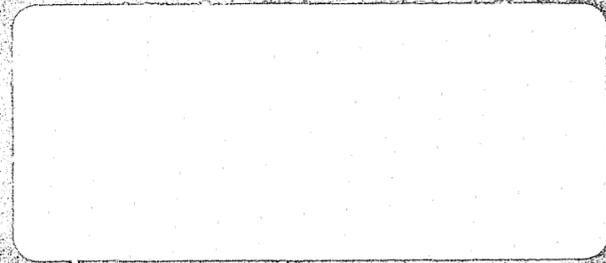


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Report on the Justice Assistance and
Victims of Crime Acts of 1984

April 1985

State of Illinois

James R. Thompson, Governor

Illinois Criminal Justice Information Authority

William Gould, Chairman
J. David Coldren, Executive Director

Office of Federal Assistance Programs

Barbara B. McDonald, Administrator

Acknowledgment

This report, authored by the Office of Federal Assistance Programs, would not have been possible without the support and assistance of two groups of people: the witnesses who testified at our public hearings or submitted written comments to us, often overcoming pressures and the inconvenience of stormy weather to do so; and our colleagues at the Authority who worked with us in planning and conducting the hearings; informing and responding to the media; typing, editing and formatting the report; organizing data and collecting source material; and otherwise offering help and encouragement when it was needed.

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Foreword

In October 1984, the U.S. Congress passed an omnibus anti-crime package, which President Ronald Reagan then signed into law. Included in this legislation were the *Justice Assistance and Victims of Crime Acts of 1984*. The **Justice Assistance Act (JAA)** is intended to help states and local units of government carry out specific programs that have a high probability of improving the functioning of the criminal justice system. The **Victims of Crime Act (VOCA)** was created to promote services for victims of crime. Illinois' block grant under the JAA for Federal fiscal year 1985 is expected to be \$2.3 million. In addition, Illinois will receive an estimated \$2.5 million for programs to assist crime victims.

Chapter 38, section 7 of the Illinois Revised Statutes establishes the **Illinois Criminal Justice Information Authority**

(b) To define, develop, evaluate and correlate State and local programs and projects associated with the improvement of law enforcement and the administration of criminal justice, and

(k) To apply for, receive, establish priorities for, allocate, disburse and spend grants of funds that are made available from the United States pursuant to the Federal Crime Control Act of 1973, as amended, and similar Federal legislation, and to enter into agreements with the United States government to further the purposes of this Act, or as may be required as a condition of obtaining Federal funds, ..."

Pursuant to this law, Governor James R. Thompson gave the Authority responsibility for administering the JAA and VOCA programs in Illinois.

This report, prepared after two months of in-depth study that included eight public hearings held throughout the State, describes the Authority's progress to date in implementing the *Justice Assistance and Victims of Crime Acts*. The report also offers recommendations for the continued implementation of the JAA and the VOCA in Illinois. Specifically, it proposes that the Authority concentrate funding efforts in four of the 18 program areas identified in the JAA, and it specifies four programming options for the VOCA funds.

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**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

~ RESOLUTION ~

#2 (1985)

Justice Assistance Act Program Priorities

WILLIAM GOULD

Chairman

JAMES A. SPROWL

Vice-Chairman

ALLEN H. ANDREWS

*Director of Public Safety
Peoria*

HARRY G. COMERFORD

*Chief Judge
Circuit Court of Cook County*

RICHARD M. DALEY

Cook County State's Attorney

RICHARD E. EAGLETON

15th Circuit Court Judge

RICHARD J. ELROD

Cook County Sheriff

FRED L. FOREMAN

Lake County State's Attorney

NEIL F. HARTIGAN

Illinois Attorney General

DONALD HUBERT

Attorney-at-Law

MICHAEL P. LANE

Director of Corrections

ROBERT E. NALL

Adams County Sheriff

FRED RICE Jr.

Chicago Police Superintendent

JAMES B. ZAGEL

Director of Law Enforcement

J. DAVID COLDREN

Executive Director

WHEREAS, Chapter 18, Paragraph 210-7(k) of the Illinois Revised Statutes establishes the Illinois Criminal Justice Information Authority as the agency "to apply for, receive, establish priorities for, allocate, disburse and spend grants of funds that are made available...from the United States pursuant to the federal Crime Control Act of 1973, as amended, and similar federal legislation, and to enter into agreements with the United States government to further the purposes of this Act, or as may be required as a condition of obtaining federal funds;" and

WHEREAS, the Justice Assistance Act of 1984 was passed by Congress and signed into law by President Reagan; and

WHEREAS, Governor James R. Thompson has designated the Authority as the State agency responsible for administering this program; and

WHEREAS, The Authority instructed staff to use public hearings for the purpose of selecting three or four Justice Assistance Act program areas:

THEREFORE, BE IT RESOLVED that the Authority names the following program areas as the focus of the Illinois Justice Assistance Application for federal fiscal year 1985:

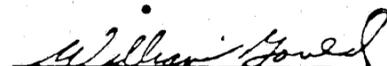
Providing community and neighborhood programs that enable citizens and police to undertake initiatives to prevent and control neighborhood crime.

Providing for operational information systems and workload management systems which improve the effectiveness of criminal justice agencies.

Identifying and processing within the criminal justice system persons (including juvenile offenders) with a history of serious criminal conduct.

Providing training, management and technical assistance to criminal justice personnel.

ADOPTED by the Illinois Criminal Justice Information Authority this 15th day of March, 1985, by unanimous, voice vote.


Chairman

(Introduced by Vice Chairman James A. Sprowl. Seconded by Adams County Sheriff, Robert E. Nall. Motion passed by unanimous, voice vote.)



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

~ RESOLUTION ~

#3 (1985)

Victims of Crime Act Program Priorities

- WILLIAM GOULD
Chairman
- JAMES A. SPROWL
Vice Chairman
- ALLEN H. ANDREWS
Director of Public Safety
Peoria
- HARRY G. COMERFORD
Circuit Judge
1st Judicial District of Cook County
- RICHARD M. DALEY
Illinois State's Attorney
- RICHARD E. EAGLETON
Circuit Court Judge
- RICHARD J. ELROD
Cook County Sheriff
- FRED L. FOREMAN
Lake County State's Attorney
- NEIL F. HARTIGAN
Illinois Attorney General
- DONALD HUBERT
Attorney-at-Law
- MICHAEL P. LANE
Director of Corrections
- ROBERT E. NALL
Adams County Sheriff
- FRED RICE, Jr.
Chicago Police Superintendent
- JAMES B. ZAGEL
Director of Law Enforcement
- J. DAVID COLDFREN
Executive Director

WHEREAS, Chapter 38, Paragraph 210-7(k) of the Illinois Revised Statutes establishes the Illinois Criminal Justice Information Authority as the agency "to apply for, receive, establish priorities for, allocate, disburse and spend grants of funds that are made available...from the United States pursuant to the federal Crime Control Act of 1973, as amended, and similar federal legislation, and to enter into agreements with the United States government to further the purposes of this Act, or as may be required as a condition of obtaining federal funds;" and

WHEREAS, the Victims of Crime Act of 1984 was passed by Congress and signed into law by President Reagan; and

WHEREAS, Governor James R. Thompson has designated the Authority as the State agency responsible for administering this program; and

WHEREAS, the Authority instructed staff to use public hearings for the purpose of selecting program priorities for the Victims of Crime Act program;

THEREFORE, BE IT RESOLVED that the Authority names the following priorities as the focus of the federal Victims of Crime Act program in Illinois:

Educating the public and victims about victims rights and services.

Reimbursing services for victims.

Providing criminal justice advocates in selected areas of the State.

Developing model comprehensive programs.

ADOPTED by the Illinois Criminal Justice Information Authority this 15th day of March, 1985, by unanimous voice vote.

Chairman

(Introduced by Vice Chairman James A. Sprowl. Seconded by Cook County Sheriff, Richard J. Elrod. Motion passed by unanimous, voice vote.)

PART I: The Federal Challenge

This report describes the implementation in Illinois of two provisions of a Federal omnibus anti-crime package signed into law in 1984: the *Justice Assistance Act* (JAA) and the *Victims of Crime Act* (VOCA). Part I of the report describes the two Federal initiatives in detail.

Justice Assistance Act of 1984

The JAA: 18
program areas are
eligible for funding.

The *Justice Assistance Act of 1984* establishes a Federal block grant program designed to help states and local units of government carry out new initiatives for improving the functioning of the criminal justice system. Illinois' share of *Justice Assistance* funds for Federal fiscal year 1985 is \$2.3 million. This total includes a base sum of \$250,000 plus an additional amount based on the State's population.

To qualify for JAA funds, a state must agree to pass through to local units of government a percentage of its block grant funds. This figure is to be based on local criminal justice expenditures. Agencies that receive grants under the JAA also must match those grants dollar-for-dollar with state or local money.

In addition, the JAA places a "special emphasis on violent and serious offenders." The act enumerates 18 program areas in which Federal funds may be expended. While specific projects are not identified in the JAA, the preliminary guidelines issued by the Federal Bureau of Justice Assistance require that funded projects address various "critical elements." The 18 eligible JAA program areas and the critical elements of each are described below.

Community crime prevention.

1. Providing community and neighborhood programs that enable citizens and police to undertake initiatives to prevent and control neighborhood crime.

Critical Elements:

- * Pre-program planning to determine needs and problems of the community.
- * Targeting activities and services to meet the local situation.
- * Maximizing the use of volunteers.
- * Demonstrating cooperation between community organizations and law enforcement.

Disrupting illicit commerce.

2. Disrupting illicit commerce in stolen goods and property.

Critical Elements:

- * Pre-program planning consisting of:

Illinois Criminal Justice Information Authority

- i) Analyzing the stolen property redistribution system in the jurisdiction;
- ii) Selecting the target criminal population and/or property at which the program will be directed.
- iii) Establishing policies and procedures governing roles of participants and program implementation

- * Establishing records maintenance and management system, security management procedures, and stolen property/contraband/evidence management system.
- * Implementing field operations, including undercover activities and ongoing intelligence gathering and analysis.
- * Coordination with prosecutorial personnel in case development and proper uses of undercover techniques, and cooperation of victims to assure return of property.

Combatting arson

3. Combatting arson.

Critical Elements:

- * Program planning to establish:

- i) An understanding of the areas specific arson problems;
- ii) A selection of program priorities and strategies, and the targeting of the criminal population
- iii) An outline of policies and procedures for program participants and program implementation.
- iv) Written agreements indicating participation in the program, acceptance of established criteria and procedures, and a commitment of resources.

- * Establishing a system for collecting and analyzing data to target and identify arson patterns, methods and areas of vulnerability.
- * Establishing investigative and prosecutorial elements directed at the crime of arson.
- * Involving community groups and private industry in support of the program.

Prosecuting white-collar crime.

4. Effectively investigating and bringing to trial white-collar crime, organized crime, public corruption crimes and fraud against the government.

Critical Elements:

- * Analyzing the jurisdiction's crime problem to determine the scope and impact of white-collar offenses, public corruption and fraud against the government.
- * Identifying and targeting individuals and conspirators engaged in those criminal offenses.
- * Coordinated case development and management by investigative and prosecutorial personnel.

Identifying and prosecuting serious repeat offenders.

- * Coordination with government agencies and the private sector to support ongoing or anticipated investigations.
- * Operating a manual or automated information system in direct support of investigations.

5. Identifying and processing within the criminal justice system persons (including juvenile offenders) with a history of serious criminal conduct.

Critical Elements:

- * Establishing screening and prosecution criteria to identify cases involving violent offenses and repeat offenders.
- * Creating a separate, full-time prosecutorial unit for violent and repeat offenders to enable vertical prosecution of assigned cases.
- * Reducing caseloads to enable thorough case preparation and presentation.
- * Establishing a policy requiring limited or no plea negotiations.
- * Establishing a policy opposing pretrial motions for continuances.
- * Establishing a policy to maintain effective communications with victims and witnesses.

Victim, witness and juror assistance.

6. Developing and implementing programs that provide assistance to jurors and witnesses, and assistance (other than compensation) to victims of crime.

Critical Elements:

- * Analyzing the community's victim/witness needs and problems.
- * Targeting existing and planned activities and services to respond to the community situation.
- * Formulating agreements for cooperation between criminal justice system agencies and public and private victim/witness service providers.

Providing alternatives to pretrial detention.

7. Providing alternatives to pretrial detention, jail and prison for persons who pose no danger to the community.

Critical Elements:

- * Implementation of the program by the state.
- * Forming a broad-based jail policy committee.
- * Program planning that includes data collection, analysis, problem identification and development of a jail population management plan that includes removing juveniles from adult jails and lockups.
- * Implementing the plan.

Programs for drug-dependent offenders.

8. Providing programs that identify and meet the needs of drug-dependent offenders.

Critical Elements:

- ★ Having broad-based support from criminal justice agencies.
- ★ Establishing a TASC (Treatment Alternatives to Street Crime) advisory board.
- ★ Establishing an administrative management unit with a full-time director.
- ★ Developing specific program eligibility criteria.
- ★ Establishing a process for screening potential clients and creating a court liaison.
- ★ Developing methods for assessing the most appropriate treatment approaches.
- ★ Documenting the availability of community treatment programs and the willingness of these programs to accept TASC clients.
- ★ Establishing a client monitoring/tracking system.

Alleviating prison and jail crowding.

9. Providing programs that alleviate prison and jail crowding, and programs that identify existing state and Federal buildings suitable for prison use.

Training criminal justice personnel.

10. Providing training, management and technical assistance to criminal justice personnel, and determining appropriate prosecutorial and judicial personnel needs.

Critical Elements:

- ★ Identifying training and technical assistance needs.
- ★ Systematically identifying the most suitable provider.
- ★ Program staff commitment to participate with and follow through on advice of the provider.
- ★ Training and technical assistance in support of eligible programs.

Prison industry projects.

11. Providing prison industry projects designed to place inmates in a realistic working and training environment in which they can acquire marketable skills and can make financial payments for restitution to their victims, for support of their families and for support of themselves in the institution.

Developing information and workload management systems.

12. Providing for operational information systems and workload management systems that improve the effectiveness of criminal justice agencies.

Critical Elements:

- ★ Assessing pre-program needs.
- ★ Developing an implementation plan for fulfilling information needs and improving management and research capabilities.
- ★ Creating a process for monitoring management decisions and prosecutor actions.

Discretionary programs identified by the BJA.

13. Providing programs that the director of the Bureau of Justice Assistance establishes as discretionary programs and that are innovative and have been deemed by the director as likely to succeed.

Other programs certified by the BJA.

14. Implementing programs that address critical problems of crime, such as drug trafficking, and that have been certified by the director of the Bureau of Justice Assistance as having proved successful. Programs would be certified only after a process of consultation with the directors of the National Institute of Justice and the Bureau of Justice Statistics and the administrator of the Office of Juvenile Justice and Delinquency Prevention; the consultation process would be coordinated by the assistant U.S. attorney general.

Combatting serious crime by juveniles.

15. Providing programs that address the problem of serious offenses committed by juveniles.

Critical Elements:

- ★ Pre-program planning to establish:
 - i) *Written agreements by pertinent court and probation staffs to participate in the program and to accept established criteria and procedures;*
 - ii) *Criteria for inclusion of an offender in the program;*
 - iii) *Criteria for the type and amount of restitution or community service;*
 - iv) *Criteria for the level and type of victim service to be offered and the level of victim-offender involvement.*
- ★ Creating a case management system.
- ★ Developing procedures to track repayment of money to victims and hours of community service performed.
- ★ Fostering community participation.

Combatting crime against the elderly.

16. Addressing the unique problem of crime committed against the elderly.

(Many of the programs identified under other areas indirectly address the problem of crime against the elderly. Victim and witness assistance programs and community crime prevention programs, in particular, provide services that reflect the specific needs of the elderly.)

Combatting crime in rural areas.

17. Providing training, technical assistance and programs to assist state and local law enforcement authorities in rural areas in combatting crime, with particular emphasis on violent crime, juvenile delinquency and crime prevention.

(Many programs identified under other areas are applicable to both rural and urban areas.)

Integrating field operations and crime analysis.

18. Improving the operational effectiveness of law enforcement by integrating and maximizing the effectiveness of police field operations and the use of crime analysis techniques.

Critical Elements:

- * Gaining the commitment of law enforcement agency top management to the concept of manpower deployment based on crime analysis.
- * Modifying agency data-gathering methods to enhance planning and crime analysis.
- * Establishing a crime analysis and planning function.
- * Implementing strategies, tactics and processes, based on analysis, that contribute to better management of criminal investigation and patrol.

Some programs are not eligible for JAA funds.

Besides specifying the 18 program areas in which *Justice Assistance* funds can be expended, the JAA also identifies certain purposes for which the money cannot be used. The act prohibits JAA funds from being used for:

- * *Equipment or hardware, or payment of personnel costs, unless the cost is incurred as an incidental and necessary part of a qualifying program;*
- * *Programs whose primary purpose is general salary payments for employees or classes of employees within an eligible jurisdiction, except for time engaged in research, development, demonstration or short-term programs;*
- * *Land acquisition or construction projects;*
- * *Programs that have been demonstrated to offer a low probability of improving the functioning of the criminal justice system; and*
- * *Administration of the JAA program itself.*

Victims of Crime Act of 1984

**The VOCA:
A response to nationwide concern about crime victims.**

The *Victims of Crime Act of 1984* (VOCA) is a response to nationwide concern that the plight of crime victims has been ignored while the rights of offenders have been vigorously upheld. As such, the VOCA embodies two of the recommendations for Federal action proposed by the President's Task Force on Victims of Crime (December 1982). These recommendations are that:

- * *Congress should enact legislation to provide Federal funding to assist state crime victim compensation programs; and*
- * *Congress should "enact legislation to provide Federal funding, reasonably matched by local revenue, to assist in the operation of Federal, state, local and private non-profit victim/witness assistance agencies that make comprehensive assistance available to all victims of crime" (p. 37).*

The VOCA also reflects an effort to respond to the findings of the U.S. Attorney General's Task Force on Family Violence. Formed in response to another recommendation of the President's victims' task force, the Attorney General's Task Force on Family Violence investigated the problems of spouse abuse, incest, child molestation, battering of children and abuse of elderly relatives.

The VOCA benefits all classes of victims.

While stating that priority must be given to victims of domestic violence, sexual assault and child abuse, the VOCA does not limit services to these groups. Rather, in listing eligible services--crisis intervention, emergency transportation to court, short-term child care, temporary housing and security measures, assistance in participating in criminal proceedings, and payment for forensic rape examinations--the VOCA allows the funding of services that benefit all classes of victims. The act, however, does limit funding to providers that use volunteers, have a history of successfully serving victims, have other financial support besides the Federal funds, promote coordinated services to crime victims, and help victims seek compensation benefits.

In accordance with the VOCA, a certain percentage of the funds received in Illinois will be earmarked for the Victim Compensation Fund administered by the Illinois attorney general. Approximately \$1.3 million of the estimated \$3.8 million Illinois expects to receive from the VOCA during the current Federal fiscal year will go directly to the Victim Compensation Fund. The remaining money, to be administered by the Authority, will be used for other services to crime victims.

PART II: Authority Action

The Illinois Criminal Justice Information Authority is the State agency responsible for coordinating the use of information in Illinois' criminal justice system and for promulgating effective criminal justice information policy. Among other things, the Authority: develops and operates computerized information systems for State and local criminal justice agencies; researches current criminal justice problems and management issues; reports on the quality and availability of criminal justice data and creates new uses for that information; answers questions about criminal justice data that come from government officials, the media, citizens and others; monitors and audits the operation of existing criminal justice information systems to ensure data accuracy and completeness; issues regulations and procedures that ensure the privacy and security of criminal history record information, consistent with State and Federal laws; and advises the Governor and the General Assembly on criminal justice information policies and issues.

Now, the Authority has been designated by Governor Thompson to administer in Illinois both the *Justice Assistance Act* and the assistance (non-compensation) component of the *Victims of Crime Act*.

**The Authority's
Budget Committee
to oversee
implementation
in Illinois.**

As a first step in implementing the *Justice Assistance Act* (JAA) and the *Victims of Crime Act* (VOCA), the Authority approved several actions at its meeting on December 10, 1984:

- * *In accordance with Section 1750.04(c) of the Authority's Organizational Rules, the Budget Committee was delegated the responsibility for: 1) establishing grant award procedures; and 2) submitting applications for Justice Assistance funds, and overseeing the grant award procedures for both the JAA and the VOCA funds.*
- * *With respect to the JAA, Authority staff was instructed: 1) to use public hearings for the purpose of selecting three or four of the 18 eligible program areas to focus on in Illinois, and to present these priorities to the full Authority for discussion and approval at its next meeting; and 2) to use as a guiding principle the idea that grants within those selected program areas should be significant and should be limited to five or fewer per program area.*
- * *With respect to the VOCA, staff was directed to consult with the staff of the Illinois Violent Crimes Advisory Commission and other interest groups when developing program guidelines and regulations, so as to avoid duplication of effort, confusion and excessive administrative costs.*

Having articulated these policy statements, the Authority empowered its executive director to establish the Authority's Office of Federal Assistance Programs and to hire a small staff to administer the two Federal initiatives.

Eight public hearings were held concerning the JAA and VOCA; 124 witnesses testified.

As instructed, the Authority held public hearings on the JAA and VOCA in each of eight locations: Belleville, Carbondale, Chicago, Evanston, Galesburg, Oak Brook, Springfield and Urbana. In selecting these sites, the Authority tried to minimize travel by witnesses (and therefore maximize the number of persons who could testify) by locating the hearings in convenient, accessible locations throughout the State. The hearings, each of which was attended by as many as five Authority members, were held during the first two weeks in February.

Because both the JAA and the VOCA speak to the needs of juveniles as well as adults, members of the Illinois Juvenile Justice Commission, the supervisory board for Illinois' juvenile justice program, also were invited to sit on the hearing panels. The Commission was represented at five of the hearings.

To assure that all persons who might be interested in testifying were aware of the opportunity to do so, the hearings were widely publicized. Preliminary and follow-up news releases about the hearings were sent to approximately 200 news organizations throughout the State. In addition, Authority staff personally contacted the following organizations to invite them to attend the hearings and to inform their members of the hearings' purpose and their times, dates and locations: the Illinois Association of Chiefs of Police, the Illinois Sheriffs' Association, the Illinois Probation Association, the Illinois Public Defenders' Association and the Illinois State's Attorneys' Association.

Each member of the Illinois General Assembly and the Illinois Congressional delegation also received a personal invitation to testify at one of the hearings. The chief judge of each of Illinois' 21 judicial circuits received a letter of invitation, and all state's attorneys, sheriffs and police chiefs in the State were notified. In addition, members of Illinois' academic community, both public and private, were invited to testify, as were the Statewide coalitions against domestic violence, sexual assault and child abuse, and a number of crime victim experts. In all, more than 2,500 announcements and letters were distributed to the media and prospective witnesses.

Efforts to solicit testimony yielded 124 witnesses who expressed the views of Illinois lawmakers, police officers, sheriffs, state's attorneys, public defenders and providers of services to victims. Among those who testified were four State legislators, seven State agency personnel, five judges and court services representatives, 14 state's attorneys (or their representatives), 13 sheriffs (or their representatives), 19 municipal police officers, three representatives of other county or municipal government units, 13 members of the academic community, 29 victim advocates and 17 other interested persons. Included in the 124 witnesses were the executive director or president of Illinois' five major criminal justice professional organizations.

Appendix C contains a complete list of witnesses who testified at the eight public hearings. Also listed in Appendix C are 11 other individuals who submitted written testimony in lieu of appearing in person.

To assist the Authority in narrowing the 18 JAA program areas and in determining a focus for the VOCA program, witnesses were given questions to use in preparing their testimony. Criminal justice experts were asked to respond to the following questions:

Witnesses were asked to respond to several specific questions.

- 1 What are the most pressing criminal justice problems that face your community? (Data should be cited where possible)
- 2 In your experience, what would effectively address these problems?
- 3 In light of these problems you have identified, what recommendations would you have the Authority consider as it selects three or four Justice Assistance program areas?

Victim experts were asked to frame their comments with the following questions in mind:

- 1 The Victims of Crime Act requires that priority be given to victims of sexual abuse, domestic violence and child abuse. What are the needs of these populations in your area?
- 2 How should the efforts of police, prosecutors, providers and court personnel be coordinated to assure Illinois' Victims of Crime Act programs are effective?

Persons in the academic community and those with expertise in both subject areas were given all five questions.

As each witness completed his or her remarks, Authority members on the hearing panel completed a summary sheet highlighting the problems raised by the witness and the recommendations he or she made.

PART III: Local Needs

As might be expected, testimony at the Authority's eight public hearings on the *Justice Assistance* and *Victims of Crime Acts* ranged from specific answers to the questions posed to pleas for funds for particular programs. Even so, several themes emerged as witness summary sheets completed by Authority members at the hearings were analyzed, hearing tapes were played, written notes were reviewed, and written testimony was read. Generally speaking, all the witnesses agreed the *Justice Assistance* and *Victims of Crime Acts* represent welcome, but limited, resources which must be allocated judiciously in order to maximize the impact of the money.

Comments by the witnesses tended to fall into four broad categories: 1) data collection and use; 2) acquisition of information and skills; 3) citizen support; and 4) action programs.

Data collection and use: *The need for timely and accurate information was identified by virtually every witness.*

Virtually every individual who testified or submitted written comments identified a need for information that would expedite the functioning of some aspect of the criminal justice system. Police from metropolitan areas indicated that repeat offenders and probation violators were being released because their criminal history or probation status was not known. Rural police and sheriffs noted that many people--including offenders, victims and witnesses--were getting lost in the system because manual file systems were both cumbersome and difficult to access. State's attorneys said that victims and witnesses were not routinely notified of court dates in a timely fashion and that case histories on offenders were not always available when considering whether to accept a defendant's offer to plead guilty to a lesser charge. Citizens and victims complained that dangerous offenders were being released or bonded out because their prior arrest or prosecution history was not accessible. Finally, all criminal justice system personnel expressed concern that often they did not have access to records detailing a particular offender's criminal activity in another jurisdiction.

Acquisition of information and skills: *Professionals need information on new developments in criminal justice.*

Another area discussed by a majority of those who testified was the need for criminal justice practitioners to have accurate and current information about changes in the law or new developments in criminal justice. Many comments, for example, focused on Illinois' new *Criminal Sexual Assault* and *Domestic Violence* laws. Some witnesses carried this need for information a step farther, tying it to the development of new skills by police, sheriffs and state's attorneys, especially in the area of victim services; most witnesses, however, did not make this connection. It still is unclear whether witnesses assumed that police, sheriffs and state's attorneys already possess the skills needed to interview and generally relate to victims but just lack basic information, or whether the witnesses thought an expanded information base will translate naturally into a change in the way justice system personnel relate to victims. Also of note is the failure of witnesses to identify specific training topics. With few exceptions, witnesses identified increased training opportunities as a need, but they failed to delineate those areas in which training would be helpful.

Citizen support:
To apprehend offenders and deter crime, officials need help from citizens.

Criminal justice professionals and citizens alike agreed on the need for increased participation by the public in deterring crime and apprehending and prosecuting offenders. Sheriffs in rural counties, who were quick to point out that they are understaffed, felt that with increased citizen support in reporting crime and tagging personal property so it could be easily identified as stolen, criminal activity in their areas might be reduced. Similarly, police in metropolitan areas noted the importance of an alert and observant citizenry. State's attorneys emphasized the importance of victims and witnesses to the successful prosecution of cases. And victim advocates identified volunteers as being the backbone of most of the organizations that help crime victims.

Action programs:
Specific problems require specialized programs.

Finally, witnesses testified about the need for specialized programs to deal with specific problems or populations. Underlying much of this testimony were two factors: a belief that resources should be available to crime victims, and an assumption that certain intervention strategies would reduce the likelihood of certain types of offenders committing criminal acts in the future. Witnesses testifying about the latter problem often advocated prevention, early intervention treatment programs or the deterring of future criminality through swift apprehension, prosecution and sentencing.

Some general trends in Illinois offense and arrest data.

Before summarizing the key points made by witnesses about specific program areas of the *Justice Assistance Act*, it seems appropriate to place these comments in context by mentioning some general trends that are apparent from Statewide offense and arrest data. As stated in the Summer 1984 edition of the Authority's newsletter, *the Compiler*, "Property crime rates [burglary, larceny/theft, motor vehicle theft, arson and attempts] declined [in 1983] in nearly two-thirds of Illinois' counties, while the rate of violent crime [murder, violent manslaughter, forcible rape, robbery, aggravated assault and battery, and attempts] fell in more counties than it increased." (Note that data for Chicago are not included in Cook County totals.)

Arrests of juveniles and adults for property and violent crimes also decreased in 1983, continuing a trend started in 1980 when Statewide arrests for property crime peaked. Interestingly, arrests of adults and juveniles for violent crimes in Chicago have decreased since 1980, while arrests of adults for property crimes have increased and arrests of juveniles for property crimes have remained constant. Even so, 14 percent of those arrested for violent crimes Downstate are juveniles, while 29 percent of those arrested for violent crimes in Chicago are juveniles. Juveniles account for 32 percent of the property crime arrests in both Downstate and Chicago.

Justice Assistance Act Program Area Highlights

JAA program areas: What did the witnesses say?

As previously noted, witnesses were asked to identify the *Justice Assistance Act* (JAA) program areas that would best address the problems and needs they described in their testimony. Highlights of their comments concerning each of the 16 non-discretionary program areas to which the State may allocate funds are described on the following pages.

Community crime prevention: *An informed, supportive citizenry required.*

The need for an informed, supportive citizenry was identified repeatedly by police, sheriffs and state's attorneys. Members of the academic community also felt this was an area where much progress could be made with a modest allocation of funds, since community crime prevention programs, by their very nature, draw heavily on volunteers. Specific program recommendations included development and distribution of informational materials for use by community groups and law enforcement officials, assistance in organizing community groups, and collection and circulation of area-specific "crime maps." While prevention concerns in rural areas tended to be crime-specific, those proposed for urban areas generally were broader in scope.

Disrupting illicit commerce: *More efforts to control burglary needed.*

Burglary is the most prevalent serious crime in the State. In most Downstate areas, it is the most serious offense law enforcement officials face. Several witnesses addressed the need for undercover operations to break up burglary rings and to recover and return stolen property. They noted that a single offender often is responsible for numerous offenses. In Chicago, both burglary and violent crimes were linked with gang activity.

Combatting arson: *Investigation difficulties cited.*

Illinois' arson problem was raised at one hearing and in written testimony. The difficulty in investigating arson, the need for more resources, and the fact that state's attorneys do not always have the training necessary to handle arson cases when an arrest is made all were noted.

Prosecuting white-collar crime: *Forgery, embezzlement needs told.*

The ability to prosecute effectively those offenders who commit forgery and embezzlement was identified as a need at one hearing. It was stated that prosecution of embezzlement cases requires accounting skills generally not available to sheriffs' and state's attorneys' offices in rural counties. Another problem with prosecuting these cases is that crimes like forgery usually are not discovered immediately.

Identifying and prosecuting serious repeat offenders: *Better data needed.*

Witnesses at several hearings expressed the need to identify and prosecute repeat offenders. A particular concern of sheriffs was that they were unable to fulfill a statutory mandate regarding bail information because they did not have sufficient time to conduct manual record checks. As a result, offenders with several previous arrests often were released, and some of them committed additional offenses while out on bond. Concern also was voiced at two hearings regarding gangs and the need for information on gang activity to be collected and shared. In Chicago, the need to systematically identify serious repeat offenders was a primary concern of police and the Cook County state's attorney.

Victim, witness and juror assistance:
More education about victim rights required

While discussed by sheriffs and victim experts, this area was of particular concern to state's attorneys. Undoubtedly, this is due at least in part to the recent enactment in Illinois of the *Bill of Rights for Victims and Witnesses of Violent Crime Act*. Among other things, the *Bill of Rights* provides that, upon request, victims will be notified of: 1) the status of an investigation; 2) the filing of an information or the return of an indictment; 3) the release of the defendant on bail or personal recognizance; 4) all court proceedings and cancellations within a reasonable time before the proceedings date; 5) details of any plea or verdict; 6) the ultimate disposition of the case; 7) the prisoner's final discharge from State or county custody; and 8) the defendant's release from State custody by the Illinois Department of Mental Health and Developmental Disabilities. Victims also are to be notified when a prisoner has escaped or when a parole hearing has been scheduled. In addition, they are to be provided with appropriate employer intercession services, a secure waiting area, the services of a translator and information regarding other services available to crime victims. Numerous witnesses applauded the spirit of this law. They also noted that for it and other victim initiatives to be effective, victims need: 1) to be aware of what is available to them; 2) to be educated on the workings of the criminal justice system; 3) to be interviewed by persons who are sensitive to the trauma victims suffer; 4) to be supported through the court process; and 5) when appropriate, to be referred for additional services. Noted too was the importance of having assistance available to persons victimized by offenders who never are apprehended.

Providing alternatives to pretrial detention:
Little interest expressed by witnesses.

This program area stimulated little interest among witnesses. The need for pretrial options for non-violent offenders was mentioned as one way to address crowding at the Cook County Jail, and a model intensive supervision program for misdemeanants in Champaign was described. Still, most witnesses who discussed the jail and prison crowding problem believed all available alternatives already were being used and that the people being jailed needed to be confined in a secure setting.

Programs for drug-dependent offenders:
Prosecution, not treatment, stressed

Those witnesses testifying about alcohol- and drug-involved offenders emphasized prosecution of these individuals rather than treatment. Testimony included a recommendation that the Northeastern Metropolitan Enforcement Group be expanded into DuPage County. In several areas of the State, a definite preference was expressed for treating drug-dependent offenders in an institutional setting, rather than allowing them to escape being held accountable for their criminal acts because they admit to being addicts.

Alleviating prison and jail crowding:
All alternatives now being used

This program area was a high priority among many Downstate sheriffs and state's attorneys. However, since all agreed that non-secure alternatives already were being used where possible, the recommendation these witnesses made--that local jails need to be built or remodeled--is expressly prohibited by Section 406(c) of the JAA.

Training criminal justice personnel:
Most cited a general need for more training.

A majority of the witnesses at each hearing made some reference to the need for more training. Police, sheriffs, state's attorneys, victim experts, citizens and academicians all agreed that training of law enforcement and prosecutorial staff was needed. Particular mention was made of the need for training media--cassettes, videotapes and mobile libraries--that could be used by officials in rural areas who cannot always attend classes. However, beyond a need for basic training of persons just entering the criminal justice field, only two specific areas were identified where training was particularly needed: new legislation on domestic violence and sexual assault, and prosecution of arson cases.

Prison industry projects: Developing marketable skills and useful products sought.

The need for prison industry projects that would equip offenders with marketable skills and would produce products that are useful to the operators of both county jails and State correctional institutions was raised at two hearings. One witness explained the Illinois Department of Corrections' plan for expanding its prison industries function, an expansion that will include establishing new programs in several institutions in the coming months.

Developing information and workload management systems: A need identified by all groups.

The need for information and workload management systems was expressed at each of the eight hearings and by all groups testifying. Rural state's attorneys complained of being unable to keep up with daily paperwork. Rural law enforcement officials testified about the volumes of records they had problems accessing in order to determine whether someone should be arrested and to provide information regarding bail. State's attorneys sought assistance in conducting legal research and in notifying victims. Police and state's attorneys in urban areas, noting that offenders often travel among jurisdictions, expressed a need to be able to identify repeat offenders from both their own and neighboring communities. Courts were said to need timely information to make sentencing decisions and schedule trials. And citizens identified a need to know what the problems of their communities are and where crimes are being committed.

Combatting serious crime by juveniles:
Early intervention stressed.

Witnesses at several hearings spoke about juvenile crime. One witness noted that minor criminal acts increasingly were being accompanied by senseless violence. Others agreed that the best approach for combatting serious crime among juveniles is through programs that intervene the first time a juvenile is arrested--before he or she becomes a repeat offender. At the Chicago and Belleville hearings, gang activity was identified as a problem that needs to be addressed.

Combatting crime against the elderly:
Other programs are applicable here

Only a few witnesses specifically mentioned this program area. Even so, it is likely that many of the comments made by persons testifying about crime prevention and victim/witness services would be equally applicable here.

Combatting crime in rural areas: "911" problems noted.

As with the previous program area of crime against the elderly, much of what was said about other programs would apply to combatting crime in rural areas as well. Mention should be made, however, of one problem that is largely rural in nature and that influences many crime prevention efforts and the apprehension of criminals in small counties: the lack of a "911" emergency phone system. Despite an Illinois law requiring implementation of a 911 system Statewide by 1985, the costs associated with creating the system are prohibitive for most rural areas. Furthermore, without such a system, citizens being asked to report a crime either must pay for a toll call or call a third party to relay the message to the authorities, thereby losing valuable time.

Integrating field operations and crime analysis: Information systems needed.

Many of the comments applicable to the information and workload management systems program area also apply to this area. At least one witness added the specific need for timely crime lab results in cases involving drugs, arson, hit-and-run incidents and others where evidence must be analyzed.

Victims of Crime Act Highlights

VOCA funding suggestions included public awareness, crisis intervention, volunteer reimbursement and others.

As previously noted, concern for crime victims was expressed repeatedly, not only by victim advocates but also by justice system personnel, members of the academic community and private citizens. Witnesses at each hearing were concerned that:

- * *The public be aware of victims' rights and the resources available to help them;*
- * *Victims be informed not only of the status of their case but also about the court process in general. This effort should include such basic information as what the courtroom looks like, who sits where, who the parties are and what they will do, what is expected of the victim, where he or she should go upon arriving at the courthouse and other similar details which may seem obvious when someone's anxiety level is not high and a new experience is not being faced;*
- * *Crisis intervention services be available 7-days-a-week, 24-hours-a-day in as many places as possible. This would ensure that both a person trained to deal with a traumatized victim and a law enforcement officer are available to respond to a call for help at any time;*
- * *Specialized services be available for victims of sexual assault, domestic violence and child abuse;*
- * *Justice system personnel understand and implement the State's laws relating to victims;*
- * *All victims, regardless of the crime against them, have somewhere to turn for assistance;*

- * *Police, sheriffs and state's attorneys work closely with providers of service to victims. A necessary first step would be the development and implementation by top officials of a clear policy about the handling and treatment of victims;*
- * *Volunteers be an essential element of any program for victims;*
- * *It is expensive to be a volunteer, and some volunteers cannot afford the out-of-pocket costs;*
- * *Services be available to those close to victims, including children of adult domestic violence victims and relatives or friends of sexual assault victims.*

Other Victim Issues Raised at the Hearings

Other victim issues need attention, including services for offenders, the elderly, public aid recipients and others.

Several other issues raised at one or more of the hearings also warrant inclusion in this report, even though some of them may be beyond the scope of the Victims of Crime Act:

- * *The need in Cook County for specialized courts to deal with victims of particular crimes;*
- * *The need for services for offenders. While at least one witness acknowledged that treatment was not effective with all offenders, it was observed that offenders tend to have multiple victims and that jailing alone does not address the cause of offenders' criminal behavior;*
- * *The need for a comprehensive, coordinated approach to victims so that any needed services will be readily available;*
- * *The need to reach out to the elderly so they are provided assistance. It was expressed that senior citizens who are victimized often are afraid to seek services or do not understand how to do so. A special effort needs to be made, particularly in urban areas, to help these individuals;*
- * *The need to assist homeless youth who, living on the streets of cities like Chicago and Springfield, become easy targets of people who exploit the homeless, most of whom lack the resources to cope with the situation;*
- * *The needs, identified by the Illinois director of public aid: 1) to protect public aid recipients who are victimized as they leave currency exchanges after cashing their aid checks; and 2) to collect court-ordered child support payments.*
- * *The need to develop a strategy to deal with those adolescents who were abused as children and who now have become abusers themselves;*

- ★ *The need for trained therapists to counsel the increasing number of children who the Illinois Department of Children and Family Services has found to be abused;*
- ★ *The need, in rural areas in particular, for legal assistance to be available to victims who wish to pursue matters in civil court;*
- ★ *The need, primarily in Cook County, to provide both information and advocacy services to non-English speaking victim populations in their own languages.*

PART IV: Recommendations

In preparing recommendations for *Justice Assistance Act (JAA)* and *Victims of Crime Act (VOCA)* funding, the Authority reviewed information from four sources:

- ★ *The witness summary sheets completed by each Authority member who attended the public hearings;*
- ★ *The written testimony submitted by witnesses who appeared at the hearings and by those who were unable to testify in person;*
- ★ *Tapes of the hearings themselves; and*
- ★ *Staff notes.*

The insights of the Authority members were particularly useful.

As previously noted, several themes were raised by diverse groups of witnesses at each hearing. These themes form the nucleus of the recommendations being made here. For those who might be tempted to recommend programs based solely on the number of witnesses who identified a particular need, it is important to note that witnesses, for the most part, were self-selected. While some individuals represented views held by a coalition or association, others testified solely on their own behalf. In some instances, directors of organizations appeared, while members of the same organization also gave testimony.

In developing these recommendations, therefore, it was important to sort out testimony that was artificially "stacking the deck" from that which reflected a widely held point of view. As a result, recommendations of funding priorities are not based on "votes" of witnesses. Rather, the recommendations seek to address concerns that were shared by representatives of several components of the criminal justice system.

Because the needs that have been addressed are equally applicable Statewide and locally, the following JAA recommendations are intended to apply to both the State and local levels. Also, the recommendations for both the JAA and the VOCA are not in priority order; instead, each recommendation carries equal weight.

Justice Assistance Act Program Area Recommendations

RECOMMENDATION: Providing community and neighborhood programs that enable citizens and police to undertake initiatives to prevent and control neighborhood crime. *(Program area #1)*

RECOMMENDATION: Providing for operational information systems and workload management systems that improve the effectiveness of criminal justice agencies. *(Program area #12)*

RECOMMENDATION: Identifying and processing within the criminal justice system persons (including juvenile offenders) with a history of serious criminal conduct. *(Program area #5)*

RECOMMENDATION: Providing training, management and technical assistance to criminal justice personnel. *(Program area #10)*

Victims of Crime Act Recommendations

RECOMMENDATION: Educating the public and victims about victim rights and services.

RECOMMENDATION: Reimbursing services for victims.

RECOMMENDATION: Providing "criminal justice advocates" in selected areas of the State.

RECOMMENDATION: Developing model comprehensive programs.

Recommendations to Other Agencies

RECOMMENDATION: Forming a task force of the State Departments of Mental Health and Developmental Disabilities, Children and Family Services, and Corrections to develop a strategy for dealing with adolescent sex offenders. Staffing could be provided by the Governor's Youth Service Initiative.

RECOMMENDATION: Funding by the Illinois Juvenile Justice Commission of programs for gang-involved youth in Chicago and selected metropolitan counties in the State. It also is recommended that the Commission fund programs for youth in rural areas of Illinois who have committed a minimum of two delinquent acts.

RECOMMENDATION: Contacting of the Illinois Local Governmental Law Enforcement Officers Training Board and its mobile team units by agencies and coalitions interested in victim services. It is recommended that these group advocate the inclusion of victim-specific sessions in appropriate training courses and the development of short-term workshops on specialized topics.

APPENDICES

APPENDIX A: *Justice Assistance Act of 1984*, Part D

APPENDIX B: *Victims of Crime Act of 1984*

APPENDIX C: List of Witnesses

A: Justice Assistance Act of 1984, Part D--Block Grants

ESTABLISHMENT OF BUREAU OF JUSTICE ASSISTANCE

Sec. 401. (a) There is established within the Department of Justice, under the general authority of the Attorney General, a Bureau of Justice Assistance (hereinafter in this part and part E referred to as the "Bureau").

(b) The Bureau shall be headed by a Director (hereinafter in this part and part E referred to as the "Director") who shall be appointed by the Attorney General. The Director shall report to the Attorney General through the Assistant Attorney General. The Director shall have final authority for all grants, cooperative agreements, and contracts awarded by the Bureau. The Director shall not engage in any employment other than that of serving as the Director, nor shall the Director hold any office in, or act in any capacity for, any organization, agency, or institution with which the Bureau makes any contract or other arrangement under this title.

DUTIES AND FUNCTIONS OF DIRECTOR

Sec. 402. The Director shall--

(1) provide funds to eligible States, units of local government and private non-profit organizations pursuant to this part and part E;

(2) establish priorities for programs in accordance with part E and, following public announcement of such priorities, award and allocate funds and technical assistance in accordance with the criteria of part E and on terms and conditions determined by the Director to be consistent with part E;

(3) cooperate with and provide technical assistance to States, units of local government, and other public and private organizations or international agencies involved in criminal justice activities;

(4) provide for the development of technical assistance and training programs for State and local criminal justice agencies and foster local participation in such activities;

(5) encourage the targeting of State and local resources on efforts to reduce the incidence of violent crime and on programs relating to the apprehension and prosecution of repeat offenders;

(6) establish and carry on a specific and continuing program of cooperation with the States and units of local government designed to encourage and promote consultation and coordination concerning decisions made by the Bureau affecting State and local criminal justice priorities; and

(7) exercise such other powers and functions as may be vested in the Director pursuant to this title.

DESCRIPTION OF PROGRAM

Sec. 403. (a) It is the purpose of this part to assist States and units of local government in carrying out specific programs which offer a high probability of improving the functioning of the criminal justice system, with special emphasis on violent crime and serious offenders. The Bureau is authorized to make grants under this part to States for the purpose of--

(1) providing community and neighborhood programs that enable citizens and police to undertake initiatives to prevent and control neighborhood crime;

- (2) disrupting illicit commerce in stolen goods and property;
 - (3) combating arson;
 - (4) effectively investigating and bringing to trial white-collar crime, organized crime, public corruption crimes, and fraud against the Government;
 - (5) identifying criminal cases involving persons (including juvenile offenders) with a history of serious criminal conduct in order to expedite the processing of such cases and to improve court system management and sentencing practices and procedures in such cases;
 - (6) developing and implementing programs which provide assistance to jurors and witnesses, and assistance (other than compensation) to victims of crimes;
 - (7) providing alternatives to pretrial detention, jail, and prison for persons who pose no danger to the community;
 - (8) providing programs which identify and meet the needs of drug-dependent offenders;
 - (9) providing programs which alleviate prison and jail overcrowding and programs which identify existing State and Federal buildings suitable for prison use;
 - (10) providing training, management, and technical assistance to criminal justice personnel and determining appropriate prosecutorial and judicial personnel needs;
 - (11) providing prison industry projects designed to place inmates in a realistic working and training environment in which they will be enabled to acquire marketable skills and to make financial payments for restitution to their victims, for support of their own families, and for support of themselves in the institution;
 - (12) providing for operational information systems and workload management systems which improve the effectiveness of criminal justice agencies;
 - (13) providing programs of the same types as programs described in section 501(a)(4)--
 - (A) which the Director establishes, under section 503(a), as discretionary programs for financial assistance under part E; and
 - (B) which are innovative and have been deemed by the Director as likely to prove successful;
 - (14) implement programs which address critical problems of crime, such as drug trafficking, which have been certified by the Director, after consultation with the Director of the National Institute of Justice, Director of the Bureau of Justice Statistics, and Administrator of the Office of Juvenile Justice and Delinquency Prevention, as having proved successful;
 - (15) providing programs which address the problem of serious offenses committed by juveniles;
 - (16) addressing the problem of crime committed against the elderly;
 - (17) providing training, technical assistance, and programs to assist State and local law enforcement authorities in rural areas in combatting crime, juvenile delinquency, and crime prevention; and
 - (18) improving the operational effectiveness of law enforcement by integrating and maximizing the effectiveness of police field operations and the use of crime analysis techniques.
- (b)(1) for any fiscal year ending after September 30, 1984, the Federal portion of any grant made under this part shall be 50 per centum of the cost of programs and projects specified in the application of such grant, except that in the case of funds distributed to an Indian tribe which performs law enforcement functions (as determined by the Secretary of the Interior) for any program or project described in subsection (a), the Federal portion shall be 100 per centum of such cost.
- (2) The non-Federal portion of the cost of such program or project shall be in cash.
- (c) No funds may be given under this title to a grant recipient for a program or project for which funds have been given under this title for 4 years (in the aggregate), including any period occurring before the effective date of this subsection.

ELIGIBILITY

Sec. 404. The Bureau is authorized to make financial assistance under this part available to a State to enable it to carry out all or a substantial part of a program or project submitted and approved in accordance with the provisions of this part.

APPLICATIONS

Sec. 405. No grant may be made by the Bureau to a State, or by a State to an eligible recipient pursuant to this part, unless the application for such grant sets forth criminal justice programs and projects covering a 2-year period which meet the purposes of section 403(a) of this title, designates which purpose specified in section 403(a) each such program or project is intended to achieve, and identifies the State agency or unit of local government which will implement each such program or project. This application must be amended annually if new programs are to be added to the application or if the programs contained in the original application are not implemented. The application must include--

- (1) an assurance that following the first fiscal year covered by an application and each fiscal year thereafter, the applicant shall submit to the Bureau or to the State, as the case may be--
 - (A) a performance report concerning the activities carried out pursuant to this part and part E; and
 - (B) an assessment by the applicant of the impact of those activities on the purposes of this part and the needs and objectives identified in the applicant's statement;
- (2) a certification that Federal funds made available under this title will not be used to supplant State or local funds, but will be used to increase the amounts of such funds that would, in the absence of Federal funds, be made available for criminal justice activities;
- (3) an assurance that fund accounting, auditing, monitoring, and such evaluation procedures as may be necessary to keep such records as the Bureau shall prescribe shall be provided to assure fiscal control, proper management, and efficient disbursement of funds received under this title;
- (4) an assurance that the applicant shall maintain such data and information and submit such reports in such form, at such times, and containing such data and information as the Bureau may reasonably require to administer other provisions of this title;
- (5) a certification that its programs meet all the requirements of this section, that all the information contained in the application is correct, that there has been appropriate coordination with affected agencies, and that the applicant will comply with all provisions of this title and all other applicable Federal laws (such certification shall be made in a form acceptable to the Bureau and shall be executed by the chief executive or such other officer of the applicant qualified under regulations promulgated by the Office);
- (6) if the applicant is a State, an assurance that not more than 10 per centum of the aggregate amount of funds received by a State under this part for a fiscal year will be distributed for programs and projects designed as intended to achieve the purpose specified in section 403(a)(13);
- (7) an assurance that the State will take into account the needs and requests of units of general local government in the State and encourage local initiative in the development of programs which meet the purposes of section 403(a);

(8) an assurance that the State application described in this section, and any amendment to such application, has been submitted for review to the State legislature or its designated body (for purposes of this section, such application or amendment shall be deemed to be reviewed if the State legislature or such body does not review such application or amendment within the 60-day period beginning on the date such application or amendment is so submitted); and

(9) an assurance that the State application and any amendment hereto was made public before submission to the Bureau and, to the extent provided under State law or established procedure, an opportunity to comment thereon was provided to citizens and to neighborhood and community groups.

REVIEW OF APPLICATIONS

Sec. 406 (a) The Bureau shall provide financial assistance to each State applicant under this part to carry out the programs or projects submitted by such applicant upon determining that--

(1) the application or amendment thereto is consistent with the requirements of this title; and

(2) before the approval of the application and any amendment thereto the Bureau has made an affirmative finding in writing that the program or project has been reviewed in accordance with section 405.

Each application or amendment made and submitted for approval to the Bureau pursuant to section 405 of this title shall be deemed approved, in whole or in part, by the Bureau not later than 60 days after first received unless the Bureau informs the applicant of specific reasons for disapproval.

(b) The Bureau shall suspend funding for an approved application in whole or in part if such application contains a program or project which has failed to conform to the requirements of this part or purposes of section 403(a) of this title. The Bureau may make appropriate adjustments in the amounts of grants in accordance with its findings pursuant to this subsection.

(c) Grant funds awarded under this part shall not be used for--

(1) the purpose of equipment or hardware, or the payment of personnel costs, unless the cost of such purchases and payments is incurred as an incidental and necessary part of a program under section 403(a) of this title;

(2) programs which have as their primary purpose general salary payments for employees or classes of employees within an eligible jurisdiction, except for the compensation of personnel for time engaged in research, development, demonstration, or short-term programs;

(3) land acquisition or construction projects; or

(4) programs or projects which, based upon evaluations by the National Institute of Justice, Bureau of Justice Assistance, Bureau of Justice Statistics, State or local agencies, and other public or private organizations, have been demonstrated to offer a low probability of improving the functioning of the criminal justice system. Such programs must be formally identified by a notice in the Federal Register after opportunity for comment.

(d) The Bureau shall not finally disapprove any application, or any amendment thereto, submitted to the Director under this part without first affording the applicant reasonable notice and opportunity for reconsideration.

ALLOCATION AND DISTRIBUTION OF FUNDS

Sec. 407 (a) Of the total amount appropriated for this part and part E in any fiscal year, 80 per centum shall be set aside for this part and allocated to States as follows:

(1) \$250,000 shall be allocated to each of the participating States.

(2) Of the total funds remaining after the allocation under paragraph (1), there shall be allocated to each State an amount which bears the same ratio to the amount of remaining funds described in this paragraph as the population of such State bears to the population of all the States

(b)(1) Each State which receives funds under subsection (a) in a fiscal year shall distribute among units of local government, or combinations of units of local government, in such State for the purposes specified in section 403(a) of this title that portion of such funds which bears the same ratio to the aggregate amount of such funds as the amount of funds expended by all units of local government for criminal justice in the preceding fiscal year bears to the aggregate amount of funds expended by the State and all units of local government in such State for criminal justice in such preceding fiscal year.

(2) In distributing funds received under this part among urban, rural and suburban units of local government and combinations thereof, the State shall give priority to those jurisdictions with the greatest need.

(3) Any funds not distributed to units of local government under paragraph (1) shall be available for expenditure by the State involved.

(4) For purposes of determining the distribution of funds under paragraph (1), the most accurate and complete data available for fiscal year involved shall be used. If data for such fiscal year are not available, then the most accurate and complete data available for the most recent fiscal year preceding such fiscal year shall be used.

(c) No funds allocated to a State under subsection (a) or received by a State for distribution under subsection (b) may be distributed by the Director or by the State involved for any program other than a program contained in an approved application.

(d) If the Director determines, on the basis of information available to it during any fiscal year, that a portion of the funds allocated to a State for that fiscal year will not be required or that a State will be unable to qualify or receive funds under this part, or that a State chooses not to participate in the program established by this part, then such portion shall be awarded by the Director to urban, rural, and suburban units of local government or combinations thereof within such State giving priority to those jurisdictions with greatest need.

(e) Any funds not distributed under subsections (b) and (d) shall be available for obligation under part E.

STATE OFFICE

Sec. 408. (a) The chief executive of each participating State shall designate a State office for purposes of--

(1) preparing an application to obtain funds under this part; and

(2) administering funds received from the Bureau of Justice Assistance, including receipt, review, processing, monitoring, progress and financial report review, technical assistance, grant adjustments, accounting, auditing, and fund disbursements.

(b) An office or agency performing other functions within the executive branch of a State may be designated to carry out the functions specified in subsection (a).

B: Victims of Crime Act of 1984

CHAPTER XIV—VICTIM COMPENSATION AND ASSISTANCE

SEC. 1401. This chapter may be cited as the "Victims of Crime Act of 1984".

CRIME VICTIMS FUND

SEC. 1402. (a) There is created in the Treasury a separate account to be known as the Crime Victims Fund (hereinafter in this chapter referred to as the "Fund")

(b) Except as limited by subsection (c), there shall be deposited in the Fund—

(1) all fines that are collected from persons convicted of offenses against the United States except—

(A) fines available for use by the Secretary of the Treasury pursuant to—

(i) section 11(d) of the Endangered Species Act (16 U.S.C. 1540(d)); and

(ii) section 6(d) of the Lacey Act Amendments of 1981 (16 U.S.C. 3375(d)); and

(B) fines to be paid into—

(i) the railroad unemployment insurance account pursuant to the Railroad Unemployment Insurance Act (45 U.S.C. 351 et seq.);

(ii) the Postal Service Fund pursuant to sections 2601(a)(2) and 2003 of title 39 of the United States Code

and for the purposes set forth in section 404(a)(8) of such title 39;

(iii) the navigable waters revolving fund pursuant to section 311 of the Federal Water Pollution Control Act (33 U.S.C. 1321); and

(iv) county public school funds pursuant to section 3613 of title 18 of the United States Code;

(2) penalty assessments collected under section 3013 of title 18 of the United States Code;

(3) the proceeds of forfeited appearance bonds, bail bonds, and collateral collected under section 3146 of title 18 of the United States Code; and

(4) any money ordered to be paid into the Fund under section 3671(c)(2) of title 18 of the United States Code.

(c)(1) If the total deposited in the Fund during a particular fiscal year reaches the sum of \$100 million, the excess over that sum shall be deposited in the general fund of the Treasury and shall not be a part of the Fund.

(2) No deposits shall be made in the Fund after September 30, 1988.

(d)(1) Sums deposited in the Fund shall remain in the Fund and be available for expenditure under this subsection for grants under this title without fiscal year limitation.

(2) Fifty percent of the total deposited in the Fund during a particular fiscal year shall be available for grants under section 1403 and fifty percent shall be available for grants under section 1404.

(e) Any sums awarded as part of a grant under this chapter that remain unspent at the end of a fiscal year in which such grant is made may be expended for the purpose for which such grant is made at any time during the next succeeding fiscal year, at the end of which year any remaining unobligated sums shall be returned to the general fund of the Treasury.

(f) As used in this section, the term "offenses against the United States" does not include—

(1) a criminal violation of the Uniform Code of Military Justice (10 U.S.C. 801 et seq.);

(2) an offense against the laws of the District of Columbia; and

(3) an offense triable by an Indian tribal court or Court of Indian Offenses.

CRIME VICTIM COMPENSATION

Sec. 1403. (a)(1) Except as provided in paragraph (2), the Attorney General shall make an annual grant from the Fund to an eligible crime victim compensation program of 35 percent of the amounts awarded during the preceding fiscal year, other than amounts awarded for property damage. A grant under this section shall be used by such program only for awards of compensation.

(2) If the sums available in the Fund for grants under this section are insufficient to provide grants of 35 percent as provided in paragraph (1), the Attorney General shall make, from the sums available, a grant to each eligible crime victim compensation program so that all such programs receive the same percentage of the amounts awarded by such program during the preceding fiscal year, other than amounts awarded for property damage.

(b) A crime victim compensation program is an eligible crime victim compensation program for the purposes of this section if—

(1) such program is operated by a State and offers compensation to victims of crime and survivors of victims of crime for—

(A) medical expenses attributable to a physical injury resulting from compensable crime, including expenses for mental health counseling and care;

(B) loss of wages attributable to a physical injury resulting from a compensable crime; and

(C) funeral expenses attributable to a death resulting from a compensable crime;

(2) such program promotes victim cooperation with the reasonable requests of law enforcement authorities;

(3) such State certifies that grants received under this section will not be used to supplant State funds otherwise available to provide crime victim compensation;

(4) such program, as to compensable crimes occurring within the State, makes compensation awards to victims who are nonresidents of the State on the basis of the same criteria used to make awards to victims who are residents of such State;

(5) such program provides compensation to victims of crimes occurring within such State that would be compensable crimes, but for the fact that such crimes are subject to Federal jurisdiction, on the same basis that such program provides compensation to victims of compensable crimes; and

(6) such program provides such other information and assurances related to the purposes of this section as the Attorney General may reasonably require.

(c) A State crime victim compensation program in effect on the date grants may first be made under this section shall be deemed an eligible crime victim compensation program for the purposes of this section until the day after the close of the first regular session of the legislature of that State that begins after such date.

(d) As used in this section—

(1) the term "property damage" does not include damage to prosthetic devices or dental devices;

(2) the term "medical expenses" includes, to the extent provided under the eligible crime victim compensation program, expenses for dental services and devices and prosthetic devices and for services rendered in accordance with a method of healing recognized by the law of the State;

(3) the term "compensable crime" means a crime the victims of which are eligible for compensation under the eligible crime victim compensation program; and

(4) the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, and any other possession or territory of the United States.

CRIME VICTIM ASSISTANCE

Sec. 1404. (a)(1) Subject to the availability of money in the Fund, the Attorney General shall make an annual grant from any portion of the Fund not used for grants under section 1403 with respect to a particular fiscal year, and after any deduction under subsection (c), to the chief executive of each State for the financial support of eligible crime victim assistance programs.

(2) Such chief executive shall—

- (A) certify that priority shall be given to eligible crime victim assistance programs providing assistance to victims of sexual assault, spousal abuse, or child abuse;
 - (B) certify that funds awarded to eligible crime victim assistance programs will not be used to supplant State and local funds otherwise available for crime victim assistance; and
 - (C) provide such other information and assurances related to the purposes of this section as the Attorney General may reasonably require.
- (3) The amounts of grants under paragraph (1) shall be—
- (A) \$100,000 to each State; and
 - (B) that portion of the then remaining available money to each State that results from a distribution among the States on the basis of each State's population in relation to the population of all States.
- (4) If the amount available for grants under paragraph (1) is insufficient to provide \$100,000 to each State, the funds available shall be distributed equally among the States.
- (b)(1) A victim assistance program is an eligible crime victim assistance program for the purposes of this section if such program—
- (A) is operated by a public agency or a nonprofit organization, or a combination of such agencies or organizations or of both such agencies and organizations, and provides services to victims of crime;
 - (B) demonstrates—
 - (i) a record of providing effective services to victims of crime and financial support from sources other than the Fund; or
 - (ii) substantial financial support from sources other than the Fund;
 - (C) utilizes volunteers in providing such services, unless and to the extent the chief executive determines that compelling reasons exist to waive this requirement;
 - (D) promotes within the community served coordinated public and private efforts to aid crime victims; and
 - (E) assists potential recipients in seeking crime victim compensation benefits.
- (2) An eligible crime victim assistance program shall expend sums received under subsection (a) only for providing services to victims of crime.
- (c)(1) The Attorney General may in any fiscal year deduct from amounts available under section 1404 an amount not to exceed 5 percent of the amount in the Fund, and may expend the amount so deducted to provide services to victims of Federal crimes by the Department of Justice, or reimburse other instrumentalities of the Federal Government otherwise authorized to provide such services.
- (2) The Attorney General shall appoint or designate an official of the Department of Justice to be the Federal Crime Victim Assistance Administrator (hereinafter in this chapter referred to as the "Federal Administrator") to exercise the responsibilities of the Attorney General under this subsection.
- (3) The Federal Administrator shall—
- (A) be responsible for monitoring compliance with guidelines for fair treatment of crime victims and witnesses issued under section 6 of the Victim and Witness Protection Act of 1982 (Public Law 97-291);

- (B) consult with the heads of Federal law enforcement agencies that have responsibilities affecting victims of Federal crimes;
 - (C) coordinate victim services provided by the Federal Government with victim services offered by other public agencies and nonprofit organizations; and
 - (D) perform such other functions related to the purposes of this title as the Attorney General may assign.
- (4) The Attorney General may reimburse other instrumentalities of the Federal Government and contract for the performance of functions authorized under this subsection.
- (d) As used in this section—
- (1) the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, and, except for the purposes of paragraphs (3)(A) and (4) of subsection (a) of this section, any other territory or possession of the United States; and
 - (2) the term "services to victims of crime" includes—
 - (A) crises intervention services;
 - (B) providing, in an emergency, transportation to court, short-term child care services, and temporary housing and security measures;
 - (C) assistance in participating in criminal justice proceedings; and
 - (D) payment of all reasonable costs for a forensic medical examination of a crime victim, to the extent that such costs are otherwise not reimbursed or paid;
 - (3) the term "services to victims of Federal crime" means services to victims of crime with respect to Federal crime, and includes—
 - (A) training of law enforcement personnel in the delivery of services to victims of Federal crime;
 - (B) preparation, publication, and distribution of informational materials—
 - (i) setting forth services offered to victims of crime; and
 - (ii) concerning services to victims of Federal crime for use by Federal law enforcement personnel; and
 - (C) salaries of personnel who provide services to victims of crime, to the extent that such personnel provide such services;
 - (4) the term "crises intervention services" means counseling to provide emotional support in crises arising from the occurrence of crime; and
 - (5) the term "chief executive" includes a person designated by a chief executive to perform the functions of the chief executive under this section.

PENALTY ASSESSMENT

Sec. 1405. (a) Chapter 201 of title 18 of the United States Code is amended by adding at the end the following:

“§ 3013. Special assessment on convicted persons

“(a) The court shall assess on any person convicted of an offense against the United States—

“(1) in the case of a misdemeanor—

"(A) the amount of \$25 if the defendant is an individual;
and
"(B) the amount of \$100 if the defendant is a person other than an individual; and
"(2) in the case of a felony—
"(A) the amount of \$50 if the defendant is an individual;
and
"(B) the amount of \$200 if the defendant is a person other than an individual.
"(b) Such amount so assessed shall be collected in the manner that fines are collected in criminal cases."
(b) The table of sections for chapter 201 of title 18 of the United States Code is amended by adding at the end the following:
"3013. Special assessment on convicted persons."

SPECIAL FORFEITURE OF COLLATERAL PROFITS OF CRIME

Sec. 1406. (a) Title 18 of the United States Code is amended by adding after chapter 231 the following:

"CHAPTER 232—SPECIAL FORFEITURE OF COLLATERAL PROFITS OF CRIME

"Sec.
"3671. Order of special forfeiture.
"3672. Notice to victims of order of special forfeiture.

"§ 3671. Order of special forfeiture

"(a) Upon the motion of the United States attorney made at any time after conviction of a defendant for an offense against the United States resulting in physical harm to an individual, and after notice to any interested party, the court shall, if the court determines that the interest of justice or an order of restitution under chapter 227 or 231 of this title so requires, order such defendant to forfeit all or any part of proceeds received or to be received by that defendant, or a transferee of that defendant, from a contract relating to a depiction of such crime in a movie, book, newspaper, magazine, radio or television production, or live entertainment of any kind, or an expression of that defendant's thoughts, opinions, or emotions regarding such crime.

"(b) An order issued under subsection (a) of this section shall require that the person with whom the defendant contracts pay to the Attorney General any proceeds due the defendant under such contract.

"(c)(1) Proceeds paid to the Attorney General under this section shall be retained in escrow in the Crime Victims Fund in the Treasury by the Attorney General for five years after the date of an order under this section, but during that five year period may—

"(A) be levied upon to satisfy—

"(i) a money judgment rendered by a United States district court in favor of a victim of an offense for which such defendant has been convicted, or a legal representative of such victim; and

"(ii) a fine imposed by a court of the United States; and

"(B) if ordered by the court in the interest of justice, be used to—

"(i) satisfy a money judgment rendered in any court in favor of a victim of any offense for which such defendant has been convicted, or a legal representative of such victim; and

and
"(ii) pay for legal representation of the defendant in matters arising from the offense for which such defendant has been convicted, but no more than 20 percent of the total proceeds may be so used.

"(2) The court shall direct the disposition of all such proceeds in the possession of the Attorney General at the end of such five years and may require that all or any part of such proceeds be released from escrow and paid into the Crime Victims Fund in the Treasury.

"(d) As used in this section, the term 'interested party' includes the defendant and any transferee of proceeds due the defendant under the contract, the person with whom the defendant has contracted, and any person physically harmed as a result of the offense for which the defendant has been convicted.

"§ 3672. Notice to victims of order of special forfeiture

"The United States attorney shall, within thirty days after the imposition of an order under this chapter and at such other times as the Attorney General may require, publish in a newspaper of general circulation in the district in which the offense for which a defendant was convicted occurred, a notice that states—

"(1) the name of, and other identifying information about, the defendant;

"(2) the offense for which the defendant was convicted; and

"(3) that the court has ordered a special forfeiture of certain proceeds that may be used to satisfy a judgment obtained against the defendant by a victim of an offense for which the defendant has been convicted."

(b) The table of chapters for part II of title 18 of the United States Code is amended by adding after the item for chapter 231 the following:

"232. Special forfeiture of collateral profits of crime."

ADMINISTRATIVE PROVISIONS

Sec. 1407. (a) The Attorney General may establish such rules, regulations, guidelines, and procedures as are necessary to carry out any function of the Attorney General under this chapter and may delegate to any officer or employee of the Department of Justice any such function as the Attorney General deems appropriate.

(b) Each recipient of sums under this chapter shall keep such records as the Attorney General shall prescribe, including records that fully disclose the amount and disposition by such recipient of such sums, the total cost of the undertaking for which such sums are used, and that portion of the cost of the undertaking supplied by other sources, and such other records as will facilitate an effective audit.

(c) The Attorney General or any duly authorized representative of the Attorney General shall have access, for purpose of audit and examination, to any books, documents, papers, and records of the recipient of sums under this chapter that, in the opinion of the Attorney General or any duly authorized representative of

the Attorney General, may be related to the expenditure of funds received under this chapter.

(d) Except as otherwise provided by Federal law, no officer or employee of the Federal Government, and no recipient of sums under this chapter, shall use or reveal any research or statistical information furnished under this chapter by any person and identifiable to any specific private person for any purpose other than the purpose for which such information was obtained in accordance with this chapter. Such information, and any copy of such information, shall be immune from legal process and shall not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial, legislative, or administrative proceeding.

(e) No person shall on the ground of race, color, religion, national origin, handicap, or sex be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in connection with, any undertaking funded in whole or in part with sums made available under this chapter.

(f) If, after reasonable notice and opportunity for a hearing on the record, the Attorney General finds that a State has failed to comply substantially with any provision of this chapter or a rule, regulation, guideline, or procedure issued under this chapter, or an application submitted in accordance with this chapter or the provisions of any other applicable law, the Attorney General shall—

- (1) terminate payments to such State;
- (2) suspend payments to such State until the Attorney General is satisfied that such noncompliance has ended; or
- (3) take such other action as the Attorney General deems appropriate.

(h) The Attorney General shall, no later than December 31, 1987, report to the President and to the Congress on the revenue derived from each source described in section 1302 and on the effectiveness of the activities supported under this chapter. The Attorney General may include in such report recommendations for legislation to improve this chapter.

PAROLE PROCEEDING AMENDMENTS

Sec. 1408. (a) Section 4207 of title 18 of the United States Code is amended—

- (1) by striking out "and" at the end of paragraph (4); and
- (2) by inserting after paragraph (4) the following new paragraph:

"(5) a statement, which may be presented orally or otherwise, by any victim of the offense for which the prisoner is imprisoned about the financial, social, psychological, and emotional harm done to, or loss suffered by such victim; and"

(b) Section 6(a) of the Victim and Witness Protection Act of 1982 is amended—

- (1) in the catchline of paragraph (4), by striking out "Major";
- (2) in paragraph (4), by striking out "if possible, of judicial proceedings relating to their case, including—" and inserting in lieu thereof "if possible, of—"; and
- (3) in subparagraph (D) of paragraph (4)—
 - (A) by inserting "and punishment" after "prosecution"; and

(B) by inserting "a hearing to determine a parole release date and" after "imposed,".

(c) Section 4215 of title 18 of the United States Code is amended—

- (1) so that the heading of such section reads as follows:

"§ 4215. Appeal";

(2) in subsection (a)—

(A) in the first sentence—

(i) by striking out "have the decision reconsidered" and inserting in lieu thereof "appeal such decision"; and

(ii) by striking out "regional commissioner" and inserting in lieu thereof "National Appeal Board"; and

(B) by striking out the second sentence; and

(3) in subsection (b), by striking out the first sentence.

(d) The table of sections at the beginning of chapter 311 of title 18 of the United States Code is amended so that the item relating to section 4215 reads as follows:

"4215. Appeal."

EFFECTIVE DATES

Sec. 1409. (a) Except as provided in subsection (b), this chapter and the amendments made by this chapter shall take effect thirty days after the date of enactment of this joint resolution.

(b) Sections 1402, 1403, 1404, and 1407 of this chapter shall take effect on October 1, 1984.

CONFORMING AMENDMENT

Sec. 1410. Section 3150(a) of title 18 U.S.C. is amended by striking out "the general fund of".

C: List of Witnesses

The Illinois Criminal Justice Information Authority would like to thank the following 135 people for either testifying at one of the Authority's eight public hearings on the *Justice Assistance and Victims of Crime Acts* or for submitting written testimony concerning the acts. These people are listed below according to their respective disciplines.

Following each name is a notation indicating the hearing at which the person presented his or her testimony. These notations stand for: Belleville (B); Carbondale (C); Chicago (CH); Evanston (E); Galesburg (G); Oak Brook (OB); Springfield (S); and Urbana (U). Persons who submitted written testimony only are indicated by a "W."

Illinois State Legislators

The Honorable Carl Hawkinson, *Representative-District 94 (G)*
The Honorable William Marovitz, *Senator-District 3 (CH)*
The Honorable Jerry Washington, *Representative-District 24 (CH)*
The Honorable Anthony Young, *Representative-District 17 (CH)*

Illinois State Agency Personnel

Albert Apa, *Local Governmental Law Enforcement Officers Training Board (S)*
Kenneth Boyle, *State's Attorneys Appellate Service Commission (S)*
Gregory Coler, *Department of Public Aid (S)*
Beth Galley, *Attorney General's Office (G)*
Laurence Mulcrone, *Department of Revenue (W)*
Tom Ortziger, *State Fire Marshall's Office (B)*
Elizabeth Scholz, *Attorney General's Office (G)*
Howard Skolnik, *Department of Corrections (C)*
Clifford Van Meter, *Police Training Institute/University of Illinois (W)*

Judicial and Court Services Representatives

The Honorable Jack DeLaMar, *6th Judicial Circuit Associate Judge (U)*
The Honorable L. Michael Getty, *Cook County Circuit Judge (CH)*
The Honorable William Lewis, *1st Judicial Circuit Chief Judge (W)*
The Honorable John Meyer, *5th Judicial Circuit Judge (U)*
John Vargas, *Sangamon County Court Services (S)*
Del Weatherford, *Champaign County Court Services (U)*

State's Attorneys

The Honorable Kathleen Alling, *Jefferson County (C)*
The Honorable Mark Clark, *Alexander County (C)*
The Honorable John Clerkin, *McDonough County (G)*
The Honorable Richard M. Daley, *Cook County (CH)*
The Honorable Jeffrey Davison, *Macon County (S)*
Pat Delfino, *Illinois State's Attorneys' Association (B)*
The Honorable Philip DiMarzio, *DeKalb County (OB)*

The Honorable Daniel Doyle, *Winnebago County* (E)
 The Honorable Ronald Dozier, *McLean County* (U)
 The Honorable Fred Foreman, *Lake County* (CH)
 The Honorable Ray Kimbell, *Knox County* (G)
 The Honorable William Roberts, *Sangamon County* (S)
 Ruth Rosengarden, *Lake County State's Attorney's Office* (E)
 Lisa Struif, *St. Clair County State's Attorney's Office* (B)

Sheriffs

The Honorable John Bliven, *McDonough County* (G)
 The Honorable Charles Conner, *Douglas County* (U)
 Gene Coots, *Winnebago County Sheriff's Department* (E)
 The Honorable Richard Doria, *DuPage County* (OB)
 The Honorable Quentin "Jim" Durst, *Woodford County* (G)
 The Honorable Mearl Justus, *St. Clair County* (B)
 The Honorable Dan Kelley, *Monroe County* (B)
 The Honorable Charles Lister, *Coles County* (S)
 The Honorable Warren "Buddy" Mitchell, *Alexander County* (C)
 Tom Monihan, *Cook County Department of Corrections* (OB)
 The Honorable Robert Nall, *Adams County* (G)
 The Honorable Forrest Sawlaw, *Piatt County* (U)
 Donald White, *Illinois Sheriffs' Association* (B)

Municipal Police

Robert Bonneville, *Glencoe Director of Public Safety* (E)
 Robert Davenport, *Deerfield Police Chief* (E)
 Carl Dobbs, *Wheaton Police Chief* (OB)
 Anthony Finnely, *Chicago Police Department/Fraternal Order of Police* (OB)
 Terry Foltz, *Rockford Police Department* (E)
 Edward Hogan, *Carbondale Police Chief/Little Egypt Association of Chiefs of Police* (C)
 Neal Jacobson, *Carbondale Police Department* (C)
 William Logan, *Evanston Police Chief* (E)
 Bill Miller, *Skokie Police Chief* (E)
 Michael McCoy, *Peoria Heights Police Chief/Peoria County Association of Chiefs of Police* (G)
 Dan McCullum, *Glendale Heights Police Chief/DuPage County Association of Chiefs of Police* (OB)
 Jim Murphy, *Peoria Police Department* (G)
 William Nolan, *Homewood Police Chief/Illinois Association of Chiefs of Police* (CH)
 Dennis Nowicki, *Chicago Police Department* (CH)
 Roger Richards, *Fairview Heights Police Chief* (B)
 Debbie Sundblad, *Evanston Police Department* (E)
 Paula Tillman, *Chicago Police Department* (CH)
 Patrick Vaughan, *Decatur Police Chief* (U)
 Hank White, *Evanston Police Department* (E)

Other County and Municipal Government Representatives

Howard Beagles, *Springfield Fire Marshall* (W)
 The Honorable Linda Cross, *Champaign County Board* (U)
 Mercedes Mallette (representing Judith Walker), *Chicago Department of Human Services* (CH)
 The Honorable J. Wallace Rayburn, *Champaign County Board* (W)
 The Honorable Judy Yeager, *Champaign City Council* (U)

Academic Community Representatives

Hugh Barlow, *Southern Illinois University-Edwardsville* (B)
 David Bordua, *University of Illinois-Champaign/Urbana* (U)
 Tom Ellsworth, *Illinois State University* (U)
 Bob Fisher, *Western Illinois University* (G)
 Robert Gillespie, *University of Illinois-Champaign/Urbana* (U)
 Elmer Johnson, *Southern Illinois University-Carbondale* (W)
 Frank Kopecky, *Sangamon State University* (S)
 Paul Lavrakas, *Northwestern University* (OB)
 Dan Lewis, *Northwestern University* (E)
 Stuart Nagel, *University of Illinois-Champaign/Urbana* (U)
 Peter Nardulli, *University of Illinois-Champaign/Urbana* (U)
 Magnus Seng, *Loyola University-Chicago* (CH)
 Irving Spergel, *University of Chicago* (W)
 Ed Tromanhauser, *Chicago State University* (CH)
 Hans Zeisel, *University of Chicago Law School* (CH)

Victim Service Representatives

Julie Anderson, *Chicago* (CH)
 Pat Berg, *Transitional Living Program, Chicago* (CH)
 Nancy Carlson, *DuPage Women Against Rape, Lombard* (OB)
 Mary Collier, *Tri-County WomenStrength, Peoria* (G)
 Janice DiGirolamo, *Rape Information and Counseling Service, Springfield* (S)
 Barbara Engel, *Loop YWCA, Chicago* (CH)
 Fern Ferguson, *Volunteers of America, East St. Louis* (B)
 Gloria Harwood, *Chicago* (W)
 Genevieve Houghton, *Women's Center of Carbondale* (C)
 Anita Kirsits, *Edgewater-Uptown Community Health Center, Chicago* (CH)
 Pam Klein, *Rape and Sexual Abuse Care Center, Edwardsville* (B)
 Mary Ann Knaebel, *Women's Crisis Shelter, Belleville* (B)
 Donna LeClerc, *A Woman's Fund, Urbana* (U)
 Margaret Luft, *Uptown Center Hull House, Chicago* (CH)
 Pam Oddi, *Northwest Action Against Rape, Arlington Heights* (E)
 Rebecca Payne, *Women's Shelter, Cairo* (C)
 Jo Ann Pisel, *Call for Help, Belleville* (B)
 Polly Poskin, *Illinois Coalition Against Sexual Assault* (S)
 Karen Preston, *DuPage Women Against Rape, Lombard* (OB)
 Tom Ryan, *Child Sexual Abuse Treatment Center, Bollingbrook* (E)
 Barbara Shaw, *Illinois Coalition Against Domestic Violence* (S)
 Shirley Stillinger, *A Woman's Fund, Urbana* (U)
 Joan Vogel, *Central Illinois Youth Service Bureau, Springfield* (S)
 Joyce Webb, *Rape Action Committee, Carbondale* (C)
 Dan Whitfield, *Synergy Crisis Intervention Center, Carbondale* (C)
 Barbara Wingo, *Anna Bixby Women's Center, Rosiclare* (C)
 Vivian Wood, *Anna Bixby Women's Center, Rosiclare* (C)
 Stephanie Wright, *Mt. Sinai Hospital Medical Center, Chicago* (CH)
 Karen Yapple, *Rape Action Committee, Carbondale* (C)
 Millie Zimmerman, *Rockford Rape Counseling Center* (OB)

Other Interested Persons

Jane Brown, *United Way of Galesburg* (G)
Margaret Burk, *Logan Square Neighborhood Association, Chicago* (CH)
Elizabeth Clarke, *Illinois State Bar Association Juvenile Justice Committee* (W)
George Chester, *Lessie Bates Neighborhood House, East St. Louis* (B)
Ann Craff, *Residential Crime Committee, Evanston* (E)
Reginald Griffin, *Chicago Alliance for Neighborhood Safety* (CH)
Patrick Hughes, *Illinois Public Defenders' Association* (S)
Jose Jerez, *Urban Crime Prevention Program Steering Committee* (CH)
Michael Mahoney, *John Howard Association, Chicago* (CH)
Matt Melucci, *Southwestern Illinois Law Enforcement Commission* (B)
Dan Nix, *Save Our Neighborhoods Coalition, Chicago* (CH)
Dan O'Connell, *Cook County Criminal Justice Coordinating Commission* (E)
John Ogren, *Residential Crime Committee, Evanston* (E)
John Pakk, *Chicago* (CH)
David Philips, *Southern Illinois Arson Investigators Association* (B)
Andrew Principe, *Northern Illinois Police Crime Lab* (E)
Anne OBrien Stevens, *Chicago Law Enforcement Study Group* (CH)
Mary Tipps, *Girard* (W)
Sandra Tower, *Rockford* (W)
Frank Ward, *Galesburg* (G)

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