
Illinois Criminal Justice Information Authority

STATE ANNUAL REPORT

Edward Byrne Memorial State and Local Law Enforcement
Assistance Formula Grant Program
July 1, 2002 - June 30, 2003



**Prepared for and Submitted to the
Bureau of Justice Assistance
Office of Justice Programs
U.S. Department of Justice**

State of Illinois
Governor Rod Blagojevich

Illinois Criminal Justice Information Authority

Sheldon Sorosky, Chairman

Lori G. Levin
Executive Director

David P. Bradford
Chief, Glen Carbon Police Department

Thomas J. Jurkanin
Director, Illinois Law Enforcement Training
and Standards Board

Honorable Dorothy Brown
Circuit Court Clerk, Cook County

Lisa Madigan
Illinois Attorney General

Honorable Timothy F. Bukowski
Sheriff, Kankakee County

Eugene E. Murphy, Jr.
Member of the Public

Phil Cline
Superintendent, Chicago Police Department

John C. Piland
Member of the Public

Honorable Richard A. Devine
State's Attorney, Cook County

Honorable Michael Sheahan
Sheriff, Cook County

Barbara L. Engel
Victims Services Consultant

John Toscas
Member of the Public

Norbert J. Goetten
Director, Office of the State's Attorneys
Appellate Prosecutor

Larry Trent
Director, Illinois State Police

Theodore Gottfried
Director, Office of the State Appellate
Defender

Roger E. Walker, Jr.
Director, Illinois Department of Corrections

Honorable Maureen Josh
Circuit Court Clerk, DeKalb County

Honorable Michael J. Waller
State's Attorney, Lake County

TABLE OF CONTENTS

| | |
|---|-----|
| Executive Summary | v |
| Introduction | vi |
| Evaluation Efforts | xii |
| Summary of Programs Funded Under the Formula Grant Program | |
| 501(b)(2) | |
| Expanding Multi-Jurisdictional Narcotics Units | 1 |
| Multi-Jurisdictional Drug Prosecution | 6 |
| 501(b)(7)(A) | |
| Local Law Enforcement Officer Safety | 8 |
| Risk Assessment | 10 |
| Specialized Training | 13 |
| 501(b)(8) | |
| Specialized Prosecution Initiatives | 19 |
| 501(b)(10) | |
| Specialized Defense Initiatives | 25 |
| Specialized Defense Training | 30 |
| 501(b)(11) | |
| Correctional Initiatives | 32 |
| Specialized Correctional Training | 38 |
| 501(b)(15)(B) | |
| Criminal History Records Improvement | 40 |
| Information Systems | 45 |
| 501(b)(16) | |
| Innovative Law Enforcement Initiatives | 50 |
| Innovative Prosecution Initiatives | 53 |
| 501(b)(18) | |
| Systems Response to Victims | 55 |
| 501(b)(19) | |
| Drug and Violent Crime Control Strategy Impact Program | 59 |

501(b)(20)
Probation Initiatives 63
Prosecution Initiatives 68

501(b)(24)
Gang Prosecutions Initiatives 70
Juvenile Probation Initiatives 72

EXECUTIVE SUMMARY

Illinois has made a substantial commitment to combating drug and violent crime. During State Fiscal Year 2003 (SFY 2003), the Authority disbursed over \$12.7 million in federal funds to 20 programs under 11 federal purpose areas. One hundred fifty projects included in these programs targeted many facets of Illinois' criminal justice system, including law enforcement, prosecution, defense, corrections, treatment and education. These efforts focused on reducing both the supply of drugs in the state and the incidence of violent crime.

In developing a state strategy to combat drugs and violent crime, the Authority built on the successes of past years by continuing effective programs — particularly those related to drug apprehension, prosecution, and treatment options for offenders. Programs were also maintained to enhance the supervision of domestic violence offenders, to provide community based transitional and residential treatment for offenders, and to plan for integrated justice information sharing.

To help develop a plan that would promote successful and effective programming, the Authority solicited innovative programmatic ideas and expertise from diverse groups as it designed, developed, and funded crime control initiatives. In June 2000, the Authority convened a state Criminal Justice Planning Assembly, in which 135 policy makers, service providers, researchers, practitioners and elected officials participated. During the two-day Assembly, participants broke into six work groups, including Drug and Violent Crime; Juvenile Crime; Offender Services; Victims of Violent Crime; Community Capacity Building; and Information Systems and Technology. Over the months following the Assembly, Authority staff convened *ad hoc* advisory committees formed primarily from the membership of the six Assembly work groups. These advisory committees refined the goals and objectives crafted at the Assembly and developed recommended action steps to address the identified priorities. The Authority considered these recommendations as well as comprehensive information on crime and victimization trends, the availability of resources across the state, and existing initiatives in its development of funding initiatives. Each of the projects outlined in this report is consistent with the plan developed through this process, as well as the Byrne Multi-Year Strategy.

As in the past, program evaluation was an integral component in Illinois' effort to enhance statewide coordination and integration. Internal analyses, as well as external program evaluations, determined the impact of current efforts and provided critical analyses for future planning.

Efforts in Illinois to reduce the prevalence of drugs and the incidence of violent crime continued to emphasize the importance of an integrated and coordinated approach by all facets of the criminal justice system. The following report further details program priorities, as well as successes and accomplishments during the past year.

INTRODUCTION

State Administrative Agency

The Illinois Criminal Justice Information Authority (the “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*). 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 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 citizens’ 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 repository for criminal history records; and
- Developing and implementing comprehensive strategies for using criminal justice funds awarded to Illinois by the federal government.

Composition and Membership

The Illinois Criminal Justice Information Authority is governed by a 20-member board of State and local leaders in the criminal justice community, plus experts from the private sector. The Authority is supported by a full-time professional staff working out of the agency’s office in Chicago. A chairman, who is appointed by the governor from among the board’s members, leads the Authority. By law, the Authority meets at least four times a year in public meetings. Authority members are responsible for setting agency

priorities, tracking the progress of ongoing programs, and monitoring the agency's budget.

By statute, the Authority's membership includes the following people:

- Two local police chiefs (Chicago and another municipality);
- Two state's attorneys (Cook and another county);
- Two sheriffs (Cook and another county);
- Two circuit court clerks (Cook and another county);
- Illinois attorney general (or designee);
- Director, Illinois State Police;
- Director, Illinois Department of Corrections;
- Director, Office of the State's Attorney's Appellate Prosecutor;
- Executive Director, Illinois Law Enforcement Training and Standards Board;
- State Appellate Defender; and
- Six members of the public.

Federal and State Grants Unit

The Federal and State Grants Unit (FSGU) administers grant programs overseen by the Authority. Authorized under the Authority's power "to apply for, receive, establish priorities for, allocate, disburse and spend grants of funds," this responsibility includes assuring compliance with Federal and State regulations. In 2003, 25 staff members administered a variety of grant programs, with \$47.7 million in expenditures for the fiscal year.

With the support of legal, fiscal, research and administrative staff, FSGU staff perform a variety of functions in developing, implementing, and monitoring state and local programs while ensuring compliance with numerous Federal and State laws and guidelines. These tasks include planning, monitoring, program development, technical assistance, coordination, and administration.

Administration of Byrne Formula Grant Program

Byrne grant program funding guidelines require states participating in the program to 1) define the drug and violent crime problem, 2) analyze current efforts and resource needs, and 3) set funding priorities. To meet these requirements, the Authority:

- Identifies the extent and nature of drug and violent crime in Illinois;
- Defines problems confronting the criminal justice system by inviting input from State and local government leaders;
- Determines geographic areas of the State with the greatest need for intervention;
- Develops strategic objectives and an action plan;
- Establishes funding priorities;
- Finalizes a statewide strategy to combat drugs and violent crime;

- Identifies implementing agencies; and
- Designates fund amounts.

The Authority follows a needs-based process when determining how to allocate funds to fight drug and violent crime. After collecting and analyzing data, considering written comments from state and local governmental leaders and members of the public, and reviewing recent research findings, the Authority identifies the greatest problems in Illinois with regard to drug and violent crime. The Authority then conducts a second data analysis, at the municipal, county and/or regional level, to determine geographic areas of the state with the greatest need for intervention. Representatives from all facets of the criminal justice system in the state, including state and local law enforcement, multi-jurisdictional drug task forces, prosecutors, public defenders, courts, corrections, service providers, citizens and grassroots organizations are convened as needed to develop recommendations to the Authority. These recommendations and the detailed needs analysis form the basis of the Authority's plan.

Priorities and Program Responses

The Authority identified seven priorities in the *FFY00 MultiYear Strategy to Control Drug and Violent Crime*. In its review of priorities during the three following years, the Authority found all seven remain consistent with the current needs and trends in the criminal justice system. The decision to reaffirm these priorities was based on several factors, including data analysis of drug and violent crime data, program evaluations, input from the public, and multidisciplinary meetings.

The following seven priorities identified by the Authority are consistent with and build on the *National Drug Control Strategy*:

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

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

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

Program responses were continued and initiated during SFY 2003 with Byrne funds to address all seven of these priority issues. Illinois' commitment to address these issues is reflected in the overall approach taken during program planning. From July 1, 2002 to June 30, 2003, the Authority funded 20 programs under 11 federal purpose areas. These programs targeted several facets of the state's criminal justice system, including enforcement, prosecution, defense, and corrections, as well as treatment and education. Illinois continued to support effective programs – particularly those related to drug apprehension, prosecution, treatment options for offenders, and development of information systems -- and increased support for innovative programs for juveniles.

In SFY 2003, almost 91 percent of federal funds were used to support projects funded out seven federal purpose areas, which are defined as follows:

501(b)(2) Multi-jurisdictional task force programs that integrate Federal, State, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence, and facilitating multi-jurisdictional investigations.

501(b)(7)(A) Improving the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, and gang-related and low-income housing drug control programs.

501(b)(8) Career criminal prosecution programs, including the development of model drug-control legislation.

501(b)(10) Improving the operational effectiveness of the court process by expanding prosecutorial, defender, and judicial resources and implementing court-delay reduction programs.

501(b)(11) Programs to improve the corrections system and provide additional public correctional resources, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.

501(b)(19) Programs with which states and local units of government can evaluate state drug-control projects.

501(b)(20) Programs to provide alternatives to detention, jail, and prison for persons who pose no danger to the community.

An overview of the funding priorities within these seven purpose areas reflects the multifaceted approach in coordinating a strategy to reduce drug use and violence in Illinois. During SFY 2003, nearly 43 percent of Byrne funds supported programs that demand collaboration and cooperation between agencies. Local law enforcement agencies participating in multi-jurisdictional drug task forces are supported by specialized prosecution units, encouraging multi-agency communication and cooperation.

In recent years the Authority has also expanded efforts to focus on the prosecution of drug and violent offenders. Several special appeals initiatives have been funded to address the increases in violent crime convictions, and corresponding increases in the appeals of these convictions. In addition, multi-disciplinary projects, such as the Complex Drug Prosecution Initiative, increase resources available in the State to target major narcotics organizations and to dismantle them at all levels.

During the past year, the Authority continued to support several innovative approaches to the enforcement and prosecution of drug offenses and violent crime. Under the Unsolved Homicide initiative, the Chicago Police Department, Cook County Sheriff's Department, and the Cook County State's Attorneys Office were funded to investigate and prosecute older, unsolved homicide cases.

In addition, probation, a historically under-funded component of the criminal justice community, received over four percent of Byrne funds in SFY 2003. These funds were used to provide additional officers to supervise the rapidly growing number of domestic violence offenders and to address juvenile offenders.

As in previous years, the Authority recognized the benefit of using computer technology to improve criminal history information and to augment telecommunication capabilities. During SFY 2003, information system enhancements included programs designed to improve the accuracy and completeness of criminal history information in the State.

In December 2001, the Illinois Integrated Justice Information System (IJIS) Governing Board, which was charged with mapping a strategy and beginning the process for justice system integration in Illinois, was established. The governing board included representatives of local, county and state criminal justice agencies. The Authority's former Executive Director, Candice Kane served as chair of the board. The creation of this body was a crucial step in the process of realizing integrated justice systems in Illinois.

By December 2002, the board published a Strategic Plan, outlining prohibitive issues and providing guiding principles for integrated justice in Illinois. The Plan, submitted to Governor Blagojevich in January 2003, led to the signing of Executive Order #16, thereby creating the IJIS Implementation Board, of which Executive Director Levin was elected chair. The purpose of the Implementation Board is to carry out the goals identified in the Strategic Plan.

Also, during SFY 2003 a program continued to provide local probation departments the training and technical assistance necessary to implement a state-of-the-art automated assessment and case management instrument. The Administrative Office of the Illinois Courts has selected the Youth Assessment Skills Inventory (YASI) as the instrument to be implemented in all 70 probation districts in Illinois. This program will adapt and customize this instrument, train supervisors and officers in the use of the tool and in interviewing techniques, and address implementation and quality control issues.

While these seven program areas – multi-jurisdictional efforts, training, drug and violent crime prosecution, defense initiatives, correctional programs, evaluation efforts, and alternatives to detention – received the majority of Byrne funds during SFY 2003, it is important to note that each program funded during this period contributed to the overall efforts in the State to reduce the drug and violent crime problem. Resources devoted to information system improvements, innovative programs, improvement of the system's response to victims, gang and juvenile issues also enhanced the efforts in the State to ensure a systemic and integrated approach to programming.

The programs funded through the Byrne Formula Grant Program have had a measurable impact on the criminal justice system in Illinois. The Authority will continue to administer this program in a way that ensures systemwide planning and builds upon its past successes of effective criminal justice planning.

Illinois' strategy is consistent with national priorities, including combating drug trafficking, expanding treatment services for offenders, assisting local communities in developing effective prevention programs, and reducing domestic drug-related crime and violence. The comprehensive overview of individual program accomplishments illustrates how Illinois has contributed to the goals of the Formula Grant Program – making this a drug-free nation and reducing incidents of violence.

EVALUATION EFFORTS

To document and measure program impact, the Authority has undertaken an extensive evaluation initiative as part of the *Illinois' Strategy to Combat Drugs and Violent Crime*. In addition to routine monitoring of activities, which at a minimum includes site visits and the collection and analysis of monthly or quarterly data for all funded projects, many formal assessment and evaluation activities are conducted.

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

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

The evaluation work conducted and monitored by the Authority has assisted agencies receiving Byrne funds by modifying and refining programs to make them more efficient and effective in meeting their goals and objectives. Evaluations have also provided a forum for program staff, drug and violent crime policy and decision makers, evaluators, and Authority staff to communicate on the need for various types of programs and how they can best be implemented. Past evaluations have assisted in the development of priorities and provided documentation that proved useful towards the replication of successful projects.

During SFY 2003, 16 program evaluations and systemwide analyses were in various stages. Also, seven project reports and five summary reports were published. Considering both the aggregate data and formal evaluations, the programs being carried out are having a positive impact on the drug and violent crime problems among the populations being served.