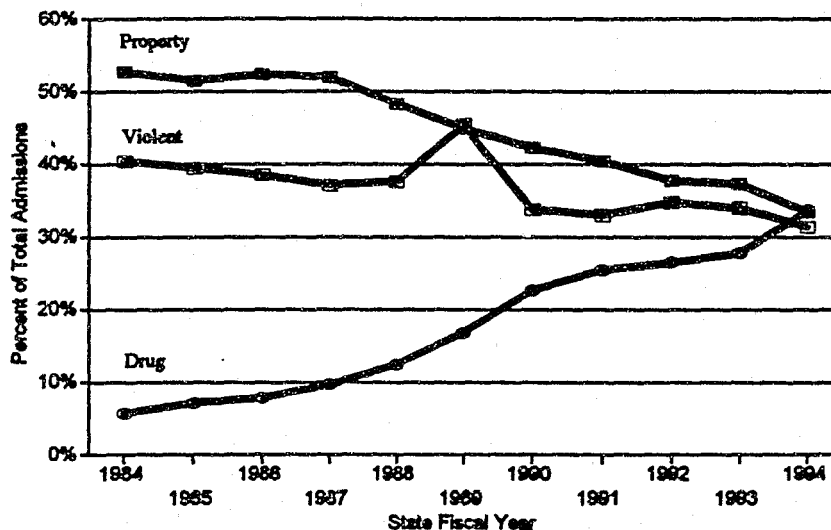
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Prison Admissions for Violent Offenses

The number of offenders admitted to IDOC for *violent* crimes has also increased. Between SFYs 1984 and 1994, the number of violent offenders admitted to IDOC annually increased 55 percent, from 4,226 to 6,550 (Figure 20). However, as a result of the dramatic increase in drug admissions, violent offenders accounted for a decreasing proportion of total admissions. In SFY 1984, violent offenders accounted for 40 percent of all admissions, compared to 31 percent in SFY 1994 (Figure 21). As with drug offense admissions, the majority (two-thirds) of admissions for violent offenses were from Cook County. In addition, almost two-thirds of the 6,550 violent offenders admitted to IDOC in SFY 1994 had never been in prison in Illinois before.

IDOC admissions from Illinois' urban counties increased 69 percent between SFYs 1984 and 1994, from 1,860 to 3,139. Admissions for violent crimes jumped 78 percent during the time period, from 584 to 1,041, while admissions for drug crimes increased from 98 to 584. Over the same 10-year period, the number of people admitted to IDOC from Illinois' rural counties increased 63 percent, from 1,297 to 2,115. Violent admissions from Illinois' rural counties increased 65 percent, from 370 to 611, while drug admissions jumped from 76 to 356.

Figure 21
Percent of IDOC Admissions by
Offense Type



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Drug and Violent Offenders in the Prison Population

Due in part to an increase in the number of admissions, the IDOC inmate population has dramatically increased in the past ten years. Between 1984 and 1993, the number of persons incarcerated in the IDOC more than doubled, from 16,854 to 34,495. One major factor is the number of drug offenders in the IDOC population. Between 1984 and 1993, the number of drug offenders in the inmate population jumped from 683 to 6,954. In 1984, drug offenders accounted for 4 percent of the total population, in 1993 they accounted for 20 percent. The number of violent offenders in the prison population almost doubled between 1984 and 1993, jumping from 9,714 to 18,532.

Recidivism of Drug and Violent Offenders

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

Of the 17,186 inmates released from the IDOC in 1991, 42 percent returned within three years. However, when recidivism patterns were examined across offense types, drug and violent offenders had lower rates of recidivism than property offenders. Among violent and drug offenders, released in 1991, 36 percent of each group returned to IDOC within three years. By comparison, almost one-half of the property offenders released were returned within three years.

In general, violent offenders who returned for a new crime were convicted of another violent crime, whereas drug offenders who recidivated generally committed new drug offenses. Of the violent offenders returned to prison, 47 percent were returned for a new violent offense and 23 percent for a new drug offense. By comparison, 54 percent of the drug offenders who returned to prison committed a new drug offense, while 22 percent committed a new violent crime. Among both groups of releasees, 18 percent came back as a result of a technical violation (e.g., positive drug tests or curfew violations).

To reduce recidivism, a variety of programs have been implemented that enhance the IDOC's ability to supervise released offenders, train staff, provide classification and diagnostic services, and offer focused treatment for certain types of offenders. Each of these programs is outlined in the following pages.

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Professional Development

This effort involves the development of a training program to certify correctional counselors as substance abuse educators. A high percentage of IDOC inmates have substance abuse problems and the goal of this program is to extend substance abuse education and treatment to as many inmates as possible. A total of 39 staff were recertified in FFY 1994. In addition, 46 staff received 250 hours of instruction and additional staff have begun certification training. The program has enabled the institutions to provide basic substance abuse counseling, and has enabled some institutions to expand substance abuse programs to include individual and group counseling, expanded drug education groups and 12-step program support.

Reception and Classification Evaluators

Through a purchase-of-services agreement, professional substance abuse evaluators work closely with IDOC medical and mental health staff at juvenile reception units. Efforts focus on identifying and evaluating youth serving relatively short sentences who have serious substance abuse problems. Approximately 400 youth were screened in FFY 1994 with the Drug and Alcohol Severity Index. Of those screened, about half were determined to be receptive to treatment, and about two-thirds of those were subsequently placed in the IDOC residential treatment facility at Valley View.

Dwight Correctional Center Therapeutic Community

Through a purchase-of-service agreement, an intensive 27-slot residential treatment unit was established at the Dwight correctional facility. This program targets female offenders who are assessed with significant substance abuse problems and are considered amenable to treatment. Substance abuse education, daily group therapy, individual counseling and post-release planning are among the services provided. The program has expanded to provide outpatient services for the general female population. A total of 350 female inmates have received substance abuse treatment, 335 have successfully completed the program. Only 5 have committed infractions requiring placement in the institution's disciplinary unit.

Graham and Sheridan Outpatient Treatment Programs

Designed to complement the DASA-funded therapeutic treatment communities within the Graham and Sheridan Correctional Centers, these out-patient programs serve participants who complete the DASA program. Intensive outpatient treatment services, provided through purchase-of-service contracts, include therapy, educational groups, individual counseling and 12-step program meetings. These programs have provided a minimum of six therapeutic groups per week, including group therapy, discussion groups, and educational groups. The withdrawal rate has been less than 10 percent. Recidivism data are not yet available.

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Logan, Taylorville, Big Muddy Treatment Communities

These substance abuse treatment programs are similar to those at Graham and Sheridan, but do not have direct links to DASA. They are designed to provide group and individual counseling, peer group counseling, drug education, relapse prevention counseling, AIDS education, aftercare and firm community service referrals upon release. Logan and Taylorville each have 30-bed units, while Big Muddy has a 50-bed unit. Approximately 80 men received substance abuse education and treatment at the Logan facility in FFY94. Participants numbered 115 at Taylorville and 275 at Big Muddy.

Impact Incarceration

The purpose of the Impact Incarceration Program (boot camp) is to provide a cost-effective 120- to 180-day prison alternative for youthful adult felons while reducing an ever-increasing adult prison population. The state currently has two such programs. The original program is located in Dixon Springs, while the second is in Greene County.

Program eligibility criteria permit participation by second-time prison offenders under 36 years of age with sentences of up to 8 years. The typical participant is a 21 year old black male with an eleventh grade education and a history of substance abuse. He has been convicted of a property or drug offense, and has been given a 45-month sentence. Besides the program's core elements, random urinalysis is performed by community service agents to monitor illicit drug use.

Since the program's inception, 1,386 inmates have graduated from the Dixon Springs program, and all of them were provided with comprehensive substance abuse services. Initial evaluations by Southern Illinois University and IDOC's Research and Planning Department found that offenders participating in boot camp had lower rates of recidivism than comparison groups. An analysis of the first 199 graduates revealed that 17 percent returned to prison for new offenses within two years of release. The comparison group had a 25 percent return rate. In SFY 1993, program cost savings totaled \$1,972,585, and saved the state more than 229,000 days of incarceration when compared to traditional prison sentences that would have been imposed on these offenders. An estimated \$4,505,475 has been saved since program inception.

Boot Camp Substance Abuse Services

All boot camp residents receive a minimum of 15 hours of drug education. Following assessment, those in need of additional attention are placed in either a Level II program (an additional 45 hours of treatment), or in a Level III program (approximately 120 hours of treatment). A post-release treatment plan is also developed for each participant.

Substance abuse diagnostic services are provided at Wells Center in Jacksonville. Program treatment services include evaluation, drug education, group and individual counseling, relapse prevention, aftercare, AA and NA groups, and a network of community service providers.

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Intensive Parole Services

Parole agents provide intensive case management services for boot camp graduates and high risk offenders. In addition to boot camp and electronic detention cases, an average of 637 intensive supervision offenders were monitored by unit staff during FFY 1994.

PreStart

PreStart is a two-phase parolee release and supervision program that superseded the traditional parole model in Illinois. Phase I of the program begins in the institution and involves the development of a release plan, as well as counseling and education. Phase II begins when the inmate is released. The post-release portion of the program involves supervision and community services. Federal funds support Phase II post-release community service programs. The community services component assists releasees in implementing the Individual Development Plan assembled in the institution during Phase I. Thirteen community service centers, staffed by two correctional counselors each, provide assistance to releasees upon request.

An average of 1,235 offenders per month are provided with Phase I services and subsequently released to community service centers for post-release assistance and follow-up. The majority of those released, 64 percent, are returned to Cook County.

About 95 percent of all new releasees reported in person to a PreStart community correctional center. Offenders also made an average of 6,682 calls per month to community service centers, of which 92 percent were routine check-ins. PreStart community service agents made an average of 5,036 referrals per month to community service providers. They made 310 recommendations each month to the Prisoner Review Board for early discharge, and more than 76 percent were granted.

Community Drug Intervention Program

Originally a pilot study in Springfield and later expanded to Chicago, Aurora and East St. Louis, this program teams two parole agents with a substance abuse counselor to provide high levels of supervision and intensive casework to a population of 50 parolees at risk of substance abuse.

On a daily basis, an average of 183 offenders participated in the program in FFY 1994, about 46 at each site. Each site admitted and terminated an average of four offenders per month. Typically, each program participant has eight face-to-face meetings with program staff each month, four in the office and four in the field, and participants typically submit to 10 random urine tests during the first three months. During the first four months of 1993, 1,139 urine specimens were collected and tested. About one-third (32 percent) were found to be positive for one or more drugs.

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Offenders must have nine months of successful program participation and exhibit progress toward a drug-free life-style to graduate. The program success rate was more than 60 percent in FFY 1994.

Parolee Residential and Outpatient Services

Six community-based residential treatment slots were initially purchased to provide intensive community reintegration services to selected inmates. Funding for this component was later expanded to provide services for female parolees and boot camp graduates, and is now a statewide effort. This program provided almost 100 hours of outpatient programming per month in FFY 1994, and 125 days per month of inpatient treatment to releasees referred by Community Drug Intervention programs.

Sex Offender Treatment Program

This program is designed to address the specific needs of sex offenders. There are three elements to the program. The first is to provide initial evaluations to identify offender arousal patterns. The second element is intensive residential treatment incorporating relapse prevention, sex education, victim empathy and retraining deviant arousal patterns. The third element is a strong parole component that pairs close monitoring and supervision with ongoing outpatient treatment. The program is located at two IDOC facilities, Graham and Big Muddy. The East St. Louis community services center provides post-release supervision services to sex offenders.

A total of 88 inmates have entered the Graham program, four of whom graduated, and six who were paroled prior to program completion. An additional 36 individuals were terminated unsuccessfully. Of the combined 46 terminations, 17 spent less than two months in the program. None of those successfully completing the program are known to have committed similar offenses. The relatively new program at Big Muddy is at capacity. Program inmates have been evaluated and are actively involved in a wide array of services. The case manager responsible for the East St. Louis community services program has a caseload of 56 parolees, 42 of whom are in outpatient treatment programs.

FFY95 STRATEGY GOALS AND OBJECTIVES

The goals of the Illinois' FFY95 Anti-Drug Abuse Strategy continue to be 1) to reduce the supply of drugs coming into the state, and 2) to reduce the demand for drugs by employing a multi-faceted approach which makes maximum use of criminal and civil sanctions. Further, though the primary emphasis of this drug enforcement strategy is on apprehending and prosecuting drug traffickers -- to thereby reduce the supply of drugs available in the state --it does not ignore the benefits to be gained from treating offenders and educating prospective drug users to reduce demand for drugs as well. The objectives of Illinois' strategy are:

- To prevent illegal use of drugs as measured by the number of children who report never using drugs on surveys of overall drug use;
- To reduce the number of young people and adults using illegal drugs as reported in surveys on overall drug use;
- To reduce the incidence of criminal activity related to illegal drug use;
- To reduce the number of emergency room mentions for cocaine, marijuana, heroin, and dangerous drugs and the number of substance effected infants;
- To decrease the available supply of drugs as measured by an increase in price and a decrease in purity;
- To make the criminal justice system operate more effectively including better coordination of local, state, and federal agencies, and expanding training opportunities;
- To improve the response of the criminal justice system to crime victims as measured by surveys of victim satisfaction with the handling of the case in which they were involved by the criminal justice system;
- To identify programs that work and don't, and share those findings with others;
- To develop and implement strategies for gang-related violence which emphasize coordination of the affected enforcement units;
- To promote activities which will prevent crime or the use of illegal drugs and which encourage inter-disciplinary approaches and engage the community as partners in this effort.

Having stated these objectives, it is important to note that for each to be achieved throughout Illinois and to adequately address both the juvenile and adult parts of the criminal justice system, more resources are needed than the dollars made available through the Anti-Drug Abuse Act. At best, ADAA-supported programs will only enable the realization of some of these objectives for single jurisdictions or even neighborhoods in the state. They are included, however, because Illinois is not depending solely on federal funding to support its anti-drug initiative and they reflect what the Authority believes can and will be accomplished by the

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combined efforts of local, state, and national enforcement, education and treatment agencies which are working as partners to make Illinois drug-free.

Resource Needs

As previous sections indicate, Illinois continues to experience some success in its efforts to combat illegal drug use and drug-related crime. This does not mean however that the "war" has been won. The criminal justice system remains overwhelmed by illegal drugs and drug-related crime. Crime labs are still backlogged. Court cases take too long. Defendants sit in crowded jails, and prison beds are filled faster than they are built.

Nor do the data suggest that Illinois has been able to control its violent crime problem. To the contrary, numerous cities in the state are reporting increased gang activity and record levels of drug crime.

This year, in an effort to more narrowly define the problems confronting the criminal justice system in the state, the Authority followed a three-part process in developing this strategy:

- Written comments on ADAA FFY95 priorities were invited from all sheriffs, state's attorneys, public defenders, court administrators, chief judges, county board chairs, mayors and police chiefs from communities with populations of more than 10,000, state agency directors, and advocacy organizations. More than 2,000 invitations were sent, and notices were posted in the newspaper designated by the state for these announcements.
- Input was also sought from 12 experts who participated in three panels to address the following topics in some depth: the impact of enforcement and policing on drug and violent crime, the impact of multi-component programs on drug and violent crime in Illinois, and the impact of probation and prison programs on drug and violent crime in Illinois.
- Representatives of all parts of the system and Illinois' three U.S. Attorneys were invited to meet with the Authority to review information gathered by staff, discuss the state's needs and set priorities for the '95 strategy.

Ninety-seven individuals, government agencies and not-for-profit organizations responded to the Authority's call for comments on the needs and issues to be addressed in Illinois' FFY '95 Anti-Drug and Violent Crime Strategy. For the first time, largely because the *Chicago Sun-Times* and the *Chicago Tribune* announced the Authority's interest in receiving input from citizens, 50 individuals or grassroots groups wrote to share their views.

As might be expected, most of the comments addressed the increase in violent crime throughout the state. For the first time since comments have been invited, drugs, while

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characterized as a problem, were primarily cast as a problem associated with the rise in violence and gang activity. "Crack" was singled out as the drug most resistant to traditional enforcement methods. As one prosecutor stated "(W)e are finding that conventional enforcement tactics are not as effective in combatting crack as they are in battling cocaine." Criminal justice agencies indicated a need for updated equipment, manpower and training to make better use of available resources, and identified technological improvement which should be made to speed the exchange of information within and among agencies, and to expedite the identification and prosecution of offenders. Mention was made of the importance of a programmatic response which considers the needs of all parts of the system and the effects of increased activity in one area on other system components.

The special needs and interests of specific populations - victims of sexual assault, domestic violence and child abuse - as well as the elderly and victims of juvenile offenders were all identified as meriting the special attention of the criminal justice system and specialized services.

While a need for prevention programs was identified by a few of those who commented, more called for early intervention with high-risk gang youth, especially those who were from communities or families which offered them only limited support and direction.

The proposed "solutions" were as diverse as those commenting. Most citizens called for more swift and harsher sanctions for offenders. Some suggested more programs for juveniles. One recommended legalizing marijuana. Citizens were divided on the issue of gun control.

Criminal justice agencies recommended:

- Continuation of current programs. Most who did so cited examples of their individual program's impact. Many stated that their programs could not be sustained with local funds if federal funding was cut or eliminated. Others spoke of aging and out-of-date equipment, especially cars.
- Expansion of law enforcement efforts, particularly to address violent crime. This includes not only special units but enhancing the state's infrastructure by implementing violent offender identification and tracking systems. Sex offenders on probation were singled out as a group which warranted added surveillance and treatment.

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- Increased effort at all parts of system. State's attorneys, public defenders, probation officers and sheriffs all wrote of having to deal with increased caseloads and numbers of offenders. Several indicated cases were more complex than in the past, thereby requiring better trained and more skilled staff. Therefore, training was recommended for persons in all parts of the system.
- Continued emphasis on programs which are or are likely to be effective. Evaluation should therefore be an integral part of the strategy.
- Support for programs which will improve the overall effectiveness of those in the system. Possible programs include assistance implementing community policing, a "road map" for integrating the different computer systems which serve individual organizations in the same county and then tying them to the Illinois State Police Bureau of Identification, ensuring officers on the street have timely access to the information they need, and speeding the posting of dispositions to the Bureau of Identification and ensuring the completeness of rap sheets.

A more detailed summary of the written comments is included in the table on the following 3 pages.

**DETAILED SUMMARY OF WRITTEN COMMENTS RE:
PRIORITIES OF FY95 ANTI-DRUG/VIOLENT CRIME STRATEGY**

<u>Respondent</u>	<u>Problems</u>	<u>Proposed Responses</u>
State and local law enforcement	<ul style="list-style-type: none"> • Increase in drug dealing by gang members • Increase in violent crime • Departments committed to community policing need support • Incomplete criminal history records • Needs of victims of crime • Diminishing financial resources at local level to support even basic services 	<ul style="list-style-type: none"> • Increased effort by special anti-drug units (police and prosecution) • Strengthen system infrastructure: offender database, offender tracking, special investigative and prosecution units • TA/training to further implementation of community policing (especially in problem areas such as performance evaluation) • Establish citizen academies • Post missing dispositions • Streamline reporting process • Integrate state and local systems • Enable information sharing among local agencies • Promote programs for elderly • Witness protection • Expand and make more available to local departments specialized programs such as DNA, toxicology, analysis of bullets and cartridge casings
MEGs/Task Forces	<ul style="list-style-type: none"> • Street dealing • Aging or out-of-date equipment • Increase in violent crime associated with drug dealing • Very limited local resources to support drug units • More gang involvement in drug dealing 	<ul style="list-style-type: none"> • Continued support of MEGs/Task Forces • New Equipment • Increased manpower • Improved use of existing resources via training • Continue funding of MEGs/Task Forces • Expand MEG mandate

<u>Respondent</u>	<u>Problems</u>	<u>Proposed Responses</u>
Prosecutors	<ul style="list-style-type: none"> • Backlog of drug appeals • Increasing caseloads • More complex cases especially re: gangs, drugs and violent crime 	<ul style="list-style-type: none"> • Special units to handle drug appeals • More staff/continue current programs • Establish special anti-gang/violent crime units • Training
Public Defenders	<ul style="list-style-type: none"> • Increasing drug appeals • Growing caseloads 	<ul style="list-style-type: none"> • Continue special units • Training • Improved screening of cases
Probation	<ul style="list-style-type: none"> • Violence has increased • Sex offenders on probation receive no added supervision or treatment 	<ul style="list-style-type: none"> • Expand power of MEG's to investigate violent crime • Create special unit for sex offenders which follow special standards and include treatment as a condition of probation
Court	<ul style="list-style-type: none"> • Domestic violence is the #1 cause of injury to women and is a major contributing factor to violence in society as a whole 	<ul style="list-style-type: none"> • Promote interdisciplinary training and creation of local coordinating councils
Corrections	<ul style="list-style-type: none"> • Jails are overcrowded • Local agencies don't share information 	<ul style="list-style-type: none"> • Expand existing drug reporting centers and work alternative programs • Create way for criminal justice agencies to communicate and share information with each other

<u>Respondent</u>	<u>Problems</u>	<u>Proposed Responses</u>
Victim Service Providers	<ul style="list-style-type: none"> • Court continuances create problems for victims • Very few programs exist which serve batterers or sex offenders • Services aren't always coordinated and as efficient as possible • The needs of child abuse victims are overlooked in juvenile court • Offenders can learn from victims • Victims are often ignored by the system • Victims are unaware of their rights and existing services • Children can be taught non-violent ways of resolving conflict 	<ul style="list-style-type: none"> • Shorten time between arrest and conviction or acquittal • Create effective treatment programs • Create model sexual assault service delivery system in Chicago • Advocates in juvenile court • Mediation in less serious cases • Expand advocacy services statewide • Victim Education • Violence prevention
Citizens	<ul style="list-style-type: none"> • Violence is out of hand 	<ul style="list-style-type: none"> • Gun Control • Stiffer penalties • Eliminate good time for prisoners • Expand prevention programs • Offer children alternatives • Stop plea bargaining • Legalize marijuana • Expand use of the death penalty

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In addition to the points raised in the written comments, the Authority received input from 12 experts who participated in panel discussions on the following topics:

Impact of Enforcement and Policing on Drug and Violent Crime in Illinois
Impact of Multi-Component Programs on Drug and Violent Crime in Illinois
Impact of Probation and Prison Program on Drug and Violent Crime in Illinois

The panel discussions were based on program evaluations, completed or in progress, that are supported with subcontracts from the Authority. A number of important themes emerged from the panels:

- The programs being funded are extremely successful in meeting transaction goals. Monitoring and evaluation consistently indicates more offenders are being arrested, prosecuted, convicted and incarcerated as a result of our programs.
- Programs seem to be making a difference where there is collaboration and cooperation; programs that span different agencies, different components of the justice system and even different disciplines seem to be having the most success. While this may not be apparent in statewide reductions in crime and violence it is clearly evident at the neighborhood level where residents feel safer and better about their communities.
- We need to recognize the inherent limitations of our efforts. ADAA funding is small relative to total criminal justice expenditures in the state and expectations of statewide reductions in violence or the availability of drugs because of our programs may be overly ambitious. Rather, we should be looking for impact at the program or neighborhood level. Thus, when community residents strongly feel that MEGS and Task Forces are responding to their concerns by taking drug dealers off the street corners, that is an important indicator of success and an important factor that needs to be taken into consideration.
- Programs such as the East St. Louis Anti-Drug Initiative and the Nuisance Abatement Program in Cook County take advantage of partnerships not only between criminal justice agencies but between justice agencies and the community as well. Programs such as these appear to have the greatest potential for success and are worth replicating in other areas.

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Summaries of the panel presentations are provided below.

Impact of Enforcement and Policing on Drug and Violent Crime in Illinois

- Ernie Cowles, Ph.D., Sangamon State University and Mark Small, Ph.D., Southern Illinois University, *Evaluation of Illinois' Metropolitan Enforcement Groups and Drug Enforcement Task Forces*

Dr. Cowles and Dr. Small are conducting a process and impact evaluation of Illinois' ten MEG and 13 Task Force Units. The evaluation team is currently analyzing the results of mail surveys and personnel interviews with all MEG and Task Force Units. Response rates to the survey instruments have been very high. Discussion of the evaluation focused on appropriate impact measures, problems that have emerged as a result of asset forfeiture practices and street-level dealer versus mid-level dealer targeting issues. The evaluation will be completed in March 1995.

- Dennis Rosenbaum, Ph.D., University of Illinois at Chicago, *Evaluation of Community Policing in Aurora and Joliet, Illinois*

The Authority began examining the effectiveness of community policing by funding an evaluation of neighborhood-oriented policing in Aurora and Joliet in 1991. The evaluation was completed in the Spring of 1994, and a final report is being published.

Dr. Rosenbaum, the principal investigator, discussed some of the differences in how community policing was implemented in Aurora and Joliet, as well as the current status of each city's program. In discussing evaluation findings, Dr. Rosenbaum stated that although there was a noticeable lack of commitment to community policing by police leadership, the Aurora program showed some signs of successful problem-solving by committed officers in specific locations. The Joliet initiative, however, made significant strides towards developing problem-solving partnerships between the police and the community, and leadership and officer "buy in" clearly contributed to this success.

Dr. Rosenbaum also noted that it will take time to obtain a quantitative picture of community policing's crime reduction capabilities. At this stage, the most important objectives should be to strengthen ties between officers and the community and to convince citizens that the increased visibility of the police is not temporary.

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- Wesley Skogan, Ph.D., Northwestern University, *Evaluation of Chicago's Alternative Policing Strategy (CAPS)*

The Authority is supporting a comprehensive process and impact evaluation of the CAPS program in Chicago. The evaluation is being conducted by a consortium of Chicago area universities, which in July of this year released *Community Policing in Chicago, Year One: An Interim Report*. Discussion of the evaluation focused on how the types of problems residents perceive to be most serious differ across CAP's police districts, the difficulty police organizations have adapting to change, training of new community police officers, and interrelations between citizens and police officers. The evaluation will be completed in 1996.

Impact of Multi-Component Programs on Drug and Violent Crime in Illinois

- Arthur Lurigio, Ph.D., Loyola University of Chicago, *Evaluation of the Cook County State's Attorney's Narcotics Nuisance Abatement Unit (NNAU)*

The primary objective of the program is to rid neighborhoods of drug activity and drug-related crime through the use of public nuisance laws. To identify potential drug houses for targeting, the NNAU receives referrals and complaints from both the community and police.

A formal evaluation of the program was completed by Loyola University in November 1993. The evaluation looked at both process and impact, including program effects on neighborhood drug problems, property owner perceptions of the program, and levels of citizen awareness. Findings indicate the program was successful in abating drug nuisances, often resulting in noticeable changes in the community. Community groups and the police rated the program highly in terms of its responsiveness. Although property owners had mixed views of the program, the majority believed the NNAU had treated them fairly and that the abatement had reduced drug dealing and other signs of disorder at their property. Dr. Lurigio noted that greater public awareness and understanding of the program would be beneficial.

- Fred Springer, Ph.D. and Debra Moore, University of Missouri- St. Louis, *Evaluation of the Greater East St. Louis Anti-Drug Initiative*

The East St. Louis anti-drug initiative is a comprehensive, multi-jurisdictional effort designed to combat escalating drug abuse and violent crime in the East St. Louis area. Although the initiative consists of enforcement, treatment and prevention components, Authority resources are focused primarily on enforcement activities. These include overt and covert enforcement, specialized prosecution and probation, and community

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service. Dr. Springer and Ms. Moore reported on current and planned evaluation activities. Sheriff Justus of St. Clair County discussed selected program components and suggested that enforcement efforts had been successful. Issues were raised regarding the interpretation of prosecution and conviction data. The evaluation will be completed in June 1995.

- Irv Spergel, Ph.D., University of Chicago, *Evaluation of the Chicago Gang Violence Reduction Program*

The Gang Violence Reduction program is a cooperative effort between the Chicago Police Department, the Cook County Probation Department and the University of Chicago to reduce gang violence in Chicago's Little Village community. The program uses ex-gang members, teams of police and probation officers and a variety of community resources to identify hard-core, violent gang members and provide them with appropriate prevention and intervention services. The program also attempts to diffuse violent situations before they occur.

The program is currently being evaluated by Dr. Spergel at the University of Chicago. Dr. Spergel reported that the program has resulted in a number of successes, including a decrease in the rate at which gang violence is escalating in Little Village relative to neighboring communities. There have been problems, however, especially regarding cooperation between agencies.

Impact of Probation and Prison Program on Drug and Violent Crime in Illinois

- Robert Jones, Illinois Department of Corrections, *Evaluation of the Impact Incarceration Substance Abuse Treatment Program*

Mr. Jones reported on an IDOC study designed to assess the post-release behavior of Impact Incarceration Program (IIP) graduates who were treated for substance abuse problems while incarcerated. The primary purpose of the evaluation was to determine if IIP graduates, IIP failures and a comparison group of traditional prison releasees differ in their rates of return to prison based on original offense type, age, committing county or race. While preliminary recidivism results, including technical violations, indicated that IIP graduates returned to prison at a rate similar to or even higher than that of IIP failures, once only new offenses were included, the picture changed. That is, in both 12 and 14-month follow ups, IIP graduates exhibited the lowest levels of return to prison for new offenses among the three groups.

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- Tom Regulus, Ph.D., Southern Illinois University, *Evaluation of the Illinois Intensive Probation Supervision (IPS) and Intensive Drug Abuser Probation Programs (IDAP)*

This evaluation consists of an in-depth analysis of IPS and IDAP programs in which numerous data sources will be examined. Surveys and personal interviews with judges, state's attorneys, public defenders, IPS and IDAP officers, as well as offenders and their families will be conducted. The evaluation will focus on a number of process and impact issues including the effectiveness of IPS as an alternative to incarceration, the ability of IDAP to reduce drug abuse and addiction among program participants and the cost effectiveness of both programs. The evaluation will be completed in August 1995.

- Thomas Castellano, Ph.D., Southern Illinois University, *Evaluation of the Illinois Department of Corrections' PreStart Program*

PreStart is a two-phase parolee release and supervision program that superseded the traditional parole model in Illinois. Phase I begins in the institution and involves the formation of an Individual Development Plan (IDP), as well as counseling and education. Phase II begins when the inmate is released. The post-release portion of the program involves supervision and community services. The community services component assists releasees in implementing the IDP. Thirteen community service centers, staffed by two correctional counselors each, provide assistance to releasees upon request.

A formal evaluation of PreStart was conducted by Southern Illinois University and completed in August 1994. Dr. Castellano, the principal investigator, reported that the PreStart program was viewed favorably among most participants and PreStart personnel, although this perception varied widely across facilities. The primary goal of PreStart is the successful reintegration of inmates back into society. When recidivism was examined, it appeared that PreStart resulted in less offender recidivism, and recidivism at a slower pace, particularly for low-risk offenders.

- Louis Guyon, Ph.D., Illinois State University, *Evaluation of Substance Abuse Treatment Programs Provided to IDOC Work Releasees*

The IDOC operates ten work release centers, each of which contracts with a local agency to provide outpatient substance abuse treatment services to work releasees. A process evaluation designed to assess how the programs currently work and how they might be improved was completed by Illinois State University in May 1994. Dr. Guyon reported that the evaluation found that most programs appear to be utilizing an appropriate combination of resources from both the treatment agency and the work

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release center. For almost all programs, communication at the local level is either very good or excellent. Beyond the local level, however, there is a need for better communication and coordination of services. Virtually all work release supervisors believe that the contractual arrangement for providing substance abuse services is an optimal approach for service delivery at a work release center.

Two of Illinois' three U.S. Attorneys participated with Authority members in a day-long meeting to review and discuss the Crime Bill, the Anti-Drug Abuse Act Requirements, related federal and state initiatives, the data collected by staff, the written comments submitted by interested parties, the remarks of panelists, the impact of the Authority's anti-drug initiatives, and the goals and priorities for the FFY 95 strategy. They were joined by representatives of the third U.S. Attorney, the Chiefs Association, the multijurisdiction task force directors, the State Board of Education, the Administrative Office of the Illinois Courts, and the Department of Alcoholism and Substance Abuse. Invited, but unable to attend, were representatives of the Illinois Police Training and Standards Board; the Illinois' Sheriffs' Association, the Illinois Public Defenders Association, and the Illinois' State's Attorneys Association.

Service Gaps

Illinois' previous strategies have sought to identify--through data and public input--areas of the state with the greatest need for expanded efforts to combat drug trafficking and use. Not surprisingly, this process resulted in targeting the state's most urban counties for development or enhancement of current efforts at all levels of the criminal justice process.

Even so, an effort has been made to enhance enforcement in rural parts of the state as well largely through MEGs and task forces and agencies with statewide jurisdiction. Recent efforts, however, to ensure balance in the system--particularly by funding public defender, probation, and community service programs--have been hampered by local jurisdictions' ability to meet matching requirements. A major anti-drug initiative in St. Clair, the state's sixth largest county, has only been possible because matching funds have been made available by the Illinois Department of Alcoholism and Substance Abuse.

Decreased funding in FFY94 only exacerbated this problem. Though local units of government had less problem contributing the required match, they were expected to contribute even more funds if their FFY93 level of effort was to be maintained. To minimize the impact of reduced funding the Authority decided to fund 11-month "years". Even so, grantees had to contribute more funding to maintain minimum effort. Attempts to balance the system were not expanded. Only limited attention was paid to violent crime despite a need to do so in many parts of the state.

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While previous plans have addressed increased violent crime, especially in relationship to drug crime, the commitment of resources has not kept pace with the increase in violent crime. Therefore, the Authority has earmarked funds not needed to continue currently-funded programs for programs to address violent crime in the high need areas in the state.

Funds, however, continue to be limited. Consequently service gaps will remain, primarily in three forms: 1) parts of the state which are not served or are underserved, 2) parts of the system which are unable to meet demands for service or to provide sufficient options to address offenders as early in their criminal careers as possible (and thereby diminish the chances of recidivism), and 3) the juvenile justice system, which has been unable to keep pace with increases in juvenile crime and demands created by enhanced penalties for adjudicated offenders. In sum, resources are being dedicated to the most serious offenders since these are the most costly services there is little attention paid to those "front end" interventions which may defer offenders from recidivating and prevent the need for more costly approaches.

Figure 22 identifies counties receiving funds for expanded or specialized anti-drug enforcement efforts. Table 1 identifies the 12 most populous counties in Illinois and indicates the specific types of programs funded in each.

Table 1
ADAA - Funded Programs In Illinois' Largest Counties
As of November 1994

County	Population	MEGs and Task Forces	Special Prosecution	Special Probation	Special Defense	Jail Alternatives	Criminal History Record Improvements
1) Cook	5,105,067	✓	✓	✓	✓	✓	✓
2) DuPage	781,666	✓	✓	✓	✓		
3) Lake	516,418	✓	✓		c		c
4) Will	357,313	✓	✓	c	c		
5) Kane	314,471	✓	✓	✓	✓		
6) St. Clair	262,852	✓	✓	✓d	✓	✓	✓
7) Winnebago*	252,913	✓	✓		✓		b
8) Madison	249,238	✓		✓	✓	✓	
9) McHenry	183,241	✓	✓	✓			
10) Peoria*	182,827	✓	✓	✓		✓	✓
11) Sangamon	178,386	✓	✓	✓			
12) Champaign	173,025	✓		e		c	

- a* Assistant state's attorney funded through grant to Appellate Prosecutor
b Negotiations pending
c Unable to meet match requirements
d Unable to accept additional funding for drug testing due to lack of match
e Accepted reduced funding due to match problems

FFY95 PROGRAM PRIORITIES

As Authority members reviewed the written comments of criminal justice practitioners and service providers, listened to the remarks of panelists, and considered the data and information gathered by staff about programs funded between FFY87 and FFY95, it became even clearer that Illinois' drug and violent crime problems cannot be enforced away. More must be done to stop people from using drugs before they start and to assist those abusing drugs to stop their drug use. We must also ensure that our young people have access to an education, and afterwards a job to support themselves. In this way, those who might otherwise feel no hope can believe the future holds something positive for them, something they don't want to jeopardize by using drugs or committing crimes. Thus, in the long run, it is prevention, education, and treatment which will have a lasting impact on Illinois' drug and violent crime problems.

Even so, it must be recognized that a growing number of neighborhoods are facing increased drug and violent crime. They cannot wait for prevention and treatment programs to work; they need the assistance of law enforcement now. In some communities - where people live in fear - increased enforcement is needed before other types of programs will even be sought out. Similarly, for law enforcement to be effective, all components of the justice system must be prepared to discharge their responsibilities as efficiently as possible. It makes little sense to increase the number of officers on the street - and thereby boost the number of offenders being arrested - without recognizing the impact this will have on prosecutors, defense attorneys, courts, probation, and corrections. It is also important to assure all parts of the system have access to and know how to use the most current technology. Finally, in light of the key role to be played by prevention and treatment programs - regardless of their funding source - it is essential that all activities be coordinated and, where practical, jointly planned to ensure different initiatives complement one another. Therefore, the FFY95 strategy proposes continuing the efforts which have been effective, or appear promising, as well as identifying areas which need to be addressed.

As in past years, limited funds do not permit every problem which has been identified to be addressed. Therefore, it has been necessary to propose program strategies which can be implemented and show results within the life of the federal funds, which expand on existing efforts, which are *affordable*, and which will be invested in the future.

Through the use of Anti-Drug Abuse Act, state, and local funds, Illinois proposes to:

- Promote the development and implementation of violence prevention initiatives at the state and local levels.

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- Maintain the capability of local drug law enforcement, with an emphasis on supporting multi-jurisdiction efforts.
- Maintain the capability to prosecute drug offenders, especially efforts to seize and forfeit assets and deprive traffickers of profits.
- Alleviate overcrowding of corrections by developing and funding alternative programs for non-violent drug offenders.
- Target high intensity drug trafficking areas of the state.
- Monitor the drug enforcement and use patterns in the state and, if warranted, develop and implement an appropriate program response.
- Plan and implement creative approaches to stemming drug trafficking.
- Consider the impact of expanded effort in one part of the system on other system components.
- Use drug testing as a means of holding known drug-using offenders accountable.
- Promote an interdisciplinary and collaborative approach to drug problems at the state and local levels, which includes the participation of non-criminal justice agencies and community representatives when appropriate.
- Promote a continuum of community-based alternatives to corrections.
- Improve data collection and analysis with respect to drugs, violent crime, and gang activity.
- Reduce violent crimes -- especially those leading to homicide -- in areas of greatest need through implementation of a broad-based intervention strategy.
- Ensure all crime victims are treated with respect and in accordance with protocols developed jointly by criminal justice personnel and victim advocates.
- Promote programs for dealing with Illinois' gang problems which are based on a sound analysis of those problems.
- Continue to build a strong infrastructure, including training of criminal justice personnel and public information, to support the fight against drugs and violence in Illinois.
- Continue drug treatment within the criminal justice system.
- Ensure accurate and complete criminal history records are maintained by the state.
- Evaluate the effectiveness of programs.
- Encourage criminal justice agencies to collaborate with other state and local agencies and citizen groups in promoting domestic violence, child abuse, and illegal drug use prevention and education activities.
- Promote community policing as an alternative to incident-driven policy.
- Increase the capability and effectiveness of the juvenile justice system.
- Assist in the litigation processing of death penalty federal habeas corpus petitions.
- Promote and expand the capacity of corrections to treat offenders.

The Authority has also determined that the interests of the state will be best served if the limited funds available to state and local units of government for criminal justice purposes are

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primarily concentrated on the enforcement of state, and, if appropriate, federal laws and that such efforts should complement programs funded by other sources to prevent and treat drug abusers. Additionally, the Authority believes 1) multi-jurisdiction covert efforts are generally more productive than the covert efforts of jurisdictions acting independently, and 2) that independent, uncoordinated enforcement activities may even jeopardize the work of other agencies and safety of officers. Therefore, in regard to covert activities, the Authority will only fund multi-jurisdiction covert efforts. This is not to say, however, that street-level enforcement is precluded, but rather that, where possible, it should be part of a larger coordinated effort.

Coordination of Drug Control Efforts With Treatment and Education Programs

The Authority has played a key role in both the horizontal and the vertical coordination of programs involving those responsible for and involved with drug enforcement, treatment, and education in Illinois. Authority staff meet regularly with other state criminal justice agencies and the Illinois Department of Alcoholism and Substance Abuse (DASA). The Authority and DASA have been involved in joint planning initiatives for the past three years. This past year this effort was expanded to include the drafting of a plan for treatment services within the Illinois Department of Corrections; portions of that plan are now being funded through a grant from the federal Office of Substance Abuse Treatment.

During FFY95, Authority and DASA staff will collaborate with representatives of TASC and other key criminal justice and treatment organizations to develop a master plan for the delivery of community-based treatment services to offenders.

As in past years, the Illinois State Board of Education participated in an Authority discussion of priorities for FFY95 and described the Board's efforts to support the development of school-based programs throughout the state. Staff are committed to working with the education community during the coming year.

Authority staff also routinely convene interdisciplinary groups to discuss issues of common interest--such as crack cocaine or gangs--and, when appropriate, to develop a strategy for addressing a specific problem. All grantees are encouraged to meet regularly with other criminal justice agencies in their jurisdictions. When this is not taking place, the Authority asks why and, if warranted, may convene a meeting itself.

In other instances, such as with the Ad Hoc Committee on Dispositional Reporting, the Authority chairs periodic meetings of municipal, county, and state agencies which contribute to, and utilize, the state's criminal history files. These efforts, though time-consuming, have proven well worth the time as they provide a forum for problem-solving, information-sharing, and building of trust--all of which can and does happen without the infusion of additional dollars.

Statewide Strategy to Control Drug and Violent Crime

Relationship of State Efforts to the National Drug Control Strategy

As in past years, Illinois' drug and violent crime control strategy is consistent with national priorities for achieving drug control, responding aggressively and effectively to violent crime, improving police and community partnerships to prevent crime, and improving the administration of justice which have been established by Congress. Specifically, Illinois' strategy:

- Promotes community policing through continued support for and evaluation of Chicago's community policing initiatives.
- Includes community mobilization as a key component of gang violence reduction in Chicago. Called for, to complement the work of police, probation, and community workers, is the enlisting of citizens in the development and implementation of a number of community-based initiatives.
- Calls for the creation of a continuum of community-based alternatives to corrections. Building on the work of a task force which studied the state's prison overcrowding problem, the continuum offers a number of options ranging from secure confinement to self-supervision.
- Continues to support and calls for new efforts to reduce violent crime at the state and local levels.
- Continues efforts to improve criminal history records to assure complete and accurate information is available to those in the criminal justice system in a timely manner.

Illinois has also been fortunate to have U.S. attorneys who are committed to working with state and local agencies as partners in the fight against drugs. Coordination with DEA, the U.S. Marshal Service, and the U.S. Customs Department has resulted in investigations of major traffickers. Cooperative work with the Immigration and Naturalization Service is also continuing.

Evaluation

To ensure that the state's need for information on the impact and effectiveness of drug control efforts is met, an extensive evaluation component is being undertaken. In addition to routine monitoring activities, which at a minimum includes site visits and the collection and analysis of monthly data for all funded programs, many formal assessment and evaluation activities are being carried out. For example, Authority staff have maintained a database on the activity of all 23 MEG and task force units and 6 multi-jurisdiction drug prosecution programs since October 1990. This database is analyzed and reports are generated on a regular basis to support activities such as monitoring visits and development of the Statewide Strategy.

Statewide Strategy to Control Drug and Violent Crime

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

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

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

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

The Authority has four full-time specialists on staff who are dedicated specifically to evaluation research and management. These evaluation research specialists collaborate with decision-makers on an ongoing basis to identify and prioritize information needs. They frame research questions and identify the resources needed to answer them. And they design and develop evaluation studies and work to see that they are carried out either internally or externally through subcontracts.

Statewide Strategy to Control Drug and Violent Crime

Internal Evaluation Segment

The internal segment of the evaluation component involves completion, over a two-year period, of a minimum of five evaluation projects using Authority staff. For these "internal" evaluations, Authority staff actually develops the research design and conducts the work in its entirety. In deciding which programs will be evaluated, the following criteria are used:

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

External (Subcontract) Evaluation Segment

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

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

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

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

Statewide Strategy to Control Drug and Violent Crime

Following is a summary of the Authority funded evaluation activity:

- **Joliet/Aurora Community Policing Program:**

The University of Illinois at Chicago recently completed an extensive two-year evaluation of community policing programs in the cities of Joliet and Aurora. The evaluation examined program implementation process and impact. Researchers surveyed program officers, area residents, and area businesses. Control sites were used to measure program impact on such things as crime, public perceptions of crime and community safety, and officer perceptions of their roles and responsibilities. The process component of the evaluation was instrumental in helping the departments identify their respective strengths and weaknesses, and will be used to assist other jurisdictions implement community policing programs in the future. The impact component of the evaluation revealed that community policing measurably reduced crime in some instances, and generally improved the public's perception of the police.

- **Illinois Department of Corrections PreStart Program:**

Southern Illinois University recently completed a process and impact evaluation of the Illinois Department of Correction's PreStart program. PreStart is the innovative Illinois alternative to the traditional parole model. The evaluation team surveyed program staff and inmates. Control groups were used to measure impact. The results of the first group of surveys aided program staff in identifying implementation strengths and weaknesses at an early stage of operation. Staff resistance to PreStart declined as the program evolved, and the program was subsequently tailored to meet the needs of special populations.

Inmate surveys revealed that most program participants (offenders) perceived the pre-release curricula to be helpful, although results varied somewhat from institution to institution. The impact component of the evaluation examined program impact on offender recidivism, measured in terms of reincarceration and rearrest. Evaluators found that the reincarceration rate within one year of release was about two-thirds higher for control group participants than for PreStart participants. PreStart participants also had lower rearrest rates than control group participants.

- **Cook County State's Attorney's Narcotics Nuisance Abatement Program**

Loyola University of Chicago conducted a process and impact evaluation of the Narcotics Nuisance Abatement program operated by the Cook County State's Attorney. The evaluation team surveyed program staff, as well as related law enforcement agencies and community groups. In addition, affected city residents and property

owners were surveyed to determine their perceptions of crime and safety. Ethnographic techniques were used to augment empirical investigation.

The evaluation found that the program was highly rated in terms of responsiveness to perceived problems and follow-through. Both groups reported that the program resulted in visible community changes. Property owners indicated that they were treated fairly by program staff, and instituted measures as a result to more effectively screen tenants.

- **Range, Nature, and Performance of Alternative to Incarceration Programs**

IOTA, Inc., a private research firm, conducted a descriptive study of Illinois alternative to incarceration programs. The study was limited to the state's largest counties where such programs were most likely to be in existence. The study documented program capacity, offender characteristics, participant services, program costs, and program effectiveness. Mail surveys, telephone interviews, and on-site interviews were used to gather data. The final report was used to identify the most promising specialized offender programs and services.

- **DASA Funded Substance Abuse Treatment Programs Serving IDOC Work Release Centers**

Illinois State University conducted an evaluation of the Department of Correction's outpatient substance abuse treatment program for work releasees, a program funded by the Department of Alcoholism and Substance Abuse. The study had a three-fold purpose. The first was to determine which of the various programs appeared to be most effective, if any; the second was to document participant offender characteristics (e.g., primary substance of abuse, number of treatment episodes, prior criminal history, etc.); and, the third was to document the types of substance abuse services available in program communities. The final report included recommendations for improving the inter-agency flow of information, client (offender) tracking efficiency, and the measurement of program effects on offender behavior and recidivism.

- **Chicago Alternative Policing Strategy Evaluation**

A consortium of Chicago area universities (Northwestern, Loyola, DePaul, and the University of Illinois at Chicago) are performing a process and impact evaluation of the Chicago Police Department's Alternative Policing Strategy (CAPS), one of the largest community policing programs in the country. The evaluation team began collecting data, surveying officers and residents, and conducting ethnographic/block-face observations prior to program implementation. The resulting baseline database will be useful in measuring changes in officer and community perceptions of crime, their respective perceptions of the police role, and physical conditions of targeted neighborhoods.

Statewide Strategy to Control Drug and Violent Crime

The evaluation team is also evaluating the training provided officers in prototype districts, and providing the Chicago Police Department with continuous feedback. The first-year report of the multi-year effort documented the implementation process in pilot districts, as well as officer and resident perceptions of crime and public safety.

- **Springfield Weed and Seed**

This process evaluation examined the Springfield Weed and Seed program organized by the U.S. Attorney for the Central District of Illinois. The program was not directly funded by the federal government, but rather relied on voluntary federal, state, and local agency coordination. The evaluator documented steps taken to implement the program, and performed a summary assessment of the program's impact on crime and community perceptions. The evaluation was distributed throughout Illinois, to other states, and will be a blueprint for similar programs in the future.

- **Gang Violence Reduction Program**

The University of Chicago is conducting a process and impact evaluation of the multi-agency Gang Violence Reduction Program (the agencies are the Chicago Police Department, the Cook County Adult Probation Department, and the University of Chicago's School of Social Service Administration). The impact component of the evaluation will include detailed gang member interviews, resident surveys, and an analysis of crime data in target areas. The purpose of the evaluation is to assist in identifying the needs of gang members, as well as potential intervention programs aimed at reducing gang-related violence.

- **Metropolitan Enforcement Groups and Drug Enforcement Task Forces in Illinois**

Southern Illinois University is conducting a process and impact evaluation of the state's Metropolitan Enforcement Groups and Drug Enforcement Task Forces. The evaluation team will make site visits to each of the 23 units, where they will conduct interviews and surveys, and analyze program impact on drug and violent crime. In addition, the team will interview and survey staff in related agencies. This is a large-scale evaluation and will be used to help focus drug and violent crime control efforts in Illinois, as well as those in other states. The final report is due in the Spring of 1995.

Statewide Strategy to Control Drug and Violent Crime

- **Evaluation of the Greater East St. Louis Anti-Drug Initiative**

The University of Missouri-St. Louis is conducting a process and impact evaluation of the Greater East St. Louis Anti-Drug Initiative, one of Illinois most comprehensive drug and violent crime control programs. The Initiative includes overt and covert enforcement, specialized prosecution and defense, specialized probation, jail-based work-release, substance abuse treatment, and homicide investigation. The evaluation team will document the process the various components use to target specific populations. The evaluation will include staff interviews, document analysis, and caseload analysis. The program impact component will rely on community resident and offender interviews, crime data, and offender recidivism. The final report is due in the Fall of 1995.

- **Evaluation of the Intensive Probation Supervision and Intensive Drug Abuser Probation Programs**

The University of Illinois at Chicago and Loyola University of Chicago are conducting a process and impact evaluation of two alternative sentencing programs. The state's Intensive Probation Supervision program provides an alternative to prison for certain offenders, while the Intensive Drug Abuse Probation program provides an alternative to traditional probation for certain drug-dependent offenders. Program features include increased supervision and firm linkages to community services. The evaluation will examine traditional measures of effectiveness, such as recidivism and program failure, as well as program impact on offender substance abuse, employment, and family relations. Offender focus groups, and offender surveys will be used to gather participant data. Criminal justice professionals, including judges, prosecutors, and defense attorneys, will be interviewed, as will members of each offender's "family". Control groups will provide comparison data. The final report is due in the Fall of 1995.

- **Evaluation of the Gateway Program at Dwight Correctional Center and the Substance Abuse Program at the Impact Incarceration Program at Dixon Springs (Boot Camp)**

Evaluation of two Department of Corrections' substance abuse treatment programs have been completed. One of the programs was a residential treatment program for female inmates at Dwight Correctional Center, and the other was a substance abuse treatment program for Impact Incarceration (boot camp) inmates. The evaluation was limited to an assessment of the extent to which participation reduced the rate of recommitment. The Dwight evaluation revealed that offenders completing treatment had lower recidivism rates than control group offenders. Those completing treatment

Statewide Strategy to Control Drug and Violent Crime

also had lower recidivism rates than those who entered treatment but left within 90 days. Further, those who completed the program and recidivated were in the community longer than either control group inmates or those who left the program early.

- **An Implementation Guide to Community Problem-Oriented Policing**

The University of Illinois at Chicago is developing a guidebook for police departments that are considering the adoption of a community problem-oriented police strategy. The guidebook will assist in identifying key issues and questions implementing agencies must address, and will serve as a reference guide. It will contain a comprehensive listing of resources, such as: other implementing agencies, relevant government agencies, training and technical assistance providers, public and private funding opportunities, community organizations, publications and related literature, academic and research institutions, computer networks, and survey and evaluation instruments. Although much of the information will be Illinois-specific, other sources of interest on a national and international level will be included. The final report is due in the Spring of 1995.

User Accountability

Illinois has already taken a number of steps to bring pressure to bear on the entire drug market, dealers and users alike...to ensure that all drug use -- whatever its scale -- faces the risk of criminal sanction. Like most states, Illinois has increased criminal sanctions for those convicted of drug trafficking and possession. A number of other laws have been enacted which expand the consequences of drug use:

- The court may prohibit a person under 18 years of age who has been convicted of a drug or alcohol offense from acquiring a driver's license or from operating a motor vehicle while the individual is on probation or conditional discharge;
- School bus driver permit applicants are subject to drug testing prior to receipt of their permit. Conviction for certain drug offenses bars applicants from receipt or renewal of a bus driver permit;
- Proof that a parent, custodian or guardian of a minor repeatedly used a controlled substance in the presence of a minor is prima facie evidence of neglect;
- Proof that a newborn's blood, urine or other bodily fluids contains any amount of an illegal controlled substance is prima facie evidence of neglect;
- Drivers convicted of DUI or a felony in the commission of which a motor vehicle was used have their licenses revoked;

Statewide Strategy to Control Drug and Violent Crime

- Conviction of certain drug possession offenses may result in a suspension of driving privileges;
- Physicians and pharmacists have their licenses revoked for a second conviction for a felony under the Illinois Controlled Substances Act;
- School boards are barred from hiring certain convicted drug offenders and may revoke the teaching certificates of other convicted drug offenders;
- Professional licenses of persons convicted for certain offenses may be revoked or suspended or other action taken following a first offense. Professional subject to these regulations include physicians, pharmacists, veterinarians, dentists, and athletic trainers;
- Nuisance abatement actions can be brought against the owners of buildings used in the commission of a violation of the state's cannabis or controlled substances acts;
- Housing authorities may deny tenancy to persons convicted of a criminal offense relating to the sale or distribution of controlled substances;
- Landlords may void leases of tenants using the leased premises to keep or sell controlled substances;
- Certain probationers and parolees are subject to drug testing;
- Persons convicted of certain drug possession and delivery offenses are subject to a fine equal to or greater than the street value of drugs seized, as well as other penalties;
- Persons giving or selling drugs to minors are liable for damages to the minors' parents for costs for treatment, pain and suffering of the parents, and punitive damages;
- Use of cellular phones or pagers by pupils may be banned by school boards;
- School boards may adopt policies allowing police to conduct searches for illegal drugs on school grounds;
- Persons addicted to alcohol, cannabis or controlled substances may be rejected as candidates for state jobs;
- Cash, conveyances, other properties and real property are subject of forfeiture for certain drug law violations;
- Property owners may sue drug dealers/suppliers for using the owners' property to facilitate violations of the drug laws; and,
- Many grantees and contractors of the State of Illinois are required to have a drug-free workplace as a condition of receiving state money.

**Programs to be Funded --
Attachment A**

ATTACHMENT A
PROGRAM LIST WORKPLAN
FISCAL YEAR 1995 FUNDING

OMB No. 1121-0177
Expires 01-31-96

State: Illinois

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PURPOSE	PROGRAM TITLE	NUMBER OF PROJECTS	DATE BJA APPROVED PROGRAM	AMOUNT OF FEDERAL FUND		MATCH AMOUNT	PASS- THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
501(b)(2)	Multi-Jurisdictional Enforcement	23	1989		\$3,589,170	\$1,196,390	\$3,589,170
	Multi-Jurisdictional Prosecution	7	1989		\$2,051,761	\$683,920	\$2,051,761
	Mid-level Drug Trafficking	1	1990		\$284,824	\$94,941	\$284,824
	Drug Conspiracy Task Force	2	1990	\$475,721		\$158,574	\$0
501(b)(4)	CAPS Implementation	1	1992		\$225,000	\$75,000	\$225,000
501(b)(7)	Straight-Up	1	1992		\$269,613	\$89,871	\$269,613
501(b)(8)	Drug Appeals Unit	2	1992	\$42,000	\$102,400	\$48,133	\$102,400
	Violent Offender Prosecution	2			\$260,000	\$86,667	\$260,000
501(b)(9)	Financial Reporting	2	1989	\$56,215		\$18,738	\$0
501(b)(10)	Public Defender Services	5	1991	\$0	\$300,536	\$100,179	\$300,536
501(b)(11)	Offender Education, Treatment & Release	1	1990	\$1,716,355		\$572,118	\$0
	Specialized Sex Offender Probation	1	Approval Needed		\$375,000	\$125,000	\$375,000
501(b)(15B)	Criminal History Record Improvement	2	Approval Needed	\$327,679	\$595,621	\$307,767	\$595,621
	CPD Systems Integration	1	Approval Needed		\$200,745	\$66,915	\$200,745
501(b)(16)	East St. Louis Anti-Drug Initiative	2	1990		\$243,661	\$81,220	\$243,661
	Violence Reduction in Urban Areas	1	1991		\$875,508	\$291,836	\$875,508
	South Suburban Cook County Anti-Drug Initiative	3	1990		\$556,350	\$185,450	\$556,350

ATTACHMENT A
PROGRAM LIST WORKPLAN

FISCAL YEAR 1995 FUNDING

OMB No. 1121-0177
Expires 01-31-96

State: Illinois

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PURPOSE	PROGRAM TITLE	NUMBER OF PROJECTS	DATE BJA APPROVED PROGRAM	AMOUNT OF FEDERAL FUND		MATCH AMOUNT	PASS- THROUGH AMOUNT
				STATE AGENCIES	LOCAL AGENCIES		
	Homicide Violent Crime	2	1991	\$155,192		\$51,731	\$0
	Anti-Gang Violence Program	1	Approval Needed		\$200,000	\$66,667	\$200,000
501(b)(18)	Domestic Violence Coord. Councils	4	1992		\$50,000	\$16,667	\$50,000
501(b)(19)	Evaluation	1	1990	\$850,000		\$283,333	\$0
501(b)(20)	SWAP Programs	2	1990		\$62,185	\$20,728	\$62,185
	Pretrial Services	2	1992		\$242,430	\$80,810	\$242,430
	Day Reporting Program	1	1992		\$79,317	\$26,439	\$79,317
	Intensive Drug Abuser Program	1	1990		\$47,166	\$15,722	\$47,166
	Deferred Prosecution	1	1992		\$90,509	\$30,170	\$90,509
	Cook County Correctional Continuum	2	Approval Needed		\$340,000	\$113,333	\$340,000
501(b)(24)	Gang Prosecution Program	1	Approval Needed		\$275,000	\$91,667	\$275,000
	Undesignated			\$2,602,742		\$867,581	\$0
	TOTAL			\$6,225,904	\$11,316,796	\$5,847,567	\$11,316,796
	Administration	1		\$923,300		\$307,767	\$595,621
	GRAND TOTAL			\$7,149,204	\$11,316,796	\$6,155,333	\$11,912,417

Appendices

Appendix A

Public Notice

ILLINOIS SEEKS YOUR IDEAS



Illinois expects to receive approximately \$18.5 million in FFY 95 for drug law enforcement and violent crime control under the Anti-Drug Abuse Act — the highest amount awarded since the funds became available in 1987. Under the federal Victims of Crime Act, which is supported by fines paid by federal offenders, the state should receive more than \$3 million. Illinois is depending on you to help identify issues and problems to be addressed through these grant programs. This newsletter is to let you know your input is essential: your assistance can ensure that valuable federal funds are channeled into the programs that need them most. Please read the information carefully, and send us your written comments by October 20, 1994.

WE WANT YOU TO KNOW . . .

THE ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY HAS ADMINISTERED ILLINOIS' FEDERAL DRUG law enforcement program since Congress made funds available to states in Federal Fiscal Year 1987. The federal funds received by Illinois have ranged from a low of \$1.8 million in FFY 88 to an expected high in FFY 95, when Illinois should receive approximately \$18.5 million for drug law enforcement and violent crime control under the Anti-Drug Abuse Act. Because available funds are insufficient to support all needed programs, the Authority establishes priorities each year for the types of programs that will be supported, based on several criteria. These include the seriousness of the problem, the need for intervention, the ability to provide matching funds and projected impact upon the community.

THE AUTHORITY ALSO HAS ADMINISTERED ILLINOIS' SHARE OF FEDERAL VICTIM ASSISTANCE FUNDS SINCE they became available in 1986. Last year Illinois received \$2.6 million through the Victims of Crime Act. Since collection of fines which support these programs is still underway, it is not clear how many dollars will be available for services in FFY 95.

YOU CAN HELP . . .

WE NEED YOUR WRITTEN COMMENTS ON THE NEEDS AND ISSUES REGARDING THE ANTI-DRUG ABUSE ACT and/or Victims of Crime Act funds. Please address your comments in the format outlined below.

Anti-Drug Abuse Act

- A. *Problem Statement.* State the problem(s) facing your agency or community with respect to illegal drugs and violent crime.
- B. *Data.* Document the nature and extent of the problem(s).
- C. *Resources.* List the resources currently available to address the problem(s).
- D. *Approach.* Explain why a particular approach to the problem(s) shows more promise than other approaches. Please discuss the relevance of recent developments in law enforcement — technological advances, multi-jurisdictional initiatives, community policing, increased use of

civil alternatives, etc. — to your jurisdiction's efforts to combat the trafficking and use of illegal drugs.

Victims of Crime Act

- A. *Basic Needs.* State the needs of different victim populations and current resources available to serve them.
- B. *Needs of Underserved Victims.* State the needs of underserved victims and current resources available to serve them.
- C. *Recent Changes.* Discuss any changes observed in the needs of victims or their treatment by the criminal justice system.

FACTS TO KNOW BEFORE SUBMITTING COMMENTS

THE U.S. DEPARTMENT OF JUSTICE HAS NOT NOTIFIED THE AUTHORITY OF THE EXACT FFY 95 FUNDING level for the Anti-Drug Abuse Act or the Victims of Crime Act. However, federal law requires the submission of a state drug strategy 60 days after enactment of the FFY 95 appropriation. Final funding for programs will be determined by the actual appropriations. Since few changes to the state block grant program sections of the drug enforcement program have been proposed, most of the same provisions and regulations should be in force for the coming federal fiscal year. No major changes to the FFY 95 victim assistance program are expected either.

Anti-Drug Abuse Act Program

Funds

NATIONWIDE, \$450 MILLION IN FFY 95 BLOCK grant funds will be available for state and local drug and violent crime control programs. Illinois' share of these funds should be about \$18.5 million.

THE AUTHORITY MAY USE UP TO 10 PERCENT OF the funds to administer the program. (Since FFY 90, however, the Authority has used a maximum of only 5 percent of the funds for program administration.) As required by the act, 65 percent of the funds will be allocated to local units of government, and at least 5 percent of the funds will be used for the improvement of criminal justice records. The remaining funds will be awarded to state agencies. It is expected that one

local or state matching dollar will continue to be required for each three federal dollars awarded.

Purpose

THE PURPOSE OF THE ACT IS TO ASSIST STATES AND units of local government in enforcing drug laws and to improve the functioning of the criminal justice system with emphasis on violent crime and serious offenders. Criminal justice and drug enforcement programs funded under this act can provide additional personnel, equipment, training, technical assistance and information systems for the more widespread apprehension, prosecution, adjudication, detention and rehabilitation of persons who violate these laws, and to assist victims of such crimes.

Activities

UNDER THE ACT, 26 SPECIFIC TYPES OF ACTIVITIES MAY BE FUNDED:

- ◆ Demand reduction education programs in which law enforcement officers participate.
- ◆ Multi-jurisdictional task force programs that integrate federal, state and local drug law enforcement agencies and prosecutors to enhance interagency coordination and intelligence and facilitate multi-jurisdictional investigations.
- ◆ Programs that target domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories and cannabis cultivation.
- ◆ Community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs for rural jurisdictions and those that address the problems of crimes committed against the elderly.
- ◆ Programs that disrupt illicit commerce in stolen goods and property.
- ◆ Programs that improve investigation and prosecution of white collar crime, organized crime, public corruption crimes and fraud against the government with priority attention to cases involving drug-related official corruption.
- ◆ Programs designed to improve operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, gang-related and low-income housing drug control programs; and development and implementation of anti-terrorism plans for deep draft ports, international airports and other important facilities.
- ◆ Career criminal prosecution programs, including the development of proposed model drug control legislation.
- ◆ Financial investigative programs that target

identification of money laundering operations and assets obtained through illegal drug trafficking, including the development of proposed model legislation, financial investigative training and financial information sharing systems.

- ◆ Programs to increase the court process' effectiveness by improving prosecutorial, defender and judicial resources and reducing court delays.
- ◆ Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs and long-range corrections and sentencing strategies.
- ◆ Prison industry projects designed to place inmates in realistic working and training environments so they can acquire marketable skills, make financial payments to their victims, support their families and support themselves in the institution.
- ◆ Programs that identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.
- ◆ Programs that provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crimes.
- ◆ Programs to improve drug control technology (such as pretrial drug testing programs); to identify, assess, refer to treatment, case manage and monitor drug-dependent offenders; to enhance state and local forensic laboratories; and to develop criminal justice information systems to assist law enforcement, prosecution, courts and corrections organizations (including automated fingerprint identification systems).
- ◆ Innovative programs that demonstrate new and different approaches to enforcement,

prosecution and adjudication of drug offenses and other serious crimes.

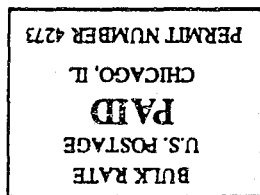
- ◆ Programs that address the problems of drug trafficking and the illegal manufacture of controlled substances in public housing.
- ◆ Programs to improve the criminal and juvenile justice systems' responses to domestic and family violence, including spouse abuse, child abuse and abuse of the elderly.
- ◆ Drug control evaluation programs.
- ◆ Alternatives to prevent detention, jail and prison for persons who pose no danger to the community.
- ◆ Programs to strengthen urban enforcement and prosecuting efforts targeted at street drug sales.
- ◆ Programs for the prosecution of driving while intoxicated charges and the enforcement of other laws relating to alcohol use and the operation of motor vehicles.
- ◆ Programs to assist states in the litigation processing of death penalty federal habeas corpus petitions.
- ◆ Programs that address the need for effective automatic transfers systems for the prosecution of violent 16- and 17-year-old juveniles in court with jurisdiction over adults for murder in the first degree; murder in the second degree; attempted murder; armed robbery when armed with a firearm; aggravated assault or assault when armed with a firearm; and drive-by shootings as described in section 36 of title 18, U.S. Code.
- ◆ Law enforcement and prevention programs relating to gangs or to youth at risk of becoming involved with gangs.
- ◆ Development or improvement in a forensic lab a capability to analyze DNA for identification purposes.

Victims of Crime Act Program

THE FEDERAL VICTIMS OF CRIME ACT IS SUPPORTED BY FINES PAID BY FEDERAL OFFENDERS. THE DEPARTMENT OF JUSTICE, Office for Victims of Crime, recently reported collections are higher than they were last year at this time. If this trend continues, Illinois' share should exceed \$3 million. VOCA funds are used to support programs providing assistance to crime victims, with priority given to programs providing direct services to victims of sexual assault, domestic violence, child abuse or underserved victims of violent crime. ■

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ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY



DID YOU KNOW THAT YOUR IDEAS CAN HELP DETERMINE HOW FEDERAL FUNDS ARE SPENT?

This year, Illinois expects to receive approximately \$18.5 million for drug law enforcement and violent crime control under the Anti-Drug Abuse Act. Because these funds will not cover all needed programs, the Authority must establish program priorities to maximize the impact of federal dollars. And that's where you come in.

WE WANT TO KNOW WHAT YOU THINK.

Which programs do you feel most need funding in Illinois, and why? What should be done to serve victims of crime better? What are the problems facing your agency and community concerning illegal drugs and violent crime? What should we, as citizens, be doing to make Illinois a safer place for everyone?

INSIDE you'll learn more about the programs and how your ideas can help heighten their impact.

Appendix B

List of Commentors

ANTI-DRUG ABUSE ACT 1988 & VICTIMS OF CRIME ACT 1984
Written Testimony Received

Ms. Constance Ackert, Executive Director, Illinois Action for Children

Mr. Matthew Adamson, KAMEG Director, KAMEG Task Force 21

Mr. Kyle Bellows, Citizen

Mr. Scott Boetteher, Citizen

Lt. Harold Brignadello, Director, Multi-County Narcotics Enforcement Group

Mr. Carlton Bryer, Citizen

Mr. Donald Cadagin, State's Attorney, Sangamon County State's Attorney

Mr. Thomas Castellano, Southern Illinois University

Mr. Norman Cerulli, Citizen

Mr. Patrick Delfino, Assistant Director, State's Attorneys Appellate Prosecutor

Ms. Laura Dick, Executive Director, Victim Offender Reconciliation Program

M/Sgt. Frederick Donini, Task Force Supervisor, South Central Illinois Drug Task Force

Mr. Michael Donovan, Chief of Police, City of Lebanon Department of Police

Chf. William Doster, Chief of Police, Kankakee Police Department

Mr. Stanley Evans, Citizen

Mr. John Ferguson, Citizen

Mr. Steven Fermon, Director, VMEG

Mr. Mark Ferro, Citizen

Ms. Rita Fry, Public Defender, Cook County Public Defender

Mr. Terrance Gainer, Director, Illinois State Police

Lt. Peter Gericke, Commander, District 17 Task Force

Mr. Eddie Gibson, Citizen

Lt. Merv Gillenwater, Commander, Southeastern Illinois Drug Task Force

Mr. Thomas Glogowski, Citizen

Mr. Bruce Gordon, Citizen

Ms. Diana Grubb, Elgin Police Department

Mr. Robert Haida, State's Attorney, St. Clair County State's Attorney

Ms. Martha Herm, Executive Director, The Center for Prevention of Abuse

Mr. David Herman, Citizen

Capt. E.A. Hernandez, Commander, SLANT

Capt. Carlos Hevia, Director, Metropolitan Enforcement Group of Cook County

Mr. Patrick Hughes, First Assistant Appellate Defender, Office of the State Appellate Defender

Mr. Alexander Jawny, Citizen

Mr. John Jensen, Citizen

M/Sgt. Carlo Jiannoni, Supervisor, Task Force 6

Mr. L. Jones, L. Jones, Consulting Services on Crime Prevention

Mr. James Joyce, Citizen

Mr. Jere Juenger, Director, Metropolitan Enforcement Group of Southwestern Illinois

M/Sgt. Gary King, Supervisor, Task Force X

Mr. John Kolnicki, Citizen

Mr. T.E. Krug, Citizen

Mr. Joseph Kuke, Citizen

Mr. Joseph LaBarge, Director, DuPage Metropolitan Enforcement Group

Ms. Jane Lee, Executive Director, Metro East Women's Crisis Center

Mrs. Victoria Lucki, Citizen

Mr. Robert Mabeley, Citizen

Mr. Nathan Maddox, Assistant Director, Administrative Office of the Illinois Courts

Ms. Jan Magnuson, Citizen

Mr. Michael Maley, Director, Lake County Metropolitan Enforcement Group

Mr. Greg Masonick, Youth Officer, Imagination Theater, Inc.

Mr. Pat McCarthy, Citizen

Ms. Barbara McDonald, Director, City of Chicago Police Department

Mr. Thomas McNamara, Director, South Illinois Enforcement Group

Mr. William Mercier, Citizen

Ms. Connie Mershon, H.O.P.E. Director, Help Offer Protective Environment

Mr. Gregory Milam, Citizen

Mr. William Miller, Chief of Police, Skokie Police Department

Ms. Suzan Nash, Executive Director, Western Illinois Regional Council

Mr. John Novakovich, Citizen

Mr. Anthony Nowak, Citizen

Mr. Jack O'Malley, Cook County State's Attorney, Cook County State's Attorney's Office

Mr. William Olsen, Citizen

Ms. Terry Peloguin, Citizen

Mr. Howard Peters III, Director, Illinois Department of Corrections

Ms. Janice Pogar, Star Spectrum Communications

Ms. Polly Poskin, Executive Director, Illinois Coalition Against Sexual Assault

Mr. Ballard Powell, Citizen

Mr. Richard Reilly, Citizen

Mr. Barry Resnick, Grants Administrator, Township of Cicero

M/Sgt. Gary Rollings, Task Force Supervisor, East Central Illinois Task Force

Mr. Frank Schmitt, Director, Joliet Metropolitan Enforcement Group

Ms. Cheryl Schwaz, Citizen

Mr. Matt Sekula, Contract Compliance Officer, Cook County Sheriff's Office,
Department of Community Supervision and Intervention

Mr. Robert Serralt, Citizen

Lt. Richard Shannahan, Director, Henry/Mercer County Task Force

Lt. Richard Shannahan, Director, Quad Cities Metropolitan Enforcement Group

Ms. Florence Shaw, Citizen

Mr. Harvey Shepherd, Citizen

Mr. Willie Simpson, President, Illinois Special Intelligence Unit

Mr. Charles Smith, Citizen

Mr. Robert Spence, Assistant State's Attorney, DuPage County State's Attorney's
Office

Ms. Frances Srokou, Citizen

Mr. Michael Tardy, Field Services Supervisor, Administrative Office of The Illinois
Courts

Ms. B.J. Taylor, Executive Director, Northwest Action Against Rape

Mr. Arthur Thomas, Citizen

Capt. Jeffrey Trego, Chairman, Southern Illinois Drug Task Force

Ms. Mary Lou Ulk, Citizen

Mr. Richard Weinhandl, Assistant Administrator, McHenry County Sheriff's Police

Mr. George Wilmt, Citizen

Mr. Corey Wilson, Probation Officer, Vermilion County Probation Department

Ms. Michelle Wren, Citizen

Mr. Roger Wrzesinski, Citizen

Mr. Chris Zacek, Citizen

Ms. Cathy Zagrodnik, Citizen

Mr. Gerald Zagrodnik, Citizen

Appendix C

Data Forms

STATEWIDE DRUG AND VIOLENT CRIME ARRESTS Calendar Years 1988 - 1992					
OFFENSE	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992
Drug Total	46,910	51,862	47,242	49,926	53,170
Possession Total	40,471	43,805	37,694	37,806	40,846
Cannabis	18,593	16,080	14,483	11,883	14,217
Other: (All Other Drug Types) *	2,1878	27,725	23,211	25,923	26,629
Sales Total	5,222	6,464	8,755	11,448	11,633
Cannabis	886	865	1,142	1,376	1,260
Other: (All Other Drug Types) *	4,339	5,600	7,612	10,072	10,374
Other Drug Offense Type Total	1,217	1,393	793	672	690
<i>Unknown/Other (Hypodermic Syringes and Needles Act & Drug Paraphernalia Act Violations)</i>	1,217	1,393	793	672	690
Violent Crime Total	24,608	28,460	27,078	28,968	29,641
Homicide	1,206	1,232	1,333	1,473	1,319
Rape	1,760	1,910	2,038	2,257	2,149
Robbery	5,984	7,133	7,240	7,934	7,230
Assault **	15,658	18,185	16,467	17,302	18,943
GRAND TOTAL	71,518	80,122	74,320	78,892	82,811

Actual Statewide Data Includes data reported through the Illinois Uniform Crime Reports and Illinois Metropolitan Enforcement Group Annual Reports to the Illinois General Assembly

* Drug arrests in Illinois are reported under the Cannabis Control Act (including all marijuana offenses) and the Controlled Substances Act (including offenses involving opiates, cocaine, hallucinogens, and other dangerous drugs) and therefore cannot be reported by more specific drug types.

** Includes only arrests for Index Assault/Battery (does not include simple assault or battery).

Statewide disposition and sentencing data in Illinois are reported only by felony class and not by specific offense type. Thus, disposition and conviction statistics are not available for either drug offenses or violent offenses.

Sentencing data for drug offenses and violent offenses are also extremely limited. Statewide statistics on prison sentences imposed are available for selected offense classifications from the Illinois Department of Corrections while those for probation sentences are available for selected offense classifications from county probation departments reporting to the Administrative Office of the Illinois Courts.

Drug dispositions and convictions for Illinois' 6 multi-jurisdictional drug prosecution units are reported below for 1990 through 1993.

MULTI-JURISDICTIONAL UNIT DRUG DISPOSITIONS AND CONVICTIONS								
Calendar Year 1990 - 1993								
OFFENSE *	1990		1991		1992		1993	
	Convicted	Not Guilty	Convicted	Not Guilty	Convicted	Not Guilty	Convicted	Not Guilty
Drug Total	1,415	173	1,357	182	1,571	193	1,628	212
Cocaine	1,145	122	1,017	146	1,169	146	1,234	186
Opiates	22	7	25	2	22	5	24	1
Cannabis	189	12	232	23	291	32	303	18
Other:								
<i>Hallucinogens</i>	21	0	27	3	45	3	21	0
<i>Stimulants</i>								
<i>Depressants</i>								
<i>Unknown/Other</i>	38	32	56	8	44	7	57	7

* Only combined possession/delivery prosecution data are available.

STATEWIDE DRUG AND VIOLENT CRIME SENTENCES
Calendar Years 1988 - 1993

OFFENSE	Number of Prison Sentences *						Number of Non-Incarcerated Sentences					
	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Drug Total **	2,882	5,038	5,034	5,660	8,624	10,372	N/A	N/A	N/A	N/A	N/A	N/A
Possession of a Controlled Substance (Class 4 Felony)	600	1,051	1,777	1,720	2,426	3,324	Statewide sentencing data in Illinois are reported only by felony class and not by specific offense type.					
Sale/Delivery of a Controlled Substance (Class 2 Felony) (Class X Felony)	700 382	1,443 625	1,942 781	2,080 734	2,081 684	2,249 676						
Other (includes all other sentences for drug offenses)	1,180	1,919	3,534	4,146	3,433	3,371						
Violent Crime Total***	4,335	5,125	5,908	7,001	7,805	8,868						
Murder	212	171	232	204	392	481						
First Degree Murder	35	101	131	184	****	****						
Rape (Agg. Criminal Sexual Assault)	405	447	451	497	527	520						
Armed Robbery	880	1,034	1,083	1,401	1,682	1,379						
Robbery	808	1,008	1,099	1,233	1,116	1,073						
Assault (Agg. Battery)	759	793	979	1,032	1,009	976						
GRAND TOTAL *****	17,037	22,282	28,950	29,110	30,910	32,505	18,324	23,177	30,514	29,335	28,521	29,853

Actual Statewide Data Based on data prison admissions and sentences from the Illinois Department of Corrections and data reported by Illinois' Clerks of the Circuit Courts

- * Based on the number of prison sentences imposed.
- ** Total number of sentences for drug offenses.
- *** Total number of prison sentences for "personal crimes."
- **** Included in Murder for 1992 and 1993.
- ***** Total number of prison sentences statewide in Illinois. Total non-incarcerative sentences are the number of felons sentenced.

**AVERAGE SENTENCE LENGTH AND TIME SERVED FOR DRUG AND VIOLENT CRIME OFFENSES
1988 - 1993**

OFFENSE	Average Sentence Length in Months						Actual Average Time Served in Months *					
	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Drug Total	49.2	48.0	46.8	48.0	44.4	43.2	18.0	16.8	15.6	14.4	15.6	15.6
Possession of a Controlled Substance (Class 4 Felony)	24.0	24.0	18.0	18.0	18.0	20.4	8.4	8.4	8.4	8.4	7.2	7.2
Sale/Delivery of a Controlled Substance (Class 2 Felony)	46.8	39.6	42.0	42.0	36.0	45.6	18.0	19.2	18.0	16.8	16.8	15.6
(Class X Felony)	84.0	84.0	72.0	75.6	84.0	99.6	37.2	38.4	36.0	33.6	36.0	37.2
Violent Crime Total	99.6	97.2	96.0	96.0	97.2	100.8	34.8	34.8	34.8	32.4	32.4	34.8
Murder	336.0	336.0	300.0	324.0	360.0	398.4	100.8	109.2	117.6	117.6	123.6	142.8
First Degree Murder	336.0	360.0	360.0	360.0	Included In Murder Figures							
Rape (Agg. Criminal Sexual Assault)	120.0	120.0	120.0	120.0	120.0	142.8	34.8	38.4	42.0	45.6	49.2	50.4
Armed Robbery	120.0	120.0	102.0	96.0	99.6	129.6	51.6	52.8	54.0	52.8	51.6	49.2
Robbery	48.0	48.0	48.0	48.0	48.0	52.8	22.8	24.0	22.8	21.6	20.4	20.4
Assault (Agg. Battery)	36.0	36.0	36.0	36.0	36.0	39.6	16.8	18.0	16.8	16.8	15.6	15.6
GRAND TOTAL **	68.4	67.2	62.4	63.6	64.8	63.6	25.2	25.2	24.0	21.6	21.6	21.6

Actual Statewide Data Based on sentences to and releases from the Illinois Department of Corrections

* Based on average length of time served by those released during each specific year.

** For all felons sentenced to and released from the Illinois Department of Corrections.

STATEWIDE CRIMINAL JUSTICE TREATMENT RESOURCES
State Fiscal Years 1988 - 1993 *

Drug Treatment Resources Dedicated to Criminal Justice Clients	Number of Bed Space/Slots Available						Number of Criminal Justice Clients Served					
	SFY 88	SFY 89	SFY 90	SFY 91	SFY 92	SFY 93	SFY 88	SFY 89	SFY 90	SFY 91	SFY 92	SFY 93
Residential (Not Including Methadone)	Drug treatment slots are not dedicated to criminal justice clients specifically. Criminal justice clients are placed on a waiting list with others seeking publicly funded treatment through the Department of Alcoholism and Substance Abuse						7,936	6,476	5,983	5,903	Specific treatment modalities not available at the time of this report	
Methadone							166	141	222	208		
Outpatient							10,569	9,685	12,002	12,613		
Total							18,671	16,312	18,207	18,724	24,383	20,862**
Drug Treatment Programs With In Correctional Facilities ***	Number of Clients Served in Adult Facilities						Number of Clients Served in Juvenile Facilities					
	SFY 88	SFY 89	SFY 90	SFY 91	SFY 92	SFY 93	SFY 88	SFY 89	SFY 90	SFY 91	SFY 92	SFY 93
Self-help	2,000	4,000	7,000	9,000	9,000	9,050	50	50	65	100	100	110
Education	125	630	1,500	3,670	2,300	3,000	0	100	200	300	315	320
Special Programming (e.g., therapeutic communities, other treatment modalities) ****	45	60	140	200	800	1,050	40	92	100	110	120	135

Actual Statewide Data Based on criminal justice clients admitted to treatment programs funded by the Illinois Department of Alcoholism and Substance Abuse and inmates receiving services within the Illinois Department of Corrections

* State Fiscal Years (July 1 through June 30).

** Based on new reporting system

*** Illinois Department of Corrections

**** Includes 113 Residential Type Treatment Slots, 90 Half-Way House Type Treatment Slots, and 120 Individual Outpatient Type Treatment Slots.

STATEWIDE DRUG SEIZURES
Calendar Years 1989 - 1993 *

TYPE OF DRUG	UNIT OF MEASURE	AMOUNT OF SEIZURE				
		CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Opiates	Kilos	82.19	18.80	17.35	60.3	23.9
Heroin	Kilos	82.19	18.80	17.35	60.3	23.9
Cocaine	Kilos	1,154.16	500.43	1,160.96	745.2	695.3
Crack	Kilos	1.64	3.85	6.35	9.84**	17.8 **
Cannabis	Pounds	2,256.69	4,919.66	4,836.85	9,275.2	6,747.3
Marijuana	Pounds	2,256.69	4,919.66	4,836.85	9,275.2	6,747.3
Other Drugs	Dosage Units (DU) & Kilos (K)	747,107 DU & 3.69 K	187,912 DU & 5.09 K	225,286 DU & 5.15 K	36,268 DU & 5.23K	91,038 DU & N/A K
Total Stimulants	Dosage Units (DU) & Kilos (K)	6,650 DU & .768 K	2,139 DU & .783 K	133,753 DU & .980 K	7,451 DU & 1.27 K	74,544 DU & N/A K
Total Depressants	Dosage Units (DU) & Kilos (K)	7,246 DU & .423 K	796 DU & .403 K	250 DU & .924 K	6,588 DU & 1.37 K	5,019 DU & N/A K
PCP	Kilos	2.43	3.79	3.07	2.42	N/A
LSD	Kilos	.0723	.117	.175	.171	.079
Other Hallucinogens	Dosage Units	733,211	184,977	91,283	25,299	N/A

Actual Statewide Data Submissions to Illinois' Crime Labs by state and local Illinois Law Enforcement Agencies and Illinois seizures submitted to U.S. Drug Enforcement Administration Crime Labs

* Statewide data first became available in 1989.

** Does not include crack cocaine seizures from Chicago.

STATEWIDE NON-DRUG ASSET SEIZURES
Federal Fiscal Years 1988 - 1991 *

ASSET SEIZURES								
	Number of Seizures				Estimated Dollar Amount			
	FFY 1988	FFY 1989	FFY 1990	FFY 1991	FFY 1988	FFY 1989	FFY 1990	FFY 1991
Vehicles	141	394	122	427	\$1,327,023	\$3,104,988	\$1,364,796	\$2,728,314
Currency	222	384	335	244	\$5,219,236	\$9,338,751	\$9,990,367	\$11,588,876
Real Property	68	100	89	130	\$6,964,600	\$8,812,700	\$6,496,921	\$2,123,876
Other **	59	87	62	74	\$6,178,506	\$1,426,096	\$1,539,538	\$2,123,876

STATE AND LOCAL NON-DRUG ASSET FORFEITURES

ASSET FORFEITURES								
	Number of Forfeitures				Dollar Amount			
	FFY 1988	FFY 1989	FFY 1990	FFY 1991	FFY 1988	FFY 1989	FFY 1990	FFY 1991
Vehicles	50	210	174	258	\$474,132	\$1,634,650	\$1,841,369	\$2,073,557
Currency	192	284	286	267	\$5,650,066	\$8,365,338	\$8,047,648	\$7,763,371
Real Property	38	64	51	68	\$3,115,950	\$4,111,525	\$5,389,250	\$5,334,301
Other **	48	43	31	89	\$1,684,821	\$1,633,550	\$1,745,948	\$1,017,973

Actual Statewide Data U.S. Marshall's Service - Federal Fiscal Years

* Reporting changes have made statewide data after 1991 unavailable.

** Other includes Vessels, Aircraft, Financial Instruments other than currency, Weapons, and other property.

**STATEWIDE DRUG ERADICATION
Calendar Years 1988 - 1993**

Type of Marijuana Destroyed	Amount of Marijuana Destroyed *					
	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Cultivated	9,215	68,214	287,855	347,730	462,462	239,093
Wild (Ditchweed)	81,255	402,858	2,863,886	9,080,937	99,942,720	23,732,866
Clandestine Laboratories Seized	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Number of Clandestine Laboratories Seized	N/A	N/A	N/A	N/A	N/A	N/A

Actual Statewide Data Operation Cash Crop

* Reported by Number of Plants.

NUMBER OF DRUG ANALYSIS CASES *
Calendar Years 1990 - 1993

Total number of crime laboratories in state 10

7 State Police Crime Labs

1 Chicago Police Department Crime Lab

1 DuPage County Sheriff's Office Crime Lab

1 Northern Illinois Police Crime Lab

Total number of crime laboratories reporting 10

Number of Drug Cases by Agency Performing Analysis

Agency				
	CY 1990	CY 1991	CY 1992	CY 1993
Municipal (Chicago Police Department)	38,363	32,820	34,726	40,049
State (Illinois State Police)	15,720	17,300	21,344	20,011
County (DuPage and Northern Illinois Lab)	3,374	3,375	3,944	4,334
TOTAL	57,457	53,495	60,014	64,394

Actual Statewide Data Based on the number of drug cases submitted to Illinois' crime labs

* Data on the number of requests for drug analysis by type of agency requesting and the number of drug analyses completed by drug type are not available in Illinois.

STATEWIDE DRUG CONTROL MANPOWER
Calendar Years 1988 - 1993

Type of Agency	Number of Agencies with Drug Units					
	CY 1988	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993*
State Law Enforcement Agency	1	1	1	1	1	1
Statewide Drug Enforcement Task Force	16	17	22	23	23	23
Local Law Enforcement Agencies	5	5	5	5	5	5
State Prosecutors	2	2	2	2	2	2
Local Prosecutors	6	6	6	6	6	6

As of December, 1993.

Type of Agency	Sworn Full-Time Equivalent Employees				
	CY 1988	CY 1989	CY 1990	CY 1992	1993*
State Law Enforcement Agency	2,252	2,276	2,340	N/A	1,757
Statewide Drug Enforcement Task Force	N/A	N/A	279	351	354
Local Law Enforcement Agencies	26,172	26,123	26,659	N/A	27,796
State Prosecutors	N/A	N/A	40	48	49
Local Prosecutors **	1,088	1,187	N/A	N/A	N/A

* 1993 data are based on a census taken June 30, 1993.

** Based on surveys by the Illinois Criminal Justice Information Authority (as of June 30 of each year).

Type of Agency	Non-Sworn Full-Time Equivalent Employees				
	CY 1988	CY 1989	CY 1990	CY 1992	1993*
State Law Enforcement Agency	1,390	1,396	1,459	N/A	N/A
Statewide Drug Enforcement Task Force	N/A	N/A	N/A	43	45
Local Law Enforcement Agencies	6,031	6,083	6,235	N/A	7,251
State Prosecutors	N/A	N/A	N/A	N/A	N/A
Local Prosecutors	N/A	N/A	N/A	N/A	N/A

* 1993 data are based on a census taken June 30, 1993.

Actual Statewide Data includes all municipal police departments, county sheriff's departments, Illinois State Police, Metropolitan Enforcement Groups, Drug Enforcement Task Forces, county State's Attorney's Offices, Illinois Attorney General's Office, and State Appellate Prosecutor's Office.

**Staff Resources for
Administration of the Formula Grant Program**

	Number of FTE Employees Working on the BJA Formula Grant Program	Number of FTE Employees Funded by BJA Formula Grant Administrative Funds
Program Director/Manager	2	0
Program Specialists	5	5
Fiscal Staff	3	3
Support Staff	7	7
Evaluation Staff	4	0
Statistical Analysis Center (SAC) Staff	1	1
Information Tech. Support	1	1
Other	4	4

Appendix D

Criminal Records Improvement Plan Update

CHRI: Setting the record straight

Criminal history record information (CHRI) plays a crucial role at every stage of the criminal justice process. Because CHRI is important in so many areas, ensuring its quality has become even more critical in recent years. In 1991, Illinois convened an 18-member Ad Hoc Committee on Dispositional Reporting to serve as a task force on criminal justice records improvement.

By Mark Myrent

Throughout Illinois, criminal history record information is used at almost every stage of the criminal justice process to help make decisions affecting individual freedom of defendants and public safety. These records, called CHRI, must be accurate, timely and complete.

For example, knowledge of previous arrests and convictions is vital so that correct charges can be filed, bail decisions can be made, appropriate sentences can be given and appropriate jail and prison classifications can be determined. Further, in January 1991, the Illinois Uniform

Conviction Information Act (IUCIA) made conviction information from criminal history records available to the public. With increased disclosure and use of CHRI resulting from this law, the need for these records to be accurate, timely and complete became paramount.

Since 1983, the Illinois Criminal Justice Information Authority has audited the computerized criminal history (CCH) system maintained by the Illinois State Police (ISP). The 1990 audit team found that nearly two-thirds of the arrests it looked at were missing final court disposi-

tions and concluded that missing disposition information remained one of the most serious problems affecting CHRI quality and usefulness. The audit also concluded there was an urgent need for a comprehensive effort to address the disposition problem and recommended forming an ad hoc committee of representatives from the Authority, ISP, the Administrative Office of the Illinois Courts (AOIC) and local CHRI reporting agencies to develop effective solutions.

At the same time CHRI data quality was being scrutinized in Illinois, it was increasingly becoming a national concern since it was anticipated this information would be used to limit the ability of convicted criminals to buy handguns. The federal Crime Control Act of 1990 required each state that received Edward Byrne Memorial State and Local Law Enforcement Assistance formula grant funds to allocate at least 5 percent of its total award for improvement of criminal justice records. In December 1991, the U.S. Justice Department's Bureau of Justice Assistance (BJA) developed criteria by which states could, if they met certain criteria, waive 5 percent set-aside requirements.

The criteria, which apply to all states made since October 1991, attempt to ensure that:

- ◆ 95 percent of felony arrest records accurately and reflect the underlying criminal justice transaction;
- ◆ 95 percent of felony arrest records contain disposition information, if disposition has been reached; and,
- ◆ 95 percent of current sentences to all releases from prison are available (in criminal records).

Other BJA criteria, pertaining to criminal records systems automation, flagging of felony records and reporting records to the FBI had already been announced in Illinois when they were announced at the federal level.

BJA guidelines provided direction for CHRI improvements, with step one being the establishment of a criminal justice records improvement task force, which was required to implement a plan that would meet the criteria. In Illinois, the 18-member Ad

Committee on Dispositional Reporting convened in 1991 to serve as that task force. It was charged with identifying and solving problems that affect Illinois criminal history records and contains representatives from the arenas of law enforcement, prosecution, courts, corrections and other CHRI reporters and users. Its work is carried out by staff, who are designated by committee members.

One of the committee's first tasks was to draft a set of principles (see sidebar) to guide Illinois' CHRI system. The principles underscore the importance of criminal history records and the urgency associated with improving CHRI to fully meet the needs of all users.

After the principles were established, staff analyzed the problems associated with reporting criminal records to the CCH system and accessing complete criminal history transcripts (rap sheets) from the system. To perform the analysis, surveys were sent to each of the police and sheriff's departments, state's attorneys' offices, circuit court clerks' offices and county jails in Illinois and to a sample of criminal court judges. Information from the surveys was supplemented through discussions at Ad Hoc Committee meetings.

From these, several strategies were devised. The analysis and recommendations are contained in the *Illinois Criminal History Records Improvement Plan*, submitted to BJA in June 1992.

Training

One of the first problems identified was the need to improve training and technical assistance, since no formal, consistent process existed for ISP to identify problems with CHRI reporting and access. While ISP field staff did identify some problems, the ISP had no formal method of putting them in a prioritized list for resolution.

In addition, CHRI reporting agencies did not have a comprehensive user manual. The need for a manual was magnified by frequent turnover at local criminal justice agencies. Similarly, regular training was not available to agency personnel. Although the ISP had some success in

bringing together countywide criminal justice agency staff members to assess data reporting and intracounty data transfer issues, lack of resources restricted activities to just a few pilot sites.

As a response, two separate projects were funded. County-Wide Meetings for Criminal Justice Agencies, are being held across the state. At these meetings, criminal justice officials identify and resolve problems connected with reporting arrests and dispositions to CCH. While participants in each county may vary, attendance usually includes the chief judge and representatives from the state's attorney's office, circuit court clerk's office, probation department, sheriff's department and all police departments and correctional facilities in the counties.

The second project that addresses training is the Comprehensive CHRI Reference Manual for Criminal History Users. When distributed near the end of 1994, it will contain standard, formal policies and procedures for criminal justice data collection, data definition and

information transfer. Included will be customized sections for each county that describe precise procedures for how CHRI reporting forms (also called arrest fingerprint forms) will be transferred. It will be available both in print and on computer disk.

Technology

The Ad Hoc Committee also discovered that the technology used by criminal justice agencies to report CHRI to the ISP and to access rap sheets needed to be upgraded. Two federally funded projects, Livescan Expansion and On-Line Court Disposition Reporting, were established in response.

Direct electronic fingerprinting, or livescan, "reads" a person's fingerprints directly into a computer, bypassing the old ink-and-paper method. The fingerprints can then be transferred electronically to the ISP or to other agencies, stored on magnetic tape or disks and printed out over and over. With this method, there is absolutely no loss of clarity, and arrest booking information entered on a personal computer

see CHRI, next page

Guide to Illinois' CHRI system principles

Preamble

A criminal history record system is absolutely necessary for a fair and efficient criminal justice system. It is the mutual responsibility of the legislative, executive, and judicial branches of State and local government that a timely, accurate, complete and current criminal history record system be established and maintained.

It is further the mutual responsibility of these governmental entities that the criminal history record system be utilized to the maximum extent throughout the criminal justice system.

Principles

- ◆ Illinois' criminal history record information must be accurate, complete and current.
- ◆ Illinois' criminal history record information must be available in a timely and efficient manner.
- ◆ Illinois' criminal history record information program must make optimum use of information and communications technology.
- ◆ Illinois' criminal history record information must be guided by and responsive to the needs and requirements of its users.
- ◆ Illinois' criminal history record information must be readily available for research and other management and systemic analysis purposes.
- ◆ Illinois' criminal history record information program must foster and support information sharing and exchange among agencies within the criminal justice system.

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at police and sheriff's departments can be linked with the digital fingerprint image. The electronic transmission of these livescan records — containing arrestee data and digital fingerprints — replaces the form used by most agencies to report arrests to CCH.

Using the livescan process will help solve several CHRI problems identified by the Ad Hoc Committee.

Annual volumes of submissions processed by the ISP, including arrests, dispositions and criminal history searches, have risen dramatically in recent years. This means that at times there have been considerable backlogs of arrest fingerprint cards waiting to be processed. These backlogs in turn often result in months-long delays before reported arrests and dispositions can be posted to the CCH database.

Electronic livescan transmissions will help minimize these backlogs by eliminating data entry tasks associated with manually-prepared forms. This benefit will be further enhanced with the recent establishment of standards for electronic fingerprint images by the American National Standards Institute (ANSI). No interface yet exists between livescan technology and automated fingerprint identification systems (AFIS), which provide automated storage and classification of fingerprint files at the

ISP. Currently, livescan fingerprints must be printed out and then scanned by an AFIS card reader.

This digital-to-analog-to-digital conversion delays fingerprint processing. Issuance of the ANSI standards, however, will propel livescan and AFIS vendors toward open systems standards, therefore permitting an electronic link between the two technologies. When this happens, the processing of livescan fingerprints will be fully automated and will further reduce processing time for arrests and other fingerprint-based submissions to CCH.

The livescan process already provides improved fingerprint image quality, serving to upgrade the ISP's AFIS database. As an arrestee is fingerprinted with livescan, the image is displayed on a video monitor, and an operator can immediately tell if the

quality is acceptable. If it is not, the technician can start over. In addition, since the image is transmitted digitally, there is no loss of clarity when it is received by ISP. This is particularly beneficial for criminal history background searches, which are now usually initiated by telefax equipment. Telefaxing, however, causes fingerprint image quality to erode, which may in turn prevent the ISP from being able to classify the prints.

Federally-funded livescan projects in Winnebago County, Peoria County and the Sixth Court District of Cook County have been structured to produce one more important benefit.

Another problem found by the Ad Hoc Committee was dispositions reported to CCH without document control numbers. The DCNs serve as tracking

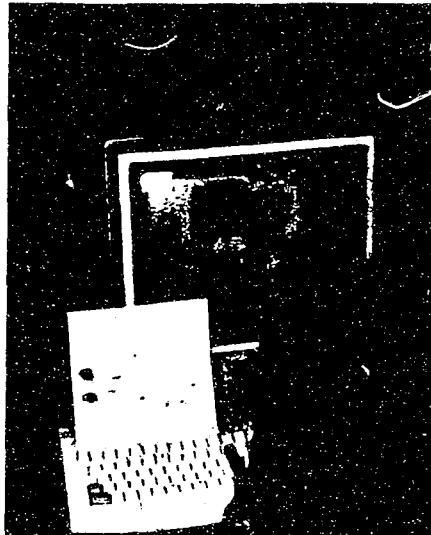
numbers to associate arrests with corresponding court dispositions. For a variety of reasons, these numbers sometimes are not received by the circuit court clerk's office.

Each livescan project, however, is located at a centralized booking facility that will eventually transmit electronic arrest booking records to the circuit court clerk's office. The DCN is automatically generated and transferred as part of the livescan transaction.

Therefore, all subsequent court dispositions reported to CCH by the court clerk will contain the DCN and maximize the number of dispositions that can be posted to CCH.

Similar to the livescan initiative, the On-Line Court Disposition Reporting also aims to reduce the backlog of CHRI submissions at ISP by eliminating manual data entry. Much of the groundwork for this project was completed by the Automated Disposition Reporting (ADR) Users Group, comprised of data processing managers from circuit court clerks' offices across the state. This group developed the procedures and software required for court clerks' offices to report court events electronically via magnetic tape to ISP and to the Illinois Secretary of State's office.

The federally funded on-line disposition reporting project will take this initiative one step further. The two-way communication channel used for reporting dispositions to CCH also will be used to improve and expedite error identification by ISP, error notification to the clerk's office, and the subsequent reporting of corrections back to ISP. The first on-line disposition reporting project is now being developed in DuPage County.



Technicians at the BOI in Joliet map coordinates from fingerprint cards.

Kristi Turnbaugh



Through AFIS, Illinois fingerprint submissions on 10-print cards are compared against the computerized database of more than 2.1 million cards.

Kristi Turnbaugh

Auditing

The other CHRI improvement project created with federal funds is the Comprehensive CHRI Data Quality Audit. Federal guidelines for Illinois' CHRI Improvement Plan require a comprehensive data quality audit or assessment to help make informed decisions regarding project development and evaluation.

The audit is expected to provide periodic measurement of Illinois' progress toward compliance with BJA waiver criteria regarding timeliness, completeness and accuracy of CHRI. In addition, the audit plan includes a detailed descriptive overview of current CCH system records and an assessment of recent changes to that system. (A more detailed description of this plan can be found in the article on CHRI Auditing, found on page 8 of this issue of *The Compiler*.)

Other CHRI Improvements

Several CHRI improvement strategies developed through the work of the Ad Hoc Committee and its various work groups will not require the use of federal funds:

- ◆ The ISP has hired data entry staff to help eliminate the backlog of arrest fingerprint cards waiting entry onto CCH. They have successfully reduced the backlog from 208,016 in October 1992 to 55,893 in May 1994. In addition, ISP's Disposition Acquisition Unit was formed in 1990 to seek out dispositions related to requested conviction information. Since then, the Unit acquired more than 400,000 dispositions — mostly state's attorney filing decisions — which were subsequently posted to CCH.

- ◆ As cited earlier, the absence of document control numbers (DCNs) prevents court dispositions from being posted to the CCH database. Two corrective measures have been initiated through the Ad Hoc Committee in those jurisdictions with the largest number of arrests and dispositions. First, the circuit court clerks' offices in Cook and DuPage counties began sending notification letters to arresting agencies and prosecutors that file court cases without DCNs. The letters requested

that these agencies supply missing DCNs for specific cases. They also stressed the general importance of transmitting these numbers so that court dispositions will ultimately appear on the rap sheets, on which agencies regularly depend.

Also, collaboration between the Cook County state's attorney's and circuit court clerk's offices will help get court dispositions posted on CCH that were previously reported to CCH without DCNs. An analysis by the Ad Hoc Committee's Cook County CHRI Work Group revealed that most of the DCNs missing from the circuit court clerk's database are contained in the

state's attorney's case tracking system. The state's attorney's office, therefore, is now beginning to transmit case records to the clerk's office through a tape exchange. Once these DCNs are recovered, the clerk's office will then report the corresponding court dispositions to CCH, allowing thousands of dispositions, previously sitting in a pending file at ISP, to be posted.

- ◆ Many court dispositions cannot be posted to CCH because they contain statutory offense citations that do not meet ISP requirements. The complexities

see CHRI, page 18

Guidelines for Obtaining Livescan Technology

Livescan fingerprint devices offer agencies that use them several benefits. With the technology, subjects are fingerprinted once; technicians perform data entry once; and, fingerprint cards are printed on an as-needed basis. This capability can significantly increase efficiency and accuracy in taking fingerprints and keeping records.

For Illinois agencies interested in acquiring livescan devices, it is essential to consider several factors before committing scarce local dollars toward their purchase. (Costs are not discussed here, as prices for livescan equipment vary.)

Some agencies received federal funds to set up pilot livescan programs and therefore had standardized criteria to follow when making their selections. Other groups must make sure any equipment they buy conforms to requirements of both the Illinois State Police (ISP) and the FBI for electronic submission of livescan images.

Specifically, the livescan device must be able to accept all data necessary for completion of state and federal fingerprint cards. After data is entered they should be edited to comply with ISP and FBI standards. Also, local agencies should be able to print out fingerprint cards on-site, without having to submit noncriterion charges (Class C misdemeanors and local ordinance violations) to the ISP's Bureau

of Identification (BOI) in Joliet. The livescan device needs to generate document control numbers (DCNs) and process control numbers (PCNs) and be able to include them in transmissions to the ISP, state's attorneys and courts. A block of these numbers can be provided by the ISP. Vendor criteria should include the ability to provide notification to state's attorneys and courts for criterion charges (felony and Class A and B misdemeanors) and to provide them with forms, if necessary, to use in reporting disposition information to the ISP.

Before purchasing a livescan system, agencies are encouraged to check with the BOI to make sure it has the equipment necessary to receive their electronic submissions. Currently, the BOI is receiving fingerprints from livescan devices sold by Digital Biometrics, Inc., 5600 Rowland Road, Minnetonka, MN 55343, (612) 932-0888, fax (612) 932-7181, and Identix Incorporated. (In Illinois, contact CORTECH, 125 Windsor Dr., Suite 124, Oak Brook, IL 60521, (708) 571-0770, fax (708) 571-0720, for information on Identix products.)

Local agencies also can contact Assistant Bureau Chief John Loverude at the Bureau of Identification, 260 North Chicago St., Joliet, IL 60431-1040, (815) 740-5176, for more information.

Assessing the quality of data

Accurate and complete criminal history record information is of paramount importance to the effective administration of criminal justice. Ensuring the quality of state criminal history records is a goal strongly echoed at the federal level. States are now required to set aside at least 5 percent of federal anti-drug abuse block grant funds for improving criminal history records.

By Mark Myrent

assisted by John Loverude and Len Wojciechowicz

Federal regulations governing the collection, maintenance and dissemination of criminal history record information (CHRI) have been in place since 1976. These regulations require that audits of the state central repository be conducted to help ensure the quality, privacy and security of criminal history records.

Under the Illinois Criminal Justice Information Act, the Illinois Criminal Justice Information Authority has a mandate to audit the quality of data maintained by the central repositories for CHRI. This enabling legislation states the Authority will "act as the sole, official, criminal justice body in the state of Illinois to conduct annual and periodic audits of the procedures, policies and practices of the state central repositories for CHRI."

The Illinois computerized criminal history record system, maintained by the Illinois State Police (ISP), is the most audited criminal history record program in the nation. Since the early 1980s, the state computerized criminal history (CCH) system has been audited eight times. Seven were conducted by the Authority and its

predecessor agency, the Illinois Criminal Justice Information Council; the first was conducted by the Office of the Illinois Auditor General. Because of reduced funding, the Authority is no longer conducting the state-level audit.

Auditing Procedures

The basic purpose of a CHRI data quality audit is to determine the extent to which criminal justice transactions required to be reported to the central criminal record repository are fully and accurately reported in a timely manner and are accurately entered into the repository database. These transactions include arrests, state's attorneys' filing decisions, final court dispositions, and correctional admissions and status changes. Some elements of data quality can be evaluated at the repository without reference to official records maintained at reporting agencies. For example, timeliness of reporting can be assessed by comparing dates when reported transactions occurred with dates when reported information was received at the repository (if reception dates are logged) or dates

when information was posted to the CCH database (if these dates are logged). In addition, analysis of the repository database identifies instances where transactions apparently occurred but were not reported such as arrest entries for which no dispositions were received within a designated period, or entries showing a court conviction and prison sentence without a report correctional admission within an appropriate period. The Authority used these analyses extensively in many of its CCH audits.

The Authority's Audits

ISP's Bureau of Identification (BOI), Illinois' central CHRI repository, has almost always been at the center of Authority audits. However, from year to year, Authority audits focused on different elements of CHRI. For example, the 1988 audit was the first to look at CHRI after a major CCH system redesign the prior year. It found ISP's procedures on dissemination and ensuring individuals' rights to access and review their records complied with state and federal requirements. The audit also found that ISP had established adequate procedures at its Joliet facility to ensure the confidentiality and security of CHRI.

In examining the quality of CHRI data, however, the 1988 audit found, as have most audits before and since, that missing dispositional information was the most serious and persistent problem plaguing the CCH system, and it compromised the usefulness and integrity of stat rap sheets. The audit found that a large number of arrest transactions on records created under the redesigned CCH system were missing both state's attorneys' filing decisions and final court dispositions.

Similarly, the 1990 CCH audit found that while the overall percentage of arrest lacking dispositions decreased since the 1988 audit, the majority were still missing both the state's attorneys' and court dispositions. Moreover, the 1990 audit found that for Cook and DuPage counties Illinois' two largest reporting jurisdiction the percentage of missing dispositions was even higher. While both counties were reporting dispositions by automated tape,

the audit pointed to technical problems with that process.

The Authority's 1992 audit examined the CCH system using information from the Illinois Department of Corrections (IDOC) as a starting point. This evaluation targeted rap sheets of IDOC inmates, since that population included offenders convicted of the most serious crimes — many of whom had extensive prior criminal histories and were likely to recidivate upon release. The audit found that nearly half of the total arrests that appeared on inmates' rap sheets lacked final court dispositions — an average of more than three per inmate. The audit also found it was very difficult for rap sheet users to obtain a complete picture of all events related to an inmate's most recent incarceration because of missing disposition information. Only one

useful audit method is agency site visits, where records are examined and the adequacy of reporting procedures is determined.

This audit method is highly accurate for two reasons. First, auditors may establish that particular reportable transactions actually occurred. Second, by comparing the official agency records with repository records, the auditor can determine whether the transactions were reported fully, accurately and in a timely manner. This type of auditing can be expensive and time-consuming, since large numbers of records have to be reviewed to yield statistically significant results. In large states, this could mean thousands of records. In addition, some agencies do not consistently maintain official source documents. Some, in fact, do not even maintain event (e.g., arrest) logs.

The audit found that nearly half of the total arrests that appeared on inmates' rap sheets lacked final court dispositions — an average of more than three per inmate.

in seven IDOC inmates had rap sheets containing information about their most recent incarceration and each of the case events leading up to it — that is, the complete criminal history from arrest through incarceration.

Local Agency Audits

These audits, which examine records received at the repository, have certain built-in limitations. It is not possible, for example, to determine whether all reportable transactions have been reported completely and accurately. Determinations require references to official source documents maintained by reporting agencies, such as arrest reports, prosecutor files, court dockets and other case files. One

In Illinois, two local agency auditing programs are in place. The ISP has been conducting audits since January 1991. Although the numbers of records reviewed do not produce statistically significant results, they provide a general assessment of data quality levels for planning purposes. These audits seek to determine whether agencies are following proper procedures for reporting, use and dissemination of CHRI. From the inception of the program through the first half of 1994, the ISP audited 68 police departments, 39 sheriff's departments, 76 state's attorneys' offices, 74 circuit court clerks' offices and 11 non-criminal justice agencies.

From the 268 completed audits, the ISP has determined that timeliness is the

single most pervasive deficiency. More than 60 percent of the audited agencies failed to report their CHRI documents in the time frame required by law. Filed charge, disposition and custodial information must be submitted within 30 days of the event. However, statutes require that arrests be submitted daily. Other significant audit findings include inaccurate reporting, improper dissemination of CHRI and under-reporting of juvenile arrests. All these problems can be found statewide and contribute to incomplete and inaccurate rap sheets.

Federal Auditing Program

The other local agency auditing initiative is associated with the federal program for CHRI improvement (see the lead article in this issue). To show compliance with federal regulations, states are now required to have a plan to ensure the timeliness, completeness and accuracy of CHRI. This plan must guarantee that the state conduct annual audits of a representative random sample of state and local criminal justice agencies to document adherence to federal regulations. The Crime Control Act of 1990 requires that each state receiving federal Edward Byrne Memorial State and Local Law Enforcement Assistance formula grant funds (including Illinois) allocate at least 5 percent of the total award for improvement of criminal justice records, unless certain requirements are met. The Authority created the Criminal History Records Audit Center in August 1993 with a portion of these funds.

Although the current 1993-94 audit is designed to measure compliance with federal standards, it also will examine other facets of CHRI. A system overview will examine the current CCH system and the changes that have occurred over the past 10 years. A report, scheduled to be published in September 1994, will include an examination of the following:

- ◆ Record growth over time.
- ◆ Record dissemination and inquiry types.
- ◆ Submissions received, by type.
- ◆ Backlog of arrests and dispositions.

see Audit, next page

One method of auditing is to conduct agency site visits to examine records and assess the adequacy of reporting procedures.

Audit, from page 9

- ◆ Staff and resources devoted to the records entry process; and, a comparison of Illinois information to other comparable states.

The audit's second phase examines CHRI timeliness. Auditors visited the ISP/BOI during three-day periods in February, May and August 1994. They logged each incoming arrest, charge, court disposition

with source documents from a sample of local reporting agencies and compare them with entries on the CCH system. Staff have already gathered most of the records from 49 police agencies, five state's attorneys, five clerks of the circuit court, five jails and the IDOC. Each agency was asked to provide arrests for each April from 1989 to 1993. Using the arrest records,

release in May 1995, coinciding with the release of the final report. The impact on public safety from incomplete rap sheets for that group of offenders will be greatest then, since that is the date they will be "hitting the streets."

Audit Uses

Findings and recommendations produced by audit activities have been used extensively throughout the years by the ISP, the Authority, reporting agencies and CHRI users. They have helped identify, quantify and set priorities for CHRI improvements, ranging from minor procedural changes and educating staff on individuals' rights of access and review to the complete redesign of CCH, an improvement implemented in 1987. In some cases, audits themselves simply identified that a problem existed. Further analysis was necessary to develop and implement the most appropriate solution. These audits also served as an impetus to create other committees, such as the Ad Hoc Committee on Dispositional Reporting, to conduct more in-depth studies of relevant problems.

Many changes in the CHRI program, in terms of new services, have been driven by external forces, such as legislation and changes at the federal level. However, virtually all improvements in how CHRI is reported, processed and made available have been driven by audit activity. ■

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The Illinois computerized criminal history record system, maintained by the Illinois State Police (ISP), is the most audited criminal history record program in the nation.

or custodial event received at the ISP. The visits were staggered so as to gather information at various times of the month. The gathered data provided a snapshot of the timeliness of local agency submissions.

About three months following each visit, auditors return to track the same records so they can determine if and when they have been posted to the CCH database. This will help identify the timeliness of ISP's data entry as well as possible factors that contributed to records not being posted. Currently, two visits have been completed; a third is scheduled in November.

The audit will look at CHRI accuracy and completeness in several different ways. First, in the "reverse audit," staff will begin

staff determine whether a corresponding CCH record exists. If it does, then the agency's records or copies of those sent to the ISP are compared to the CCH record to determine record accuracy and completeness.

Second, auditors will analyze a cycle of cases. Starting with a sample of 49 police agencies, they will track arrests for each April from 1989 to 1993. Auditors will examine the formal criminal justice system contacts offenders have that are required to be reported and entered into the CCH system and then determine whether the reporting and posting occurred.

Finally, the audit will update the Authority's 1992 CHRI analysis of IDOC inmates' rap sheets. It will examine rap sheets of every inmate scheduled for

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