

Illinois Strategy to Control Drug and Violent Crime FFY 96

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Forward

Although overall seizures remain high, there is concern that the interdiction effort has had limited effect on overall illicit drug availability and consumption in the United States. Cocaine seizures undoubtedly constitute a substantial share of total cocaine production, but the desired effects on U.S. price, purity, and availability have not been seen. Accordingly, cocaine-along with other illicit drugs-remains available in sufficient quantities to satisfy demand, with relatively low prices and high purities. This should not be understood to mean that law enforcement efforts should no longer conduct seizures as part of its operations. If law enforcement efforts focusing on reducing drug availability in the United States were reduced, in all probability, there would be even greater drug availability and even lower prices and higher purities in the market, which would lead to increased use. Instead, seizures should be viewed not as an end in themselves but rather as part of the larger whole. More often than not, seizures result from an extensive law enforcement investigation targeting a drug trafficking organization. Clearly, the arrest, prosecution, and incarceration of drug criminals is an important objective of drug law enforcement, and efforts to dismantle drug trafficking organizations will often result in drug seizures.

National Drug Control Strategy
February 1995

EXECUTIVE SUMMARY

Illinois' FFY96 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 encouraging. Criminal justice agencies are arresting, prosecuting and convicting record numbers of offenders. Statewide indicators of violence are encouraging; violent Index offenses have remained stable; admissions to trauma centers as a result of intentional injuries have decreased; and cases of child sexual abuse have decreased. Individual agencies also 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; and children are allowed to play in parks which have been off limits. In those jurisdictions where comprehensive, system-wide efforts have been put in place, indicators of the level of drug and violent crime have shown improvement. In those jurisdictions that have not been able to implement comprehensive programs, the drug and violent crime problem has remained the same or gotten worse. Evaluators report that specific programs are meeting their stated objectives and improving the quality of life in the specific areas targeted by the program.

Yet, despite this good work, there are a number of ominous trends. Neither the supply or price of drugs in Illinois seem to have been effected. Cocaine purity remains stable, while the purity of heroin in Illinois has increased. Crack cocaine, and its relationship with firearm-related violence, has had a significant impact on a number of Illinois communities. Drug use among those involved in crime continues at a high rate and it also appears that drug use among youth is increasing, while the perceived danger of drugs has decreased.

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;
 - 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 FFY96 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. Since FFY96 funds are being appropriated on a pro-rata basis through March 15, 1996, only currently funded programs will receive funding through January 31, 1997. Once Illinois's full award for FFY96 is known, new programs will be explored that will seek to increase arrest and prosecution of violent offenders plus reduce their recidivism in areas with high violent crime rates.



STATE ADMINISTRATIVE AGENCY

The Illinois Criminal Justice Information Authority is the state agency established to promote community safety by providing public policy-makers, criminal justice professionals, and others with the information, tools, and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. Since its creation in 1983 the Authority has provided an objective, system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. It also works to enhance the information tools and management resources of individual criminal justice agencies. 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: a 15-member board representing different parts of the criminal justice system and the private sector; and a professional staff trained in criminal justice administration, information technology, research and analysis, and agency management. In addition, the Authority regularly organizes advisory committees or work groups, consisting of Authority members, staff, other criminal justice officials, researchers, and other experts, to address specific problems or needs. 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;

State Administrative Agency

- 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 17 years, Ms. Buckwalter previously managed criminal justice grants, planning, and training for the Illinois Law Enforcement Commission for nearly a decade.
- **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.
- **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 23 years, 20 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.

- **Roger Richards** has spent 24 years with the Fairview Heights Police Department, including the last 17 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 35-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.
- **Jim Ryan** became Illinois' Attorney General in January 1995. Previously, he served as State's Attorney for DuPage County and spent time in private practice.
- **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 more than a decade.
- **Michael Waller**, a 13-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.
- **Odie Washington** has worked in the Illinois Department of Corrections for 21 years. He has been the Director since December 1994. He is a former warden of the Dixon & East Moline Correctional Center.

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 1995, for the eleventh 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

State Administrative Agency

comment on any strategy proposed to the US Department of Justice; these include 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 FFY96 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 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 all components of the criminal justice system, as well as citizen groups and service providers submitted written remarks (see Appendix B for a list).

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

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 market-based measures of drug availability, trends in drug-associated health problems, rates of illegal drug use, 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 and it 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 residents.

The Supply of Illicit Drugs in Illinois

Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice and public health care sources can be helpful in estimating drug availability. Information from a recent survey of drug enforcement units, as well as the most up-to-date data available on drug price and purity and drug-related health problems are presented below as indicators of the drug supply in Illinois. The major findings are:

- o Illicit drugs, particularly cocaine and cannabis, are readily available throughout the state;
- o Crack is now more readily available than powder cocaine; and,
- o Overall, the drug supply has been relatively stable in recent years.

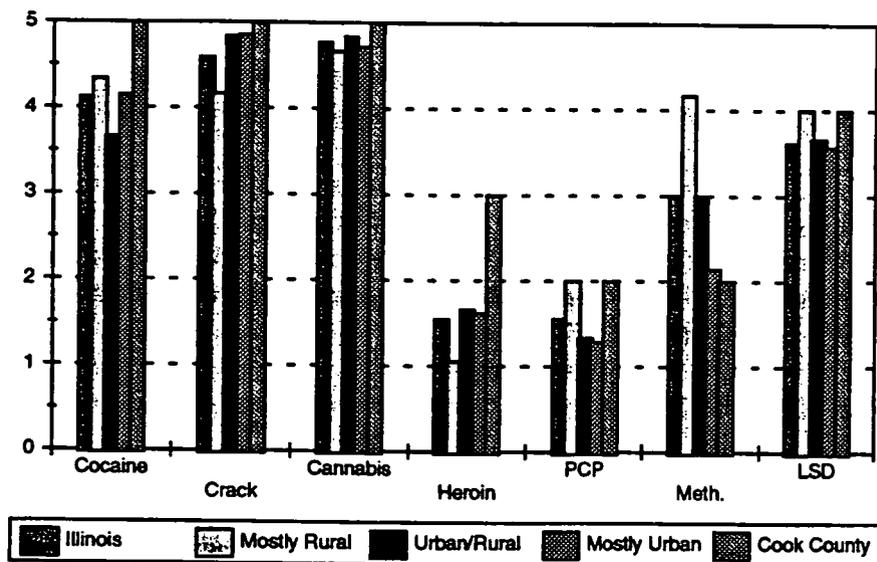
Extent and Nature of Drug and Violent Crime

Statewide Survey of the Availability of Drugs

In June 1995, the Authority conducted a survey of each Metropolitan Enforcement Group (MEG) and Drug Enforcement Task Force in Illinois on the availability of drugs in their area. These covert drug enforcement units cover 83 of Illinois' 102 counties and 90 percent of the state's population. Questions were asked concerning the availability of specific drugs, and results were analyzed by region of the state.

Based on survey responses, cocaine and cannabis continue to be the most visible drugs on the street. Cocaine, crack cocaine and cannabis were all reported to be readily available across all regions of the state, as was LSD to a somewhat lesser degree. Heroin was reported as more readily available in Cook County than elsewhere, while methamphetamine was reported as readily available in rural areas (Figure 1). More detailed findings from the survey are reported in the following sections which discuss the availability of specific drug types.

Figure 1
Availability of Drugs Across Illinois
1=Not Available 5=Easily Available

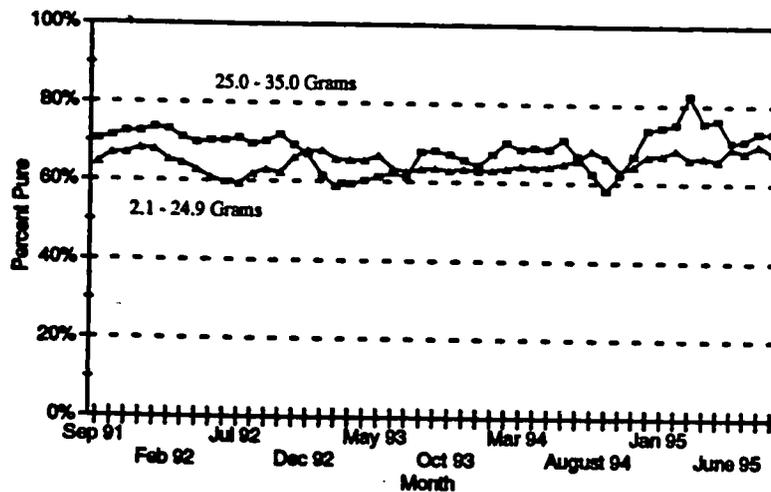


Cocaine

Although selected indicators suggest that a reduction in the availability of cocaine occurred in late 1989 and early 1990, the cocaine supply quickly rebounded and has remained relatively stable in recent years. MEG and Task Force units report that cocaine is readily available across all regions of the state and that crack is more readily available than *powder* cocaine in most areas. Among Illinois students, the percentage that said cocaine was easy to obtain was higher in 1993 than in 1990.

Price and purity data also suggest that cocaine is plentiful and in stable supply. For example, data from Illinois State Police (ISP) crime labs indicate the average purity of cocaine samples weighing 2.1 to 24.9 grams fell from 69 percent in August 1989 to 50 percent in August 1990, but then increased to 69 percent in August 1991, and 77 percent in March 1992. Since that time, the purity of samples weighing 2.1 to 24.9 grams has averaged between 60 and 70 percent (Figure 2). The average purity of samples weighing between 25 and 35 grams has followed a similar trend. Based on traditional supply/demand economic models of drug markets these data suggest an increase in cocaine availability in 1991 and 1992, and a stable supply since.

Figure 2
Average Purity of Cocaine
Submitted to ISP Crime Labs



Trends in the average price of cocaine in Illinois follow a similar pattern. After kilogram prices bottomed-out at \$18,000 in 1988, prices rose to as high as \$45,000 per kilogram by late 1990. However, the Drug Enforcement Administration (DEA) reported that by the end of 1994, Chicago prices had fallen to between \$20,000 and \$25,000 per kilogram, while costs in the central region of the state fell to between \$26,000 and \$28,000. Based on surveys of Illinois' MEGs and Drug Enforcement Task Forces, the average price per gram of cocaine has been at or slightly below \$100 since 1991.

Public health system indicators also suggest an increase in the availability and potency of cocaine in recent years. Cocaine-related hospital emergency room admissions in the Chicago metropolitan area doubled between 1990 and 1994, jumping from 5,000 to 10,119. In 1994, cocaine was mentioned in nearly 51 percent of all drug-related emergency room episodes in Chicago, compared to 28 percent nationwide. The number of drug related *deaths* reported in

Extent and Nature of Drug and Violent Crime

Chicago that involved cocaine more than doubled between 1990 and 1993, from 126 to 291. Between 1992 and 1993 alone, the number of cocaine related deaths in Chicago increased 45 percent.

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 1994, admissions to DASA-funded treatment facilities for primary cocaine abuse increased from 492 to 24,431. More recent trends show cocaine admissions increasing 5 percent between SFYs 1993 and 1994.

The Authority also tracks referrals to treatment by Interventions Chicago, a telephone hotline for individuals seeking information about substance abuse treatment services. Between SFYs 1992 and 1994, referrals to treatment for powder cocaine more than tripled, from 738 to 2,835. Between SFYs 1994 and 1995, however, referrals to treatment for powder cocaine decreased 54 percent, from 2,835 to 1,313. In SFY 1995, powder cocaine accounted for 13 percent of all referrals made by Interventions Chicago, compared to 28 percent in SFY 1994. This most likely reflects a shift from powder to crack cocaine.

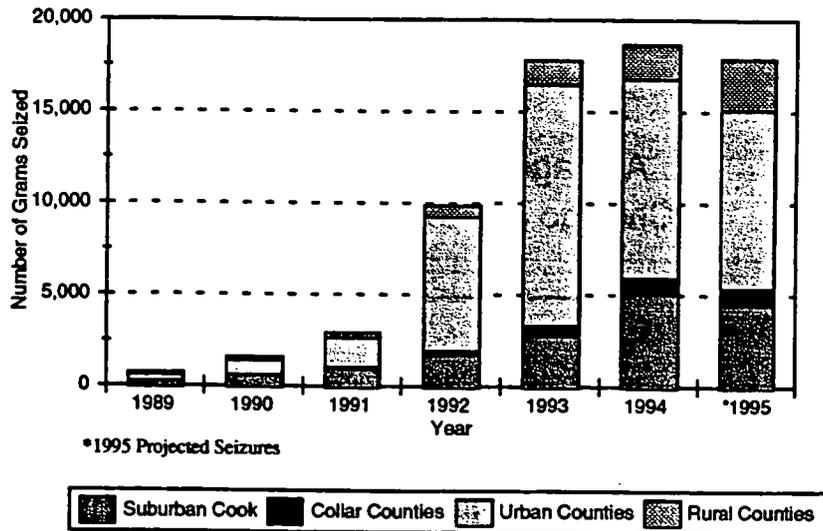
Crack Cocaine

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 DEA and data from the National Institute on Drug Abuse (NIDA) indicate Chicago is one of four *source* cities for crack cocaine distribution across the United States, along with Detroit, Los Angeles, and St. Louis. As previously reported, a 1995 Authority survey of Illinois' MEGs and Task Forces indicated crack cocaine is readily available throughout all regions of the state. While crack is inexpensive, prices vary. For example, the cost per rock ranges from \$3-\$5 on the north and northwest sides of Chicago to \$20 in other areas of the city.

Although the public has traditionally associated the crack problem with Chicago, the availability and use of crack has increased throughout Illinois, particularly in urban areas. In 1994, 18,660 grams of crack cocaine were seized outside of Chicago, 5 percent more than in 1993, but more than double the 1992 figure. Based on figures through the first nine months of the year, crack seizures outside of Chicago are expected to again exceed 18,000 grams in 1995. Between 1989 and 1994, urban counties outside of suburban Cook and the collar counties accounted for more than two-thirds of the crack seized outside of Chicago.

Data clearly indicate, however, that crack has emerged in all regions of the state (Figure 3). For example, the amount of crack seized in rural counties increased from 15 grams in 1989 to a projected 3,560 grams in 1995. Most of this increase was driven by seizures in Alexander, Jackson, Jefferson, and Knox counties. In 1989, 10 Illinois counties reported a seizure of one gram or more of crack. By 1995, 47 counties reported crack seizures of one or more grams.

Figure 3
Quantity of Crack Cocaine Seized
Outside Chicago by Region



Still, the majority of crack seizures in Illinois continue to take place in Chicago. During the first seven months of 1995, more than 27,000 grams of crack cocaine were seized by the Chicago Police Department, compared to more than 17,000 grams seized in the rest of Illinois during the same period.

The increased availability and use of crack cocaine is also evident in the number of referrals to drug treatment by Interventions Chicago. Between SFYs 1992 and 1995, referrals to treatment for crack cocaine by Interventions increased nearly nine-fold, from 587 to 4,908. Referrals for crack cocaine accounted for one-half of all Interventions' referrals in SFY 1995, compared to 15 percent in SFY 1992.

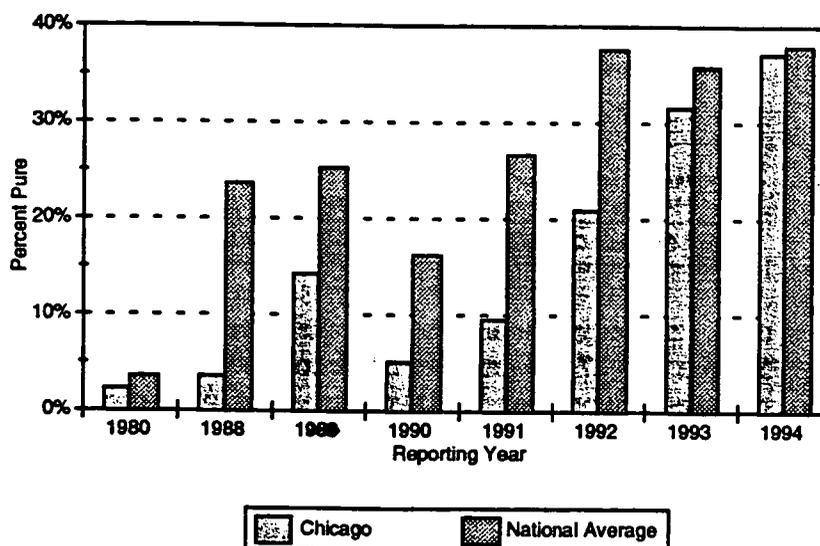
Heroin

The DEA's Chicago Field Division continues to report an increase in the availability of high quality heroin in the Chicago and the northwest Indiana region. Chicago continues to be one of the few cities within the DEA's Domestic Monitor Program (DMP) to report the availability of all four major types of heroin (Mexican black-tar, Mexican brown heroin, Southwest Asian and Southeast Asian white heroin). The DMP indicates that since 1991, there has been a major shift in the heroin market in Chicago, with the predominant form of heroin changing from Mexican brown to Southeast Asian white. However, Mexican brown, and recently South American white heroin, remain available throughout the Chicago metropolitan area. The Authority's survey of MEGs and Task Forces indicated that Mexican brown heroin was available in most urban areas of Illinois, while white heroin was primarily available in Cook and the collar counties.

Extent and Nature of Drug and Violent Crime

As a result of the increased availability of Southeast Asian heroin, heroin purity levels in Chicago have increased dramatically. In 1988, the purity of heroin seized by the DEA averaged 4 percent, while the national average was nearly 25 percent (Figure 4). By 1994, heroin purity levels in Chicago had reached 37 percent, just under the national average (37.4 percent pure). Chicago epidemiologists and treatment providers report that the higher purity levels may be a response to younger users' desire to snort the drug rather than inject it intravenously.

Figure 4
**Average Purity Level of Heroin,
Chicago and the National Average**



Prices for heroin vary depending on the type, with Mexican black-tar and brown heroin selling for considerably less than Southeast Asian white. In 1990, the average price for an ounce of Mexican heroin in Chicago was \$600, with gradual increases occurring through the end of 1994, when an ounce averaged between \$1,000 and \$1,500. Ounce prices of Mexican heroin are as high as \$2,600 in central Illinois.

While Southeast Asian white heroin is more expensive than brown heroin, the average ounce price of white heroin decreased 33 percent between 1991 and 1994 in Chicago. In 1991, the Community Epidemiology Work Group (CEWG) reported that an ounce of white heroin was selling for nearly \$7,500. The price remained at \$6,500-\$7,000 between 1992 and 1993, before falling to \$4,500-\$5,000 per ounce in 1994. In June 1995, the Cook County Metropolitan Enforcement Group reported that the Chicago area price had decreased again to \$3,500 per ounce. The CEWG also reported that the price for a "bag" of white heroin, a small quantity most commonly sold on the street to users, also decreased during this period. In 1991, the average price was \$20 per bag; in 1994, bags were being sold in Chicago for \$5.

Heroin-related emergency room admissions increased 143 percent in the Chicago area between 1988 and 1994, from 1,848 to 4,501. During the same period, the number of heroin-related emergency room episodes occurring nationally increased 63 percent. In 1994, heroin was involved in nearly one-quarter of all drug-related emergency room episodes in the Chicago area. Between 1990 and 1993, the number of heroin-related *deaths* in Chicago increased 124 percent, from 148 to 332. Heroin was mentioned in 53 percent of all drug-related deaths in Chicago between 1989 and 1993, compared to 41 percent across the rest of the nation.

Although admissions to DASA-funded treatment programs for opiates decreased during much of the 1980s, this pattern began to change in the early 1990s. Between SFYs 1990 and 1994, treatment admissions for opiates almost doubled, from 4,893 to 9,444. Opiate admissions also increased as a proportion of total drug treatment admissions, from 14 percent of all admissions for illicit drugs in SFY 1990 to 22 percent in SFY 1994.

Marijuana

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

Cannabis prices (as with other drugs) depend on the quality of the drug. In the early 1980s, prices were extremely low. In 1983, for example, the average price per pound of cannabis was between \$400 and \$600 for commercial quality cannabis. However, by 1992, prices increased to \$1,600 per pound for mid-quality commercial "Mexican" cannabis, and between \$3,300 and \$4,000 per pound for higher quality Sinsemilla. Initial reports from the DEA indicate that 1995 prices are similar to those reported in the past few years, with commercial grades selling for \$1,400-\$1,700 per pound and higher grades selling for \$2,500-\$4,000 per pound. Although cannabis has become more potent in recent years, some of the price increases may also be due to increased enforcement efforts and the successful eradication of locally grown cannabis. According to the DEA, Illinois ranks among the top five states for the eradication of outdoor ditchweed and cultivated plants, and indoor cannabis plants.

Although emergency room admissions involving cannabis account for a relatively small proportion of all drug-related emergency room admissions in Chicago, the 2,028 episodes reported in 1994 was the highest on record. While cannabis is not mentioned frequently in emergency room episodes and deaths attributed to drug abuse, the use of cannabis by younger users and in conjunction with other drugs continues to increase in Chicago. Epidemiologists in Chicago report a growing trend among heroin users to follow the snorting of the opiate with the smoking of a combination of marijuana and crack cocaine, known as a "flamethrower." Younger cannabis users in Chicago are also smoking the drug through cigar casings known as "blunts," a trend that started in Philadelphia. However, unlike other areas of the country, in Chicago the blunt is sold on the street as a finished product, instead of the user having to create the cannabis cigar.

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Between SFYs 1990 and 1993, the number of DASA funded substance abuse treatment admissions for primary marijuana abuse decreased 5 percent, from 5,310 to 5,025. More recently, however, treatment admissions for marijuana *increased* 24 percent, to 6,247, in SFY 1994.

Other Illicit Drugs

While cocaine, heroin, and marijuana present the most pressing problems in Illinois, other illicit drugs are available across the state. MEGs and Task Forces report that LSD is readily available across all regions of the state (see Figure 1 on page 2). Methamphetamine is reported as more readily available in rural areas than in all other regions. This pattern is corroborated by DEA reports of increased trafficking of methamphetamine and LSD in the central region of Illinois.

Drug Distribution Patterns

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 organizations 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 between the DEA and local law enforcement agencies resulted in 243 arrests in 1994, a 14 percent increase over 1993 cooperative arrest totals. Of the 1994 arrests, 62 percent of the arrests involved cocaine or opiates. DEA and local law enforcement cooperative efforts also led to 111 drug convictions in 1994.

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 markets in the Chicago and northwest Indiana region. Data concerning seizures at Chicago's O'Hare International Airport are an indicator of increased trafficking in the state of Illinois. Between 1990 and 1994, the *quantity* of narcotics seized by U.S. Customs at O'Hare increased from 15.2 pounds to more than 3,783 pounds, with the *number* of seizures increasing from 48 to 977. While marijuana accounted for the majority of drugs seized by Customs in Chicago, the amount of heroin seized during this period increased more than ten-fold, from 6.4 pounds to 66.2 pounds.

Control of Chicago's heroin market has been shared by three ethnic networks during the past ten years-- Asians, Mexicans, and Nigerians. From the late 1980s through 1993, the majority of heroin distributed in Chicago was Mexican brown. In recent years, however, an increase in Asian groups trafficking in heroin from Southeast Asia has resulted in greater availability of white Asian heroin. Similar to Asian networks, Nigerian groups have been able to quickly create a successful narcotics distribution center. DEA and Chicago police officials point to the Asians' and Nigerians' histories of being very secretive and unwilling to work with strangers-- which makes law enforcement efforts to penetrate the networks almost impossible. Both ethnic groups develop very structured drug distribution networks which have elaborate and widespread intelligence networks.

While law enforcement efforts to penetrate Chicago Nigerian networks have met with limited success, DEA intelligence reports that Chicago is one of the most important heroin trafficking hubs. Currently, the DEA estimates that 70 percent of the heroin available in Chicago comes directly from Nigerian trafficking groups, who funnel the drugs to Chicago-based street gangs for retail distribution throughout Illinois. Chicago is also becoming a base for heroin distribution to other areas of the United States. Between 1992 and 1994, more than 500 pounds of heroin were seized by the DEA and Customs in Chicago and other national and international points of entry with direct distribution links to Chicago.

The DEA reports that the Colombians have recently become a stronger fixture in Chicago's heroin markets. During the past two years, the DEA intercepted large amounts of white heroin which was assumed to come from Southeast Asia. However, testing showed the drug, while similar to Asian white, was being produced in South America. This "new" white heroin provides further evidence of the recent re-emergence of Colombians in Chicago's drug market. The marketing of heroin by the Colombians may be facilitated by their ability to use existing cocaine networks, which proved extremely strong during the 1980s.

The Demand for Illicit Drugs in Illinois

Although measuring drug use is also difficult, data from the criminal justice and public health care systems can be equally helpful in assessing demand. Information from drug use prevalence surveys, the Drug Use Forecasting (DUF) program, the Adverse Pregnancy Outcome Reporting System (APORS), and other sources are presented below as indicators of the demand for drugs in Illinois. The major findings are:

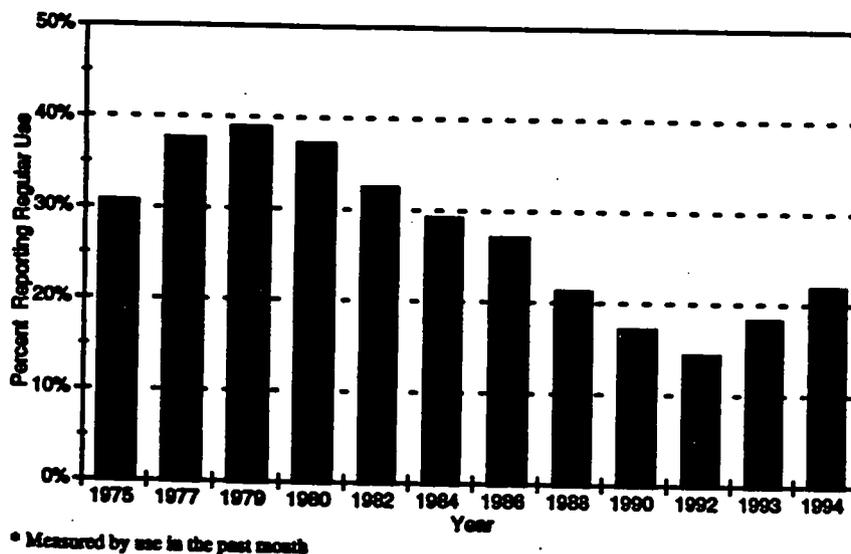
- o Drug use among youth has been increasing nationally;
- o Drug use among the criminal justice population continues to remain at high levels; and,
- o Drug use continues to place considerable demands on the treatment and public health systems.

Extent and Nature of Drug and Violent Crime

Drug Use Among High School Students

The percentage of high school seniors across the country reporting regular drug use has increased for the second consecutive year. In 1994, almost 22 percent of the seniors in a national survey reported regular drug use (defined as use in the past month), compared to 18 percent in 1993, and 14 percent in 1992 (Figure 5). Paralleling the recent increase in reported drug use by high school seniors has been a decline in the perceived dangerousness of drugs. In 1994, 19.4 percent of the students in the survey perceived danger in limited marijuana use, compared with 27 percent in 1991. Similarly, 55 percent of the students perceived danger in using cocaine once or twice in 1994, compared to 60 percent in 1991.

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



In both 1990 and 1993, the Illinois Department of Alcoholism and Substance Abuse 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. Declines were reported across all grades, both genders, and each racial/ethnic group examined. Declines were also reported specifically for marijuana and cocaine use. The percentage reporting ever 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 use among African-American students. 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 in 1993. Among Illinois seniors, 22 percent reported having used marijuana in the past month, compared to 18 percent nationwide.

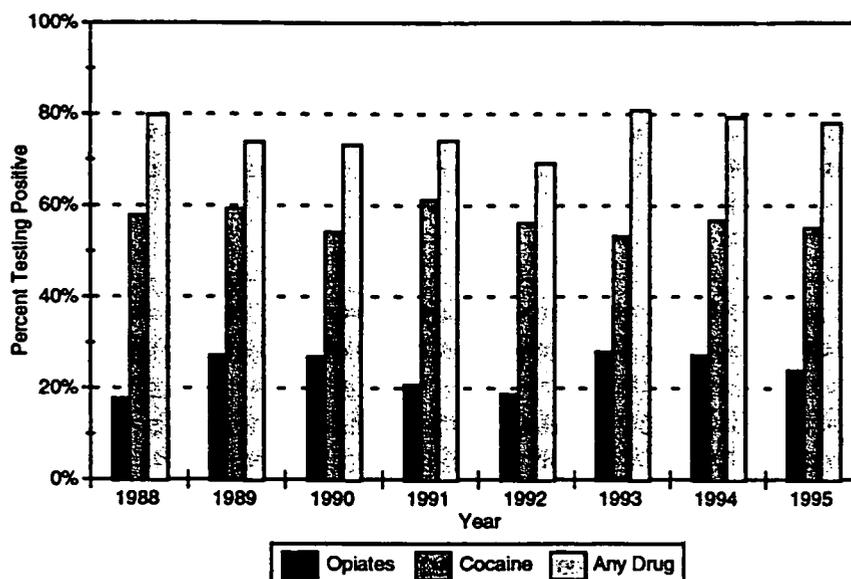
Although DASA's third survey of Illinois youth was conducted in 1995, the results will not be available until early next year. Although drug use declined among Illinois youth between 1990 and 1993, the recent increase in drug use among young people nationally is cause for concern. National prevalence rates also fell in the early 1990s before they started their upward swing in 1993, and there is little reason to think that drug use patterns in Illinois will significantly differ from those in the rest of the nation. Still, it is too early to make any definitive statements about changes in drug use in Illinois.

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 Drug Use Forecasting (DUF) program, operated in 23 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. Results from drug tests performed between October 1987 and August 1995 reveal that more than three-quarters of the 6,483 male arrestees tested were positive for at least one illicit substance. Of those arrestees testing positive, 57 percent tested positive for cocaine and 23 percent tested positive for opiates.

While the DUF program has revealed the high incidence of arrestee drug use, there have also been significant shifts in specific drug use patterns as the program enters its ninth year of operation. Excluding three reporting periods (February 1992, when more than 70 percent of arrestees tested positive; May 1993, when only 38 percent tested positive; and August 1995 when 36 percent tested positive), the proportion of arrestees testing positive for cocaine has remained stable between 50 and 63 percent (Figure 6). The percentage of arrestees testing positive for opiates has fluctuated dramatically, increasing from less than 19 percent in 1992 to 38 percent in 1994, before declining again to 24 percent through the first three reporting periods of 1995. However, in August 1995, 32 percent tested positive for opiates.

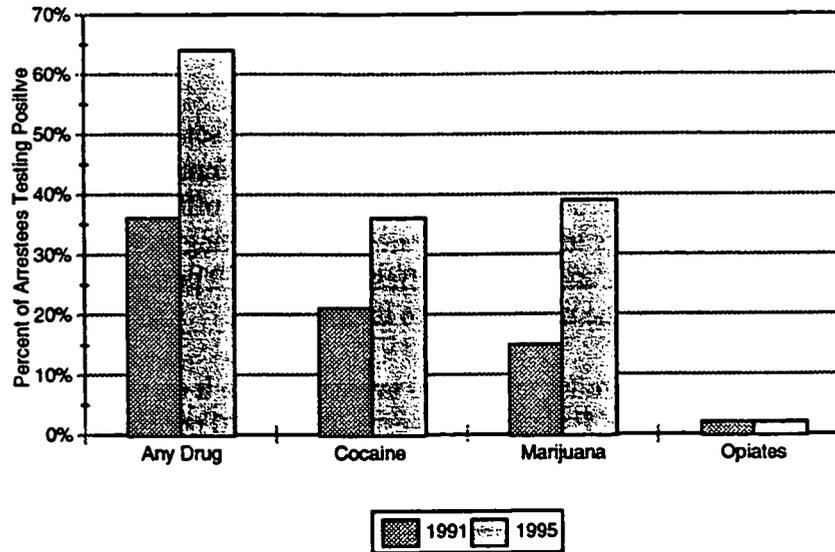
Figure 6
Percent of Chicago Arrestees Testing Positive for Drugs



In 1995, the Authority funded an expansion of the DUF program in Illinois to six counties outside of Cook. Preliminary data from the study, which was conducted by the Treatment Alternatives for Special Clients (TASC), indicates that drug use among arrestees is lower downstate than in Chicago. Among the nearly 1,000 downstate arrestees tested, 64 percent were positive for illicit drugs (Figure 7), slightly lower than the 75 percent testing positive in Chicago during the first three-quarters of 1995. In 1995, 39 percent of the downstate arrestees tested positive for marijuana, 36 percent tested positive for cocaine and 2 percent tested positive for opiates. Despite the fact that arrestee drug use is lower downstate than in Chicago, drug use among downstate arrestees increased significantly between 1991 and 1995. For example, the percentage of downstate arrestees testing positive for any illicit drug jumped from 36 percent in 1991 to 64 percent in 1995, while the percentage testing positive for cocaine increased from 21 percent to 36 percent.

Variation in the percentage testing positive was found across the six counties participating in the study (Adams, Champaign, Peoria, St. Clair, Will, and Winnebago). The percentage testing positive for any illicit substance ranged from a high of 67 percent in Winnebago county, to a low of 41 percent in Adams county. Winnebago and Peoria counties had the highest percentage of arrestees testing positive for cocaine, 47 percent and 39 percent, respectively; while Champaign and Will counties had the highest percentage testing positive for marijuana, 46 percent and 44 percent, respectively.

Figure 7
 Percent of Downstate Arrestees Testing
 Positive for Illicit Substances



Although the Chicago DUF program does not collect information on female arrestees, the downstate study included both males and females. The test results revealed differences in substance abuse by gender, with 48 percent of the female arrestees testing positive for cocaine, compared to 33 percent of the males. On the other hand, 44 percent of the male arrestees tested positive for marijuana, compared to 27 percent of the females.

Drug Use Among Probationers

A relatively large-- and growing--number of individuals on probation in Illinois are substance abusers. This is evident not only in the number of probationers ordered to drug treatment as a condition of their sentence, but also in the offense types for which probationers are sentenced. Between 1992 and 1994, the number of probationers ordered to some form of substance abuse treatment increased 25 percent, from 6,506 to 8,117. Of those probationers ordered to treatment during this period, 20 percent were ordered to drug treatment *only*, 46 percent were ordered to treatment for *both* drug and alcohol abuse, and 34 percent were ordered to participate in a TASC program. In 1995, 17 percent of all probationers were ordered to treatment compared to 10 percent in 1990. Among probationers sentenced for drug offenses, 30 percent were ordered to treatment in 1995, compared to 13 percent in 1990.

AOIC surveys of probation intakes in 1990 and 1995 suggest an increasing number of drug offenders are being placed on probation in Illinois. In May 1995, 24 percent of the offenders placed on probation were sentenced for a drug offense compared to 14 percent of the offenders placed on probation during a two-month period in 1990. In 1990, drug offenders on probation had an average of slightly more than 2 previous arrests. By 1995, the average number of previous

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arrests for drug offenders had more than doubled. Interestingly, the average sentence length for drug offenders on probation decreased between 1990 and 1995. In 1990, drug offenders on average were sentenced to 23 months on probation, compared to an average sentence of 21 months in 1995.

Drug Use Among Prison Inmates

While drug offenders account for a relatively high proportion of prison admissions (30 percent nationally and 37 percent in Illinois), an even higher proportion of inmates are substance abusers. For example, among inmates incarcerated nationally, 45 percent of offenders incarcerated for violent offenses reported using drugs in the month prior to committing their offense. This proportion was even higher for drug and property offenders, with 60 percent and 55 percent, respectively, reporting drug use in the month prior to their offense.

Illinois' inmate population is very similar to national averages when it comes to substance abuse histories and the need for treatment. Estimates suggest that up to 80 percent of Illinois' prison population is in need of substance abuse treatment. The extent of substance abuse within the prison population is substantiated further by the fact that 70 percent of offenders admitted to the IDOC Impact Incarceration Program (boot camp) were formally assessed at intake as being in need of substance abuse treatment. Estimates regarding the proportion of female inmates who are substance abusers is even higher. In 1993, the IDOC estimated that between 75 percent and 90 percent of all female offenders in Illinois had a drug or alcohol problem.

Admissions to Substance Abuse Treatment Programs

Providing treatment for substance abusers, whether they are referred from the criminal justice system or elsewhere, is the responsibility of the Illinois Department of Alcoholism and Substance Abuse (DASA). However, it is important to note that while DASA data represent a large proportion 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 84,416 admissions for alcohol or drug treatment in SFY 1994, an increase of 2,549, or 3 percent over SFY 1990. Of the 84,416 admissions:

- 69 percent were male;
- less than 8 percent were under 18 years old; and,
- 48 percent were black, 44 percent were white, and 7 percent were Hispanic.

Among the 84,416 admissions to substance abuse treatment, 20 percent (16,577) were referred from criminal justice agencies (including the courts, police, corrections, and probation). Of the criminal justice referrals, 43 percent were from the Illinois court system. More than 60 percent of all criminal justice system referrals reported alcohol as their primary substance of abuse, followed by cocaine (14 percent), marijuana (13 percent), and heroin (5 percent). In general, a larger proportion of the criminal justice referrals tended to be male and white when compared to total admissions. Of the criminal justice referrals to drug treatment:

- 83 percent were male;
- 11 percent were under 18; and,
- 59 percent were white, 32 percent were black, and 8 percent were Hispanic.

Over one-half of the criminal justice referrals reported between 1 and 3 prior arrests, while 10 percent reported no prior arrests. More than 57 percent reported no prior substance abuse treatment, while over one-third reported receiving previous treatment between 1 and 3 times. Less than one-third reported completing treatment.

Between SFYs 1990 and 1994, admissions to DASA-funded treatment for alcohol abuse decreased, while admissions for illicit drug abuse *increased*. As a result, admissions for illicit substance abuse treatment accounted for an increasing proportion of all treatment admissions. In SFY 1994, 52 percent of all DASA admissions -- 43,805 clients -- reported substances other than alcohol as their primary substance of abuse. By comparison, about 42 percent of the admission total -- 34,446-- did so in SFY 1990.

Between SFYs 1990 and 1994, the number and proportion of admissions reporting cocaine as their primary substance of abuse increased dramatically. DASA admissions for primary cocaine abuse increased nearly 58 percent between SFYs 1990 and 1994. Primary cocaine abuse accounted for 56 percent of all DASA drug (excluding alcohol) admissions in SFY 1994, compared to 45 percent in SFY 1990 and only 6 percent in SFY 1982. Admissions for cannabis on the other hand, decreased during that period.

There has also been a change in the route of drug administration among those receiving substance abuse treatment. Treatment clients continue to show a preference for smoking, rather than snorting, cocaine, which is another indicator of increased abuse of the drug's crack form. Treatment providers also report an increase in the number of young treatment clients who report smoking heroin as well.

For many years, heroin and other opiates constituted the major *illicit* primary drug of abuse among those receiving treatment. At one time, 85 percent of all illicit drug treatment admissions were for heroin, before treatment for cocaine abuse became so prevalent in the 1980s. In SFY 1994, only 11.2 percent of treatment admissions were for heroin and other opiate abuse, the lowest since SFY 1988, when only 12 percent of admissions required opiate treatment.

Perinatal Substance Abuse

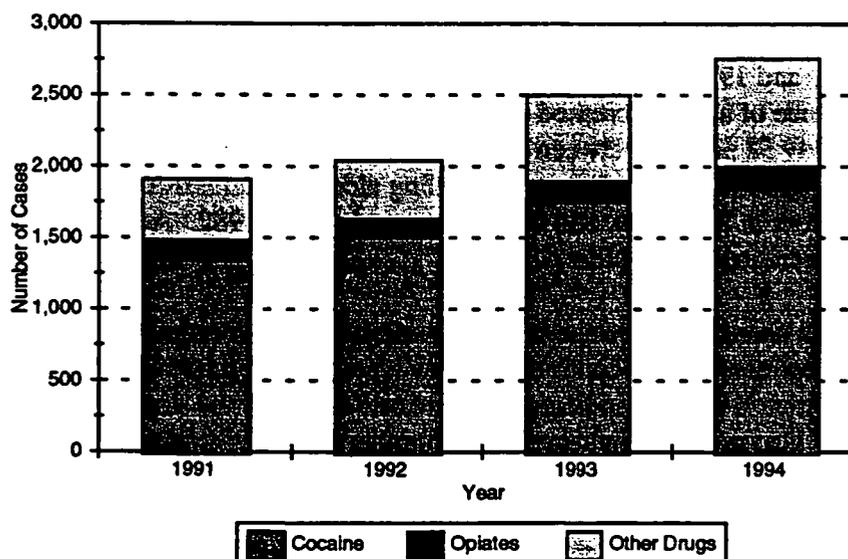
Data from the Illinois Department of Children and Family Services (DCFS) provides another indicator of the effects of drug abuse in Illinois. The number of *reported* cases of substance affected births increased more than twelve-fold between SFYs 1985 and 1994, from 218 to 3,777. Between SFYs 1994 and 1995, however, the number of cases reported fell 7 percent. More than 87 percent of the 23,772 reported cases between 1985 and 1995 were *verified* through subsequent DCFS investigations. Between SFYs 1994 and 1995, the number of verified cases fell 14 percent, the first decline since reporting began in 1985. While the majority (85 percent) of substance

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affected births in Illinois were reported in Cook County, predominately within the city of Chicago, 86 of Illinois' 102 counties have reported at least one case since 1985.

The Illinois Department of Public Health's (IDPH) Adverse Pregnancy Outcomes Reporting System (APORS) is another source of information on substance affected births. APORS data is particularly important because it identifies the types of illegal drugs detected in the blood of newborns. APORS reports that of the 9,823 infants who tested positive for illegal drugs between October 1990 and March 1995 the majority (70 percent) had traces of cocaine in their system (Figure 8); 7 percent tested positive for opiates and the remaining 23 percent tested positive for other drugs.

Figure 8
Number of Infants Born with a Positive Toxicity for Controlled Substances



HIV Infection Resulting from IV Drug Use

AIDS has become an epidemic with profound implications for intravenous drug users, their sex partners and children, and the criminal justice community. According to the IDPH, between July 1991 and June 1995, a total of 15,455 AIDS cases were reported in Illinois. As of June 1995, 16,999 HIV cases had been verified in Illinois, with nearly 30 percent contracting the infection through Intravenous Drug Use (IDU). In March 1991, only 18 percent of the cumulative HIV cases were infected through IDU.

The incidence of AIDS/HIV infection within correctional facilities across the United States also continues to grow. The disproportionate number of AIDS/HIV cases within correctional facilities is largely attributable to the large concentration of persons with histories of high risk drug use. Among the United States' general population, the AIDS incidence rate increased from 17 cases

per 100,000 persons in 1990 to 18 cases per 100,000 persons in 1992. During the same period, the AIDS incidence rate among state and federal correctional inmates doubled from 181 cases to 362 cases per 100,000 inmates. Within the Illinois Department of Corrections, 168 inmates were diagnosed with AIDS as of April 1995.

An additional indicator of the high level of HIV among the criminal justice population comes from the Chicago DUF program, which recently began testing for HIV. In Chicago, 11 percent of arrestees tested through the DUF project in 1995 were HIV positive. Although the results are not yet available, an additional 1,775 downstate arrestees have been tested for the presence of HIV.

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. The I-UCRs contain information on the number of violent crimes reported to the police as well as arrests made for violent crime incidents.

Victimization surveys are another source of information on violence. One significant advantage of victimization survey data is its ability to document, at least to some degree, crimes which are not reported to the police. 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 as indicators of the violence problem in Illinois. The major findings are:

- Violent crime is no longer escalating in Illinois;
- The number of violent crimes reported to the police may be starting to stabilize or even decrease; and,
- Hospital trauma center admissions for gunshot wounds may be starting to decline.

Violent Index Offenses Reported to the Police

In 1992, Illinois began to revise its UCR program to meet National Incident Based Reporting Systems (NIBRS) specifications. This resulted in significant reporting problems in 1993 and 1994, and data collection procedures were altered. A new summary reporting format was temporarily adopted that differed significantly from formats used in NIBRS and the old UCR program. Although the new summary reporting format achieved a compliance rate of 99 percent, it contains only limited information about criminal incidents and arrests. Moreover, it precludes the direct comparison of 1993 and 1994 data with prior years.

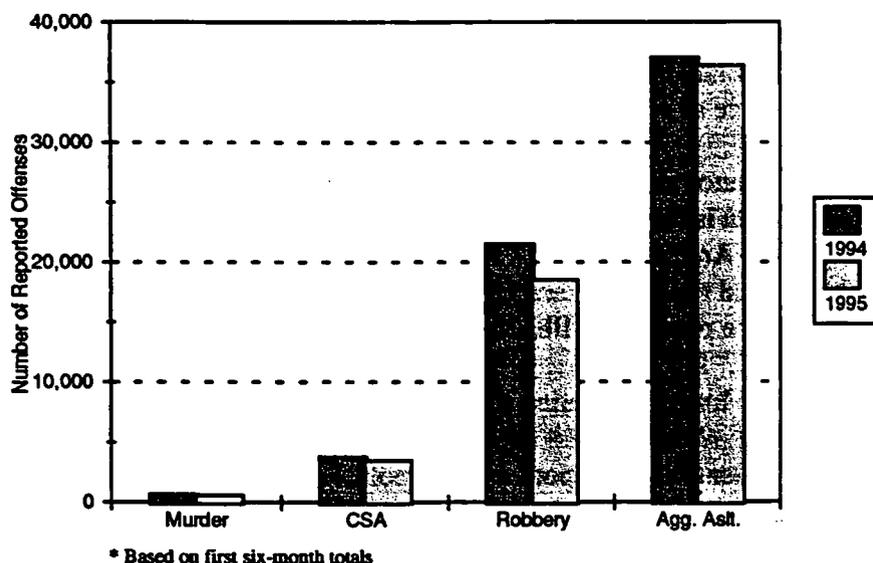
Still, UCR data are an important indicator of violent crime, and it is important to consider the most recent data in relation to past trends. Between 1988 and 1991, violent crime increased about 5 percent each year in Illinois, jumping a total of 27 percent. Data on violent crimes reported to the police since 1993 follow a somewhat different pattern.

Extent and Nature of Drug and Violent Crime

In 1994 there were 126,101 violent Index offenses (including murder, criminal sexual assault, robbery, and aggravated assault) reported to the police in Illinois, an increase of less than 1 percent from 1993. Preliminary data for 1995, based on 6-month reporting totals, suggest violent crime may decrease 6 percent this year (Figure 9). In addition, homicides in Chicago are down 15 percent through August 1995. Although it is too early to suggest that this is the start of a downward trend, the data are somewhat encouraging.

Figure 9

Violent Index Offenses Reported to the Police, 1994 and 1995



Most of the minor increase in violent crime that occurred between 1993 and 1994 can be attributed to an increase in violent offenses reported to the police in Illinois' downstate urban and rural counties. Between 1993 and 1994, violent Index offenses increased 6 percent in rural counties and 5 percent in downstate urban counties. Conversely, violent crime fell nearly 2 percent in both Chicago and suburban Cook County, between 1993 and 1994. Chicago accounted for 63 percent of all violent Index offenses reported in the state during the 2 year period.

The most frequently reported violent Index offenses in Illinois are aggravated assault and robbery. These offenses accounted for 59 percent and 34 percent, respectively, of all violent Index offenses reported to the police in 1994. Although aggravated assaults account for most violent Index offenses reported *statewide*, considerable variation exists across regions of the state. For example, robbery accounted for 41 percent of all violent Index offenses reported in Cook County in 1994, compared to 7 percent 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 1994, but 12 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.

Murder

Although less common than other violent Index offenses, murder continues to be a significant concern in jurisdictions across the state. A new state record for annual murders has been set each year since 1992. In 1994, 1,380 murders were recorded in Illinois, 2 percent more than 1993. Although regions outside of Chicago had experienced substantial increases in murders in previous years, statewide increases last year were driven by increases in Chicago. Murders increased 9 percent in Chicago between 1993 and 1994, from 851 to 928. In 1994, nearly two-thirds of all murders in Illinois took place in Chicago.

Criminal Sexual Assault

Statewide, the number of criminal sexual assaults reported to the police decreased slightly between 1993 and 1994, from 7,620 to 7,595. While every region outside of Chicago experienced an increase in criminal sexual assaults between the two years, Chicago experienced a 10 percent decrease. Illinois' urban counties outside of Cook and the collar counties reported the largest increase during the period, 10 percent, compared to increases of 7 percent in the collar counties and 3 percent in Illinois rural counties. In suburban Cook County, the number of reported criminal sexual assaults increased 7 percent between 1993 and 1994.

Robbery

The number of robberies reported to the police statewide decreased 3 percent between 1993 and 1994. Only the collar counties and Illinois' rural counties experienced increases in the number of reported robberies, 1 percent and 7 percent, respectively. Although reported robberies decreased 4 percent in Chicago between 1993 and 1994, Chicago still accounted for almost 80 percent of the state's robbery offenses last year.

Aggravated Assault

There were 74,113 aggravated assaults reported in Illinois in 1994, about 3 percent more than in 1993, with increases occurring in every region of the state. Urban counties experienced the largest percentage increase in aggravated assaults between 1993 and 1994 -- 8 percent -- followed by rural counties, which recorded a 7 percent increase. Chicago accounted for 55 percent of all aggravated assaults reported in Illinois in 1994.

Trauma Center Admissions as a Result of Violence

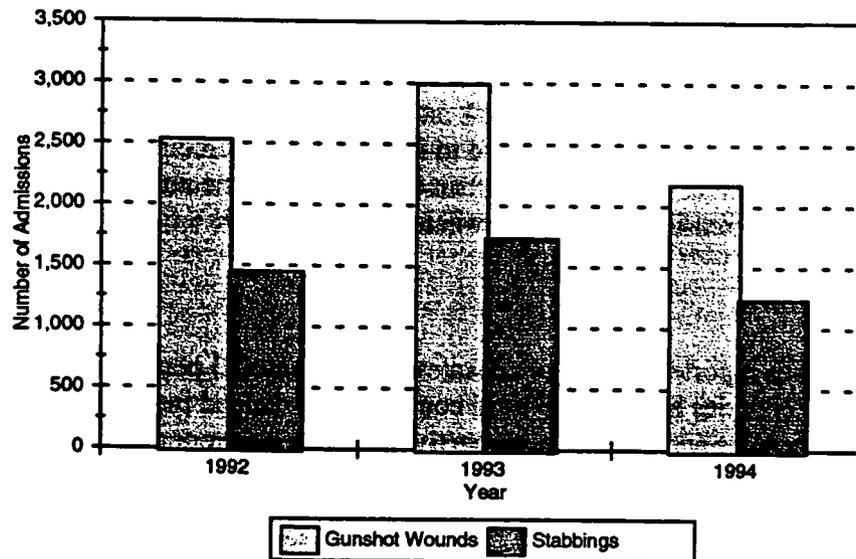
In Illinois, there are 68 hospitals which are classified as "trauma centers." The Hospital Trauma Registry, a program operated by the Illinois Department of Public Health, collects information on patients admitted to trauma centers as a result of a violent incident. For the second year in a row, the Authority has been tracking these statistics as an alternative indicator of violence in the state. As with statistics on violent crimes reported to the police, the data are somewhat encouraging.

Extent and Nature of Drug and Violent Crime

Between 1992 and 1994, the number of people admitted to Illinois' trauma centers as a result of an intentionally inflicted wound decreased 14 percent, from 6,818 to 5,834. Between 1993 and 1994, the number of admissions for gunshot injuries decreased 27 percent from 2,995 to 2,175, while stabbing injuries decreased 29 percent from 1,730 to 1,233 (Figure 10). Gunshot injuries also decreased as a proportion of all intentional violent injury admissions, accounting for 39 percent in 1993 but 37 percent in 1994.

Figure 10

Admissions to Illinois Trauma Centers for Gunshot and Stabbing Wounds



Firearm Injuries Among Jail Detainees

A study conducted by Cermak Health Services of 582 randomly selected detainees entering the Cook County Department of Corrections in 1994 found that 51 percent had previously entered hospitals for violence-related injuries, and 26 percent survived prior gunshot wounds. Sixty-one percent had been previously threatened with a gun or knife.

The study suggested that firearm violence experienced by the jail population was different from violence of any type occurring in the general population. For example, jail detainees were more likely to be shot by a stranger, during a circumstance that was not an argument, factors that are likely associated with gang altercations like drive-by shootings. Jail detainees who experienced gunshot wounds were also more likely to have witnessed a shooting at an early age, to have easy access to a semi-automatic weapon, and to have previously been incarcerated.

The Cermak study clearly demonstrates the high risk of violent victimization among those coming into contact with the criminal justice system. Prevention and intervention efforts focused on this population could have a meaningful impact on violence overall.

Domestic Violence

Domestic violence continues to be a problem throughout Illinois. While information on the number of domestic violence incidents and arrests are not currently available in Illinois, other indicators begin to sketch a picture of the domestic violence problem.

One of the primary indicators of domestic violence is the number of orders of protection issued. The number of orders issued in Illinois increased 9 percent between 1993 and 1994, from 42,964 to 46,571. All regions of the state experienced an increase in orders issued between 1993 and 1994, with the collar counties reporting the largest percentage increase (13 percent). Cook County accounts for more than one out of every three orders issued.

All types of orders-- emergency, interim, plenary, and orders lasting over two years -- have increased in recent years. Emergency orders, which are issued for 14 to 21 days, account for the majority of all orders issued. Between 1991 and 1994, they increased 40 percent in number, from 23,255 to 32,488. Interim orders, lasting up to 30 days, increased 93 percent during this time period, while Plenary orders, lasting up to two years, increased 6 percent. Orders lasting more than two years, increased 140 percent during this period. Of all orders of protection issued between 1991 and 1994, nearly three-quarters prohibited the respondent from entering or remaining at the petitioner's residence. During this same period, nearly 70 percent prohibited the respondent from entering the petitioner's place of employment or school.

The number of victims served by domestic violence shelters is another indicator of the extent of domestic violence. During 1994, 120,473 women received assistance within Illinois shelters. The largest proportion of victims receiving services were from the central region of the state (23 percent of all victims), followed by victims from Cook County (18 percent). During 1994, shelters and victims assistance programs had to turn away 10,729 additional victims and place nearly 2,000 on waiting lists for services. More than three-quarters of those turned away were from Cook County.

Currently, statewide data on the annual number of domestic violence prosecutions and convictions is not available. However, a partial snapshot of court activity is available through an Authority survey of Illinois State's Attorneys. Responses from 38 downstate State's Attorneys, serving a quarter of the state's population, showed an increasing trend in both the number of domestic violence prosecutions and convictions. Of those counties responding, domestic violence prosecutions increased 62 percent between 1992 and 1994, from 2,235 to 3,610. During the same period, the number of convictions increased 57 percent, from 1,316 to 2,054.

One encouraging indicator is the decline in lethal domestic violence within Chicago. The number of domestic homicides recorded in Chicago has declined every year since 1991. In 1991, 78 domestic homicides were recorded in Chicago. In 1994, only 65 domestic homicides were recorded.

Indicators of domestic violence also show that children are often involved as secondary victims. Of domestic violence victims receiving assistance through shelters, nearly 80 percent had

Extent and Nature of Drug and Violent Crime

children. Of petitioners seeking an order of protection between 1991 and 1994, 13 percent were awarded temporary child custody as a conditional remedy of the order.

Some of the most pervasive and damaging types of domestic violence are child abuse and neglect, and child sexual abuse. Between SFYs 1983 and 1995, more than 1.3 million cases of child abuse and neglect were reported, 39 percent of which were verified by the DCFS. During this period, the annual number of *reported* cases increased 120 percent, while *verified* cases increased 78 percent.

DCFS is also charged with responding to reports of suspected child sexual abuse. Between SFYs 1983 and 1995, the agency received 124,866 reports of child sexual abuse. Although the number of cases reported annually more than doubled during the period, from 4,047 to 10,816, reports have decreased every year since SFY 1992. Nearly fifty percent of the cases reported between SFYs 1983 and 1995 were verified.

Cost of Drug and Violent Crime

In last year's analysis, the Authority began to document the extraordinary cost of drug and violent crime to victims and society. For example, the cost for treatment services provided in emergency rooms in Chicago for firearm injuries in 1992 totaled \$37 million. That same year, the economic cost to victims of crime in Illinois exceeded \$800 million (including stolen or lost property, lost time from work, hospitalization, cash losses, medical expenses and lost pay).

Earlier this year, the Authority obtained updated estimates of the costs of violent crime in Illinois from the Illinois Department of Public Health and the U.S. Department of Health and Human Services. The costs were adapted using Illinois-specific medical costs and earnings and a regional price adjuster. Police reported rape, robbery and total assaults for 1992 were adjusted for under-reporting.

Overall, the monetary cost of violent crime committed in Illinois in 1992 was estimated at more than \$2.7 billion, including \$285 million in medical care, \$186 million in mental health care, \$61 million in public programs (including the criminal justice system's response), \$95 million in property loss, and more than \$2 billion in future earnings. When quality of life factors were added to the equation, violent crime costs exceeded \$15.6 billion.

Explaining Divergent Trends in the Drug and Violent Crime Problem

During the past ten years there has been a renewed interest in the link between drugs and violence among both researchers and public policy makers. The research literature suggests, and policy makers have often acted on, the thesis that drugs and violence are related in the following ways. First, offenders who commit violent crime are often under the influence of illegal drugs; the psychopharmacological relationship as it is often called. Second, drug users engage in violence to obtain money to buy drugs; the economic relationship. And third, violence is often associated with the distribution of drugs and competition over turf and drug markets; the systemic relationship. Overall, the nature of the relationship between drugs and violence suggests that when

drug availability and use increases, so does violence.

While there is ample empirical evidence to support the link between drugs and violence, including parallel increases in drug and violent crime in Illinois in the late 1980s and early 1990s, recent statewide trends have raised an interesting question. Although a wide range of indicators seem to show increased levels of drug availability and use in Illinois, other indicators show stable or decreasing levels of violence. This contradicts conventional wisdom concerning the drugs/violence nexus. Thus, the question arises; What explains the drop in violence, particularly at a time when the availability and use of drugs has increased? A number of avenues were explored in an attempt to answer the question.

First, cross-sectional analyses were performed to determine if Illinois counties with high rates of drug activity also had high rates of violence. We did not find a strong correlation between drug arrests, an admittedly imperfect measure of drug activity, and violent Index offenses, or between other indicators of the drug problem and violence.

A somewhat different picture emerged, however, when we examined county-level changes over time. Although there was no clear relationship between total violent crime and drug activity, when specific violent offenses and specific drug activities were examined a strong association appeared. For example, the relationship between robbery and selected drug indicators was relatively strong.

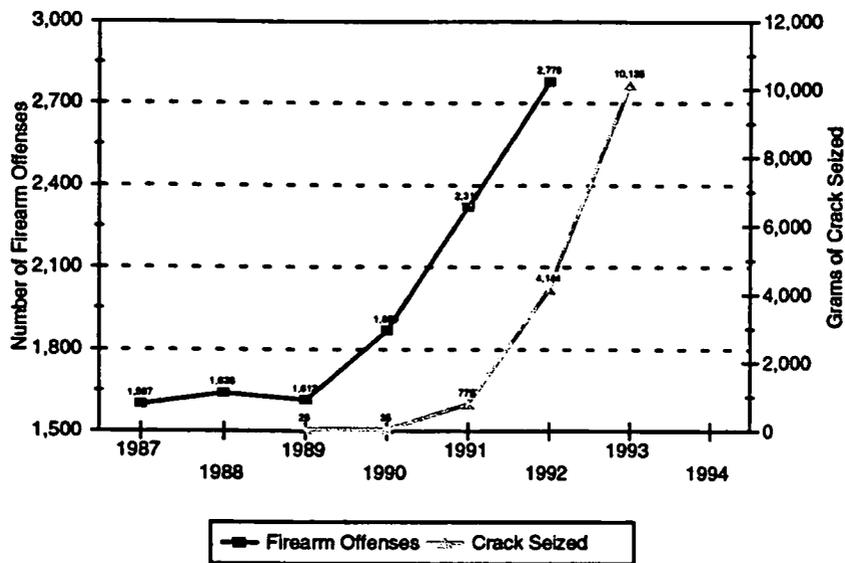
In a separate analysis we examined changes in violence over a 5-year period in 10 individual counties where we could document increasing drug activity based on the emergence of crack cocaine. Both empirical and anecdotal evidence suggests that crack has had the most profound impact on violence of all illicit drug types. Thus, we would expect to see a significant increase in violence in these counties during the time period examined.

Violence was measured by the number of firearms offenses reported to the police, including violent Index offenses committed with a firearm and unlawful use of a weapon offenses, while drug activity was measured by the quantity of crack seized. In each of the 10 counties, trends in firearm-related crime were compared to crack seizure trends. Interestingly, trends in crack seizures and firearm-related violence paralleled one another in each of the 10 counties. In general, firearms crimes were relatively stable in the years prior to the emergence of crack. Then, once crack emerged and seizure quantities began to climb, there was a concomitant and parallel increase in firearms offenses (Figure 11). In essence, as the crack problem increased, so did specific forms of violence. Although we admittedly are unable to rule out the influences of outside factors, the analysis suggests that a positive relationship between drugs and violence was operant in Illinois in the early 1990s, and that it manifested itself in county-level indicators of specific drug and violent crime activity.

Thus, one explanation for the recent drop in violent crime at a time when the drug problem seems to be worsening is that aggregate statewide data hides increases in specific violent crimes in the specific jurisdictions where drug availability and use has increased. Unfortunately, we cannot explore this issue further due to specification problems with violent crime data.

Figure 11

Firearm Offenses and the Quantity of Crack Seized in 10 Illinois Counties



A competing explanation is that drug users are shifting away from powder and crack cocaine and moving to heroin. While cocaine and crack cocaine are still in great demand, the presence of heroin is increasing across the country, especially within Chicago. Indicators such as heroin purity and the number of heroin-related emergency admissions clearly suggest that heroin is more readily available now than in the late 1980s. This change in drug preference could account for less violence simply because heroin has a much more sedentary effect on the user than does cocaine. And while there is only limited evidence of a pharmacologically based propensity toward violence associated with cocaine, physiological differences between crack and heroin exist. The acute effects of heroin use lasts on average 3-6 hours, compared to 5-10 minutes for crack use. This alone may provide heroin users with a lesser need for illegal income due to the extended effects of their drug. Indeed, a study of heroin users in Chicago reported that they spent an average of \$200-250 per week on their drug habit, much less than the national averages reported for cocaine use.

The heroin hypothesis begins to falter, however, when we more closely examine indicators of heroin use. For example, the percentage of arrestees testing positive for opiate use declined in Chicago between 1993 and 1995. The percentage testing positive for cocaine, on the other hand, was relatively stable during the time period. Outside of Chicago, cocaine use among arrestees has actually increased in recent years. These are trends that do not support the hypothesis that a significant number of users, particularly those who were previously engaged in violent crime, have shifted their primary substance of abuse to heroin during the past few years.

Another theory regarding the drop in violence concerns law enforcement activity. Police officials in New York, for example, have argued that less violence in that jurisdiction may be due to vigorous enforcement activity and community policing. Police officials point to increased enforcement of what have previously been seen as "lesser" public order offenses, like public drinking, loitering, graffiti, and vandalism. Officials state that these enforcement measures have sent a message that more serious types of crime will not be tolerated.

Although it cannot be sufficiently tested with data that are currently available, the law enforcement hypothesis deserves further investigation. Several policing experts are beginning to argue that sustained collaboration between the police, the rest of the justice system, and the community is beginning to pay off. Interestingly, similar successes based on this model have been documented in Chicago, where vandalism, gang violence, and visible drug dealing have all declined in several CAPS prototype districts.

Another explanation, and one that may have empirical backing, is that drug-related violence is stabilizing. Crack emerged in Illinois in the late 1980s, creating a drastic change in drug markets and the habits of drug users. As the drug hit the street, dealers engaged in violence to establish turf and obtain a share of a new and very lucrative market. Firearms, particularly high-powered firearms became the weapon of choice. Indeed, a seminal study on drug-related violence conducted in New York found that most drug-related violence, including homicide, involves firearms and can be attributed to the business of dealing crack cocaine

As one of our prior analyses indicated, there is clear evidence that specific types of violence increased in Illinois counties when crack cocaine emerged. Now, six to seven years later, the chaos and consequences of a burgeoning new drug market may have stabilized. Drug-markets, particularly crack cocaine markets, may now be defined, reducing if not eliminating the violence perpetrated by rival dealers competing for market shares. This hypothesis seems to be supported by Illinois data that suggest, for the most part, that crack activity (defined by quantities seized) has recently stabilized in several of the jurisdictions that experienced an escalating crack problem at the turn of the decade.

AREAS OF GREATEST NEED

The Authority follows a needs-based process when deciding how to allocate funds to fight drug and violent crime. After collecting and analyzing data and written comments from state and local governmental leaders, as well as hearing from expert panel members and reviewing recent research findings, the Authority identifies the greatest problems Illinois is facing 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 toward this problem, their progress to date and ability to expand their efforts;
- The potential impact of an expansion of resources; and
- The ability of local 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.

This year's initial analysis identified the following problems as warranting specific attention in Illinois:

- Cocaine and cannabis distribution, including street-level dealers and mid- to upper-level traffickers that fuel the supply of drugs in Illinois;
- The availability of crack cocaine and the spread of crack to new jurisdictions;
- Drug use among the criminal justice population, including arrestees, probationers and prison inmates;
- Violent crimes, particularly murders, sex offenses and domestic violence.
- Gang-related crime and violence in Chicago and other areas of Illinois; and,
- Juvenile crime and the juvenile justice system's capacity.

Based on a county level analysis of eight 1995 criminal and juvenile justice processing points, the areas of Illinois with the greatest need of intervention are Chicago, suburban Cook County, and urban areas outside of the Chicago region. The following table presents the top 20 ranking counties, in terms of justice activity in eight major processing points. The processing points are separated by four criminal justice service areas: law enforcement, courts, probation, and incarceration.

Extent and Nature of Drug and Violent Crime

1995 Ranking of Illinois Counties - Top 20 in Terms of Rate at Various Criminal and Juvenile Justice Processing Points (Shaded Indicates Among Top 20)

	Police		Courts		Probation		Corrections	
	Violent Index	Drug Arrests	Felony Filing	Delinquency Filing	Felony Probation	Juvenile Probation	Jail Crowding	IDOC Sentence
Adams								18
Alexander	2	15	4		3	16		16
Bond								
Boone						7		
Brown								8
Bureau		17		17				
Calhoun								
Carroll	12						1	
Cass			6	6		15		12
Champaign	9						4	
Christian				18	18	13		
Clark								
Clay								
Clinton				14				
Coles								
Cook	1	1	18				2	4
Crawford					19			
Cumberland								
DeKalb				4				10
DeWitt	13							
Douglas								
DuPage							14	
Edgar			13	10	4	10		

1995 Ranking of Illinois Counties - Top 20 in Terms of Rate at Various Criminal and Juvenile Justice Processing Points (Shaded Indicates Among Top 20) (Continued)

	Police		Courts		Probation		Corrections	
	Violent Index	Drug Arrests	Felony Filing	Delinquency Filing	Felony Probation	Juvenile Probation	Jail Crowding	IDOC Sentence
Edwards		4		20				
Effingham						20		
Fayette	15							
Ford								
Franklin	14							
Fulton		9						
Gallatin			14		16			9
Greene								
Grundy		3						
Hamilton								
Hancock								
Hardin					14			
Henderson								
Henry		8		12				
Iroquois						4		
Jackson			9		8			
Jasper								
Jefferson		12						
Jersey								
JoDaviess				7				
Johnson		5	2					1
Kane							3	7
Kankakee	6							15

Extent and Nature of Drug and Violent Crime

1995 Ranking of Illinois Counties - Top 20 in Terms of Rate at Various Criminal and Juvenile Justice Processing Points (Shaded Indicates Among Top 20) (Continued)

	Police		Courts		Probation		Corrections	
	Violent Index	Drug Arrests	Felony Filing	Delinquency Filing	Felony Probation	Juvenile Probation	Jail Crowding	IDOC Sentence
Kendall		16	20					
Knox		10					15	
Lake				8			17	
LaSalle	19				2	2		
Lawrence								
Lee					20			
Livingston						9		3
Logan								20
Macon	16		7		10		16	6
Macoupin								
Madison			12	5			10	11
Marion		6			12	5	8	14
Marshall								
Mason			11		13	17		
Massac			10					5
McDonough								
McHenry								
McLean		11	16				13	13
Menard						14		
Mercer		7						
Monroe								
Montgomery								
Morgan	20						11	

1995 Ranking of Illinois Counties - Top 20 in Terms of Rate at Various Criminal and Juvenile Justice Processing Points (Shaded Indicates Among Top 20) (Continued)

	Police		Courts		Probation		Corrections	
	Violent Index	Drug Arrests	Felony Filing	Delinquency Filing	Felony Probation	Juvenile Probation	Jail Crowding	IDOC Sentence
Moultrie								
Ogle								
Peoria	3				6	18	18	19
Perry								
Piatt								
Pike					7	6		
Pope		2	3					
Pulaski	7		1	2	15	3		
Putman						19		
Randolph								17
Richland								
Rock Island	18	14		19	5		20	
Saline								
Sangamon	5	18						
Schuyler								
Scott								
Shelby				1				
St. Clair	4						5	
Stark				16	1	1		
Stephenson	11	19	17		9		9	2
Tazewell							7	
Union			8					
Vermilion	8	20		11		12		

Extent and Nature of Drug and Violent Crime

1995 Ranking of Illinois Counties - Top 20 in Terms of Rate at Various Criminal and Juvenile Justice Processing Points (Shaded Indicates Among Top 20) (Continued)

	Police		Courts		Probation		Corrections	
	Violent Index	Drug Arrests	Felony Filing	Delinquency Filing	Felony Probation	Juvenile Probation	Jail Crowding	IDOC Sentence
Wabash			19	3				
Warren						8		
Washington				15				
Wayne				9				
White	17	13	15					
Whiteside					17	11	19	
Will							6	
Williamson								
Winnebago	10		5		11		12	
Woodford				13				

The map on the following page identifies those counties ranked among the top 20 in at least three of the eight criminal and juvenile justice processing points presented in the previous tables. For example, Cook County ranked among the top 20 counties for violent Index offense rate, drug arrest rate, felony filing rate, jail crowding, and rate of prison sentences.

NEEDS ASSESSMENT AND 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. Record numbers of juveniles are being transferred to criminal court. 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. Violent crime by juveniles has also reached alarming rates.

To more narrowly define the problems confronting the criminal justice system in the state, the Authority once again followed a three-part process in developing this strategy:

- Written comments on ADAA FFY96 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 15 experts who were invited to participate in four panels to address the following topics in some depth: the result of recent program evaluations, federal law enforcement initiatives, the federal COPS (Community-Oriented Policing Services) Program, and the impact of federal programs on the state's criminal justice system.
- 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 '96 strategy.

Thirty-six 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 '96 Anti-Drug and Violent Crime Strategy. As might be expected, most of the comments addressed the increase in violent crime throughout the state and the limited resources available to deal with it. Drugs, while characterized as a problem, were primarily cast as a problem associated with the rise in violence and gang activity. "Crack" was again singled out as the drug most resistant to traditional enforcement methods. Officers in southern Illinois reminded the Authority that marijuana was still a threat. 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. Public defenders, in particular, stressed 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. This is seen as particularly true as federal COPS grants bring more police without additional prosecutors, defenders, judges, probation officers, or jail or prison beds. Virtually everyone who came forward acknowledged that resources were not keeping pace with demand for services or assistance. In fact, many witnesses spoke of losing ground, of not being asked to handle calls or devote sufficient time to investigations, case preparation or client contact. Representatives of grassroots organizations shared their perspective of this situation - the system is not working; crime in their neighborhoods is up; not all in law enforcement can be trusted; parents aren't doing their job.

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 support for local prevention programs was identified by chiefs and sheriffs, 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. Many respondents called for more swift and harsher sanctions for offenders. Some suggested more programs for juveniles.

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. The increased number of juveniles transferred to criminal court was considered to reflect increased violence by juveniles.
- 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 as were the provision of information for use in local initiatives and increased use of any available technology.
- Continued emphasis on programs which are or are likely to be effective. Evaluation should therefore be an integral part of the strategy.

Needs Assessment and Resource Needs

- Support for programs which will improve the overall effectiveness of those in the system. The Authority's crime prevention initiative featuring McGruff was acknowledged as a program which helped local agencies be more successful.

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

**SUMMARY OF COMMENTS RE:
PRIORITIES OF FY96 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">● Lack of familiarity with changes in technology/new developments in policing● Infrequent patrol in rural areas● Drugs transported over state's highways● Increased domestic violence● Increased workplace violence● Gang violence has increased● Record number of children being killed● Offenders are well-armed● Crack dealing has increased● Murder clearance rate = low● Minimal use of available data● Advances in technology not exploited	<ul style="list-style-type: none">● Develop/implement training tools and sessions● Expand local patrols● Expand highway interdiction● Community policing● Multi-jurisdictional initiatives● Address poverty and unemployment● Identify and intervene with offenders early● Expand all types of multi-jurisdictional programs● Allocate funds to local units based on a formula● Establish community assessment centers● Establish narcotics task force to concentrate on "hot spots"● Register sex offenders● Cross-reference databases at district level● Enhance visual identification

Respondent**Problems****Proposed Responses**

- Most crimes are committed by small groups of serious offenders
- Many offenders out on probation continue to commit crimes
- Insufficient resources sustain programs in high-need areas
- Local departments lack ability to communicate with one another and access vital information in a timely manner

- Improve crime analysis capability
- Improve evidence collection re: incendiary devices
- Expand/upgrade technological infrastructure
- Support local efforts with training, materials, how-to guides
- Establish a multi-jurisdictional / disciplinary task force to concentrate on repeat violent offenders
- Continue support for initiatives targeting high-need areas with limited resources
- Expand ALERTS

MEGS/Task Forces

- Drug dealers are moving to rural areas
- Drug dealers are very mobile
- Local communities unable to sustain own drug initiatives
- Gang activity increasing
- Crack widely available

- Continue supporting MEGS/Task Forces
- Adopt multi-jurisdictional approach to enforcement
- Continue support for personnel
- Replace outdated equipment
- MEGS/Task Forces have been effective
- Continue operation Cash Crop

Respondent

Problems

- Loss of funds = loss of agents
- Gang activity linked with increased violence
- Marijuana cultivation in southern Illinois
- Demand for assistance outpaces resources
- Covert enforcement requires long-term investigations
- Local agencies unable to participate in unit due to lack of personnel

Proposed Responses

- Increase highway interdiction
- Enable investigations of more than 3 years
- Increase support of MEGS/Task Forces

Prosecutors

- Prosecution enhanced by police/SA training
- Specialization enhances prosecution
- Inadequate system for tracking criminal history records

- Establish police/prosecutor task forces
- Fund vertical prosecution
- Capability to interface w/ Clerk's and Sheriff's Offices

<u>Respondent</u>	<u>Problems</u>	<u>Proposed Responses</u>
Public Defenders	<ul style="list-style-type: none"> ● Defense services have been underfunded by Authority ● Public defenders experiencing case backlogs at trial and appellate levels - some inmates serve their sentence before appeal is heard ● Number of violent crime and drug cases has increased 	<ul style="list-style-type: none"> ● Increase support of public defenders <ul style="list-style-type: none"> -Training -Technology ● Special programs at local and appellate levels ● Increase appellate resources
Courts	<ul style="list-style-type: none"> ● Drug/gang cases increasing ● Resources limited ● Detention overcrowded ● More juveniles being handled as adults ● Communication among agencies difficult ● Administrative Sanctions Program - enacted July 1, 1995 ● Juvenile petitions increasing ● Felony filings up 	<ul style="list-style-type: none"> ● Review/revise Juvenile Court Act ● Implement court supervised drug treatment program ● Evaluate Administrative Sanctions Program ● Create police/probation teams to monitor probationers ● Expand periodic imprisonment/work release ● Implement diversion programs for drug offenders ● Establish violence prevention/intervention programs with youthful offenders

Respondent**Problems**

- Drug offenses up
- Juvenile case files/information system not automated
- Domestic and family violence are increasing
- Community service is not a viable alternative
- Limited resources for probationers with substance abuse problems
- Probationers lack basic life skills

Corrections

- Criminals may be visiting DOC inmates
- Limited aftercare

Service Providers

- Current resources outpaced by demand for services
- Needs of counties vary - require special programs

Proposed Responses

- Develop/implement automated juvenile case tracking system
 - Institute special domestic violence programs
 - Hire a coordinator to oversee community service program
 - Increase availability of community-based drug treatment programs
 - Conduct structured life skills training courses
-
- Install single digitized fingerprint system in maximum and medium security prisons
 - Expand services in the community
-
- Increase alternatives to detention addressing unique local needs
 - Develop anti-gang, anti-drug, anti-violence programs

Respondent**Problems****Proposed Responses**

- Lack of community-based alternatives
- Sex offenders pose unique problems due to high rate of re-offending
- More kids are dropping out of school to sell drugs and join gangs

- Expand jail-based treatment programs
- Require increased surveillance of sex offenders as well as treatment
- If resources are limited, concentrate on juvenile sex offenders
- Parenting skills training / social skills training for kids
- Programs to keep kids involved and interested in school

**Citizens/
Grass-root
Organizations**

- Drugs, gangs, overall conditions of community (inner-city Chicago) are worsening
- Recidivism of parolees and probationers is high
- Crime on rise
- Some police are untrustworthy
- Parents are not involved enough with their children

- Place more emphasis on addressing the causes of crime (employment, education, family support)
- Increase prevention activities
- Raise community awareness/support for programs
- Expand job placement of offenders
- Seal borders; legalize narcotics with controlled dispensing to registered users
- Increase police
- Implement programs to deal with juveniles
- Toughen laws

In addition to the points raised in the written comments, the Authority received input from 15 experts who participated in panel discussions on the following topics:

- The results of recent program evaluations
- Federal law enforcement initiatives
- The federal COPS (Community-Oriented Policing Services) Program
- The impact of federal programs on the state's criminal justice system

The outbreak of a fire in the building which houses the Authority prohibited the afternoon panels from taking place as scheduled. Instead, panelists were asked to submit written remarks for inclusion in the strategy.

Program Evaluation:

Principal researchers on three evaluations which are nearing conclusion reported to the Authority. Tom Regulus, a Loyola University professor, discussed intensive probation programs. He indicated all the programs studied have successes and problems which effect their implementation. He noted factors leading to a successful termination for intensive probation include age, gender, marital status, and level of education completed. Mr. Regulus indicated the success of a program also hinges on the extent to which there is a "consensus of ideology" among the criminal justice system actors involved with the project, and on the stability of the staff involved with the program. Results of the impact analysis were not yet available. Wes Skogan, of Northwestern University, discussed the on-going evaluation of the Chicago Police Department's community policing program. He reviewed what his research team felt were key elements of the program: it is department-wide; patrol was organized into beat teams and rapid response cars, there are rules for citizen participation, all city services are coordinated, there is a commitment to training, the department is being reorganized to allow more officers to be on the streets, and maximum use is being made of technology. Fred Springer, of the University of Missouri at St. Louis, reported on the evaluation of the greater East St. Louis anti-drug initiative. He said a number of techniques were used to assess the initiative - review of records; key informant, citizen and offender surveys; ride alongs; and street ethnography. Stating the final analysis would be completed soon, he noted the broad objectives of the initiative appear to have been completed though the level of coordination needed to produce and maintain long-term change hadn't taken place.

Federal Law Enforcement Agencies:

Mark Proseri, from the U.S. Attorney's Office in Chicago, described the operation of the High Intensity Drug Trafficking Area, an initiative developed to intensify drug enforcement; in Chicago, the focus of the investigation is gangs involved in drug trafficking. Funds are used for leasing of cars and equipment to be used by the fourteen federal, state and local programs participating in the project. He stressed the importance of all agencies working together, including sharing of intelligence information. Larry Duchnowski spoke for the Bureau of Alcohol, Tobacco and Firearms. He stated their focus, as well, in northern Illinois has been street gangs and outlaw motorcycle gangs. Art Barkman, from the U.S. Customs Service, said his office

leads the West African Task Force to stem heroin trade from Nigeria. Other staff concentrate on seizures of marijuana and cocaine coming from Mexico. He indicated they work with local MEG units if federal prosecution is not warranted. A similar approach is taken by a unit at O'Hare. He reminded Authority members that the Illinois National Guard has been active in a number of their investigations by providing manpower and a range of other services. Joe Vanacura, of the Drug Enforcement Administration, stated that the DEA has six enforcement groups in Chicago and three task forces; one of these task forces is based at O'Hare International Airport; a second focuses on homicides, and the third has pursued investigations of gangs. He indicated the personnel assigned to the third task force will become part of the HIDTA initiative described by Mr. Prosperi. He said there is an expanded effort planned for Rockford and an ongoing presence in Springfield. Ed Kraus, from the Federal Bureau of Investigation stated the FBI is a strong believer in task forces. He said their task forces are long-term. At present two task forces are focusing on gangs, another focusses on interstate theft, others which concentrate on organized crime and bank robbery. More than sixty officers from other agencies are assigned to these task forces. All these task forces are geared toward developing cases for prosecution in courts. He indicated prices for cocaine are "creeping up" and prices for marijuana are "skyrocketing" because the quality is so high.

COPS Program:

Lee Stokes, of the Federal Office of Community Oriented Policing Services, provided information about this year old initiative. She reported that, thus far, \$1.2 billion has been spent to put 26,000 officers on the street; 1033 of these officers are in Illinois. A variety of COPS programs have been developed to address the needs of different jurisdictions: COPS AHEAD for jurisdictions with populations over 50,000; COPS FAST for small towns; COPS MORE to cover costs for technology, equipment, training or civilians to allow re-deployment of more police to the streets; and COPS and Domestic Violence to promote community policing initiatives aimed at domestic violence. Ms. Stokes indicated additional officers will be added under COPS Universal. Data from funded departments are being collected and analyzed now. Nola Joyce reported that the Chicago Police Department has received funding for 50 additional officers under the original COPS initiative; \$200,000 to help market the CAPS program to the community; funding for 321 officers under COPS AHEAD; \$1.2 million to develop front end software for automated case report application, to purchase hardware and software to support ICAM and establish community kiosks, all with an eye toward freeing 47 full-time equivalent officers for assignment to CAPS; and \$10,000 to train qualified veterans hired under the CAPS program. Funds are presently being sought to hire an additional 200 officers and to initiate a community policing program to combat domestic violence. To date, the Chicago Police Department has received awards totaling \$10,710,000 which will enable the hiring of 371 officers and a range of technological improvements. Lt. William Fitzgerald represented the Joliet Police Department. Joliet has received COPS funds to initiate a *Schools are for Education* (SAFE) project. The funds pay for 50% of the salaries for ten officers and one supervisor, who cover seven grade schools and one junior high school. Officers work within a two block area of the schools (should be expanding to four blocks) using community policing philosophies to work with the neighborhoods to reduce crime and improve quality of life issues. They have addressed traffic problems relating to schools, closed four "crack" houses, and intervened in two other homes that were unfit for

occupancy. Officers spend approximately 50% of their time in the neighborhoods and the other 50% in the schools. While in the schools, they participate in field trips, interact in classes, etc. so the children get to know them. This approach has had a positive response as the officers have been able to help children whom they identified as being malnourished, possible abuse cases, etc. He believes that the school children are beginning to trust the officers, and looking at them as more than just someone who makes arrests in their neighborhoods.

Impact of Federal Programs on Illinois' System

Members of the final panel were to comment on the potential impact of the Crime Bill funds, particularly COPS grants, on other components and agencies of the criminal justice system in Illinois. The panel was to include representatives from major prosecution, public defense, probation and correction agencies. Don Mizerk, representing the Cook County State's Attorney's Office, and Mike Tardy, representing the Probation Services Division of the Administrative Office of the Illinois Courts, submitted written comments. Paul Fields, representing the Cook County Public Defender's Office, and David Boots, representing the Illinois Department of Corrections, provided comments in telephone conversations.

The representative from the public defense community commented that more money coming into law enforcement will create more cases across all areas of the justice system. The effect would be very significant within public defender's offices across the state, especially since they are considered to be severely underfunded at current caseload levels. For each new officer placed on the street there will be new arrests, which will lead to new case filings in the criminal courts, with a large number of those offenders needing public representation. This increase will further delay case processing and create new demands for bed space for pretrial detainees.

The probation and court services representative indicated that in Illinois, probation and court services encompasses many diverse functions, and that any increase in law enforcement arrests will translate into increased workload for the court's resources. The need to have policy and resource decisions consider the "overcrowding" of probation was expressed, and a significant amount of data documenting the scope of the current probation workload was provided. For example, more than 125,000 adult and juvenile offenders were on probation in Illinois at year-end 1994. Probation officer caseloads average 120 for each adult probation officer and 65 for each juvenile officer. More than 350 additional staff are currently needed in order to meet minimum supervision contact standards.

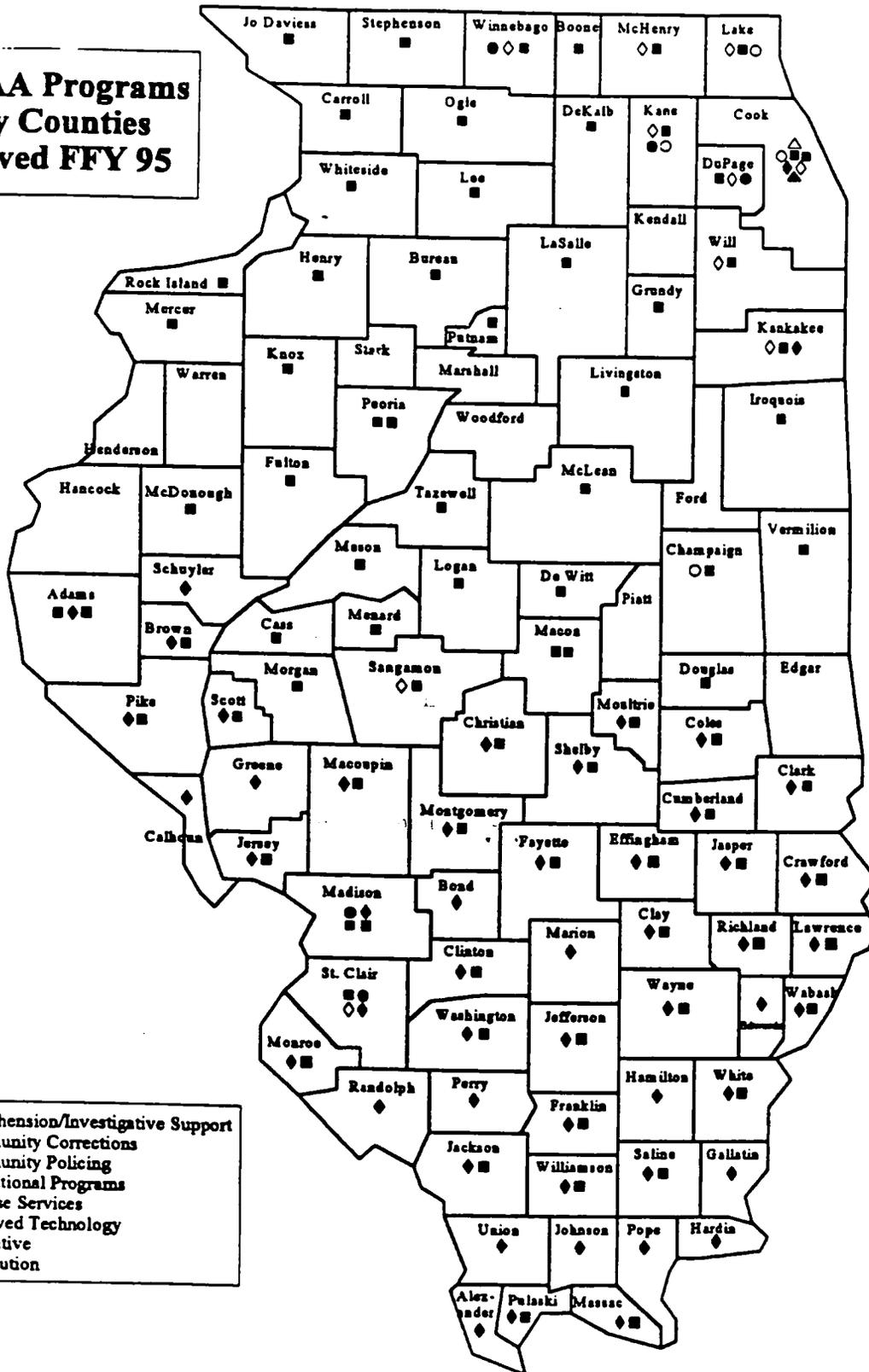
The prosecution representative indicated that block grants to police departments for community policing programs will have an effect on other agencies, but the full impact is difficult to estimate. Financial impact is particularly hard to assess, and easy to overstate, due to the incremental versus marginal cost issue. In addition, the manner in which new police resources are deployed will have substantial influence on their systematic impact, and the effect may not necessarily mean an increase in costs to their agencies. For example, more officers may mean better police work, which would reduce the costs of prosecutors, public defense and the courts. Finally, it was suggested that current grant policies encourage bigger, more expensive government, and that the use of grants to address problems in the criminal justice system has become too heavily dependent

Needs Assessment and Resource Needs

on personnel. COPS and other grants to law enforcement agencies should place more emphasis on one time expenditures designed to improve service efficiency or institute a pilot program with an evaluation.

The corrections representative indicated that the full effect of the COPS program on the state's prison system is unclear. While more officers may result in more offenders being taken off the street, without further resources within the judicial system the corrections system may not see a dramatic change in admissions.

**ADAA Programs
By Counties
Served FFY 95**



2/1/96

Table 2
ADAA - Funded Programs In Illinois' Largest Counties
FFY 95

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	✓	✓	c	c		
3) Lake	516,418	✓	✓				b
4) Will	357,313	✓	✓				b
5) Kane	314,471	✓	✓		c		b
6) St. Clair	262,852	✓	✓		c		✓
7) Winnebago	252,913	✓	✓		c		✓
8) Madison ^e	249,238	✓		c	c	✓	
9) McHenry	183,241	✓	✓	c			
10) Peoria ^a	182,827	✓	✓	✓		✓	✓
11) Sangamon	178,386	✓	✓	c			
12) Champaign	173,025	✓		c			b

a Assistant state's attorney funded through grant to Appellate Prosecutor
 b Negotiations pending
 c Hit 48 month life

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. The central question about Illinois' strategy concerns its overall impact. Has it affected the supply and consumption of illicit drugs? Has it reduced violence? Unfortunately, questions like these are extremely difficult to answer.

One reason this is so is that federally funded programs account for only a small portion of Illinois' drug and violent crime control activities. Over the past 9 years, Illinois has received more than \$117 million in federal funds through what is now known as the Edward Byrne Memorial grant program. During that same period, Illinois spent more than \$23 billion from state and local sources for the operation of the justice system. Clearly, federally funded programs account for only a small portion of the total effort, and distinguishing the effect of that funding from all other types is virtually impossible.

Equally difficult is the task of filtering out the myriad factors that affect drug abuse and crime, many of which are totally outside the control of the criminal justice system. Economic, societal and other factors are all part of the drug abuse and crime equation, and controlling for these factors is difficult in the real world.

So are we unable to assess the efficacy of our efforts? On the contrary, there is much we can learn provided we grasp the complexity of the question. The key is to recognize that it is impractical to expect to see large scale statewide reductions in drug and violent crime that can be definitively attributed to programming efforts. The fact that aggregate statewide indicators of drug and violent crime suggest that our efforts have had little impact on drug availability and use, and only a limited impact on violence should not be disheartening. When we look for impact at a much smaller scale, such as the program and local jurisdiction level, we see real and encouraging signs of progress.

This section of the report provides an overview of Illinois' efforts with this in mind. 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.

Using a needs-based allocation process, Illinois also focused federal funds on specific geographic regions of the state. As a result, some jurisdictions have an extensive array of programs spanning law enforcement, prosecution, public defense and community corrections, while others do not. Thus, a comparison between the two becomes a natural way to assess whether or not a comprehensive, integrated programming approach has a greater impact. In other words, do jurisdictions with enforcement, prosecution and correctional programs fare better in their fight against drugs and violence than jurisdictions with only enforcement programs?

In a cautious attempt to begin to answer this type of question, selected counties that differ in their breadth of programming were compared on three measures; their violent Index offense rate, crack seizure rate, and verified child abuse and neglect rate. Specifically, each county's relative statewide ranking on each measure was calculated for two time periods; 1988, when significant federal funding began, and 1995. (Crack seizure rates were calculated using 1989 data because it was the first year the information was collected.) Changes between the two time periods were then observed. A total of six counties were used in the analysis, three with comprehensive programming and three without.

Interestingly, counties with an extensive array of programs appear to fare better. Each improved in their relative statewide ranking on each of the three measures. For example, County 3 had the highest crack seizure rate in 1989, but the 7th highest in 1995 (Table 2). County 1 had the 17th highest violent crime rate in 1988, but the 55th highest in 1995.

Conversely, counties without an extensive array of programs tended to not improve their rankings between the two time periods. For example, County 4 had the 4th highest violent crime rate in 1988 and the 3rd highest 1995 (Table 2). County 6 had the 48th highest child abuse and neglect ranking in 1988, but the 31th highest in 1995.

Although this type of analysis has severe limitations and it is difficult to prove that comprehensive programming was a salient factor, particularly to the exclusion of all others, the analysis nevertheless suggests we are focusing in the right direction. Comprehensive and integrated programming appears to be an effective approach.

Table 3
County Rank* of Violence and Drug Indicators

	Violent Index Rate		Crack Seizures Rate		Child Abuse and Neglect Rate	
	1988	1995	1989	1995	1988	1995
Counties with Extensive Programming						
County 1	17	55	23	53	62	99
County 2	18	28	5	22	19	33
County 3	3	4	1	7	11	17
Counties Without Extensive Programming						
County 4	4	3	6	3	31	25
County 5	19	35	12	13	76	29
County 6	5	6	22	14	48	31

* Note: 1 Indicates Highest Rate in the State--102 Indicates Lowest Rate in the State

In the remainder of this section we present transaction data from each component of the criminal justice system and review the many of programs that are part of Illinois' strategy. The data clearly demonstrate that Illinois is arresting, prosecuting, convicting and incarcerating more offenders. More importantly, individual programs supported with federal funds are making significant improvements in the lives of Illinois residents. For example:

- In an evaluation of Illinois' Metropolitan Enforcement Groups and Drug Enforcement Task Forces, state's attorneys, policy board members, and both participating and non-participating law enforcement agencies reported that these programs were effective and that the drug problem would worsen if they were eliminated. (Source: *Evaluation of Illinois' Metropolitan Enforcement Groups and Drug Enforcement Task Forces*, ICJIA, Forthcoming).
- In the five Chicago police districts where community policing was implemented, crime and other neighborhood problems decreased compared to "control" districts. (Source: *Community Policing in Chicago, Year Two: An Interim Report*, ICJIA, June 1995).
- Female inmates who spent more than six months in the Authority funded Gateway drug treatment program at the Dwight Correctional Center had a two-year recidivism rate of 26.3%. Female inmates with similar offense and demographic characteristics who did not receive treatment through the program recidivated at a rate of 42.1%. (Source: *Evaluation of the Post-Release Status of Substance Abuse Program Participants*, ICJIA, September 1995).

- A year after release, IDOC inmates who had undergone PreStart programming in prison and afterwards, experienced lower recidivism rates than earlier groups of prisoners who had not been involved with the PreStart program. PreStart releasees were rearrested at a rate of 40% during the first year in the community, compared to 47.8% for those inmates released prior to the implementation of PreStart. (Source: *Evaluation of the Illinois Department of Corrections PreStart Program*, ICJIA, May 1995).
- In East St. Louis, an area plagued by high levels violence and drug abuse, 25 percent of residents surveyed said they felt safer now than 5 years ago, when the Authority began a comprehensive, system-wide program to reduce drug and violent crime (Source: *Evaluation of the East St. Louis Anti-Drug Initiative*, ICJIA, Forthcoming).

The findings cited above come from formal evaluations conducted by outside researchers with funding from the Authority. These studies typically assess both implementation and impact, with a focus on relevant information for both policy and program development. Since 1990, 16 programs have been evaluated spanning every component of the justice system and more evaluations are planned for the future.

From assessments of community policing and nuisance abatement to intensive probation and the Illinois Department of Corrections' PreStart program, each evaluation has taught us much about what is working as well as what can be improved. Taken together, these evaluations offer some common lessons:

- First, 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 --particularly those that take advantage of partnerships with the community-- seem to be the most successful. While this may not be apparent in terms of large-scale statewide reductions in crime and violence, it is clearly evident at the neighborhood level, where residents feel safer and have gained a more positive attitude about their communities.
- Second, we should not be overly ambitious when looking for success stories. When community residents strongly feel that a program is responding to their concerns by taking drug dealers off the street corners, that can be taken as an important indicator of success.
- Third, while evaluation is an important program development tool, it is not an isolated event that can be performed once and then forgotten. Rather, evaluation should be part of a feedback loop that guides program development and operation on an ongoing basis.

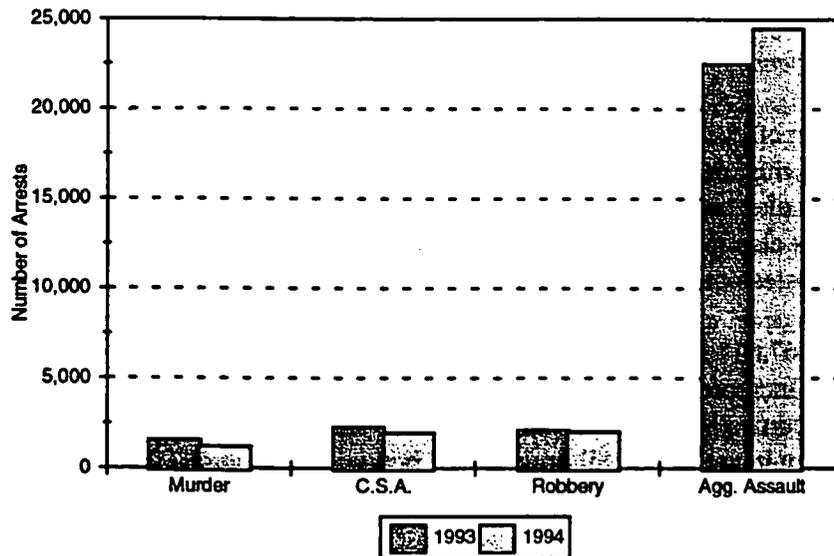
LAW ENFORCEMENT

Arrests for Violent Index Offenses

In 1994, there were 33,473 arrests for violent Index offenses (including murder, criminal sexual assault, robbery, and aggravated assault) in Illinois, 2 percent more than in 1993. Most of the increase can be attributed to increases in arrests in Illinois' downstate rural and urban counties. Violent crime arrests increased in these regions 14 percent and 10 percent, respectively.

Most violent crime arrests in Illinois are for aggravated assault and robbery (Figure 12). These two crime types accounted for 73 percent and 17 percent of all violent Index arrests in 1994, respectively. Still, some variation exists by region of the state. For example, criminal sexual assault accounted for 5 percent of all violent Index arrests in Cook County, but 10 percent of all violent Index arrests in Illinois' rural counties.

Figure 14
Violent Index Arrests by Offense Type
1993 - 1994



Murder Arrests

Murder arrests in Illinois decreased 23 percent between 1993 and 1994, from 1,564 to 1,207 (Figure 12). This was driven by a 27 percent decrease in murder arrests in suburban Cook County. Regionally, only Illinois' downstate urban counties reported an increase in murder arrests between 1993 and 1994; 12 percent, from 134 to 150.

Criminal Sexual Assault Arrests

Arrests for criminal sexual assault decreased 13 percent statewide between 1993 and 1994, from 2,293 to 1,986 (Figure 12). Regionally, the largest decreases were recorded in Cook County and the collar counties, 33 percent and 30 percent respectively. Downstate urban and rural counties experienced increases of 3 percent and 1 percent, respectively.

Robbery Arrests

Robbery arrests fell 7 percent in Illinois between 1993 and 1994, from 2,139 to 2,031 (Figure 12). While decreases were recorded across all regions of Illinois, rural counties experienced the largest percentage decline, 10 percent.

Aggravated Assault Arrests

There were 24,472 aggravated assault arrests reported in Illinois in 1994, an increase of 8 percent from 1993 (Figure 12). While all downstate regions recorded increases, they were proportionally greater in downstate urban counties. Aggravated assault arrests in Chicago decreased 2 percent between 1993 and 1994.

Arrests for Drug Offenses

The majority of 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 1994, there were 67,611 arrests in Illinois for violations of the state's drug laws, 14 percent more than in 1993. Increases in total drug arrests were reported in all regions of Illinois, with the largest increases occurring in Illinois' rural and urban counties. Rural and urban counties both recorded a 33 percent increase in total drug arrests between 1993 and 1994. The smallest percentage increase was in Cook and the collar counties, where drug arrests increased 12 percent and 11 percent respectively.

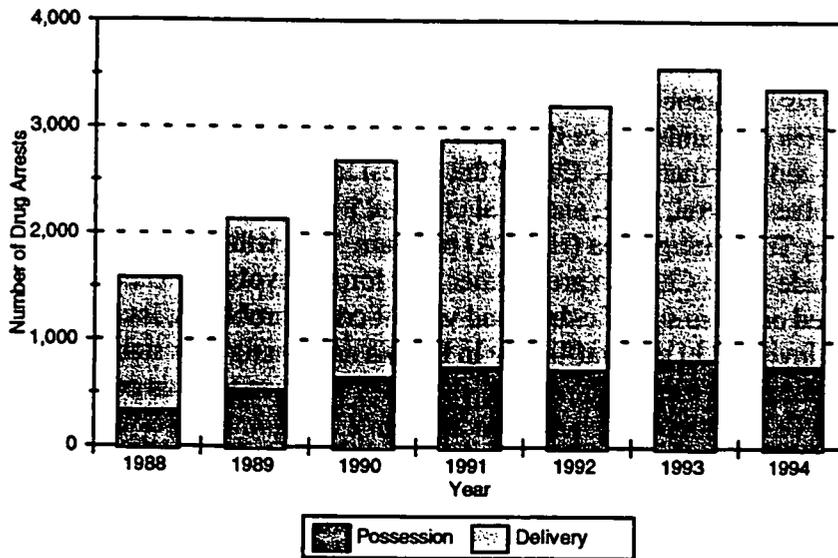
The 45,442 arrests for Controlled Substances Act violations accounted for two-thirds of all drug arrests in Illinois in 1994, while the 22,169 cannabis arrests accounted for the remaining third. Although arrests for violations of the Controlled Substances Act outnumbered Cannabis Control Act offenses statewide, most of this was driven by Cook County, where Controlled Substances Act offenses accounted for 77 percent of all drug arrests. In all of the regions outside of Cook County, cannabis arrests outnumbered those for controlled substances. Illinois' rural counties recorded the largest proportional difference between cannabis and controlled substance arrests, with cannabis arrests accounting for nearly four out of every five drug arrests.

MEGs and Drug Enforcement Task Forces

Nine years ago, only 35 counties in Illinois participated in a MEG or drug enforcement task force. Today, more than 80 Illinois counties, containing more than 90 percent of the state's population are served by these agencies.

MEGs and task forces made 3,375 arrests in SFY 1995, more than double the number made just three years ago (Figure 13). Of the SFY 1995 arrests, 57 percent were for powder cocaine or crack cocaine offenses, while arrests for cannabis accounted for 34 percent of the total.

Figure 15
Drug Arrests by Offense Type
MEG Units and Task Forces



During SFY 1995, more than 3,350 MEG and task force arrests resulted in prosecution. Prosecutions involving powder cocaine and cannabis each accounted for 32 percent of all prosecutions, while crack cocaine was involved in 21 percent of the prosecutions. More than 2,330 MEG and Task Force arrestees were convicted and sentenced in SFY 1995, with 42 percent receiving sentences to probation and 37 percent receiving sentences to IDOC.

MEG and task force activity also accounted for the seizure of nearly 20,000 kilograms of drugs in SFY 1995, including 2,100 kilograms of powder cocaine and 15 kilograms of crack.

DEA and Local Agency Cooperative Enforcement Efforts

A number of additional drug arrests are made in Illinois by federal agencies. For example, the DEA made more than 4,400 drug arrests in Illinois between 1989 and 1994. Two-thirds of these arrests involved cocaine, while 17 percent were for cannabis offenses, and 9 percent involved opiates. Federal law enforcement agencies also operate cooperatively with local police departments. For example, the DEA made more than 1,400 drug arrests in Illinois between 1989 and 1994 with the assistance of local law enforcement agencies. Of those arrests, 72 percent were for offenses involving controlled substances. During that same period, more than 1,100 convictions resulted from cooperative DEA and local agency arrests.

A recent hearing held at the Authority brought together representatives from a variety of federal law enforcement agencies, including the U.S. Attorney's Office, the Bureau of Alcohol, Tobacco, and Firearms, the U.S. Customs Service, the U.S. Drug Enforcement Administration, and the Federal Bureau of Investigation, to discuss their efforts in the area of drugs and violence. Representatives discussed a number of task forces that have been forged between federal, state, and local criminal justice agencies. Although some of the task forces are formed for a specific investigation and then dismantled once the case has been brought to resolution, other task forces are formed as long-term partnerships. One of the largest task forces, which is in the process of being formed, involves federal, state, and local criminal justice agencies under the auspices of the High Intensity Drug Trafficking Area (HIDTA) program. This will be a large scale effort to address the drug trade in the Chicago area. Other task forces involving federal, state, and local agencies are focused on more specific drug and violent crime problems, including a task force focusing on gangs involved in gun trafficking in Illinois and contiguous states (ATF), a statewide task force investigating specific bombings and shootings between various outlaw motorcycle gangs in the region (ATF), and a West African task force (Customs) investigating drug importation and distribution in the Chicago area.

Drug Seizures

Drug seizure data can be difficult to interpret because many factors can influence the types and quantities of drugs seized by law enforcement agencies. While these factors include drug trafficking and abuse patterns, seizure data may also reflect law enforcement priorities and resources. The nature and scope of particular investigations can also effect year-to-year changes in seizures. As a result, the following data should be interpreted with appropriate caution. After decreasing 11 percent between 1992 and 1993, the quantity of cocaine seized in Illinois increased 134 percent in 1994, primarily due to substantial increases in Chicago. In 1994, 1,032 kilograms of cocaine were seized statewide compared to 441 kilograms seized in 1993.

Although Chicago accounts for most of the cocaine seized in Illinois (65 percent of the 3,132 kilograms seized by state and local law enforcement agencies 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, the quantity of cocaine seized in Illinois' rural counties during the first 6 months of 1995, exceeds the total amount seized in 1989.

Chicago Mid-Level Drug Trafficking Task Force

Authority-funded programs have made significant progress 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, continue to be a 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 delivering parcels containing contraband. Investigations focus on collecting sufficient evidence to establish probable cause. For the year ending June 1995, 7,089 packages were targeted because they fit an illicit drug shipment profile, an average of 591 packages per month. Of those packages, 152 resulted in a canine "hit". Of the packages targeted, 143, or 95 percent, were found to contain illicit drugs. The task force team delivered 96 packages, executed 89 search warrants, arrested 106 persons, and seized 2.5 kilograms of cocaine, 1,034 kilograms of cannabis and 173 grams of heroin.

Drug Conspiracy Investigation Program

The Drug Conspiracy and Prosecution Investigation Program was funded to assist in the prosecution of drug traffickers. During SFY 1995, the Illinois Attorney General opened 10 investigations and closed 16. A total of 196 subpoenas were issued for financial, telephone, and related records, resulting in the indictment of 15 defendants. During the same period the Illinois State Police (ISP) opened 7 investigations and closed 9 investigations. Additionally, ISP efforts resulted in 14 arrests, the conviction of 15 defendants, and the forfeiture of nearly \$1.5 million.

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 360 flight hours in 1994. Additional flyover hours are provided by the Illinois National Guard.

Since the program's inception in 1986, Operation Cash Crop has destroyed more than 86 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, the annual totals have surpassed each previous year, and in 1994 alone, more than 37 million plants were eradicated. Wild plants on average account for 99 percent of the plants destroyed, with indoor and outdoor cultivated plants accounting for the remaining eradications. Between January 1994 and August 1995, more than 85 percent of the plants destroyed were in rural counties. While the majority of the eradications have taken place in rural areas in recent months, a significant number of eradications take place in other areas of the state. In 1991 and 1992, the collar counties accounted for the largest proportion of plant eradications, nearly double the number eradicated in rural counties. In 1994, downstate urban counties accounted for 58 percent of eradications, while rural counties accounted for 38 percent.

Operation Valkyrie

Operation Valkyrie is another cooperative effort between the ISP and the DEA. The program works to identify drug traffickers through routine traffic stops on Illinois highways. Between January 1985 and June 1995, officers made more than 7,600 routine traffic stops under Operation Valkyrie, resulting in 9,924 drug arrests. More than one-half of those arrests occurred between 1992 and 1995. Between 1989 and August 1995, more than 33,000 kilograms of drugs were seized through Operation Valkyrie, including more than 29,000 kilograms of cannabis, 3,680 kilograms of cocaine, and nearly 7 kilograms of heroin.

Crime Lab Enhancements

As enforcement efforts have intensified the demand for analytical services by state and local crime labs has increased. Several programs designed to improve 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 law 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. Crime scene processing involves photographing and sketching the scene, and searching for, processing, preserving, and transporting physical evidence. During SFY 1995, the program processed more than 2,000 property crime scenes, identified 770 suspects, and received requests for service from 2,010 law enforcement agencies.

The DNA Indexing program is creating a database of criminal offender DNA that will be used to help identify repeat sexual offenders and other serious offenders. The DNA Indexing program will provide Illinois with a computerized genetic information database from forensic samples of convicted sexual offenders. Illinois is one of the first states to implement such a system.

During SFY 1995, 1,892 offender samples were returned from field locations and 2,012 samples were analyzed and recorded. Since the program's inception, DNA evidence has been used in several different types of criminal cases, including serial crime, missing persons, and sexual assault cases. In all cases where evidence provided by the DNA Indexing program was entered, the court has ruled it admissible.

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, drug packages are examined for latent prints for the purpose of targeting distribution sources of controlled substances. Through the 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 May 15, 1995, 580 latent print drug packaging cases and 7,466 latent print cases were received, 3,901 latent drug packaging exhibits were processed, 2,815 latent drug packaging prints were developed, and 163 potential suspects were identified.

Criminal History Record Improvements

Six programs have begun to help improve the accuracy and completeness of the state's Criminal History Record Information (CHRI) system. Automated fingerprint transmission programs are being developed in Peoria and Winnebago counties as well as Cook County's Sixth District. At the state level, a comprehensive audit of the Computerized Criminal History (CCH) system has been undertaken. To help review and correct the reporting procedures in all 102 Illinois counties, County Work Groups are being held, and a CHRI user's manual has been developed. The Illinois State Police have also initiated automated disposition reporting (ADR) and backlog reduction programs.

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 will bring submitters and users together to evaluate CCH problems and develop solutions.

The ADR program supports development of the on-line software necessary to process criminal disposition information received from the state's court clerks. The backlog reduction program provides overtime pay for Bureau of Identification personnel as a means of reducing CCH processing backlog, and helps keep those backlogs from reforming while automated systems are under development.

Community Policing Initiatives

Illinois continues to make strides to connect local police departments with community members to assist in enforcement efforts which combat drug and violent crime. To strengthen this cooperative relationship, the Authority continues to fund community policing initiatives.

Two large Illinois cities (Aurora with 100,000 residents and Joliet with 77,000 residents) recently completed their formula grant funding cycles. These programs help officers to become more familiar with community dynamics, and offer ongoing interaction between officers and residents. They focus on designated neighborhoods where community organizations have been formed to work closely with the police departments to improve the area's quality of life.

Recent accomplishments have included the formation of Tenant Councils to reduce violence in high-risk, low income housing areas. Both communities initiated and graduated several groups of citizens through the "Citizens Police Academy", a program that has been very successful in raising community awareness of local crime control measures. In addition, both communities attended training programs to heighten awareness of community policing.

An Authority funded evaluation of program implementation and impact in both communities was completed by the University of Illinois at Chicago (UIC) in 1994. While differences between the programs were noted, several positive findings were reported. These included officers establishing trusting relationships with many residents, officers feeling a sense of empowerment, and increasing officer morale due to the departments' long range program commitments. A follow-up wave of data collection, requested by both communities, will be conducted by UIC in

1996.

Chicago Alternative Policing Strategy (CAPS)

Community policing in Chicago, known as Chicago's Alternative Policing Strategy (CAPS), started in April 1994 within five of Chicago's 25 police districts. The primary goal of CAPS is to transform the Chicago Police Department from a centralized reactive agency into a community-based proactive force devoted to problem solving, crime prevention, and improving the quality of life in all of Chicago's diverse neighborhoods. In January 1994, the program was implemented citywide.

A Consortium of Chicago area universities is conducting a process and impact evaluation of the program. The process component includes an examination of implementation, organization and training issues. Ongoing feedback provided by the research team to the police department is an important feature of the process evaluation. The impact component includes an examination of attitudes toward the program, police/community relations, and actual and perceived changes in crime. The evaluation methodology includes police and resident surveys, block face observations, observations of CAPS beat meetings and training sessions, and analysis of crime reported to the police.

The first year report documented the implementation process in five pilot districts and established baseline measures along a variety of dimensions. These include police officer attitudes and citizen perceptions concerning crime and the program, the physical appearance of neighborhoods, and officially reported crime. The second year of the evaluation focused on leadership and organizational issues within the CAPS program and began to assess impact in the pilot districts.

Impact evaluation efforts showed that crime decreased in three of the five prototype districts during 1994. In addition to decreases in reported victimization, the study also showed residents perceived fewer incidences of graffiti, open drug dealing, and gang activity under the program. The survey of community residents also indicated an increase in the police's perceived response to the public's concerns. Currently, the research team is examining the City's Joint Community-Police Training (CJPT) program, as well as additional training services provided by the Chicago Alliance for Neighborhood Safety (CANS). The third year evaluation will build upon previous efforts and examine the citywide expansion of CAPS in terms of implementation and impact.

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.

During SFY 1995, the *overt* unit was responsible for 276 arrests for cannabis and controlled substances. Of those arrests, 213 (77 percent) were for delivery, and 63 were for possession. Eighty-three percent of those arrested were prosecuted. During the same period, the *covert* unit

was responsible for 40 drug-related arrests (16 for delivery, 24 for possession), all of which were prosecuted.

The prosecution component handled 232 cases during SFY 1995, 61 percent involving drug delivery charges. A total of 155 cases were disposed during the period, 149 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 subcommittees, one with an emphasis on enforcement and the other with an emphasis on prevention, also continue meeting to monitor the progress of the initiative, and plan and implement other activities.

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

A 9-person overt enforcement unit, known as the DELTA Unit patrols East St. Louis and enforces violations of drug laws which occur in the open. During SFYs 1994 and 1995, the unit received more than 7,000 calls from the public regarding drug activity and made 331 drug-related arrests. During the same period, a *covert* unit opened 120 new investigations and made 78 arrests, 83 percent involving controlled substance offenses. The covert unit was also responsible for the seizure of more than 15,000 grams of drugs, and more than \$63,000 in cash. During the two year period, 193 drug convictions resulted from arrests made by the overt and covert enforcement units.

The St. Clair County Sheriff's Department Alternative Offender Work Program (AOWP) completed its third calendar year in 1994. A total of 177 offenders were assigned to the program in 1994, with 129 offenders successfully completing the program. On average, offenders were assigned to 100 hours of community service work. In all, AOWP provided more than 13,800 hours of community service.

The Authority has funded an evaluation of the multi-agency efforts of the Greater East St. Louis Anti-Drug Initiative, with a final report due this winter. The evaluation, conducted by the University of Missouri at St. Louis, focused not only on law enforcement transaction statistics, but also community perceptions regarding crime and quality of life.

Of the East St. Louis community residents surveyed, 53 percent listed crime and 76 percent listed drug abuse as a very serious problems within the area. More than 60 percent stated that the drug

Current Efforts and Impact

problem among youth is getting worse. However, 26 percent of those surveyed stated they felt safer now than they did 5 years ago. Sixty percent of the residents were familiar with the DELTA Unit working in East St. Louis, 40 percent reported seeing the unit patrolling at least once-a-day, and 56 percent of those surveyed rated the DELTA Unit's performance as very good or excellent.

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. 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 and two domestic violence shelters, and a private contractor hired to develop software that pinpoints multiple-call addresses.

The University of Chicago is currently conducting a process and impact evaluation of the gang violence reduction component. Preliminary reports have shown evidence of a reduction in gang violence in the Little Village area, especially when compared to a similar neighborhood (Pilsen) during the first 12 months of the project. While the Pilsen neighborhood continued to see significant increases in gang-related homicides and violence, gang homicides in Little Village were stable and the incidence of aggravated assault continues to slow.

Homicide/Violent Crime Strike Force

The Homicide/Violent Crime Strike Force was created in April 1993 to clear unsolved murders in the East St. Louis area. 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 prosecutorial resources in the area, resulting in an unacceptable clearance rate. For example, of the 158 murders between July 1991 and February 1993, only 66 were cleared. Through August 1995, the unit opened 71 homicide and other violent crime cases, cleared a total of 82 cases, and issued 81 warrants. Because the arrests of one offender can result in the subsequent clearance of other cases, the number of clearances can exceed the number of cases originally initiated. Of those cases opened, nearly three-quarters were homicides. Gangs or drugs were involved in 38 percent of the opened cases and 47 percent of the warrants issued since program inception.

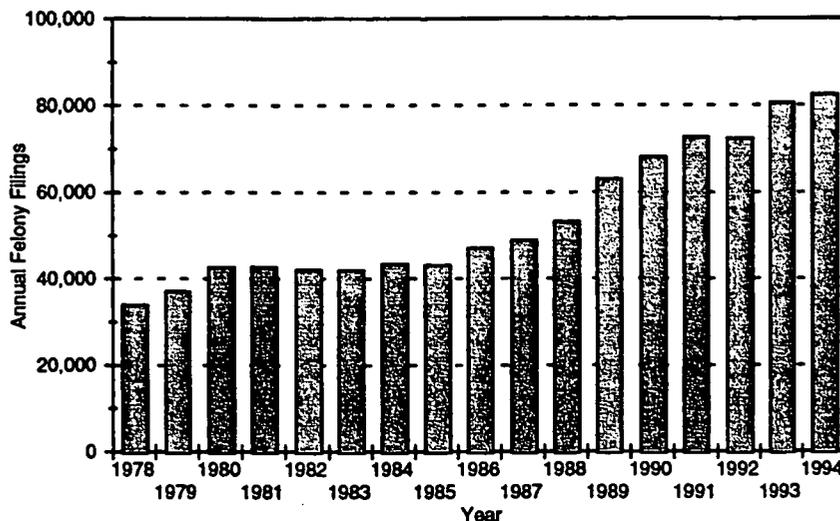
PROSECUTION

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.

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 1994, felony case filings more than doubled, reaching 82,545 in 1994 (Figure 14). More recently, between 1988 and 1994,

felony filings increased 55 percent. Felony filings in Cook County, which accounted for 52 percent of all filings in Illinois in 1994, have driven most of the statewide increase. Between 1978 and 1994, felony filings in Cook County more than tripled, increasing almost 70 percent since 1988.

Figure 16
Annual Felony Filings in
Illinois Courts



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 1994, drug cases accounted for 58 percent of all felony filings. Between 1991 and 1994, drug filings increased almost 27 percent. By comparison, non-drug cases filed in Cook County *decreased* 20 percent during that same time period.

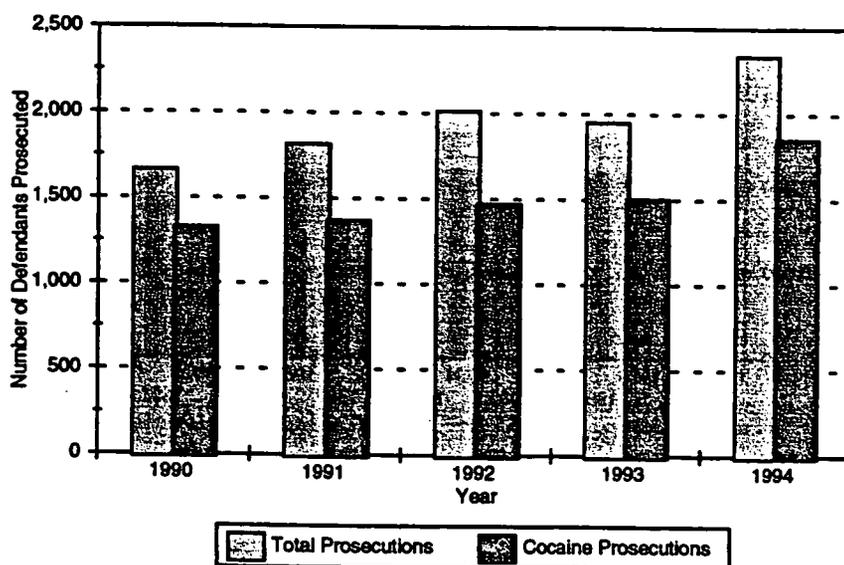
Recognizing the impact increased law enforcement efforts have on the rest of the system, prosecution, indigent defense, and appeals programs have been established in several parts of the state.

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. Cook and each of the

collar counties has a specialized drug prosecution unit staffed with attorneys who are trained in drug and drug forfeiture statutes and who work closely with MEG and Task Force units. Between 1990 and 1994, the six units prosecuted 9,788 drug defendants. Over three-quarters (77%) of the prosecutions involved cocaine and nearly 57 percent were for delivery offenses. The annual number of prosecutions by these units increased 41 percent over the five-year time period, from 1,664 to 2,341 (Figure 15).

Figure 17
Drug Prosecutions
Multi-Jurisdictional Units



Between 1990 and 1994, 89 percent of the defendants for whom prosecution had been initiated were convicted. Of those defendants convicted, 32 percent were sentenced to the Illinois Department of Corrections, 42 percent were sentenced to probation, and 26 percent were sentenced to other sanctions.

Local Drug Prosecution Support

In those counties too small to warrant a full-time drug prosecutor, or in counties unable to provide match funds, the Authority has funded the Local Drug Prosecution Support program within the State's Attorney's Appellate Prosecutor. Drug unit attorneys employed by the State's Attorney's 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 1995, 1,809 prosecutions were initiated and 1,628 convictions were obtained. Of those convictions, 64 percent were for offenses involving controlled substances. The SFY 1995 conviction rate was 90 percent. In addition, forfeiture actions were initiated in 946 instances and 921 judgements were handed down.

Public Defense Programs

Recognizing the need for a balanced, system wide approach to case-flow 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, thereby providing a more effective and efficient defense strategy.

Since its inception in 1992, and through June 1995, program attorneys have handled more than 4,000 drug and 700 violent offense cases. In SFY 1995 alone, attorneys handled about 1,200 drug and 300 violent offense cases. Of the drug cases, 77 percent involved violations of the Controlled Substances Act.

Program attorneys have assisted in disposing of 4,236 cases since the program began operation. Of those dispositions, 53 percent resulted in a finding or a plea of guilty, and 16 percent resulted in *nolle prosequi*. Less than 1 percent of all dispositions resulted in an acquittal, while 30 percent were disposed of by other means. Ninety-eight percent of the cases were disposed of prior to trial, while 2 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 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 this effort. The Cook County State's Attorney's Office handles appeals in Cook County, the State's Attorney's Appellate Prosecutor is responsible for appeals outside of 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 1995, the State's Attorney's Appellate Prosecutor's Office received 290 new drug appeals, program attorneys filed 128 briefs, and opinions were returned on 200 cases. The Cook County State's Attorney's Office received 209 new drug appeal cases, filed 206 briefs, and had opinions returned on 215 cases. The Illinois Attorney General received 14 new appellate cases and eight new Illinois Supreme Court cases.

The Appellate Defender also works to eliminate the appellate backlog that results from the increase in drug convictions. Five staff attorneys (one in each Appellate District Office) assist in the timely processing of drug appeal cases. Funds are also available to hire private attorneys to assist in eliminating the backlog. During SFY 1995, 205 drug cases were received by the unit and 89 briefs were filed.

Nuisance Abatement

Abandoned residential and commercial buildings have long been used by drug dealers and users indiscriminately. Cook County, the state's largest criminal justice jurisdiction has also been the site of the state's first nuisance abatement program. Two Narcotic Nuisance Abatement Units have been funded by the Authority, one in the Chicago Police Department and one in the Cook County State's Attorney's Office. The programs target properties that have been identified by citizen and police reports as areas where drug sales occur regularly.

During the final six months of 1994, the Cook County State's Attorney received 713 new abatement complaints, 673 from Chicago and 40 from suburban areas. During the same period, the unit disposed of 845 complaints; 617 were handled internally, while 228 were referred to other city, county, or state agencies. Of the 617 internal cases, 544 resulted in voluntary abatements and 7 resulted in court-ordered abatements.

During State Fiscal Year 1995, the Chicago Police Department received 395 abatement complaints and initiated 238 investigations. A total of 169 search warrants were executed and 111 arrests were made.

An evaluation of the State's Attorney's unit by Loyola University of Chicago was completed in 1993. The evaluators found that community residents rated the program highly in terms of responsiveness and follow-through of citizen complaints; while community leaders and police reported that the program had resulted in visible changes in the community. Both police and members of the community also rated the program as an important part in their efforts to eliminate drug activity. The program's effectiveness, as detailed in the evaluation, also led to the program being continued entirely with county financing.

PROBATION AND PRISON

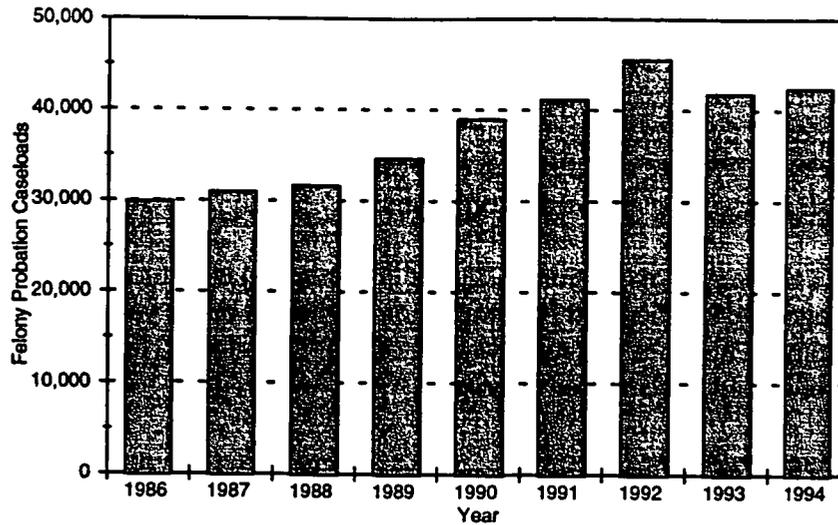
Felony Sentences Imposed

The total number of convicted felons sentenced in Illinois increased dramatically between 1988 and 1990 (jumping 68 percent statewide), but remained stable through 1994. In 1994, 56,607 felons were sentenced in Illinois; slightly more than one-half (54 percent) to probation and slightly less than one-half (45 percent) to prison. In Cook County, the total number of felons sentenced between 1990 and 1994 nearly doubled (increasing 96 percent). In 1994, 17,299 felons were sentenced to prison in Cook County, a record number. Moreover, 1994 marked the third consecutive year that there were more sentences to prison than probation in Cook County -- 52 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 1994, adult felony probation caseloads increased 34 percent statewide, from 31,606 to 41,794, with increases occurring across all regions of the state (Figure 16). Cook County experienced an increase of 33 percent from 16,723 to 22,211, while caseloads in urban counties increased 61 percent, from 5,214 to 8,392. Illinois' rural and collar counties experienced increases of 23 percent and 20 percent between 1990 and 1994, respectively, although caseloads declined slightly in those areas between 1993 and 1994.

Figure 18
Active Felony Probation Caseloads
in Illinois



Although trend information on the offenses for which persons are sentenced to probation is unavailable, a snapshot of probation admissions is available through a survey of probation departments conducted through the Administrative Office of the Illinois Courts' (AOIC) Probation Division in January and September 1990 and May 1995. In 1990, property offenders accounted for 25 percent of the admissions while drug offenders accounted for 14 percent. In 1995, drug offenders accounted for 24 percent of the admissions while property offenders accounted for 20 percent. The percentage sentenced for violent and sex offenses was stable between the two time periods, at 14 percent and 2 percent, respectively. The percentage sentenced for DWI increased from 20 percent in 1990 to 23 percent in 1995.

The surveys also revealed interesting changes in the characteristics of the probation population. For example, the percent of probationers reporting some secondary education decreased between 1990 and 1995, from 90 percent to 76 percent. On the other hand, the percent of probationers indicating they were employed in a part or full-time position increased from 54 percent to 58 percent during that same period.

Information regarding the prior criminal histories of surveyed probationers appears to indicate that more serious offenders were placed on probation in 1995 than in 1990. For example, in 1990, 34 percent of the offenders placed on probation had not been previously arrested; in the 1995 survey, 28 percent had no prior arrests. Furthermore the percentage with two or *more* prior arrests increased from 45 percent in 1990 to 54 percent in 1995. Similarly, among the 1990 probation intake sample, 30 percent had previously been sentenced to probation, compared to 35 percent in 1995. The percent who had previously been sentenced to prison increased from 7 percent in 1990 to 10 percent in 1995. This increased level of prior criminal activity may account for increases in the average length of probation sentences between 1990 and 1995. The

proportion of probationers receiving a sentence of *more* than one year increased from 47 percent in 1990 to 62 percent in 1995.

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 1,400 statewide), these programs are frequently used to supervise drug and violent offenders.

Currently, a process and impact evaluation of Illinois' IPS program is being done by Loyola University of Chicago, and is scheduled for completion by the end of the year. The evaluation will examine the criminal histories and recidivism rates of IPS graduates, failures, and a comparison group of offenders sentenced to prison.

Intensive Drug Abuser Probation

Illicit drug use in Illinois is a serious problem. In order to provide appropriate supervision strategies for probationers with identified substance abuse problems, a number of intensive supervision programs for drug-dependent offenders were initiated in the early 1990s. The programs were known generically as Intensive Drug Abuser Probation (IDAP) programs, and drug testing was a central feature of each program.

IDAP serves high-risk adult probationers identified as drug abusers. Prior to acceptance in IDAP, offenders are thoroughly screened to determine the magnitude and nature of drug abuse, the risk of repeated criminal activity, and overall appropriateness for the program. If eligible, they are assigned to an officer and enter a three-phase program. The first phase involves the most intensive supervision. Each phase includes face-to-face visits, home visits, collateral contacts, and drug testing. IDAP probation officers are trained in a variety of areas including the use of techniques designed to help identify offender abuse patterns, community resource networking, basic substance abuse intervention, and effective monitoring. IDAP officers employ such strategies as home visits, random drug testing, arrest checks, employment and school verification, and collateral checks. A number of counties which previously received funding from the Authority to operate IDAP programs have subsequently continued the programs entirely with local funds.

A process and impact evaluation is currently underway and due to be completed by the end of 1995. The evaluation will include traditional measures of effectiveness (i.e., recidivism and program failure), as well as program impact on offender substance abuse, employment, and family relations.

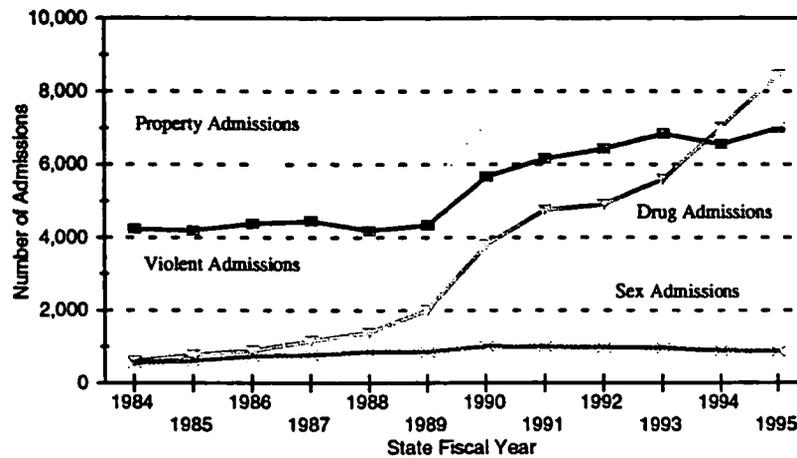
Prison Admissions for Drug Offenses

Illinois continues to experience a serious prison overcrowding problem. Between 1984 and 1994, Illinois' prison population more than doubled, from 16,854 to 36,543. In 1994, the Illinois Department of Corrections was operating at 154 percent of its rated capacity.

Although admissions to the IDOC for property, violent, and drug offenses all increased since the late 1980s, 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 (Figure 17).

Figure 19

IDOC Admissions by Offense Type



Between SFYs 1984 and 1995, the number of drug offenders admitted to prison increased tenfold, from 596 to more than 8,600. In SFY 1995, drug offenders accounted for 37 percent of all admissions to the IDOC, compared to 6 percent in SFY 1984. Between 1984 and 1994, the number of drug offenders in the inmate population jumped from 683 to 7,874. In 1984, drug offenders accounted for 4 percent of the total population, in 1994 they accounted for 22 percent.

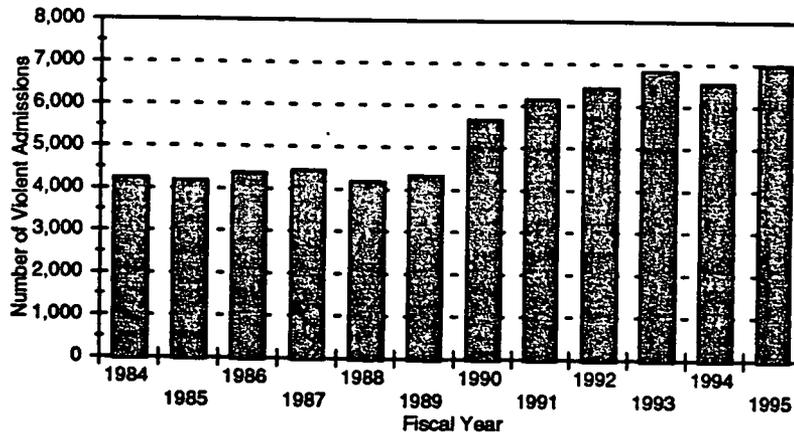
In 1994, sentences for Class 4 possession of a controlled substance were the single most frequent prison sentence imposed in Illinois. In fact, drug offenses accounted for three of the top four offenses for which sentences to prison were imposed that year. Most offenders (80 percent) admitted to the IDOC for drug offenses were from Cook County. Of the 8,680 drug offenders admitted during SFY 1995, 59 percent had not been previously sentenced to prison.

Prison Admissions for Violent Offenses

The number of offenders admitted to the IDOC for *violent* crimes has also increased. Between SFYs 1984 and 1995, the number of violent offenders admitted to the IDOC annually increased 65 percent, from 4,226 to 6,985 (Figure 18). 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 30 percent in SFY 1995. Still, the number of violent offenders in the prison population more than doubled between 1984 and 1994, jumping from 9,714 to 20,821. As with drug offense admissions, the majority (65 percent) of admissions for violent offenses were from Cook County. In addition, 59 percent of those violent offenders admitted during SFY 1995, had never been in prison before.

Figure 20

Illinois Department of Corrections
Violent Crime Admissions



Recidivism of Drug and Violent Offenders

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

Of the 17,186 inmates released from the IDOC in 1991, 42 percent returned within 3 years. However, when recidivism patterns were examined based on the original holding offense, drug and violent offenders recidivated at a lower rate than property offenders, while sex offenders had the lowest recidivism rate. Of those violent and drug offenders released in 1991, 38 percent and 36 percent returned to prison within three years, respectively, while nearly half of all property offenders released returned within three years. Of the 861 sex offenders released in 1991, only 25 percent, or 214 offenders, recidivated.

The original holding offense of releasees is also a good indicator of the recommitting offense. For example, violent offenders were more likely to be recommitted for a violent offense than they were for any other offense type. Among violent offenders released in 1991 and returned within 3 years, 35 percent were recommitted for a violent offense, 23 percent were recommitted for a property offense, and 19 percent were recommitted for a drug offense.

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.

Reception and Classification Evaluators

Through a purchase-of-services agreement, professional substance abuse evaluators work closely with Department of Corrections medical and mental health staff at juvenile reception units. Efforts focus on identifying and evaluating youth serving relatively short sentences, and who have serious substance abuse problems. Assessments and initial treatment plans are completed on approximately 10 juveniles per week. During SFY 1995, approximately 400 youth were screened with the Drug and Alcohol Severity Index. Of those screened, about half were determined to be receptive to treatment.

Dwight Correctional Center Therapeutic Community

Illinois established a residential treatment program at the Dwight Correctional Center to provide intensive treatment to female offenders. This program began in September 1988 and is operated by the Gateway Foundation of Chicago. The goal is to reduce recidivism among female offenders by providing intensive treatment services to those with serious substance abuse histories. In order to participate, offenders must have a history of substance abuse and must express a minimal desire to become actively involved in treatment. Gateway participants are involved in educational programs, daily group therapy, and individual counseling. During SFY 1995, more than 350 female inmates received substance abuse treatment.

The Authority recently funded an evaluation of the post-release status of offenders participating in the substance abuse treatment services provided within the Dwight Correctional Center. While the treatment group returned to prison at similar rate to the comparison group of traditional releasees, when length of treatment was controlled for greater differences appeared. Offenders who spent *less* than 90 days within treatment returned to prison at a rate of 45 percent, compared to 35 percent of those offenders receiving 90 days or more of treatment. Furthermore, only 26 percent of those offenders who were considered to have completed the program returned to prison.

Approximately two-thirds of those who returned to prison were recommitted for a property offense, 13 percent returned for violent offenses, and 10 percent returned after committing a drug offense. In comparison to the traditional prison releasees, those returning after treatment services were more likely to return for a property offense, rather than violent or drug offenses.

Graham and Sheridan Outpatient Treatment Programs

Designed to compliment the DASA-funded therapeutic treatment communities within the same institutions, these step-down 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 meetings. Each facility has 30 treatment slots. During SFY 1995, more than 6,000 hours of therapy and education were provided to Graham participants, and more than 5,600 hours were provided to Sheridan participants. Within both programs the withdrawal rate has been below 10 percent.

Logan, Taylorville, Big Muddy Treatment Communities

These three substance abuse education programs are similar to programs operating within the

Graham and Sheridan correctional facilities, but do not have direct links to DASA. The programs are designed to provide group and individual counseling, peer group counseling, drug education, relapse prevention counseling, AIDS education and aftercare. The units at Logan and Taylorville have 30-bed units, while the Big Muddy unit provides 50 beds. During SFY 1994, approximately 470 men received substance abuse treatment and education through these three programs.

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 three such programs. The original program is located in Dixon Springs, while the second is in Greene County. The DuQuoin Work Camp was converted to an Impact Incarceration (IIP) facility during 1994 and began admitting inmates at the beginning of SFY 1995.

Program eligibility criteria permit participation by second-time prison offenders under 36 years of age, sentenced to no more than 8 years. The typical participant is a 21-year old black male with an eleventh grade education and a history of drug abuse. This typical offender has been convicted of a property or drug offense, and has been given a 48-month prison sentence.

Since program inception, 2,549 inmates have graduated from the IIP after serving 120 days in the program. Initial evaluations by Southern Illinois University and the IDOC found that offenders participating in the IIP had lower rates of recidivism than comparison groups. An analysis of the first 199 graduates revealed that 21 percent returned to prison for committing a new offense within 3 years of release. A comparison group of traditional releasees returned at a 34 percent rate.

In SFY 1994, program savings totaled \$3,713,398, and saved the state more than 449,307 days of incarceration, when compared to traditional prison sentences. An estimated \$7,947,038 has been saved since program inception.

Boot Camp Substance Abuse Services

All boot camp residents receive a minimum of 15 hours of drug education. Within the first week of arrival at the boot camp, inmates are assessed for treatment needs and placed into one of three levels of treatment. The Authority recently funded an evaluation of the post-release status of boot camp participants and documented recidivism rates for Impact Incarceration Program (IIP) participants. Participants graduating from the IIP in SFY 1992 (524 graduates) were compared to 215 IIP failures who were returned to the general population, and 3,350 general population releasees.

Of the IIP graduates, 32 percent returned to prison within two years of graduation, compared to 30 percent among the IIP failures and 29 percent of the traditional releasees. While IIP graduates returned at a higher rate, technical violations accounted for 52 percent of those IIP graduates who returned to prison. This compared to only 17 percent for IIP failures and 8 percent for traditional releasees returning for technical violations. Differences in the recommitting offense were also apparent between groups. Among IIP graduates and traditional releasees, persons committing

property offenses returned at a higher rate than other offenders, while among IIP failures, drug offenders returned at the highest rate.

PreStart

PreStart is a two phase parolee release and supervision program that superseded Illinois' traditional parole system. Phase I begins in the correctional 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. Thirteen statewide community service centers, staffed by two correctional counselors, provide assistance to releasees upon request.

The Special Intensive Supervision Unit (SISU) is under the ordinal PreStart design that serves releasees predicted to be of high risk to public safety. Community Drug Intervention Programs (CDIP) are designed to offer treatment and drug testing to releasees with clear drug dependence. An Authority funded evaluation of the PreStart program conducted by Southern Illinois University at Carbondale found that the average length of time spent in CDIP was 11.5 months, with two-thirds of the clients failing to complete the program. Among the examined CDIP population, 29 percent returned to prison prior to program completion.

The PreStart evaluation also reported that a sample of PreStart releasees returned to prison at a lower rate than a comparison group. After 18 months of release, 19 percent of PreStart releasees returned to prison, compared to 39 percent of a sample of 1990 IDOC offenders released prior to PreStart implementation. However, the evaluators noted that some of the difference may be due to the large number of high risk offenders among the 1990 sample. Among the PreStart population, those offenders participating in the SISU or the CDIP services were less likely to return to prison than releasees not participating.

A strong correlation between drug use and rearrest was also found within the PreStart sample. Among the PreStart sample, 32 percent of the releasees reported drug use since their release from prison. Of this group, more than half (51 percent) reported being arrested since release, compared to 24 percent of those who reported *not* having used drugs since release. While the relationship between drug use and rearrest seems strong, only 31 percent of releasees reporting post-release drug use felt they had a substance abuse problem.

Community Drug Intervention Program

Originally planned as a pilot study in Springfield, and later expanded to Chicago, Aurora, and East St. Louis, these units team two parole agents with a substance abuse counselor to provide high levels of supervision and intensive casework to a maximum population of 50 parolees at high risk of substance abuse. During SFY 1994, the program had an average daily population of 183 offenders, approximately 46 per site. Each participant averages 8 personal contacts with their assigned program staff person. Offenders must have 9 months of successful program participation and exhibit a movement toward a drug-free lifestyle. During SFY 1994, the program failure rate was less than 40 percent. Statewide, there were 1,918 participants during SFY 1995. From these participants 2,990 drug tests were checked, with 39 percent confirmed as positive for

the presence of drugs.

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 River, and a community services center in East St. Louis, funded to provide post-release supervision services to sex offenders.

A total of 88 inmates have entered the Graham program, 4 of whom graduated, and 6 who were paroled prior to program completion. An additional 36 individuals have been terminated unsuccessfully. Of the combined 46 terminations, 17 spent less than two months in the program. None of those completing the program have returned to the Department of Corrections. In its early stages, the program at the Big Muddy River facility is at capacity and is performing as expected. 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.

FFY96 STRATEGY GOALS AND OBJECTIVES

The goals of the Illinois' FFY96 Anti-Drug Abuse and Violent Crime Strategy are 1) to reduce the supply of drugs coming into the state; 2) to reduce the demand for drugs by employing a multi-faceted approach which makes maximum use of criminal and civil sanctions; 3) to reduce the incidence of violent crime; and 4) to reduce the level of gang-related violence. Further, though the primary emphasis of this strategy is on apprehending and prosecuting violent offenders and drug traffickers -- to thereby reduce the incidence of violent crime and 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 and incidence of violent crime 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 violent crime and drug crime committed by juveniles;
- 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 violent crime and illegal drug use;
- To reduce the number of emergency room mentions of cocaine, marijuana, heroin, and other 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 evaluate programs and share findings with others;
- To develop and implement strategies for gang-related violence which emphasize coordination of the affected enforcement units;
- To promote comprehensive planning and programming 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 combined efforts of local, state, and national enforcement, education and treatment agencies which are working as partners to make Illinois drug-free.

STRATEGIES AND IMPLEMENTATION PROGRAM PRIORITIES FFY96

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 FFY96, 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 FFY96 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.
- Maintain the capability of local drug law enforcement, with an emphasis on supporting multi-jurisdictional 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 by all components of the criminal justice system to drug, violence, and gang activity problems at the state and local levels, which includes the participation of non-criminal justice agencies and community representatives.
 - 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 and when offenders return to the community.
 - 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.
 - Facilitate communication among police agencies.

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 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-jurisdictional 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-jurisdictional 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 four years. This effort was expanded to include the drafting of a plan for treatment services within the Illinois Department of Corrections, portions of which are now being funded through a grant from the federal Office of Substance Abuse Treatment, and a master plan for the delivery of community-based treatment services to offenders.

As in past years, the Illinois State Board of Education was invited to participate in an Authority discussion of priorities for FFY96 and describe 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.

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 and the President. Specifically, the law enforcement component of Illinois' FY 96 strategy, which is under the direction and control of the Authority, seeks to achieve the law enforcement goals in the 1994 National Drug Control Strategy:

- Reduce domestic drug-related crime and violence; and
- Reduce all domestic drug production and availability, and continue to target for prosecution those who illegally import, manufacture, and distribute dangerous drugs.

These goals will be accomplished in Illinois through the aggressive efforts of multijurisdictional

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task forces working in partnership with prosecutors dedicated to handling drug cases. Mindful of the relationship between drugs and violent crime and the far-reaching effects of violence in our communities, resources are also dedicated to the swift apprehension and prosecution of those who commit violent crimes against persons. As is stated in the 1995 National Strategy, "(B)y stepping up high-visibility enforcement operations on the street and within known drug markets, domestic law enforcement programs can, in effect, reduce drug consumption rates and further help reduce profits for traffickers and dealers." (p.44) Clearly, Illinois recognizes "...that when an unrehabilitated offender is released unsupervised into the community, he or she represents a serious and continuing threat to public safety." (p.55) Therefore, Illinois' strategy also provides for work with offenders sentenced to probation or prison from both treatment and surveillance perspectives. Thus, the strategy aims toward another national goal:

- Expand treatment capacity and services and increase treatment effectiveness so that those who need treatment can receive it. Target intensive treatment services for hard-core drug-using populations and special populations.

Illinois agrees, too, that "(A)nti-drug strategies must be supported by knowledge gained from research." (p.10) Therefore, the strategy includes a strong evaluation component.

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.

Program Title: Drug Conspiracy Investigation and Prosecution

Program Area: 501(b)(2)

Number of Sites: 2

Program Overview:

Aside from the FBI, DEA, and other federal agencies, only the Illinois State Police has authority to investigate crime across jurisdictional boundaries. Similarly, with the exception of the U.S. Attorney, only the Illinois Attorney General can prosecute criminals involved in narcotics trafficking and money laundering without regard to jurisdictional boundaries. As a result, the Statewide Grand Jury is the only grand jury in Illinois with statutory authority to investigate, indict, and prosecute narcotics activity and money laundering anywhere in the State of Illinois.

Narcotics trafficking exists, in part, because it can be a profitable enterprise. Unlike local law enforcement agencies and prosecutors, traffickers operate without regard to jurisdictional boundaries. The Drug Conspiracy Investigation program was funded to assist in the prosecution of drug traffickers operating beyond single jurisdictional boundaries. The Illinois State Police is charged with the responsibility of identifying conspiracies and drug distribution chains. Once the traffickers are apprehended, the Attorney General's Office is responsible for all aspects of prosecution. Protocols have been established to ensure cooperation with local law enforcement and Multi-jurisdictional Task Forces.

Program Goals:

Work with local law enforcement agencies to intensify efforts to identify, investigate, apprehend and prosecute drug trafficking conspiracies, streetgang related felonies and the unlawful sale and transfer of firearms; and, function as a repository for information and intelligence.

Program Objectives:

- indict 50 defendants.
- seize and forfeit assets.
- propose legislative changes to increase the effectiveness of the Statewide Grand Jury.
- refer 5 cases for prosecution.
- seize and forfeit assets, as appropriate, in 80% of investigations.
- be a repository of information and intelligence.
- share information with local agencies.

Program Activities:

- aggressively pursue the enforcement of drug laws and prosecution of drug traffickers.
- implement protocols developed to define the interaction between the various state and local

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agencies.

- determine when drug trafficking activities are a "conspiracy" (crossing 2 or more counties).
- initiate investigations and accept referrals from local law enforcement agencies, Multi-jurisdictional Task Forces, and federal agencies.
- maintain close contact with local law enforcement agencies to coordinate efforts and avoid duplication.

Performance Measures:

- number of cases under investigation.
- number of cases completed.
- number of subpoenas and warrants issued.
- manner of prosecution/trial.
- prosecution outcome.

Program Title: Expanding Multi-Jurisdictional Narcotics Units

Program Area: 501(b)(2)

Number of Sites: 23, involving 83 counties

Program Overview:

These efforts, called multi-jurisdictional task forces, began in the early 1980s when general revenue funds were insufficient to support further expansion of state-funded Multi-jurisdictional Enforcement Groups (MEGs). Drug task forces were created to complement and expand the MEG program. Both programs are similar in structure and mission, but have two important differences: (1) MEGs are recognized in state statutes, receive general revenue funds, and can only engage in drug enforcement activities; and, (2) task forces can focus on any criminal activity, but are intended to principally focus on drug investigations, are located in Illinois State Police (ISP) facilities, are supervised by ISP personnel, and do not receive direct general revenue funds.

Federal funding for multi-jurisdictional task forces began in 1987. Since then, federal funds have been used to help create eight additional units. Currently, there are a total of 23 multi-jurisdictional narcotic units (10 MEGs and 13 task forces). Approximately 350 specialized full time state, county and municipal police officers are assigned to these units. Federal funds provide 114 of the positions. The units cover 83 Illinois counties, representing more than 90 percent of the Illinois population.

Program Goals:

Multi-jurisdictional units exist to improve the quality, efficiency, and effectiveness of drug law

enforcement, thereby making communities safer, and ensuring a greater degree of safety for undercover officers.

Program Objectives:

In general, the objectives of multi-jurisdictional units are to:

- increase the number of drug-related arrests;
- increase the quantity of drugs seized;
- increase the number of drug-related conspiracy investigations;
- prosecute 95 percent of all arrests;
- obtain convictions on 90 percent of all prosecutions; and,
- maintain the dollar value in seized and forfeited assets.

These goals and objectives have enabled task force units to improve case investigation quality, as well as the quality and quantity of arrests. The emphasis on conspiracy investigation has led to an increase in the proportion of arrests for delivery offenses. In addition, arrests have increasingly been for more serious offenses, such as for class X, I and II felony charges.

Program Activities:

Multi-jurisdictional units focus on the identification and apprehension of drug traffickers, and on eliminating drug trafficking networks. *Special Emphasis* programs allow units to pursue drug problems unique to their own geographical areas, such as locating hidden dealer assets, and supporting subsequent prosecution.

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

Performance Measures:

- arrests by the nature of the offense and type of drug;
- drug seizures by type of drug and quantity;
- prosecutions;
- convictions;
- asset seizures, seizure value;
- asset seizure prosecutions; and,
- forfeitures, forfeiture value.

Program Title: Multi-Jurisdictional Drug Prosecution

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Program Area: 501(b)(2)

Number of Sites: 8

Program Overview:

Narcotics activity continues to grow at epidemic proportions. Historically, one of the primary systemic obstacles to the success of long-term narcotics operations aimed at controlling this epidemic was the lack of coordination between criminal justice agencies across jurisdictions. Working with MEG and Task Force units, the Multi-jurisdictional Prosecution programs provide coordinated, specialized prosecution of drug offenders by attorneys trained in drug and drug forfeiture statutes.

Program Goals:

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

Program Objectives:

- achieve a conviction rate of at least 90 percent; and,
- file forfeiture actions whenever property is seized.

Program Activities:

Prosecutors guide law enforcement officers in legal issues, such as search and seizure requirements, and help obtain warrants, overhears, and other court orders. By coordinating their efforts with the MEG and Task Forces, Multi-jurisdictional Drug Prosecution unit attorneys offer the legal expertise and experience necessary to maximize the strength of cases brought for prosecution.

Performance Measures:

Performance measures include:

- the number of prosecutions initiated
- the conviction rate
- the number and value of forfeitures filed.

Program Title: State's Attorney's Specialized Training

Program Area: 501(b)(2)

Number of Sites: 1

Program Overview:

Most new State's Attorneys and Assistant State's Attorneys have little or no trial advocacy experience, and little or no experience as an Illinois prosecutor. To compound the problem, there is a great deal of turnover within the ranks of Assistant State's Attorneys. As a result, there is a tremendous need in Illinois for continuing legal education for State's Attorneys and Assistant State's Attorneys.

The State Appellate Prosecutor Trial Advocacy Program will be an intensive, week-long, learning-by-doing trial advocacy program that is modeled after the National Institute for Trial Advocacy's trial advocacy programs.

Program Goals:

To improve the trial skills of State's Attorneys and their assistants.

Program Objectives:

- Conduct two five-day trial advocacy training sessions (one in the Spring, one in the Fall) to train State's Attorneys and Assistant State's Attorneys in the art of trial advocacy.
- Provide a series of expert witness seminars for State's Attorneys and Assistant State's Attorneys at regional Illinois State Police laboratories.
- Train 50-70 State's Attorneys and Assistant State's Attorneys in trial advocacy.
- Prepare a trial advocacy manual and make it available to all participants.
- Provide expert witness training to 48-60 State's Attorneys and Assistant State's Attorneys.

Program Activities:

- The program has held two scheduled trial advocacy programs, lasting five days each and included training on opening statements, direct and cross examinations, the introduction and use of evidence, use of expert witnesses, and closing arguments. The training concluded with mock trials, at which participants were given an opportunity to use information gathered during the week.
- Three expert witness training sessions were also held at Illinois State Police Laboratories.

Performance Measures:

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- Number of State's Attorneys and Assistant State's Attorneys trained.

Program Title: Crime Prevention
Program Area: 501(b)4
Number of Sites: Statewide (all counties)

Program Overview:

Across America, from large cities to rural towns, residents and communities seek solutions to crime problems. Crimes range from drug-dealing to vandalism, from property theft to rape and murder. The community's situation may just be "less than desirable" or it may be so bad that residents cannot sit on their porches or allow children in the parks.

We each know, or have been, a crime victim. Each of us is therefore aware of the physical, psychological, and financial damage from crime. All of us can point to examples of how the community as well as the individual is harmed by crime. All about us, signs of crime and disintegration keep the problem in constant view. Americans have consistently named crime as one of their major concerns. No part of the country has escaped the effect of drugs - perhaps the single greatest contributor to crime today.

This program is designed to enable law enforcement officers - those the community turns to for help - to be more able to take on the roles of crime prevention catalysts, educators, and resource persons.

Program Goals:

The goals of Illinois' crime prevention program - Crime Prevention in Action - are to reduce crime and to improve the quality of life of Illinois' citizens.

Program Objectives:

- to educate Illinois residents of all ages about steps they can take to improve their safety at home, school, work and in the community;
- to provide local law enforcement agencies with the information and expertise necessary to conduct an effective community based anti-crime initiative; and
- to promote a law enforcement/citizen partnership to identify and implement anti-crime initiatives.

Program Activities:

This is a multi-year initiative. During the first year, the Authority will provide and distribute crime prevention materials to local police and sheriffs departments. This component of the program will incorporate lessons learned during a crime prevention campaign conducted by the Authority in the late 1980s.

Authority staff will also work closely with the National Crime Prevention Council to take maximum advantage of this organization's print and media materials. Events will be organized and scheduled to compliment with releases of national public service announcements or campaigns. McGruff the crime dog and the slogan "take a bite out of crime" will be incorporated with the materials and featured in pieces more directed toward young children because of McGruff's credibility with this age group.

Year one will close with the sponsorship of a "safety tent" at the 1996 Illinois State Fair in Springfield. The tent will feature a number of exhibits designed to engage and inform fair goers of different ages about basic safety tips and risk reduction strategies. To the extent possible, the exhibits or displays will be interactive and reinforce the messages promoted during the year.

Performance Measures:

- number of agencies/departments partnering with the Authority by type
- number of calls for information received by type of caller and request type
- number of materials distributed
- results of campaign participants survey

Program Title: Law Enforcement Training

Program Area: 501(b)(7)(a)

Number of Sites: 1

Program Overview:

The purpose of this program is to train Illinois law enforcement personnel on the latest law enforcement issues related to the investigation of drug and violent crime. The nature of these types of crimes has evolved over the years and techniques and approaches to tackle them must change as well. The training will be state-wide in nature and will meet the needs of state and local law enforcement professionals. The training is specifically designed to inform personnel on the various issues pertaining to violent offenders. All training will be provided through Board certified police academies and 16 mobile team units. The courses will utilize uniform, standardized curriculum and will provide a pre- and post-test performance analysis

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Program Goals:

The goal of this program is to provide line officer level training to prepare police personnel on issues surrounding the investigation of violent offenders.

Program Objectives:

- deliver training statewide.
- provide the training in 20-25 offerings.
- reach at least 600 personnel.
- maintain complete and accurate records of participation.

Program Activities:

- develop RFP for selection of trainers.
- contract with outside vendors.
- develop analysis tools.
- prepare curriculum and materials.

Performance Measures:

- pre- and post-test score evaluations.
- passing scores of at 70% for course completion.
- completion of post-course student evaluations.
- progress toward meeting course development.

Program Title: Straight-Up

Program Area: 501(b)(7)(a)

Number of Sites: 1

Program Overview:

Aside from physical layout, numerous conditions in Chicago's public housing developments make them ripe for rampant criminal activity. The Ida B. Wells and Henry Horner communities, where the majority of residents live on public assistance in single-parent households, are no exception. Most residents are high school dropouts and few are employed. Gang leaders and drug dealers tend to be the only residents with power or money.

The absence of positive role models and accessible alternatives gives young residents little hope of breaking the cycle of dependency and crime. The Straight-Up program, a cooperative project

between the Chicago Housing Authority and the Safer Foundation, was funded to help lower barriers to employment by changing attitudes that often motivate young adults to participate in criminal activity. The program was designed to provide a continuum of services to approximately 100 offenders, which would help ease them back into society with skills to free them from pursuing a life of crime.

Program Goals:

To facilitate the dissolution of participant ties to criminal values and self-destructive life-style, and assist participants in becoming contributing members of their communities.

Program Objectives:

- enroll approximately 100 residents in the program.
- increase the academic proficiency of participants enrolled in the Basic Skills component.
- affect changes in the values and attitudes of 75 participants about themselves, their families, their community and their place in the world.
- foster an assimilation of habits, values, skills and attitudes that permit 50 participants to become productive workers in legitimate businesses.
- aid in obtaining gainful employment for 50 participants.
- reduce participant contact with the criminal justice system.

Program Activities:

- target offenders and ex-offenders age 18 or older residing in the Ida B. Wells and Henry Horner housing communities.
- screen participants for acceptance into the six-week Basic Skills class which addresses academic needs as well as life skills.
- require participants to take a practice GED test on the first day of class and retest them at the end of week 5, regardless of the level of prior education.
- enter participants into agreements that identify areas of need and that create an individualized educational program.
- utilize peer instruction.
- move participant from Basic Skills class to the Job Club, which focuses on interview and interpersonal skills.
- job developers continue to promote the program and cultivate relationships with local businesses to help find employment opportunities.
- "lifeguards" are to help identify and address problems that might affect employability before they escalate and damage a client's motivation or job performance.

Performance Measures:

- enroll 100 participants.
- increase post-test results by 10 percent.

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- enroll 55 participants in school or employment.
- improve the values and attitudes of 75 participants.
- encourage 50 participants to persistently seek employment or return to employment services.
- help 40 participants remain arrest-free for at least 6 months after program completion.

Program Title: Drug Appeals Project

Program Area: 501(b)(8)

Number of Sites: Statewide (all counties)

Program Overview:

Anti-Drug Abuse Act efforts in recent years have produced huge increases in drug convictions, and corresponding increases in drug case appeals. The number of appeals from drug cases and the increasing sophistication of the defense bar requires the prosecution to respond by developing the expertise necessary to combat a larger number of more difficult cases. Under this program, the Attorney General's Office is responsible for the briefing and argument of drug cases before the Illinois Supreme Court.

Program Goals:

The goal of the program is to provide a greater degree of uniformity in the appeal of drug convictions at the Supreme Court level.

Program Objectives:

The Illinois Attorney General's objective is to handle 20 cases per year.

Program Activities:

The grant funds one attorney experienced in appellate litigation and knowledgeable about the drug laws and related issues. Supervised by the Chief of the Criminal Appeals Bureau, this attorney is assigned drug-related cases in both the State reviewing courts and the federal courts. The attorney stays current with all issues related to drug law enforcement, and provides advice, research and assistance to lawyers within the Attorney General's Office in both the Criminal Trials Bureau and the Statewide Grand Jury Unit.

Performance Measures:

Performance measures for this programs include:

- the number of new cases received
- the number of briefs filed
- the number of oral arguments made
- the number of assistance calls from local prosecutors.

Program Title: Violent Crime Appeals Project

Program Area: 501(b)(8)

Number of Sites: Statewide (all counties)

Program Overview:

The number of violent crime appeals has continued to increase. Currently, violent crimes represent approximately 65% of the of the 800 file caseload of the Office of the State's Attorneys Appellate Prosecutor. The Violent Crimes Appeal project is designed to expedite the ever-increasing caseload of violent crime appeals.

Program Goals:

The goal of the program is to provide quality representation to the State's Attorneys of Illinois in appeals of violent crime cases.

Program Objectives:

The objective of the State's Attorneys Appellate Prosecutor is to handle a minimum of 160 cases during the 12 month program period.

Program Activities:

Violent Crime Appeals project staff attorneys work solely on violent crime cases to ensure that violent crime cases will be promptly expedited, thus avoiding backlog of unbriefed cases, and provide assistance to State's Attorneys in violent crime cases to improve their prosecutions.

Performance Measures:

Performance measures for these programs include:

- the number of new cases received
- the number of briefs filed
- the number of cases on which an Appellate Court has issued an opinion
- the number of unbriefed cases pending.

Program Title: Violent Offender Prosecution

Program Area: 501(b)(8)

Number of Sites: 3

Program Overview:

The crime volume for the Counties of Winnebago, Sangamon and Kankakee, mimic areas of much larger population. The rise in the number of homicides and sexual assaults committed, coupled with decreased clearance rates has placed an extraordinary burden on the prosecutorial resources in the respective State's Attorney's Offices.

Crimes of violence, particularly homicide and sexual assault, are often the most complex cases in terms of witness preparation and evidentiary and legal issues. Additional prosecutors will enhance the office's ability to prosecute these cases in two ways. First, the office will be able to provide enhanced assistance to law enforcement agencies in the investigation and development of violent crime cases. Second, the office will be able to devote more time to prepare and try violent offenders who have been charged.

The Violent Offender program will fund an assistant state's attorney and full-time investigator for Kankakee County, two assistant state's attorneys for Sangamon County and two assistant state's attorneys and a program paralegal for Winnebago County.

Program Goals:

The goal of the Violent Offender Programs is to improve and enhance the quality of prosecutions and investigations of violent offenders and to increase the clearance rate of unsolved violent offenses.

Program Objectives:

- Gather information on all unsolved cases and review for prioritization criteria.
- Increase prosecution and conviction rates for all violent crimes.
- Provide increased assistance, training and coordination with law enforcement agencies on the investigations of and legal issues in violent crime cases.

Program Activities:

- Program attorneys will handle the more complex, time-intensive cases, giving these cases the

attention they deserve, while at the same time freeing up the other felony attorneys to handle other matters.

- Program attorneys will be available during office hours for consultation with law enforcement on miscellaneous violent crime investigations and will assist the warrant officer in the filing of violent crime cases.

Performance Measures:

- Development of criteria for ascertaining level of priority.
- Number of contacts with law enforcement agencies.
- Number of cases filed by program attorneys.
- Number of search warrants and eavesdropping orders obtained by program attorneys.
- Number of homicide and sexual assault cases prosecuted by program attorneys.
- Homicide and sexual assault conviction rates.
- Number of other violent crime cases prosecuted by program attorneys.

Program Title: Violent Crime Appeals Project

Program Area: 501(b)(10)

Number of Sites: Statewide (all counties)

Program Overview:

During State Fiscal year 1995, the office of the Appellate Defender was appointed to over 1,100 violent crime appeal cases. The Violent Crime Appeal project was created to keep pace with the rising wave of criminal appeals and provide quality representation in these cases. The project is staffed by one staff attorney in each of the four appellate districts with the highest violent crime caseloads. Each of these attorneys works solely on the appeal of violent crimes.

Program Goals:

The goal of the program is to provide quality representation to indigent defendants in the appeal of the violent crime convictions.

Program Objectives:

The objective of the Violent Crime Appeal Project is to handle a minimum of 100 cases during the 12 month program period.

Program Activities:

Violent Crime Appeals Project staff attorneys work exclusively on violent crime appeal cases to which the State is appointed. In addition to these duties, each of the attorneys circulates information on their cases and developments in violent crime law and legislation to other agency attorneys.

Performance Measures:

Performance measures for these programs include:

- the number of new cases received
- the number of briefs filed
- the number of cases on which an Appellate Court has issued an opinion
- the number of unbriefed cases pending.

Program Title: Day Reporting Centers
Program Area: 501(b)(11)
Number of Sites: Statewide (serving all counties)

Program Overview:

The Illinois Department of Corrections (IDOC) will establish Day Reporting Centers in four PreStart Zones for releasees from IDOC's Sex Offender Treatment Programs, and other releasees assessed as in need of more intensive counseling, treatment, and relapse prevention services than are available through the PreStart Program. This program will provide specialized support services during the releasee's first months in the community. The structure provided by the program will also assist the releasees from the Graham and Big Muddy River Sex Offender Programs in moving from the highly structured institutional treatment environment to the very low structure, high stress environment of the free community.

The Day Reporting Centers will coordinate the assessment, educational, and treatment services required by released sex offenders. The staff assigned to this program will provide a higher level of case management services than is typically afforded PreStart participants. The releasee's parole plan, developed during Phase I of PreStart in the institution, will be jointly reviewed by the releasee and his or her counselor, and a day reporting plan will be developed. This plan will

ensure that the releasee's treatment, vocational, or other needs are addressed fully and immediately. It is anticipated that almost all such services will be provided on site under the supervision of a case manager and two therapists. In this way the day reporting center will reduce the possibility of the releasee "falling through the cracks" of the system for the lack of specialized services in the community.

Program Goals:

The primary goal of the Day Reporting Centers is to reduce criminal recidivism by providing releasees who are sex offenders with additional support and services during the critical period of return to the community.

Program Objectives:

- To assess the needs of all sex offenders on mandatory supervised release who report to the PreStart Center.
- To provide a comprehensive clinical assessment of those releasees to determine treatment needs.
- To provide case management services for all program participants.
- To provide the following services on site to those assessed as in need:
 1. Life enhancement training,
 2. Group treatment, and
 3. Individual and family treatment as indicated.
- To refer those in need of substance abuse treatment to appropriate providers.
- To refer for psychiatric evaluations if necessary.
- To demonstrate a 100% rate of participation by all sex offenders on mandatory supervised release reporting to the PreStart Center.
- To demonstrate a re-offense rate of less than 5% for all program participants.

Program Activities:

- Intake and assessment of targeted clients, which included a battery of psychological tests designed to determine the releasee's level of risk to the community.
- Eight week course designed to orient the releasee to the treatment programs by familiarizing them with treatment terms and issues, the group process, and program expectations.
- Placement in a treatment group appropriate to releasee's level of denial and intellectual functioning.

Performance Measures:

- Review and update PreStart plan.
- Intake and assessments conducted.
- Completion of the education phase.
- Placement in an appropriate treatment group.
- Referral for substance abuse or psychiatric treatment where indicated.

Strategies and Implementation

- Attendance of at least 90% of scheduled sessions.
- Re-offense rate.

Program Title: Juvenile Special Supervision Units

Program Area: 501(b)(11)

Number of Sites: Statewide (serving all counties)

Program Overview:

The Illinois Department of Corrections (IDOC)-Juvenile Division is a system under strain. An increase in the number of young offenders has reached crisis proportions in crowding the state's training schools. Projections of arrests and commitments indicate this situation will worsen in the future.

The needs of the youth have also become more complex. For the last several years, three overlapping groups of juvenile offenders have become an increasing focus of concern and challenge to IDOC's Juvenile Division: sex offenders, substance abusers and the highly violent. While institutional based programs have continued to be developed to address the special needs of these youth, budget constraints have limited the expansion of intensive services at the facility level, and the development of a post-release treatment component.

IDOC is establishing the Illinois Youth Center-Harrisburg (IYC-H) Sex Offender and Substance Abuse Treatment Units, and the Cook County Juvenile Parole District Project. These projects will expand institutional based treatment opportunities for sex offenders and substance abusers housed at IYC-H, and will provide specialized case management and surveillance/supervision services to targeted youth returning to Cook County.

The IYC-H Sex Offender and Substance Abuse Treatment Units will provide residential and outpatient services to approximately 100 youth in their first year of operation. Sixty-four beds are designated for the Substance Abuse Unit, and 40 beds are designated for the Sex Offender Unit. Program components for each unit include comprehensive assessment, group and individual counseling, education and life skills building, case management and aftercare.

The Cook County Juvenile Parole District Project will provide intensive surveillance/supervision and individualized case management to specialized populations. Youth targeted for the project are at the highest risk for re-offending: substance abusers, sex offenders and violent offenders.

Program Goals:

The overall goal of the IYC-H Sex Offender and Substance Abuse Treatment Units is to preserve

public safety by improving treatment outcomes for youth who have been identified as having significant substance abuse problems or who exhibit sex offending behaviors.

The overall goal of the Cook County Juvenile Parole District Project is to preserve public safety while successfully reintegrating youth back into the community.

Program Objectives:

The following are the objectives of the IYC-H Sex Offender and Substance Abuse Treatment Units:

- Youth will accept responsibility for offending behavior.
- Youth will acknowledge impact of offending behavior on victim, family and community.
- Youth will exhibit non-violent methods of communication, behavior, and conflict resolution.
- Youth will increase reading scores.
- Youth will improve feelings of self-esteem.
- Youth will decrease re-offending/relapse behavior(s).

The following are the objectives of the Cook County Juvenile Parole District Project:

- Reduce the number of parole revocations of delinquent youth for new offenses and recommitments.
- Reduce the number of youth age 17 or older who are discharged from parole because of placement on adult probation or adult incarceration.
- Reduce by 30% the Cook County parole agent caseload.
- Increase the number of youth with documented histories of violence, sexual offenses or substance abuse participating (referred and attending) in treatment services.
- Reduce the offense specific re-offending behavior of youth participating in treatment services for violence, sexual offenses or substance abuse.

Program Activities:

The following are the activities of the IYC-H Sex Offender and Substance Abuse Treatment Units:

- Staff training and cross training.
- Coordination with existing institutional policies and services.
- Intake, screening, and assessment.
- Case management, program assignment, post-release planning.
- Social and life skills building.
- Counseling and personal development.
- Violence prevention.
- Physical development and recreation.
- Development and monitoring of the treatment plan.
- Group and individual therapy.
- Education and skill building.
- Substance abuse intervention.

Strategies and Implementation

- Anger management.
- Pre-release and outpatient services.
- Aftercare.

The following are the activities of the Cook County Juvenile Parole District Project:

- Surveillance and supervision (high, medium and low supervision).
- Individualized case management.

Performance Measures:

The following are the indicators of the IYC-H Sex Offender and Substance Abuse Treatment Units:

- Identification of a pool of candidates.
- Prioritization of pool with recommended treatment options and treatment setting.
- Training and orientation.
- Education and life skills building opportunities.
- Number of anger management training sessions offered.
- Development of individual case plans.
- Number of individual and group sessions held.
- Linkages created to community services (school, work, treatment, etc.).
- Case management services developed.
- Linkages made available to support systems (AA, NA, family members, hotlines, etc.).
- Pre and post testing of reading scores.
- Pre and post testing, and observation for improvement of self-esteem.
- Paroles violation, new commitments and unsuccessful discharge from parole.

The following are the indicators of the Cook County Juvenile Parole District Project:

- Use comparative numbers of past revocations by new offenses and recommitments.
- Track number of parole violations reports.
- Track number of recommitments.
- Track number of caseloads assigned to parole agents.
- Develop a listing of youth participating in treatment services.

Program Title: Offender Education, Treatment and Release Services

Program Area: 501(b)(11)

Number of sites: Statewide (all counties)

Program Overview:

A variety of programs have been funded to assist the Illinois Department of Corrections enhance

offender supervision, train staff, provide classification and diagnostic services, and offer focused treatment for certain types of offenders.

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 for female offenders assessed with significant substance abuse problems, and considered amenable to treatment. Substance abuse education, daily group therapy, individual counseling and post-release planning were among the services provided. The program was later expanded to provide outpatient services for the general female population.

Community Drug Intervention Program

Originally a pilot study in Springfield, later expanded to Chicago, Aurora, and East St. Louis, these units team 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.

Graham and Sheridan Outpatient Treatment Programs

Designed to complement the DASA-funded therapeutic treatment communities within the same institutions, these step-down 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 meetings.

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.

Intensive Parole Services

Parole agents provide intensive case management services for boot camp graduates and high risk offenders.

Logan, Taylorville, Big Muddy Treatment Communities

These substance abuse education 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.

Sex Offender Treatment Program

The 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 Department of Corrections facilities, Graham and Big Muddy, and the East St. Louis community services center is funded to provide post-release supervision services to sex offenders.

Parolee Residential and Outpatient Services

Six community-based residential treatment slots were initially purchased to provide intensive reentry services for 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.

Reception and Classification Evaluators

Through a purchase-of-services agreement, professional substance abuse evaluators work closely with Department of Corrections 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.

Professional Development

This effort involves the development of a training program to certify correctional counselors as substance abuse educators. A high percentage of Department of Corrections inmates have substance abuse problems. This program is an effort to extend substance abuse education and treatment to as many inmates as possible.

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. ADAA funds support Phase II post-release community service programs. The community services component assists releasees implement 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.

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. Funds are used to support institutional-based substance abuse programs.

Program eligibility criteria permit participation by second-time prison offenders under 36 years of age receiving 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. Random urinalysis is performed by community service agents to monitor illicit drug use.

Program Goals and Objectives:

Dwight Correctional Center Therapeutic Community

- Provide substance abuse education, daily group therapy, individual counseling and post-release planning for female inmates with serious substance abuse problems.

Community Drug Intervention Program

- Provide high levels of supervision and intensive casework to a population of 50 parolees at high risk of substance abuse.

Graham and Sheridan Outpatient Treatment Programs

- Provide intensive outpatient treatment services for inmates completing DASA's treatment program. Services include therapy, educational groups, individual counseling, and 12-step meetings.

Boot Camp Substance Abuse Services

- Provide substance abuse education to all boot camp inmates; additional instruction as needed.

Intensive Parole Services

- Help ensure community safety and facilitate reintegration by providing intensive case management services to high risk parolees.

Logan, Taylorville, Big Muddy Treatment Communities

- Provide a wide range of educational and treatment services to identified drug-abusing inmates.

Strategies and Implementation

Sex Offender Treatment Program

- At the Graham Correctional Center, maintain community safety by providing treatment to all inmates identified as needing intensive, specialized attention, and reduce sex offender recidivism by 20 percent.
- At the Big Muddy Correctional Center, treat 50 inmates at a time, and achieve an occupancy rate of 95 percent. Use a polygraph to augment more traditional techniques, and monitor compliance closely upon release.
- The sex offender community services center provides intensive monitoring and supervision services to identified sex offenders.

Parolee Residential and Outpatient Services

- Provide intensive reentry services for selected inmates.

Reception and Classification Evaluators

- Identify and evaluate youth serving relatively short sentences who have serious substance abuse problems.

Professional Development

- Certify correctional counselors as substance abuse educators.

PreStart

- Provide pre-release education and guidance to prepare inmates for community living. Provide post-release counseling and community service support to assist parolees comply with the requirements of their Individual Development Plans.

Impact Incarceration

- Increase public safety and promote lawful behavior in first-time, youthful offenders by providing a structured, specialized program that addresses drug and alcohol dependencies, and treatment needs.
- Objectives include ensuring that all boot camp participants receive substance abuse evaluation, drug education, and treatment. The program is expected to reduce recidivism within one year of release by 30 percent, and reduce the recommitment rate within one year of release by 50 percent.

Program Activities:

Dwight Correctional Center Therapeutic Community

- As it has each year during its more than six years of operation, the program focused on two major areas in FFY94. The first was an emphasis on gender-specific issues that often affect chemical dependency, including sexual abuse, domestic violence, and trans-generational addiction. The second was an educational component that emphasized parenting, prenatal and perinatal addiction, and AIDS prevention.

Community Drug Intervention Program

- Four programs are now underway. All potential program participants are screened informally for intervention need by program staff, then referred to local treatment providers for formal assessment. Program team members follow-up on recommendations from local providers. Program participants must submit to random urinalysis testing, and the results are shared with treatment providers. Test frequency is determined by offender adjustment to the program. Random drug testing includes carefully designed chain-of-custody specimen collection procedures. All specimens are submitted to a local lab on a daily basis. Offenders with a tendency to use drugs regularly are referred to a local detox unit.

Graham and Sheridan Outpatient Treatment Programs

- Both programs operated at or near capacity in FFY94, and met all program objectives. Both programs will be expanded in FFY95. The Graham program will be expanded by 30 residential treatment slots, while the Sheridan program will be expanded by 235 slots.

Boot Camp Substance Abuse Services

- Boot camp inmates are provided with a substance abuse assessment within 60 days of commitment, and subsequently enroll in one of three substance abuse education and/or treatment tracks.

Intensive Parole Services

- The program provided linkages to community service agencies and treatment providers in FFY94. Staff worked closely with agencies and providers, and with boot camp and other high risk parolees.

Logan, Taylorville, Big Muddy Treatment Communities

- Participants attended 2 group sessions per week, 3 educational groups per week, and 1 individual counseling session per month. All three programs met FFY94 objectives. Participants also had better disciplinary histories than non-participants, 20 percent lower at Big Muddy.

Strategies and Implementation

Sex Offender Treatment Program

- pre-group therapy sessions (2 hours per week);
- group therapy sessions (2 hours per week);
- oral history (1 hour per week);
- victim empathy (2 hours per week);
- psycho education (2 hours per week);
- drug and alcohol education (2 hours per week);
- drug and alcohol relapse prevention (2 hours per week);
- individual interviews (as needed); and,
- in-house groups.

Parolee Residential and Outpatient Services

- Offenders are recommended for group counseling, outpatient treatment, intensive outpatient treatment, or for inpatient treatment. Offenders are referred individually, as needs dictate.

Reception and Classification Evaluators

- The contractor, Interventions, uses various assessment instruments to screen juveniles for substance abuse dependency. Once identified, those in greatest need are placed in a residential treatment facility.

Professional Development

- Staff with drug education certificates are re-certified, if necessary. Those not certified are identified, and placed into the training program on a space-available basis to begin work toward certification.

PreStart

- Inmates prepare release plans well in advance of release. Six months prior to the earliest possible release date, a Field Services Representative verifies and investigates the inmate's intended post-release residential address. Inmates determined to be at high risk by virtue of offense or institutional history are referred to the intensive supervision unit.
- Three months in advance of the projected release date, inmates begin attending PreStart Release School where they develop release plans, called Individual Development Plans. The plans become blueprints for inmate release into the community.
- Upon release, parolees are required to contact the nearest Community Service Center at least once each month. Service Center staff determine if contact is to be by phone or in person. The first mandated check-in is within 72 hours of release. Releasees are encouraged to engage Service Center staff for assistance in implementing their goals, and discuss their activities.

Inmates having difficulty with substance abuse, or requiring other community services are provided with firm linkages to appropriate agencies.

Impact Incarceration

- All program participants receive an initial substance abuse assessment, drug education, individual and group counseling where appropriate, case management, treatment planning, and referral for aftercare in the community upon completion and graduation from the program.

Performance Measures:

Dwight Correctional Center Therapeutic Community

- the number of participants receiving initial evaluations and treatment plans;
- the number of participants receiving individual counseling sessions;
- the number of participants receiving group counseling; and,
- the number of participants voluntarily withdrawing from the program.

Community Drug Intervention Program

- the number of parolees under intensive supervision; and,
- the services provided to program participants;

Graham and Sheridan Outpatient Treatment Programs

- the number of treatment slots available;
- the number of treatment slots filled; and,
- the number of participants completing the program.

Boot Camp Substance Abuse Services

- the number of participants receiving basic drug education;
- the number of participants receiving Level II drug treatment; and,
- the number of participants receiving Level III drug treatment.

Intensive Parole Services

- the number of parolees receiving intensive case management services; and,
- the types of services provided.

Logan, Taylorville, Big Muddy Treatment Communities

Strategies and Implementation

- the number of inmates evaluated;
- the number of inmates admitted to the program; and,
- the number of inmates completing the program.

Sex Offender Treatment Program

- the number of inmates enrolled in the program
- the number of inmates completing the program; and,
- the inmate recidivism rate.

Parolee Residential and Outpatient Services

- the number of parolees eligible to receive drug treatment services;
- the number of parolees receiving drug treatment services; and,
- the number of parolees successfully completing treatment.

Reception and Classification Evaluators

- the number of assessments performed;
- the number of youth identified as having serious substance abuse problems; and,
- the number of youth participating in the program.

Professional Development

- the number of counselors accepted for certification and recertification training; and,
- the number successfully completing the program.

PreStart

- the number of community service centers;
- the range of services provided; and,
- the number of parolees assisted, by type of service provided.

Impact Incarceration

- the number of initial drug evaluations performed;
- changes in inmate knowledge as a result of drug education;
- the number of initial and quarterly treatment plans prepared;
- the number of individual and group therapy sessions provided;
- the number of successful program completions; and,
- the rearrest and recommitment rates within one year of release.

Program Title: Specialized Supervision for Sex Offenders

Program Area: 501(b)(11)

Number of Sites: 1

Program Overview:

Child sexual abuse is a serious and widespread problem in America with the number of reported cases increasing greatly in the past few years. The victims of child sexual abuse suffer severe and persistent psychological distress. As adult survivors, they experience a variety of symptoms and disorders that disrupt their lives and interfere with their interpersonal relationships. Probation is a common sentence for individuals convicted of sexual crimes against children. Such offenders present formidable challenges to probation officers. They are difficult to assess and without treatment, are very likely to recidivate. Although most agencies recognize the need for specialized supervision, many do not have the resources or expertise to provide it.

The Adult Sex Offender Program (ASOP) will begin with new cases and will target offenders convicted of criminal sexual assault and aggravated criminal sexual abuse against a family member, and sentenced to at least a four-year probation term. For purposes of oversight and administration, the program will further restrict the proposed target population to the courtrooms located at the Criminal Courts Building at 26th and California. Estimates based on case files suggest that approximately 75 probationers would be eligible for adult sex offender supervision.

Program Goals:

To collect comprehensive information about sex offenders' backgrounds, histories, deviant sexual interests and activities for the purpose of treating and changing offenders' behaviors in order to prevent future incidents of sexual abuse.

Program Objectives:

- To expand the presentence investigations and assessments of defendants charged with criminal sexual assault and aggravated criminal sexual abuse.
- To supervise sex offenders at an intensive level throughout their probation term; combining various modes of surveillance including office reports, home visits, drug tests, polygraphs, and collateral contacts.
- To work closely with treatment providers to guarantee that services are coordinated, professional, effective, continual, and responsive to offenders' problems and needs.

Strategies and Implementation

- To enable offenders to assume full responsibility for their sexual behaviors and the harm they caused to their victims.

Program Activities:

- A Cook County Adult Probation Department (CCAPD) supervisor will monitor day-to-day operations and four specially selected and trained probation officers will provide program services and will work in teams of two when engaging in field activities. Officers will supervise a small caseload (25-30) and will perform all caseload management and evaluation functions. ASOP staff will receive intensive training prior to program implementation.
- Cases eligible for ASOP will be identified at the preliminary hearing and presentence levels by the Investigations Division, with selected offenders receiving expanded presentence investigations with a particular emphasis on the offender's risk and appropriateness for probation.
- Psychiatric profiles will be developed by psychologists and other mental health professionals who have the experience and capability to perform the psychodiagnostic interviews and tests necessary to elicit information for case supervision and treatment planning.
- Plethysmograph tests will be given during the assessment period in order to develop a profile of an offender's deviant fantasies and sexual arousal patterns and to collect a baseline measure for evaluating treatment progress.
- ASOP will contract with certified polygraphers to conduct an initial full disclosure polygraph test during the assessment period and additional maintenance polygraph tests during the period of supervision to ensure compliance with probation and treatment conditions.
- ASOP will monitor participants at an accelerated level of supervision throughout the probation period. Offenders will move along levels of supervision (upward or downward) depending on their progress in treatment.
- ASOP will broker for treatment services to provide state-of-the-art treatment for sex offenders.
- CCAPD (with the assistance of the ICJIA) will convene an advisory board to assist in developing and implementing the program. The advisory group will meet to review ASOP's goals and design and to provide information for improving its operations and effectiveness.

Performance Measures:

- Number of expanded presentence investigations conducted.

- Number of expanded intakes assessments conducted.
 - Number of defendants participating in sex offender treatment.
 - Number and types of contact per ASOP client.
 - Recidivism rate of ASOP clients.
-

Program Title: Drug Fire

Program Area: 501(b)(15)

Number of Sites: 1

Program Overview:

The FBI reports increases in the number of homicides perpetrated by youthful repeat offenders with a high degree of mobility. The majority of these crimes are drug related and committed using automatic or semi-automatic weapons. Even when cartridge casings are recovered from crime scenes, offenders are often not identified because of the inability to link crimes committed with the same weapon across jurisdictions. Manual comparison of casings is tedious and inefficient and has been limited by the lack of formal structures for the flow of information between jurisdictions.

Advances in computerized imaging technology has led to the development of Drugfire, a system of linked ballistic database sites that makes possible entry, retrieval, and detailed comparison of cartridge casings. Already operational in two Illinois sites, this program expands the system to the remaining 5 Illinois State Police forensic labs and completes the statewide database of ballistics information.

The network connecting the 6 ISP forensic laboratories in Illinois allows examiners to store images of cartridge cases that are recovered from crime scenes. Examiners at each of these sites can retrieve these images at any time for comparison and to establish linkages between weapons use in the commission of other criminal offenses. This system allows for transmission of video images to other jurisdictions, as well as interactive messaging and voice communications.

Program Goals:

To implement a statewide program of cartridge case indexing of unsolved shooting cases and to aid law enforcement agencies in linking shooting cases to each other and to common weapons, thereby accelerating apprehension of offenders.

Strategies and Implementation

Program Objectives:

- Use computerized database information to link unsolved shootings to other shootings, investigations and confiscated firearms.
- Link all ISP forensic laboratories.
- To allow for future enhancements to link Illinois with other drugfire systems, thus enhancing the solution rate of shooting incidents on a regional and/or national level.
- To collect and share forensic firearms using data and imagery.

Program Activities:

- Acquisition and installation of drugfire equipment to link ISP forensics laboratories and allow for potential linkage to regional Drugfire facilities.
- Hiring and training of Drugfire technicians to collect and enter data.
- On-site visits by FBI personnel to evaluate Drugfire installation.
- Documentation of Drugfire procedures in manual format.
- Initiation of Drugfire operation.

Performance Measures:

- Status of equipment acquisition and installation.
- Status of staff hiring and training.
- Number of cartridge cases entered.
- Number of cartridge cases linked.

Program Title: Criminal History Improvements

Program Area: 501(b)(15)(B)

Number of Sites: Statewide (all counties)

Program Overview:

All segments of the criminal justice system rely on complete and accurate criminal history records. Audits of the state's repository of criminal history records have continually shown that 50% or more of court dispositions are missing from the system. The 1990 Audit's only recommendation was the formation of an ad hoc committee to explore the missing disposition problem. Using the 5% of ADAA monies set aside for criminal history record improvement and the ad hoc committee's guidance, several initiatives have been undertaken to resolve missing disposition problems as well as other reporting problems which plague the system.

Many programs have been initiated to help improve the accuracy and completeness of the state's Criminal History Record Information (CHRI) system. Automated fingerprint transmission programs were being developed in Peoria and Winnebago Counties as well as Cook County's Sixth District. Staff are working with several more counties to develop more programs as well as working with the Illinois Department of Corrections to implement a program at one Reception and Classification Center.

Comprehensive audits of the Computerized Criminal History (CCH) system are ongoing. The County Work Group grant is intended to focus on local CCH problems. County Work Groups, to be conducted in all 102 Illinois counties, will bring submitters and users together to evaluate CCH problems and solutions.

The Illinois State Police has also initiated automated disposition reporting (ADR) and backlog reduction programs. The ADR program is intended to develop the software necessary to receive disposition information on-line from court clerk's offices. The backlog reduction program will allow for overtime pay for personnel at the Bureau of Identification as a means of reducing the backlog of information to be entered into the CCH system and to keep the backlog from redeveloping until automated systems can be implemented.

Program Goals:

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

Program Objectives:

- The objective of the fingerprint transmission programs is to provide high-quality offender fingerprints in a timely fashion, something that is not always possible in a manual environment.
- The objective of the audit program is to assess the accuracy and completeness of the CCH system, to provide a comprehensive guide to deficient areas in the CCH system, and to help monitor progress as improvements are made.
- The work of the County Work Groups is intended to provide guidance in reporting required information in an appropriate format. Several meetings are scheduled for each county.

Strategies and Implementation

- The ADR program will produce the necessary software modifications to receive court dispositions on-line, in both real time and batch methods. The backlog reduction program will eliminate a backlog of records to be inputted in the CCH data base and keep the backlog from redeveloping.

Program Activities:

- livescan machines were purchased by Peoria and Winnebago Counties, and Cook County 6th District is in the process of obtaining a machine. New programs are being developed in several more counties and with the Illinois Department of Corrections;
- one CCH Audit was completed and another one is underway;
- the Illinois State Police has conducted County Work Group meetings in every county;
- software development has begun on the ADR program; and
- overtime has been offered to Bureau of Identification personnel to reduce the backlog.

Performance Measures:

- the performance measures for livescan technology include the number of individuals fingerprinted and the unclassifiable rejection rate;
- the performance measure for the audit is completion;
- the performance measure for County Work Groups is the number of work groups conducted;
- the performance measure for the ADR program is completion of software modifications; and
- the performance measure for the backlog reduction is elimination of the backlog and maintenance of no backlog.

Program Title: Anti-Gang Violence Program

Program Area: 501(b)(16)

Number of Sites: 1

Program Overview:

Violent crime in Kankakee City and County has reached crisis proportions. Of particular concern in the City of Kankakee is the dramatic increase in the number of murders since 1992. Kankakee had 22 murders in 1994 and 25 murders in 1995. The city's violent crime rate has registered above 2,000 per 100,000 residents since at least 1988. This rate of violence per capita more than doubles the statewide per capita rates in each of the years, and has been one of the highest in the State of Illinois annually. It has been determined that the area needs a Task Force to focus on unsolved violent crime to deter the current escalation and spread of violence in the community.

The Task Force will work as a unit to investigate the unsolved violent crimes including

homicides, attempted murders, aggravated batteries and sexual assaults throughout Kankakee County. The five-and-one-half person unit will be comprised of two state's attorney's personnel, two city police officers, one county deputy and an ISP Special Agent (half-time). Based upon mutually agreed upon solvability factors, each case will be analyzed for unpursued leads and physical evidence will be scrutinized to determine if additional analysis is necessary. Under the direction of the Assistant State's Attorney, investigators will conduct interviews and collect evidence for prosecution.

While the Task Force will focus on older, unsolved violent crimes, it will monitor ongoing violent crimes, enabling the group to take over the investigation if necessary.

Program Goals:

To establish a county-wide Violent Crime Task Force which will focus on unsolved crimes and to reduce violent crime in the County and raise the public's perception of safety in the community.

Program Objectives:

- Establish an oversight and policy board.
- Develop written criteria for ascertaining level of priority and written protocols and procedures to be followed in daily Task Force operations.
- Gather information on all unsolved cases and review for prioritization criteria including impact conviction will have on crime in community.
- Reduce unsolved homicide backlog by three cases in first 12 months.
- Promote Task Force objectives to 20 major community groups.
- Monitor new incidents of violent crime, allowing Task Force the ability to step into the investigation when necessary.
- Develop at least two violent crime investigations which will meet federal prosecution guidelines in conjunction with the U.S. Attorney.

Program Activities:

- An Oversight and Policy Board will be established for the Violent Crime Task Force. The function of this Board will be to select personnel from the three participating agencies for assignment to the unit. The Board will meet on a regular basis to establish and refine criteria used for assignment of cases to the Task Force and revise policies in order to meet established goals and objectives, and to ensure that the Task Force has a daily working relationship with all other investigators in the county.

Strategies and Implementation

- The Grand Jury will be used to compel testimony from reluctant or hostile witnesses and to secure statements from subjects of the investigation.
- The Victim and Witness Relocation Fund, newly established in Kankakee County, will be used to relocate those victims and witnesses who feel threatened.

Performance Measures:

- Clearance rates for all violent crime.
- Number of current crimes monitored by the Task Force.
- Number of investigations meeting federal prosecution guidelines.
- Number of community group meetings held.

Program Title: Strategic Investigative Response Team

Program Area: 501(b)(16)

Number of Sites: 1

Program Overview:

The purpose of this program is to act as a prosecutorial aid to the Illinois State Police's SIRT program. The team from the Attorney General's Office will principally handle all legal aspects of the investigations of child sexual assault initiated by the ISP SIRT. They will work closely with local state's attorneys to provide felony review and to make decisions regarding prosecutions. The team will also assist in the review of reports, the obtaining of search warrants, the taking of statements, assisting in taking confessions, issuing subpoenas and briefing investigators on search and seizure issues. All tasks which would remove administrative and legal burdens from the ISP investigators.

Program Goals:

To reduce certain types of crime in southern Illinois, specifically child sexual assault, through a coordinated response by the Illinois State Police and Office of the Illinois Attorney General.

Program Objectives:

- market the program to local law enforcement.
- initiate relationships with state's attorneys.

- establish a protocol for prioritizing cases.
- work with ISP to open 60 investigations on habitually violent criminals per year.
- produce 40 prosecutions.
- provide legal assistance to local law enforcement.

Program Activities:

- develop case (sex and violent crimes) identification protocol.
- establish liaison with Region southern Illinois state's attorneys offices.

Performance Measures:

- number of marketing presentations performed.
- number of assists on ISP investigations.
- number of referrals by local agencies.
- number of referrals by the public.
- number of cases opened, charged, cleared and prosecuted.

Program Title: Strategic Investigative Response Team (SIRT)

Program Area: 501(b)(16)

Number of Sites: 1

Program Overview:

Certain areas in the state of Illinois and specific crimes in these areas are not receiving adequate attention from law enforcement. Many areas, especially in the rural counties in southern Illinois, are hampered by enforcement needs exceeding resources. Others do not have the necessary personnel trained to handle specific crimes. These problems are having a deep impact on law enforcement in this area. One specific area of need is the investigation of habitual sexual offender offenses.

Studies indicate that 52% of convicted rapists will be re-arrested within three years. Studies also indicate that a disproportionate amount of sexually related crimes in these areas are in need of case development and investigation, which at this time, local departments are unable to provide due to inadequate training and lack of manpower resources.

Complicating matters further in this area of the state is the amount of habitual offenders and fugitives from justice that the local police departments are unable to track and capture. This is a large geographic area that would benefit from the State Police's ability to identify and locate sexual and violent offenders, and register them under the under the Sexual Offender Registration

Strategies and Implementation

program.

SIRT will interact with local enforcement agencies to target investigations in this region. They will develop a protocol to prioritize cases and will coordinate with appropriate agencies for prosecution of cases involving violent criminals and sex offenses against children.

SIRT investigators will work closely with criminal intelligence analysts to develop targets of those offenders and fugitives most likely to re-offend. These cases, as well as cases referred by other agencies including DCFS, local and federal agencies will be the basis for all investigations.

The SIRT program will focus on implementing the Sex Offender Registration Act (SORA) throughout this region of the state. This act requires all persons convicted of sex crimes to register with local agencies for ten years. SIRT will educate local agencies about the requirements of this act through training seminars. The SIRT analyst has the responsibility of tracking activities of convicted sex offenders and refers all illegal or suspicious activities to the team.

Using a database developed by the unit identifying all sex offenders in the region, SIRT will provide pertinent information to local agencies. The emphasis will be placed on offenders guilty of performing sex crimes with children. The team will have major case type response when requested. The team is charged with developing procedures to identify violent criminals as well. A threat assessment protocol will be established and potential problems directed to the appropriate agencies.

Program Goals:

To reduce the potential for violent crimes in southern Illinois through targeted investigations of violent offenders.

Program Objectives:

- establish a protocol for prioritizing cases.
- establish definitions for offenders "most dangerous" and "most likely" to repeat.
- clear at least 50 active felony warrants involving violent crimes in southern Illinois.
- open 60 investigations on habitually violent criminals per year.
- produce 40 prosecutions.
- provide major case assistance to local agencies.
- conduct 14 training sessions regarding the SORA reaching 350 law enforcement personnel.
- ensure 50% of those required to abide by the Act are registered.
- conduct annual verification of Act compliance with at least 20% of qualifying offenders.
- complete threat assessments involving sex offenders who assault children for at least 5 high risk communities per year.
- provide assistance to local law enforcement and DCFS on at least 6 child sexual assault cases per year.

Program Activities:

- develop case (sex and violent crimes) identification protocol.
- establish liaison with law enforcement agencies.
- train personnel in SORA.
- provide sex offender verification and notification to local agencies.

Performance Measures:

- number of training sessions and personnel trained.
- number of convicted sex offenders located and identified.
- number of threat assessments prepared and their benefit to local agencies.
- number of investigations initiated as a result of SIRT activity.
- clearance statistics comparing referrals, charges, clearances, prosecutions and convictions.
- number of violent fugitives apprehended.
- number of intelligence meetings held.
- number of offenders convicted for non-compliance with SORA.

Program Title: Domestic Violence Coordinating Councils

Program Area: 501(b)(18)

Number of Sites: Statewide (all counties)

Program Overview

Because domestic violence is a crime in a family setting, a system intervention potentially activates professionals from law enforcement, the courts, the clergy, public health and public education, as well as child protection and social service agencies. Though the Illinois Domestic Violence Act was passed in 1986, implementation by the various participants in these local systems remains uneven. Local domestic violence coordinating councils enable these numerous and diverse agencies to collaborate in implementing cooperative policies to protect victims of domestic violence, and thereby improve the community's response to family violence.

The formation of local councils commences with a full day symposium for professionals on family violence issues. This program funds two symposia in each of five judicial circuits.

Program Goals:

The goals of the family violence symposia are to:

- provide information on family violence to professionals in each of the circuits

Strategies and Implementation

- set the stage for on-going networking between participants from the various disciplines within the circuit to improve coordination between court and community
- raise awareness of the activities of the coordinating council in local communities

Program Objectives:

- conduct five domestic violence symposia
- provide symposia participants manuals with detailed information on family violence
- recruit coordinating council members from symposia participants
- hold initial family violence coordinating council meetings within six months of each symposia

Program Activities:

- develop commitments from community leaders and criminal justice professionals in each circuit for participation in the development of local councils and sponsorship of local symposia
- presentation of symposia providing comprehensive information of family violence and the value of and means to achieve coordinated community response
- development and distribution of comprehensive family violence manual
- foster networking of symposia participants
- gain attendee commitments to participate in the development of circuit-wide coordinating council
- initiate local coordinating council meetings

Performance Measures:

- presentation of domestic violence symposia
- number and professions of symposia participants
- results of symposia evaluations completed by all participants
- commitments for coordinating council membership from symposia participants
- initiation of family violence coordinating council meetings within six months of each symposia

Program Title: Day Reporting Center

Program Area: 501(b)(20)

Number of Sites: 1

Program Overview:

Macon County, like many other counties, has a jail overcrowding problem. The problem is

exacerbated by the lack of pretrial and post conviction alternatives to incarceration. Between SFY 1988 and 1991, the number of inmates booked into the Macon County Jail increased 46 percent, and the total average daily population increased 71 percent.

Between 1988 and 1991, there was a 36 percent increase in Macon County's violent crime arrest rate. Also, between 1988 and 1992, the arrest rate for all drug law violations in Macon County increased 24 percent. Between 1988 and 1992, the number of felony cases filed in Macon County increased by 36.7 percent. Clearly, Macon County's drug and violent crime problems have been growing over the last 6 years.

The Day Reporting Center, which is still under development, will serve as a community based program where services and supervision will be centralized and coordinated. Initially, various programs and services will be referred to existing community resources, however, the goal is to develop a comprehensive network of services which will be contained within the Day Reporting Center.

Criteria is being developed to target specific offender populations who are at risk of re-offending, in need of enhanced supervision, and are identified as requiring available services. This would include but not be limited to substance abusers, violent offenders and non-compliant felony probationers.

Program Goals:

The goal of this program is to reduce the number of commitments to the county jail and to the Department of Corrections from Macon County, while expanding the services offered to defendants placed on probation, including drug/alcohol treatment, GED courses, job training, etc.

Program Objectives:

- to assist 50 probationers; and
- to reduce the recidivism rate of adult felony probationers on the program by 10%, and to reduce the number of technical violations of participants by 15%.

Program Activities:

Operationally, the following procedures are envisioned for the Day Reporting Center.

- Receive referrals from Pretrial Services, Adult Probation, and Intensive Probation. (As the program develops referral from other sources such as the Macon County Jail, State's Attorney Deferred Prosecution Program, Federal Probation, Department of Corrections, Service Providers, etc..., would be considered)
- Review the criminal record, social and community ties, education, employment, residency, service needs, and supervision of the referral.

Strategies and Implementation

- Assess the referral's social and supervision needs.
- Establish a daily itinerary of structured activities based on the needs of the client.
- Broker to appropriate services.
- Supervise program compliance as well as court ordered conditions.
- Measure completion of identified goals.
- Release back to the referring source.
- Technical violations of court ordered conditions and/or the Day Reporting Center Program shall be addressed through the Macon County Administrative Sanctions Program. Successful completion of the Day Reporting Center Program shall be based on goal attainment, not arbitrary time restrictions.

Performance Measures:

- number of offenders on the program;
- program offender recidivism rate;
- program offender technical violation rate;
- number and type of services offered; and
- number of offenders receiving different services.

Program Title: Deferred Prosecution

Program Area: 501(b)(20)

Number of Sites: 1

Program Overview:

Serious efforts to reduce jail overcrowding must include programs that provide intermediate sanctions for offenders who do not pose a safety threat to the community. One such program is the expansion of a Deferred Prosecution Program operated by the Macon County State's Attorney's Office. The original program included domestic battery offenders and pregnant substance abusing women who admitted to various misdemeanors. The expansion program seeks to further defer the prosecution of first time offenders who commit drug and drug-related criminal offenses (except class 1, class 2 and class X felonies, crimes of serious violence or the sale of controlled substances.)

Under this program, defendants are given the opportunity to receive drug treatment at their

earliest court appearance. Participants must agree to a behavioral contract which outlines certain conditions or responsibilities expected of them such as restitution, payment of a service fee of \$250 for misdemeanor and \$300 for felony defendants, maintaining or improving employment, family responsibilities, counseling, and public community service work. If the offender fails to complete the "behavioral contract" or is arrested for any additional offense, the contract is terminated and the original charges are reinstated.

Program Goals:

The primary goal of the Deferred Prosecution program is to decrease the number of offenders entering the court system and remaining in the county jail system beyond the initial appearance, while providing selected offenders the opportunity to receive drug treatment.

Secondary goals include the redirecting of certain offenders from jail in order to make room for more serious offenders as well as the redirecting of State's Attorney's staff time to focus resources on the prosecution of more serious offenses.

The program's third goal is to reduce the rate of drug use and recidivism of program participants in the three years following the successful completion of the program.

Fourth, the program hopes to link defendants to community-based drug treatment programs and address other reintegration needs through rehabilitative services.

Program Objectives:

- Divert five percent (165) of felony offenders from the jail population with a 60 percent successful completion rate.
- Divert 25 percent (75) of misdemeanor offenders from the jail population with a 65 percent successful completion rate.
- Obtain victim restitution payments from 100 percent of cases so ordered and successfully completed.

Program Activities:

- Participants agree to submit to a drug/alcohol assessment to determine if the offender will be referred to pretreatment drug education counseling and/or to in-or out- patient treatment programs.
- Initial drug testing begins after the offender has been in treatment for three to five weeks. Random drug testing averages three drug tests during the six month period of program involvement to promote abstinence and compliance with the treatment program.

Strategies and Implementation

- Pre-treatment drug education may be recommended for participants who are on a waiting list for in- or out-patient treatment services. Group counseling/treatment intervention is offered on average of twice a week for a twelve week period.
- Participation in practical life skills training, including vocational and educational counseling and training such as GED classes, may be part of a persons' behavioral contract.
- Relapse prevention that combines aftercare and support programs, such as Alcoholics Anonymous and Narcotics Anonymous may also be included as part of the behavioral contract.

Performance Measures:

- Number of defendants offered deferred prosecution by charge.
- Number of defendants accepted by charge.
- Number of defendants successfully completing the program.
- Number of defendants placed in treatment program by type.
- Number of defendants who fail to complete the program following pretreatment education.
- Number of defendants offered deferred prosecution who reject or do not respond to offer.
- Number of defendants terminated and reason for termination.
- Number of defendants terminated for cause and voluntary termination.
- Number of defendants who are rearrested but not terminated.
- Number of defendants who successfully complete treatment.
- Number of defendants who unsuccessfully complete treatment.
- Number of participants taking drug tests per month.
- Number of positive drug tests and negative drug tests per month.
- Number of hours of community service work completed per month.
- Amount of victim restitution ordered/paid per month.
- Number of first, second and third drug test violations.

Program Title: Intensive Drug Intervention

Program Area: 501(b)(20)

Number of Sites: 1

Program Overview:

Between the years of 1988 and 1991 the number of individuals arrested in Peoria County for violation of drug laws increased by 120%. The Peoria County Adult Probation Office conducted an internal survey of probation officers in an attempt to determine the extent of the number of drug abusing clients on the Adult Probation Department caseload (April 1993). Each regular probation officer reported the number of probationers on his/her caseload who had a known drug abuse problem. Seven hundred or 46.6% out of a caseload of about 1500 active cases were identified as having drug problems.

The Intensive Drug Intervention Program has on officer supervising a reduced caseload of no more than 25 offenders. The program targets high-risk probationers with current drug-related convictions and/or a prior history of drug abuse. Individuals screened and placed on the program will be supervised for a minimum of one year as a maximum probation case. Program clients will be referred to TASC for substance abuse evaluations and recommendations will be made for subsequent drug treatment by group and/or individual counseling.

Program Goals:

The goals of the program are to identify and provide services to drug dependent offenders in order to assist in the rehabilitation process, offer closer supervision, and to monitor identified drug dependent probationers.

Program Objectives:

- target 25 drug dependent probationers for more intensive probation casework;
- reduce probation violations by program participants by 10%.

Program Activities:

The Intensive Drug Intervention Officer provides a form of intensive case management specifically geared to the problems of substance abuse by probationers. Supervision is broken down into three phases. In Phase 1, face to face contacts are made weekly, home visits are made twice per month, contacts with primary service providers are made twice per month, collateral contacts are made once per month, one urinalysis is conducted weekly, and arrest checks are conducted twice per month.

Strategies and Implementation

In Phase 2, face to face contacts are made every other week, home visits are done monthly, contacts with primary service providers are made monthly, collateral contacts are made monthly, two random urinalysis are conducted each month, and arrest checks are conducted monthly.

In Phase 3, face to face contacts are made monthly, home visits are conducted every other month, contacts with primary service providers occur monthly, collateral contacts are made as needed, one random urinalysis is conducted each month, and arrest checks are done monthly.

Probationers are moved down from one level to the next based upon no positive urinalysis in the past 60 days, acceptable progress in the treatment program or completion of a treatment phase, no arrests in the past sixty days, and compliance with the guidelines of the program and TASC.

A probationer may move up from one level to the next based upon a positive urinalysis, failure to abide by the conditions of the treatment program, jeopardy status with TASC, a subsequent arrest, and failure to abide by the conditions of the program.

A probationer may be transferred to a standard supervision caseload based upon no positive urinalysis in the past 90 days, successful completion of all treatment programs, no arrests in the past 120 days, and compliance with the guidelines of the program and placement on a minimum level of office monitoring with TASC.

Performance Measures:

- number of probationers screened;
- number of drug tests completed;
- number of clients referred to TASC for evaluation;
- number of clients referred to treatment agencies;
- number of subsequent arrests involving drug related offenses;
- number of technical/legal probation violations requested; and
- number of technical/legal probation violations requiring court action.

Program Title: Juvenile Sheriff's Work Alternative Program (SWAP)

Program Area: 501(b)(20)

Number of Sites: 1

Program Overview:

Juvenile crime in Cook County has increased over the past several years and the pressure placed on the Juvenile Detention Center (JDC) has been enormous. Overcrowding is now the norm and there is no end in sight as juvenile crime levels continue to rise. To alleviate some of the

overcrowding, the Cook County Court System has been utilizing the community service programs available to them, but these too have reached capacity. The recent passage the "Safe Neighborhoods Act" has mandated community service, rather than supervision or probation, for offenders. Stressed as they are, the current programs available through the Cook County Sheriff's Department of Community Supervision and Intervention (DCSI) will be unable to withstand the barrage of new offenders into the system.

In searching for alternatives, DCSI studied the Adult SWAP program. Adult SWAP has been a successful part of the community service program in Cook County for several years and has had worked with juveniles successfully on a limited basis. It was this initial exposure to juveniles that prompted the decision to engage in planning for a Juvenile SWAP program in Cook County.

This program is designed to institute techniques from the Adult SWAP program to provide a similar alternative to incarceration for juveniles. Participating judges order juveniles to SWAP as a part of their rehabilitation. All juveniles must report for registration within 72 hours after sentencing. Parents are encouraged to attend the registration session and to become actively involved in their child's rehabilitation. Only participants guilty of certain offenses will be eligible for the program. No violent offenders will be sentenced to SWAP. The supervising deputies will structure the offenders daily work assignments, transport them to the work site and supervise them. Program deputies are trained to deal with youthful offenders and in the supervision of juveniles. Program violators are sent back to court for punishment and are faced with serving their sentence in the JDC. No fee structure is enacted for this program as it might act as a further deterrent to participation.

Program Goals:

To ease correctional facility overcrowding and provide additional alternatives to incarceration.

Program Objectives:

- ease overcrowding of JDC.
- assist the Juvenile Probation Community Service Program by offering an alternative service option.
- to meet an offender completion rate of 55%.
- to reach an operating capacity of 80 offenders by March, 1996.

Program Activities:

- prepare training activities necessary for deputies to work with juvenile respondents.
- enlist the aid of policy makers in Adult SWAP, Court Services, Probation and the Juvenile Justice Division to develop procedures and policies.
- work closely with Juvenile Justice Division to monitor SWAP intake and in preparing solutions to problems as they arise.

Performance Measures:

- percentage decrease in the JDC population.
- percentage decrease in Juvenile Community Service population.
- overall growth of program as an alternative to incarceration.
- offender completion rate
- total number of offender hours served
- number of worksites completed

Program Title: Pretrial Services

Program Area: 501(b)(20)

Number of Sites: 2

Program Overview:

Both Peoria and Macon Counties have a jail overcrowding problem. As with many counties, the majority of offenders in the jails are awaiting trial. In Peoria County, between 1988 and 1992, individuals booked into the jail increased by 29%. In Macon County, between SFY 1988 and 1991, the number of inmates booked into the jail increased 46%, and the average daily population of pretrial detainees in the jail increased 59%.

The pretrial services programs interview individuals arrested and placed in the county jails (Macon and Peoria Counties) for non-capital felony offenses. The primary purpose of these programs is to provide the judiciary with verified information about the person to help in making decisions regarding release into the community until his/her trial or court hearing. Program personnel provide information regarding an individual's prior criminal history, family history, drug abuse history, mental health problems, and financial solvency. The information provided helps the judicial officers to decide better who may be released safely on his/her own recognizance pending adjudication and under what conditions, and who should be detained to maintain the safety of the community.

Program Goals:

The pretrial programs will provide the court with accurate background data regarding persons charged with non-capital felonies and provide effective supervision of conditions of release to those defendants released by the court.

The intent of the program is to increase the release on recognizance and other alternatives to pretrial detention based on a least restrictive philosophy, thus decreasing the pretrial jail population and opening spaces for a more appropriate jail population.

Program Objectives:

The pretrial services programs will attempt to:

- complete verified bond reports on 85% of defendants charged with non-capital felonies and admitted to the jail;
- increase the use of release on recognizance (ROR) by 10%;
- provide supervision and monitor the conditions of release for all defendants released under the programs; and
- insure that 90% of defendants supervised by the program appear for all their scheduled court hearings.

Program Activities:

Both programs are interviewing defendants and providing bond reports to the courts. Only a handful of defendants have been placed on pretrial supervision to date, but both programs are moving to expand these services.

Performance Measures:

- the number of defendants screened by pretrial services;
- the number of bond reports completed; and
- the number of defendants released from custody.

Program Title: Narcotic Nuisance Abatement

Program Area: 501(b)(21)

Number of Sites: 1

Program Overview:

Abandoned residential and commercial buildings have long been used by drug dealers and users indiscriminately. Gang intelligence shows a coordinated network of drug distribution that is based on the availability of "dope houses". Drug dealers have been able to sell increasing amounts of drugs from fortified apartments, flats and houses. They have expanded to both urban and rural areas where local law enforcement is undermanned and not prepared for this onslaught of organized crime. As these "dope houses" are spread throughout the State by organized street gang affiliates, they bring with them junkies, rival gangs and other criminal elements to previously quiet local neighborhoods. 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.

Strategies and Implementation

Program Goals:

The goal of the narcotic nuisance abatement program is to reduce drug activity and drug related crimes in Illinois through the abatement of drug houses and drug paraphernalia dealing. In addition, the unit will establish a community outreach program which will make the benefits of the program known to segments of the community which have been heretofore unaware of their ability to deal with these nuisances.

Program Objectives:

- Conduct 10 voluntary abatements.
- File five civil abatement actions.
- Close 10-15 drug houses.
- Attend 15-20 community meetings.
- Conduct two training seminars for state's attorneys in two different areas of the state.

Program Activities:

- A new unit consisting of two attorneys will be created within the Illinois Attorney General's Office which will be able to function independently or in conjunction with any local state's attorney. The unit will work closely with the local state's attorney, keeping them informed of proceedings and assisting them in the prosecution of cases when asked.
- The unit will work closely with local police, other government agencies, community and neighborhood groups, and private citizens in identifying drug houses and sellers of drug paraphernalia.
- The name of the owner, landlord, or manager and the address of the building will be entered into a data base soon after the information is received or uncovered. A search will be conducted to determine whether previous complaints have been received or arrests taken place.
- If no information is known, an investigator will identify the person or entity in title and the individuals in control of the building.
- Unit supervisor will evaluate the information obtained and determine an appropriate course of action: initiation of a nuisance abatement investigation, referral of complaint to appropriate unit of office, or referral for Grand Jury investigation

- Letter of abatement informing the owner of the nuisance will be sent. The owner/agent will be given 10 days to respond to the abatement letter. An owner or agent that initially exhibits a willingness to cooperate will be given a 30-60 day grace period in order to correct the problem at the targeted property.
- If during the grace period it is apparent that the landlord is not taking good faith steps to abate the nuisance, the unit may terminate the grace period and launch an investigation.
- Following a voluntary abatement or a successful prosecution, unit attorneys will monitor the targeted premises to ensure that the nuisance has been permanently abated.
- The Attorney General's Office will provide training and educate all relevant agencies that participate in nuisance abatement actions.

Performance Measures:

- Number of complaints received and/or declined.
- Number of complaints referred to other prosecution agencies.
- Number of letters of abatement sent to landlords.
- Number of targeted nuisances that are voluntarily abated in response to letters.
- Number of targeted nuisances that are referred for criminal prosecution.
- Number of targeted nuisances that are targeted for civil prosecution.
- Number of presentations to community/neighborhood groups and local law enforcement.
- Number of state's attorneys and local authorities assisted.
- Number of state's attorneys trained.

Program Title: Neighborhood Resource Centers

Program Area: 501(b)(24)

Number of Sites: 2

Program Overview:

Strategies and Implementation

Gangs and violent crime are causing many communities concern, and are seeking new ways to combat this growing problem. One approach that is meeting with success in Illinois, particularly in the Chicago suburbs, is neighborhood resource centers. These centers concentrate on high risk/high crime areas within communities, pulling together police, schools, service organizations, landlords, etc. to empower the area in order to successfully combat the problem, and to provide long term strategies and solutions.

The Illinois Attorney General's Office intends to target two sites within the state: one in a public housing setting, and the other in a specific neighborhood. Analysis is being conducted of Illinois' counties using variables such as percent of children with three or more services (Medicaid, public aid, public health), per-pupil expenditures, percent of students with low income, county labor force unemployment rate, indicated abuse and neglect, violent and youth crime rate, "crack" cocaine seizures, etc. to determine those with the highest number of youth at risk. This will be further narrowed to communities within those counties. Once identified, discussions will be held with the community leaders to assess receptivity; if agreed, community surveys will be conducted to determine the design needs for that specific locale. After the needs have been determined, then the Illinois Attorney General's Office will act as the facilitator in bringing needed services together. Alternative activities will be developed for youth at risk in these targeted areas.

Program Goals:

To improve the quality of life and provide a safe environment for areas with high risk/high crime rates.

Program Objectives:

- Increase level of services available to targeted areas.
- Reduce crime rate and calls for police service within targeted areas.
- Increase self-esteem of targeted area and feeling of empowerment.

Program Activities:

- Analysis of high risk/high crime areas.
- Meeting and in-depth discussions with community leaders.
- Conduct community needs surveys.
- Facilitate bringing the needed services into targeted area.
- Facilitate community/neighborhood meetings.
- Conduct follow-up surveys.

Performance Measures:

- Number of meetings held with community leaders.
- Number of surveys conducted and their results.

- Number of meetings with service agencies and organizations within the targeted community/neighborhood.
- Annual review of violent and youth crime rates, as well as several other variables.

Program Title: Specialized Gang Prosecutions Program

Program Area: 501(b)(24)

Number of Sites: 1

Program Overview:

The problems of drugs, gangs, and violent crime are a major phenomenon affecting the public safety and quality of life throughout the country. Locally, current law enforcement estimates indicate that there are about 125 street gangs, with more than 100,000 members, operating in the Chicago metropolitan area. While most street gang activity takes place in the City of Chicago, law enforcement officials report that Chicago street gangs are migrating widely not only to the suburbs, but also into other urban and rural areas in the State.

Increased violence is one of the major symptoms of an increased gang presence. Gang-related murders are now the most common single cause of homicide in Chicago. The drugs-gangs-guns connections are driven by the huge profit margin associated with the sale of narcotics. These huge profits are also a powerful motivation for gang members to protect their drug turfs. Gang disputes over drug turfs are often the catalyst for uncontrollable episodes of homicides and other violence in the community.

Today's street gangs are highly sophisticated, well organized criminal organizations. Gang leaders have developed intricate distribution networks and organizational hierarchies that enable them to covertly direct sophisticated criminal activities without exposing themselves to the risk of apprehension and prosecution. Traditional enforcement and prosecution efforts aimed at street level gang crimes have been unable to reach the centers of power in gang organizations.

The Cook County State's Attorney's Office will establish a specialized gang prosecutions unit within the office. The unit will investigate and prosecute the highly complex criminal activities carried out by upper-echelon gang leaders using state-of-the-art intelligence strategies and investigative techniques. While this unit will work closely with, and share information with the Gang Prosecutions Unit, it will focus on proactive, long-term, investigations and prosecutions. The Office's existing Gang Prosecutions Unit does not have the resources needed to engage in the more complex and lengthy investigations and instead, focuses on more traditional street-level gang crimes.

Strategies and Implementation

In addition, the unit will work closely and will coordinate its activities with other bureaus and units within the office, such as the Narcotics Bureau, as well as with other federal and state law enforcement agencies.

Program Goals:

To dismantle sophisticated criminal gang organizations in Cook County and reduce gang-related criminal activities and violence.

Program Objectives:

- Develop and implement at least three complex criminal investigations and prosecutions aimed at the upper echelons of street gang organizations.
- Obtain at least two indictments and convictions for sophisticated, non-traditional criminal gang activities, including drug trafficking, and related financial crimes, such as money laundering.

Program Activities:

- Highly experienced, well seasoned prosecutors, investigators and technical staff, who have an in-depth understanding, knowledge and expertise in the area of gang operations and current trends in case law, will be devoted to long-term investigations.
- State-of-the-art investigative tools, such as confidential overhears, pen registers, and wires (i.e., various wiretapping initiatives) will be used to enhance conventional investigative methods.

Performance Measures:

- Number and type of gang investigations initiated.
- Number of prosecutions initiated.
- Number of gang leaders and gang members indicted.
- Number of convictions obtained (cases and defendants).
- Number and type of criminal sanctions, including prison sentences received.

Program Title:

Habeas Corpus Processing

Program Area: 501(b)(26)

Number of Sites: 1

Program Overview:

The Criminal Appeals Bureau of the Illinois Attorney General's Office employs 11 full-time attorneys. Only seven of those attorneys are experienced enough to handle the sophisticated, complex litigation involved in the appeal of death penalty cases. The personnel needed to competently and efficiently handle the existing caseload is staggering considering the fact that funding of state resource centers to represent death penalty inmates, as well as the increased involvement of large, prestigious law firms in death penalty litigation, have substantially increased the number of man hours required to competently defend such actions. Moreover, discovery in capital cases is becoming commonplace, and in the past three years, complex, protracted evidentiary hearings were conducted in two death penalty cases in federal district court.

The Illinois Attorney General will create a special unit of at least three attorneys within the Criminal Appeals Bureau to handle the federal habeas corpus and state post-sentencing death penalty cases coming into the office. The program will ensure expertise and efficiency on the part of the assigned attorneys general handling of this sophisticated litigation, as well as provide the necessary manpower for the expeditious handling of such cases without forsaking the remainder of the Bureau's caseload. On average, unit attorney's caseload will consist of three to four death cases in the Illinois Supreme Court, three to four petitions for certiorari in death cases in the U.S. Supreme Court, and four to five capital habeas cases in the federal courts.

Program Goals:

To form a special unit within the Criminal Appeals Bureau to handle all federal habeas corpus and state post-sentencing death penalty cases coming into the office and to keep its capital caseload moving at a steady pace.

Program Objectives:

- Help meet demands created for an already overburdened staff as more individuals are sentenced to death and more Death Row inmates exhaust, or are very close to exhausting their appeals and are nearing execution.
- Maintain a monthly status report for each death penalty case handled by the unit attorneys, documenting the activity in each case during specified time period and describing the progress made in each appeal.
- Hone the unit attorneys' expertise and skills by attending at least one topical seminar or conference per year such as the annual meeting of the Association of Government Attorneys in Capital Litigation.

Strategies and Implementation

- Have unit attorneys communicate with victims' families once during the first week of each month in order to apprise them of significant activity which has occurred or is about to occur in their respective cases.

Program Activities:

- Candidates being considered for assignment to the unit will be carefully screened to ensure excellent advocacy skills, required work ethic, stamina, and the emotional ability to handle predominantly death penalty litigation over a prolonged period of time.
- On a daily basis, when not actually briefing a case or preparing for oral argument or hearing, the assigned unit attorney will monitor his or her respective caseload, making sure deadlines are being met and no one case "sits" for too long a period of time without any activity. If a case seems to have stalled out, the AAG will immediately schedule a status hearing or undertake other appropriate action to get the case moving again.
- On a monthly basis, by reviewing the case file, the unit attorney will determine what activity in the case shall be communicated to a designated member of the victim's family.
- Unit attorneys will work with the Attorney General and agency legislative staff to help create new legislation aimed at revamping the appellate process in capital cases.
- Clerical staff assigned to the special unit will be responsible for maintaining accurate and current computer records of the status of every case in Illinois in which a sentence of death was imposed.

Performance Measures:

- Number of cases opened during time period.
- Number of cases disposed of during time period.
- Length of time between opening and closing of cases.
- In cases not disposed of, status of each case, including number of status hearings or other expediting maneuver requested or prompted by unit attorneys.
- Number of executions during time period.
- Number, if any, of writs or other relief granted.
- Number of victims' family members contacted.

CRIMINAL HISTORY RECORDS IMPROVEMENT UPDATE

Illinois has been maintaining CHRI since 1931. The Criminal Identification Act, 20 ILCS 2630, requires all policing bodies to submit on a daily basis arrest fingerprint cards for all adults arrested for felonies and Class A and B misdemeanors. These are offenses for which a subject may be sentenced to six months or more in jail. Also, fingerprints are required to be submitted for juveniles prosecuted as adults or arrested for forcible felonies and unlawful use of weapons. On July 1, 1995, fingerprints of juveniles will also be required for Class 2 or greater felonies under the Controlled Substance Act and the Cannabis Control Act, and the Anti-Theft Laws contained in the Illinois Vehicle Code. State's attorneys and circuit clerks are required to report dispositions within 30 days of the date of the disposition. The Illinois Department of Corrections and the sheriff of each county are required to submit custodial information for persons sentenced to their institution.

The Illinois State Police has maintained a computerized criminal history file since the early 1970s. As a result of significant efforts, particularly over the last decade, all subjects born in 1920 or later are indexed within the system and virtually all of the active subject's records are fully automated. Illinois also has an Automated Fingerprint Identification System which was acquired in the late 1980s.

Illinois' criminal history system has undergone significant growth. In 1984, the CCH system contained 1,418,586 criminal offenders. By 1993, this number had increased to 2,143,651, a 51 percent increase over the 10-year period.

The tremendous growth in offenders, however, does not indicate the true magnitude of the CCH system. The number of offenders in the CCH system is overshadowed by the number of events in the system. The CCH system contains 450,829 criminal history events that occurred in 1984 (or some 1,235 events for each day). The number of total events peaked in 1992 with more than 1.3 million (or some 3,560 events every day). The ISP has posted almost one million events that occurred in 1993. Although this is 25 percent fewer events than 1992, it is still more than twice the 1984 total.

ISP and the Illinois Criminal Justice Information Authority have used the results of audits over the years to improve the criminal history program. These improvements have ranged from minor procedural changes to major grant initiatives such as the CHRI grant and the use of the Byrne funds.

On September 30, 1991, the ISP was awarded a grant from the U.S. Department of Justice, Bureau of Justice Statistics for improvement of Illinois CHRI. This grant was completed on November 30, 1994. Attached is the final report for this grant. This project involved six activities.

Activity One was conducted in conjunction with the ICJIA's Ad Hoc Committee on Dispositional Reporting. A statewide analysis of the disposition reporting problem was

Criminal History Records Improvement Update

conducted which resulted in the state plan for the use of the Byrne funds. This plan identified one long-term recommendation to develop a master plan for statewide unification of the CHRI system.

Five short-term recommendations were proposed. These were consistent with the long-term recommendation and were designed to have an immediate impact on reporting errors that are attributable to ambiguous instructions, the increased volume of submissions of dispositions to ISP and unclear procedures at the local level which affect the accuracy, completeness and timeliness of information. The recommendations were the:

1. Formation of county work groups to identify and resolve data collection and transmissions issues at the local level;
2. Development and distribution of a reference document for CHRI system users;
3. Testing of various applications of livescan in fingerprinting alleged offenders and transferring data from local jurisdictions to ISP and among local jurisdictions;
4. Establishment of electronic data transfer between at least one circuit clerk's office and ISP; and
5. Regular auditing of CHRI recordkeeping to assure quality and timeliness in future data reporting.

Activity Two was the acquisition of historical arrest information from the Chicago Police Department. For a variety of reasons, a large number of CPD's arrests went unreported to the State Central Repository. The ISP in cooperation with the CPD and Cook County Circuit Clerk's office developed a strategy to identify missing arrests and the associated dispositions which were considered most "valuable" and to post these to CCH.

Activity Three and Four involved the flagging of convicted felons and the flagging of new felony convictions. The ISP participates in the FBI's felony flagging program.

Activity Five was the participation in III. Illinois implemented a day one approach for its participation.

Activity Six was the acquisition of some historical dispositions.

Funding for improvements to Illinois' criminal history records system through the Byrne Memorial Grant Program prompted Illinois to conduct a thorough analysis of the accuracy, completeness and timeliness of submissions to the state's system to develop a comprehensive plan for improving that system.

Table 1 summarizes the major criminal history record problems identified. Table 2 lists the projects supported with Byrne set-aside funds by federal fiscal year. As can be seen from the attached update to the state's plan, federal funds were initially used to test various livescan applications and on-line reporting of dispositions from clerks' offices to the ISP, to conduct an audit of the system to establish baseline data and provide an overall assessment of strengths and weaknesses, and to correct common reporting problems through development of a new reference manual and meetings with "reporters" throughout the state. Funds from subsequent years are being used to continue the audit process, expand the state's livescan network and on-line disposition reporting, and develop a master plan for moving criminal history information among and between various points statewide.

Specifically, by September, ISP will have completed its backlog reduction project which will eliminate its backlog of both fingerprint submissions and disposition reports. This project will result in significant improvements in the timeliness and completeness of CHRI provided to both criminal justice and noncriminal justice agencies.

ISP intends upon piloting six hour processing times upon completion of this project. ISP has a variety of projects planned which will further reduce processing times. The purpose of piloting is to ensure that six-hour processing times can be achieved or that the bureau's future plans will achieve this objective.

Livescan equipment has been installed in Peoria County Sheriff's Office and ordered for the Winnebago County Sheriff's Office. The CCH User's Manual will be distributed in the summer of 1995. County work groups are currently underway.

ISP will be prepared to accept on-line disposition reporting from circuit court clerks in the summer of 1996. Issuance of an RFP for the infrastructure master plan has been delayed to incorporate issues raised by the agency responsible for statewide telecommunications. The livescan custodial fingerprint project for the Illinois Department of Corrections will begin in the summer of 1995 and be completed by mid-1996.

Utilizing state funds, ISP in 1992, implemented the capability to interface CPD's livescan data directly into its CCH process control files. Illinois upgraded its AFIS system in April 1995. This upgrade included many features which increased AFIS processing capabilities and reduced manual processes. This upgrade was critical to meet increased volumes of submissions, reduce current backlogs and improve processing times.

ISP plans on hosting livescan conferences to educate potential users and seek their input to the most effective implementation of this technology in 1995. This conference will educate attendees on the technology, standards and future plans of ISP and the FBI.

A state contract for livescan equipment is being prepared for competitive bid for use by both state and local agencies. Livescan devices purchased under this contract will be assured of

Criminal History Records Improvement Update

compatibility with the future systems being implemented at the state and national levels. Options will be available to ensure integration with local systems and for digital photographs. NCHIP funding will be used to upgrade and enhance the state's ability to accept and process large volumes of criminal history information in a timely manner while assuring that information's accuracy and completeness. This funding will be utilized to build upon and integrate the programs begun using Byrne and other funding sources.

On-line court disposition reporting will be extended virtually statewide using NCHIP funds. Custodial reporting will be extended to all of the Illinois Department of Correction Reception and Classification Centers. Illinois will assume responsibility for many of its records maintained by the FBI as part of the III program.

The extension of livescan will play a critical role in capturing information about the arrest electronically and distributing it to all participants, particularly the ISP and the circuit court clerks. This will play a key role in reporting transactions as they occur rather than a secondary paper process. The new CHRI system will provide the integration necessary for all of these components. This project will include a new CCH system, a new AFIS system, an AFIS/Livescan interface and the associated equipment and telecommunication to transfer the information to where it is needed.

While individually these projects will have a significant impact upon the criminal history system in Illinois, joined together they will shift Illinois' criminal history record system from a paper-based system to an electronic system.

Table 4

SUMMARY OF CRIMINAL JUSTICE RECORD PROBLEMS

<u>SYSTEMWIDE ISSUES</u>	<u>REPORTING</u>	<u>INTERFACE AMONG AGENCIES</u>	<u>ISP DATA PROCESSING</u>	<u>AUDIT/ VERIFICATION</u>
Components of the system not unified	User input to design/maintain form	Feedback to reporters	Backlog	Lack of Local audit trail - Source data destroyed
No master plan for a unified system	Reporting mix of submissions Hard copy, Disc, or Electronic	Missing DCN's	Duplicate or inconsistent submissions	No enforcement of consequences for failure to report
Volume of activity up/resources have not expanded proportionally	Incomplete data	Essential Data lost at transfer point	Missing information *Unpostable dispositions	
Lack of written formalized policies and procedures	No single statewide criminal justice offense code table	Essential data not retained by local agencies	Reliance on secondary sources	
*Lack of clarity about what information is needed by whom and for what purpose.	No fingerprint-base ID before processing- Unclassifiable prints-No prints taken	No county-based written standardized procedures		
*It is not clear who should report and how information should be reported.				
*Forms are not capturing necessary information either because of out-of-date or not "user friendly."				
Need for improved user input and maintenance of system				

TABLE 5

**BYRNE-FUNDED CRIMINAL HISTORY RECORDS IMPROVEMENT PROJECTS
PROGRAM AREA 501 (b) (15) (B)**

	FY92	FY93	FY94	FY95
Backlog Reduction Project ISP	\$163,877			
Audit Plan ICJIA	\$234,648		\$38,524	\$96,392
Livescan Enhancement CPD	\$198,869	\$109,000	\$419,916	\$172,015
Cook County	\$ 41,595			
Winnebago County	\$ 60,357			
Peoria County	\$ 68,145			
Co's TBD				\$423,606
County Workgroups ISP	\$ 75,000		\$ 75,000	
CCH Users Manual ISP	\$36,009			
On-Line Dispositional Reporting ISP				
DuPage County		\$186,435		
Cook County		\$215,475		
		\$250,000		
Infrastructure Master Plan		\$114,190		\$231,287
Custodial Fingerprint Submission IDOC			\$210,000	

Note: FY 96 funds will be allocated when the Authority is advised of the total allocation for the year.

EVALUATION PLAN

INTRODUCTION

To ensure that the state's need for information on the impact and effectiveness of drug and violent crime control efforts is met, an extensive evaluation component is being undertaken. In addition to routine monitoring of activities, which at a minimum included site visits and the collection and analysis of monthly data for all funded 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.

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 the 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

Evaluation Plan

studies and work to see that they are carried out either internally or externally through subcontracts.

Internal Evaluation Segment

The internal segment of the evaluation component involves program assessments carried out by 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 (Requests 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?

Following is a summary of the Authority funded evaluation activity:

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

The University of Missouri-St. Louis completed an 18-month process and impact evaluation of the Anti-Drug Initiative in the Greater East St. Louis area, one of Illinois' most comprehensive drug and violent crime control programs. The Initiative included overt and covert enforcement, specialized prosecution and defense, specialized probation, jail-based work-release, substance abuse treatment, and homicide investigation. The evaluation team documented the processes used by various components to target specific populations. The formal evaluation included staff interviews, document analysis, and caseflow analysis. The program impact component relied on community resident and offender interviews, analysis of crime data, and offender recidivism data. Preliminary findings suggest that while the initiative did not fully develop as a cooperative system-wide program, community residents reported an increased sense of safety and a perceived decline in drug dealing. Members of the business and residential communities reported to being aware of the presence of the covert units and having more confidence in policing efforts. The final report will be released in early 1996.

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

The University of Illinois at Springfield began a six-month process and impact evaluation of the Sheriff's Work Alternative Programs (SWAP) in two Illinois counties in January 1996. Both SWAP programs were designed to free up space within the county jails, and provide an alternative sentencing tool for judges. The evaluation will examine the counties as separate programs, examining the operational mechanisms developed for the programs, the offender populations, and community reactions to the programs. The impact portion will examine the effect the program has had on both recidivism and daily jail populations. The final report is scheduled for completion in July 1996.

- **Evaluation of the Madison County Drug Court**

A process and impact evaluation of the Madison County Drug Court will begin in March 1996. The program is designed to identify drug offenders immediately following arrest and divert them into a program that includes an assessment for substance abuse, a public health screen, a one year outpatient treatment program, urinalysis, and the use of intermediate sanctions. The drug court initiative involves the local judiciary, the Probation and Court Services Department, the Office of the State's Attorney, the Office of the Public Defender, Treatment Alternatives for Special Clients, and other public health agencies. The evaluation will examine the implementation of the program and its effectiveness in reducing recidivism among the program's participants. The evaluation is scheduled for completion in mid-1998.

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

A 24-month evaluation of the pretrial and drug intervention programs operating in Macon and Peoria counties will begin in March 1996. Between the two counties, five separate programs will be examined including: 1) Pretrial services programs similarly operated in both counties; 2) a Day Reporting Center in Macon County; 3) an Adult Drug Offender Deferred Prosecution Program operated by the Macon County State's Attorney; and 4) an Intensive Drug Intervention Program in Peoria County. While all five programs seek to reduce county jail overcrowding, four of the programs were implemented with the specific goal of reducing the number of pretrial defendants housed within the county department of corrections. The programs will be evaluated as five unique initiatives, with possible comparisons between the two pretrial services programs. The process and impact evaluations are scheduled for a mid-1998 completion date.

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

Southern Illinois University at Carbondale recently completed a process and impact evaluation of Illinois' Metropolitan Enforcement Groups and Drug Enforcement Task Forces. The evaluation provided a comprehensive assessment of all multi-jurisdictional drug enforcement units operating in Illinois. The evaluation examined the perceived effectiveness of the program's on the part of both unit personnel and external agencies. Program effectiveness indicators included the programs impact on drug dealing, intra-agency communication, and cooperation among participating agencies. As a secondary part of the evaluation, individual site summaries were prepared for all 23 units. These unit profiles over viewed the unit's history, funding, organizational structure, goals, and activities. A conference was held by the researchers in June 1995 to present the preliminary findings. Those findings indicated that unit officers believe they are making a significant impact in controlling drug activity and feel that strong cooperative relationships exist among the majority of agencies involved. Officers also believe more resources are needed for expanded training. The final report will be published in 1996.

- **Evaluation of Illinois' Intensive Probation Supervision and Intensive Drug Abuser Probation Programs**

Loyola University of Chicago is currently completing a process and impact evaluation of two alternative sentencing programs currently available in many Illinois counties. The state's Intensive Probation Supervision (IPS) program provides an alternative to prison for certain offenders, while the Intensive Drug Abuse Probation (IDAP) program provides an alternative to traditional probation for drug-dependent offenders. The evaluation includes traditional measures of effectiveness (i.e., recidivism and program failure), and program impact on offender substance abuse, employment, and family relations. A group of non-program probationers and a sample of Illinois Department of Corrections inmates will serve as a comparison control group for program impact analysis. The final report will be available in 1996.

- **Class 4 Felony Offenders: An Assessment of the Appropriateness of Alternative Sanctions**

In response to the growing Illinois Department of Corrections population of Class 4 felony offenders and the limited amount of information regarding these offenders, the Center for Legal Studies, University of Illinois at Springfield studied the characteristics of this population and the implications of diversionary sentencing. The study examined offender characteristics and the criminal histories of a Class 4 felony sample. It also discussed the viability of non-IDOC sanctions. A final report is being prepared and will be available in early 1996.

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

A consortium of Chicago area universities is conducting a process and impact evaluation of the Chicago Police Department's Alternative Policing Strategy (CAPS), one of the largest community policing initiatives in the country. The process component includes an examination of implementation, organization and training issues. Ongoing feedback provided by the research team to the police department is an important feature of the process evaluation. The impact component includes an examination of attitudes toward the program, police/community relations, and actual and perceived changes in crime. Findings from the first two years of evaluation work suggest that the CAPS program in five prototype districts has had an impact on crime and the perceptions of public safety, and has improved police/community relations. The third year evaluation will build upon previous efforts and examine citywide expansion of the CAPS program.

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

The University of Chicago is conducting a process and impact evaluation of the multi-agency Chicago Gang Violence Reduction Program. The goal of the program is to reduce the level of gang-related violence in specific areas of the City of Chicago through intensive supervision, information sharing, and the provision of social services. The Chicago Police Department, the Cook County Probation Department, the University of Chicago, and various community organizations are involved in the program. When completed, the evaluation will document both the implementation process and the program impact on gang member activities. Initial findings suggest there is already consistent evidence of a substantial impact associated with the Gang Violence Reduction Program in the reduction of violent gang activity in the target communities. A final report will be published in Fall 1996.

- **Evaluation of the Community Policing Initiatives in Aurora and Joliet, Illinois**

In 1991, the Authority awarded a 4-year multi-phase grant to the Aurora and Joliet Police Departments to develop and expand their community policing capabilities. These programs were intended to serve as community policing models for other cities throughout Illinois. To document these demonstration programs and to determine their impact on the local

community and police department, ICJIA funded the Center for Research in Law and Justice, University of Illinois at Chicago, to conduct a comprehensive process and impact evaluation. Findings from the first two years of evaluation revealed that community policing measurably reduced crime in some instances, and generally improved the public's perception of the police. However, researchers also found the program's impact on community residents or police personnel was neither strong or consistent. Because many questions regarding the programs remained unanswered, both the Aurora and Joliet police chiefs asked that an additional wave of data collection examining the programs' impact four years after implementation be undertaken. A final report is due in August 1997.

- **Illinois Department of Corrections' PreStart Evaluation Project: Refining and Extending the Earlier Impact Analysis**

The Center for the Study of Crime, Delinquency and Corrections at Southern Illinois University-Carbondale (SIU) is conducting a follow-up analysis of PreStart's impact on recidivism rates and community reintegration. The initial analysis found that PreStart releasees had a lower rearrest rate (40 percent) compared to a sample (48 percent) of offenders released prior to PreStart implementation. The follow-up analysis will expand the follow-up periods for an additional year, be more detailed, and resolve many of the data quality issues encountered in the original study. The study is scheduled for a September 1996 completion.

- **Evaluation of the Homicide Strike Task Force**

The Authority is currently soliciting proposals to evaluate the process and impact of a specialized homicide strike force operating in the Metro East area of Illinois. This area is experiencing an alarming rate of drug related homicides and violent crimes with the majority of cases occurring in East St. Louis. The Strike Force was designed to respond to unsolved homicide and violent crime cases. Program staff provide assistance investigating and prosecuting cases referred to them by police departments and state's attorney's offices in Madison and St. Clair counties. The primary objective of the strike force is to increase the number of homicides and violent crimes cleared by arrest in the two-county region. The Strike Force is an investigative and prosecutorial resource to overburdened local justice agencies who either lack the additional resources needed to address increasing levels of violent crime or are plagued by a large percentage of unsolved crime.

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

The Illinois Criminal Justice Information Authority is currently soliciting research to assess the implementation and impact of the Illinois Attorney General's and Illinois State Police's Cash Transaction Reporting Unit (CTRU) and Drug Conspiracy Task Force (DCTF). The CTRU and DCTF were formed in 1992 as cooperative law enforcement and prosecutorial initiatives. The CTRU is designed to collect, store and analyze cash transaction data for the purpose of identifying, investigating and aiding in the prosecution of persons involved in

money laundering as it relates to drug trafficking. The DCTF is designed to identify, investigate, apprehend and prosecute drug traffickers operating in multiple counties. The responsibilities of the Illinois State Police and Attorney General components of the CTRU include: functioning as a repository for data regarding cash transactions in excess of \$10,000 and violations of the Illinois Currency Reporting Act; investigating, preparing and prosecuting money laundering cases; and assisting local agencies in the prosecution of possible money laundering cases. The DCTF allows for the investigation and prosecution of multi-jurisdictional cases by state agencies rather than federal agencies, which in many circumstances did not have the resources available to pursue these investigations

- **Illinois Statewide DUF Expansion Project**

This Statewide Drug Use Forecasting (DUF) project will document the level of illicit drug use among male and female arrestees in seven Illinois counties. Participating counties provide a mix of suburban, urban, and rural populations. Conducted by the Treatment Alternatives for Special Clients (TASC), the project will monitor the types of drugs used by the offender population, compare changes in drug use to those found in a similar 1990 assessment, and help local governments plan and develop programs to control drug use. A final report is due in mid-1996.

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

The University of Illinois at Chicago developed a guidebook for police departments considering the adoption of a community problem-oriented police strategy. The guidebook was created to help agencies identify key issues and questions concerning the implementation of community policing, and to serve as a program reference tool. The guidebook contains a comprehensive list of resources, such as: other implementing agencies, relevant funding opportunities, community organizations, publications and related literature, computer networks, and survey and evaluation instruments. The guidebook was distributed to law enforcement agencies across Illinois in December 1995.

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