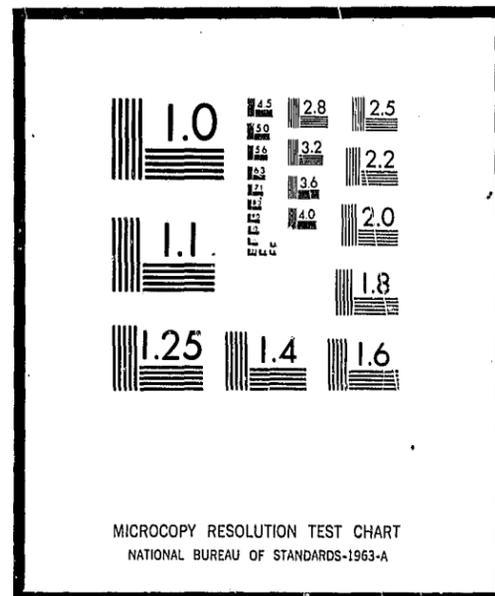


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ANNOTATION:
THE STUDY, ANALYSIS AND COMPILATION OF LONG-RANGE CRIMINAL JUSTICE PROGRAMS FOR ILLINOIS WERE MADE BY THE GOVERNOR'S COMMITTEE ON CRIMINAL JUSTICE.

ABSTRACT:
THE COMMITTEE SET AS ITS GOAL THE COORDINATION OF THE SEVERAL CRIMINAL JUSTICE AGENCIES. A MEANINGFUL EXCHANGE OF INFORMATION BETWEEN AGENCIES AND OTHER PUBLIC AND PRIVATE ACTIVITIES HAS BEEN INITIATED. FIVE TASKS WERE UNDERTAKEN BY THE COMMITTEE - DETERMINATION OF THE INFORMATION SYSTEM REQUIREMENTS OF LAW ENFORCEMENT, PROSECUTION, COURTS, AND CORRECTIONS - DETERMINATION OF THE FUNCTIONS OF THE CENTRAL CRIME LABORATORY AND ITS RELATIONSHIPS TO THE AGENCIES IT SERVES - A SURVEY OF ON-GOING RESEARCH PROGRAMS - EVALUATION OF PAST AND PRESENT RESEARCH PROGRAMS - AND ESTABLISHMENT OF CRITERIA FOR APPROVAL BY THE STATE OF NEW RESEARCH PROGRAMS IN CRIMINAL JUSTICE.

FINAL REPORT *LEAA Grant 209*

**GOVERNOR'S COMMITTEE
ON CRIMINAL JUSTICE
STATE OF ILLINOIS**

OCTOBER, 1968



Final Report

GOVERNOR'S COMMITTEE ON CRIMINAL JUSTICE
STATE OF ILLINOIS

January 1, 1968 - September 30, 1968

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October, 1968

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GOVERNOR'S COMMITTEE ON CRIMINAL JUSTICE

STATE OF ILLINOIS

I. INTRODUCTION

To enable the State of Illinois to meet the crime challenge more effectively, and in order for the State of Illinois to participate in the work of the President's Commission on Law Enforcement and Administration of Justice, Governor Otto Kerner established the State of Illinois Governor's Committee on Criminal Justice in October of 1966.

Governor Kerner designated Ross V. Randolph, Director of the Department of Public Safety, Chairman. Other members appointed by the Governor to serve were: Mr. John Troike, Chairman, Illinois Youth Commission; Chief William H. Morris, Superintendent of the Illinois State Police; Mr. Charles Siragusa, Executive Director of the Illinois Crime Investigating Commission; and Mr. John Freels, Director, Administrative Office of the Illinois Courts. Since then, Judge Roy O. Gulley has replaced Mr. Freels as the representative of the Illinois Courts.

Early in 1967, the headquarters of State Criminologist Arthur V. Huffman, in accordance with recommendations made by the Commission on State Government in Illinois, was transferred from the Joliet Diagnostic Depot to the General Office of the Department of Public Safety at Springfield and shortly thereafter, Mr. Huffman was asked to assist Chairman Randolph in the work of the Committee on Criminal Justice as Executive Director.

Initial efforts were of an organizational nature and included the recruitment on a part-time basis of Mr. Stanley I. Cohn as Project Director. Mr. Cohn in his capacity as Director of the Law Enforcement Science and Technology Center at IIT Research Institute in Chicago, designed for the Committee, project goals responsive to the objectives of the Office of Law Enforcement Assistance matching grant program for Governor's Planning Committees in Criminal Justice Administration.

The Governor's Committee on Criminal Justice has not sought monies from the Illinois General Assembly. The committee has operated by means of a grant of \$24,952 from the Office of Law Enforcement Assistance in the U. S. Department of Justice. The committee entered into a contract with IIT Research Institute wherein the sub-contractor provided the services of the project director

and the necessary assistance, materials and facilities to aid the State of Illinois Governor's Committee on Criminal Justice in processing the work described in its OLEA Grant.

The work entailed the study, the analysis and the compilation of recommendations for long-range criminal justice programs for the State of Illinois. The Governor's Committee on Criminal Justice has set as its long-range objective the coordination of the several criminal justice agencies who are expected also to contribute to future program development. A meaningful and enlarged exchange of information between agencies and other public and private activities in criminal justice has been initiated and will be bolstered in the future. In general, initial planning has been conducted to initiate a state-wide criminal justice plan in broad terms for coordination with activities at the level of the U. S. Department of Justice. The tasks undertaken by the committee are outlined as follows:

Task 1: Information System Requirements.

Determine the information requirements of the four general areas--law enforcement, prosecution, courts, corrections--of the state and local criminal justice systems. Ascertain the characteristics of the essential information, lead time requirements, commonality among the four areas, and restrictions placed on the information by each division of the system. In addition, evaluate the requirements for systems of information exchange, considering such questions as accessibility, costs, relationship to systems outside the state.

Task 2: Criminalistics.

Determine the functions of the Central Crime Laboratory and its relationships to the law enforcement agencies which it serves. Perform a cost-effectiveness study of the kinds of analysis a typical laboratory performs to improve its efficiency and usefulness to the community. Study the practicality of using independent and university laboratories as supplements to a central crime laboratory.

Task 3: Research Survey.

Survey on-going programs in the State of Illinois. Investigate and categorize on-going programs supported by federal, state, local and private funds being carried out by organizations within the state. Determine project goals, levels of effort and accomplishments.

Task 4: Evaluation of Research Programs.

Compare past and on-going programs with the President's Commission on Law Enforcement and the Administration of Justice. Determine the coincidence of program goals with recommendations of the President's Commission. Identify the voids in the Commission's recommendations and recommend priorities for future programs to fill those voids.

Task 5: Criteria for New Research.

Establish criteria for approval by the state of new research programs in criminal justice. Among the considerations are: agreement with the President's Commission's recommendations, the meeting of new requirements of the state, changing priorities resulting from new research etc.

II. ACTIVITIES OF THE COMMITTEE

In its operation to date, the accomplishments by the Governor's Committee on Criminal Justice include the bringing together on a regular schedule its membership of persons knowledgeable of the problems of law enforcement and the administration of justice for the purpose of discourse concerning the objectives of the committee and the needs of the state. As a consequence of these meetings, the committee has isolated many of the more pressing problems of crime control; it has examined the reports by the President's Commission on Law Enforcement and Administration of Justice; it has made tentative judgments of the applicability of the approximately 200 specific recommendations to the Illinois situation.

Individual activities of the several members of the Governor's committee include participation in the Second National Symposium on Law Enforcement,

Science and Technology; the attendance at meetings in Washington sponsored by the U. S. Department of Justice; the Joint Commission on Correctional Manpower and Training; the National Council on Crime and Delinquency; the U. S. Department of Health, Education and Welfare; the Council of State Governments; etc.

One member of the Governor's committee, Mr. Charles Siragusa, serves as Executive Director of the Illinois Crime Investigating Commission, an agency of the Illinois General Assembly, currently more directly involved in action programs than the Governor's committee. The Illinois Crime Investigating Commission is deserving of recognition for its diligence in penetrating the operations of syndicated crime and for its coordination of intelligence about crime syndicate figures. The efforts of the Illinois Crime Investigating Commission as they relate to loan sharking, gambling and the investment of illicit proceeds in legitimate business appear to fall more properly within the purview of the Illinois Crime Investigating Commission than the Governor's Committee on Criminal Justice, a planning group.

In September 1967, Governor Otto Kerner directed Chairman Ross V. Randolph to enlist the help and cooperation of knowledgeable law enforcement experts in developing ways to strengthen community relations within police departments, as a means of upgrading respect for law and order and by establishing grievance hearings and other kinds of dialogue the times demand. Under the auspices of the Governor's Committee on Criminal Justice, an Ad Hoc Committee on Civil Disturbances was created consisting of representatives from, among others, the following organizations: the Illinois Municipal League, Illinois Association of Chiefs of Police, Illinois Local Governmental Law Enforcement Officers Training Board, Illinois State Highway Police, Illinois Sheriffs Association, the State Commission on Human Relations, etc. The Ad Hoc Committee on Civil Disturbances expressed willingness to work in liaison with a Commission to Study Police Relations with Minority Groups which was established on 8 September 1967 when Governor Otto Kerner approved legislation passed by the General Assembly.

The Superintendent of the Illinois State Police, Colonel William H. Morris, also a member of the Governor's committee, in cooperation with the Illinois Local Governmental Law Enforcement Officers Training Board, completed a state-wide census of local law enforcement resources. For the first time reliable information became available as to the number of local law enforcement officers in Illinois county by county and city by city. Presently the Illinois State

Police are endeavoring to gain factual information that can be utilized in the event of civil disturbances or other emergencies. This information being compiled will enable the Department of Public Safety to execute a plan to combat the emergency at its inception. Each municipality and county in the State of Illinois has its characteristics, facilities, violent elements, militant groups and the like and it is appropriately our responsibility to invoice these.

Chairman Randolph and State Criminologist, Arthur V. Huffman, have appeared before a number of legislative commissions and study groups regarding the work of the Governor's committee, including the Law Enforcement Subcommittee of the (Illinois) Senate Judiciary Committee and the (Illinois) House Executive Committee.

All members of the committee have been active in public relations efforts through television appearances, radio interviews and talks before various organizations throughout the state.

III RESEARCH ON THE CRIMINAL JUSTICE SYSTEM

As indicated in Section I, the Governor's Committee on Criminal Justice determined to conduct certain research tasks under the guidance of its Operating Director. This work was coordinated by the Law Enforcement Science and Technology Center of IIT Research Institute.

A Criminal Justice Information System

One of the tasks to be accomplished by the Governor's Committee on Criminal Justice, under its grant from the Office of Law Enforcement Assistance, was to assess the information needs of the various divisions of the criminal justice system with a view toward the establishment of a state-wide information exchange network. This task follows the recommendations of the President's Commission on Law Enforcement and Administration of Justice which emphasized "the importance of having complete and timely information about crimes and offenders available at the right place and the right time." It went on to state: "An information system could aid in such functions as police patrol, crime investigation, sentencing and correctional decisions, development of correctional programs, budgeting . . ."

It was also apparent that there is a need for closer communication and cooperation among the divisions of the state criminal justice system. In our society generally, specialists tend to form associations to share their common interests and problems; but a concomitant isolation from other groups often results. The criminal justice system is no exception. Law enforcement officials complain that the criminal they have apprehended and brought to trial was given a scolding and released by a judge who did not know how dangerous the man was. The prosecutor complains about the way in which evidence is gathered by the police. The judge can't get the information he needs to establish equitable bail on a suspect. Lack of communication has often led to inter-agency animosities in the administration of criminal justice.

If a criminal justice information system is to be useful within the state, it must not only provide criminal data to the police but must also meet the needs of each of the other branches of the system, and it should provide a vehicle for bringing into focus the inter-related nature of criminal justice administration so that communication between divisions can be fully developed. For only through full cooperation between every agency in the system can equal justice for every citizen in Illinois be achieved.

As a step toward better communication, the idea was conceived to conduct a series of workshops in which representatives of all branches of the criminal justice system would meet together in small discussion groups to share their ideas and concerns. The workshops would focus on the problem of information exchange and would be conducted on an informal basis with a minimum of structure.

As the plan evolved, there were to be four meetings, each drawing its participants from a different rural and metropolitan region of Illinois. This would enable the sampling of the needs of nearly every part of the state--needs which must be met if a state-wide system is to be effective.

The meetings were structured as follows: a luncheon was served followed by an invited keynote speaker. Then the assembly adjourned to form groups of approximately eight participants for 90 minutes of discussion. Group leaders, with background in communications and information systems, were employed to stimulate the discussions with specific questions. At the end of this period, a spokesman from each group reported a summary of his group's discussion to the reconvened assembly. These summaries were recorded on tape for use in the further research efforts of the Committee. The size of

each workshop was limited to about 25 invited participants. Those actually in attendance at each meeting are listed in Appendix A of this report, and include police officers, judges, juvenile officers, states' attorneys and others.

The following workshops were held:

Chicago, 12 August 1968, at the Marriott Motor Hotel.
Mr. Marlin Johnson, Special Agent-in-Charge of the FBI, Chicago office, was keynote speaker

Moline, 12 August 1968, at the Holiday Inn.
Mr. Milburn P. Akers, President of Shimer College and Editor Emeritus of Chicago Sun-Times, was keynote speaker.

Springfield, 20 August 1968, at State House Inn.
Mr. Ross V. Randolph, Director of Public Safety and Chairman of the Committee was keynote speaker.

Belleville, 22 August 1968, at Augustine's Restaurant.
Mr. Charles F. Bowman, Professor of Law at University of Illinois was keynote speaker.

1. Keynote Remarks.

Each of the four workshops was launched by an invited speaker whose remarks set the stage for the group discussions. Excerpts from these addresses are presented here as representative of the ideas discussed by these distinguished gentlemen.

At the meeting in Chicago, Mr. Johnson described the need for closer cooperation among all branches of our society concerned with law enforcement.

"I submit, that you and I, as leaders in our profession and leaders in the community, must awaken a spirit of interest and cooperation of justice on the part of citizens in all walks of life in favor of the enforcement of the law.

"We all know that slums, poor education, and unskilled labor are among the defects in our society which must be corrected. But this will take several years. However, there are some changes in our society which must occur immediately. We must make our streets safe for our citizens to go about their business. It is my conviction that we cannot begin to correct these other defects until we have respect for law and order.

"There must be close cooperation between law enforcement, the courts, probation officers, and all the thinking citizens

of our society. This must be given the highest priority...and I am encouraged when committees such as this are appointed to study this problem and when such outstanding men are appointed to these committees.

"One of the things which represents a tremendous step forward is the National Crime Information Center. It has been designed for the rapid interchange of information among law enforcement agencies. It was conceived as a result of law enforcement's growing need for information, concerning the criminal and stolen items, in a hurry. On January 27, 1967, the computer center at our headquarters in Washington commenced on the air operations and since that time, the system has expanded at a rate far exceeding the original estimate.

"NCIC provides an immediate flow of pertinent data for the officer on the street; stolen, missing or recovered weapons, stolen articles, wanted persons, stolen and wanted vehicles, stolen license plates, and stolen or missing securities. The count of active records in the NCIC as of July 1, 1966 shows 22,055 wanted persons, 189,622 stolen vehicles, and 56,230 license plates. NCIC is operational now 23 hours of the day, 7 days a week."

In describing the security of the system, Mr. Johnson said: "If, for example, the Chicago Police Department places the name and description of a wanted man in the NCIC, only the Chicago Police Department can remove that man or change anything about the entry that was made. And the system is so devised with a code that the computer will automatically reject any effort by any other agency not having that code to make any change.

"Hopefully, there will be a computer in each state where all local police departments will be tied in. And all local computers will be connected to the NCIC computer such that information will be returned to a patrolman in 15 or 20 seconds."

In Moline, Mr. Akers, who had completed a sesquicentennial history of Illinois, pointed out that crime is not new to the state.

"The record of Illinois from territorial days down to the present has been one in which we have had a high incidence of crime and violence. I have no way of making the comparison with other states; all I can say is that as you research the history of this state you become aware of the fact that we have not been, throughout our history, a placid people. We have been the reverse in almost all eras of our history.

"This is not to say that the vast majority of our people have not been law abiding. It is not to say that most of our citizens haven't been earnest, hard working people. It is to say that the same condition has existed for the past 150 years that exists today--that a small minority of enflamed and impassioned people have created much crime and violence.

"Although there were only about 40,000 people in Illinois in 1818, during this period we had river pirates who made it almost unsafe to travel and transport goods over these rivers 175 years ago. We also had psychopathic criminals such as the brothers Big and Little Harp, who were bandits who waylaid people along the inland trails. They were more feared by settlers living in isolated cabins than were the indians."

Mr. Akers then described how after 1825 with the immigration fostered by the Erie Canal, cattle rustling and horse stealing brought a rise in vigilante corps. The Civil War, brought pitched battles on the streets in many communities between Federal troops and draft protestors. Industrialization brought labor trouble resulting in the Haymarket riot and the great Pullman strike in the 1880's.

Mr. Akers then told of the senseless murder of a German named Kruger who was believed, erroneously, by a drunken mob to be a German spy during World War I. He brought the history up to date with the introduction of organized crime beginning with Al Capone in the Prohibition era.

Mr. Akers pointed out that the press in Illinois had not done a complete job in calling the attention of the ordinary citizen of

this state to the seriousness of the crime situation--that one of every 200 people in this state will be the victim of a crime in a given year; to the type of conditions under which many people are forced to raise their children. For if they were made fully aware and would provide the manpower, equipment and information needed by the law enforcing agencies, many types of crime could be eliminated.

In his opening remarks at the workshop in Springfield, Chairman Ross V. Randolph said, "The Governor's Committee on Criminal Justice was appointed by the Governor in October 1966 and since that time has been trying to work with law enforcement, the judiciary, etc. to know in what way we can help in this war on crime."

Mr. Randolph then quoted from a speech by an Illinois State's Attorney. "If we, today, have the will, both the causes of crime and the cost of crime can be sharply reduced if not eradicated. I believe we are beyond the point of ignoring the problems and causes of crime, hoping that they will disappear. Realistically, we know they won't go away just because we choose to try to ignore them. With the present mood of the majority of the people in this country, crime and its causes can be fought and overcome within the framework of our democratic tradition, or they can be eradicated, if we choose, outside of the great framework and at the cost of our national and human dignity. We must, then, make up our minds whether we are going to oppose crime and its high costs by observing our own traditions or whether we are going to be so overcome by fear, so obsessed with maintaining what we call 'law and order,' that we will use any means to achieve our objectives."

Mr. Randolph pointed out how all societies throughout history have relied on law and order. "In this respect democratic societies are no different than communist or fascist societies. We do differ, however, in that our traditions of law and order are subordinate to justice. Democracy as we know it and as we dream of it, will tumble if we as a people lose sight of this

relationship. We hope that, since all phases of law enforcement are represented at this workshop, by conversing with and questioning one another, we can, maybe, tell some of the problems that are characteristic of Illinois."

Professor Bowman, at the meeting in Belleville, discussed the need for opening new lines of communications between the various branches of the criminal justice system. "It would seem to me," he said, "each of these departments has worked in isolation; they have compartmentalized themselves. Police-men don't talk to the state's attorney; the state's attorney doesn't talk to the judge; the judge doesn't talk to the warden, etc. Nobody talks to anybody else. This works horizontally as well as vertically. Horizontally between police departments and other law enforcement agencies.

"What we've got to do is start this cross, horizontal, communication between police departments first of all; we've got to have exchange of information" to inform neighboring agencies of events and activities. Professor Bowman further suggested that the isolation caused by the separate autonomy of each village, town and city, must be overcome by consolidation of resources among groups of communities and ultimately by restructuring our municipal jurisdictions to meet the needs of the 20th Century.

2. Summary of Workshop Discussions

It was announced at the beginning of each workshop, that the reports delivered by the spokesmen of each group were to be included in a summary of the workshops and would form the basis for further research conducted by the Governor's Committee on Criminal Justice. The following summary will indicate the types of information needed, why it is needed and how it is used, as well as the general characteristics required of a state-wide information exchange system.

At each of the workshops there was general agreement

on the need for a centralized information system which would be accessible to all agencies within the criminal justice system of Illinois. Such a system ought to: (1) be capable of rapid response to requests for information concerning suspects or arrestees being held; (2) supply statistical information for the determination of trends and modus operandi of criminal activity; (3) provide the impetus for unifying the record keeping of all agencies of the criminal justice system; and (4) provide or at least assist in the location of information useful in pre-trial hearings, pre-sentence investigation, probation hearings, correctional handling, and other criminal justice functions.

The wide range of mobility of present-day criminals has made it necessary that information be centrally stored and be accessible to every criminal justice agency in the state. As was pointed out in the Belleville meeting, there is no place in Illinois where a criminal is more than two hours from the state border, with our present and constantly expanding, system of superhighways.

The need for security restrictions on information about individuals in order to protect human rights was recognized. However, the details of the nature of these restrictions were not discussed at length in any of the workshops. As is done in the National Criminal Information Center (NCIC) operated by the FBI, restrictions on access to this information can be accomplished through the use of special coding techniques. Such considerations as security, and the technology of implementing an information system were left to a later research program.

Perhaps the information need most often expressed was that of the disposition of criminal cases. The FBI maintains and issues the arrest record of criminals throughout the U.S. but very often the disposition of each case in the record is not indicated. Thus, in investigating the background of a suspect, the police may find several arrests on particular charges but cannot tell from the record provided if he was convicted, was released without trial, was acquitted, or is in fact, a fugitive.

Clearly, the disposition of previous arrests could be important in the handling of the suspect.

It is possible for police or prosecutor to ferret out the disposition of cases by inquiring of court records in each case but this is often a laborious and time consuming process. Most conferees agreed that the county clerk should routinely file disposition data to the FBI and other (state or local) record bureaus.

Another widely expressed gap in the exchange of information is the time it takes to get an accurate identification of a suspect now in custody and whether or not there is a warrant for his arrest pending from another jurisdiction. Often the latter information is not circulated and cases are known where a suspect is arrested and released by several different police departments only to discover, later, that there was a warrant for his arrest from still another jurisdiction.

In some areas, not tied to NCIC, it takes a week to get complete identification of a suspect from the FBI, through fingerprints sent to Washington by Air Mail. Meanwhile, the suspect often cannot be held that long and by the time the ID information is received, the suspect has obtained his release.

A third area which received much attention at all sessions was the unavailability of juvenile records, especially for preliminary hearings in cases involving young adults. Nearly every participant felt it would be helpful in determining the way in which a case is handled if juvenile information were available to judge and prosecutor. There was some confusion, however, as to where the present restrictions originate. Some felt the barriers to the release of juvenile history were statutory but others insisted there were no legal restrictions but that custom, or established procedure to give every emerging adult a fresh start, was the source. In any case, most felt that an information system should provide certain agencies within the criminal justice system access to criminal history of juveniles.

There is a recent law requiring a penal institution to notify the sentencing judge of the impending release or parole of an individual convicted in his court. Many suburban and down-state police officials indicated that they wish to be notified of recently released ex-convicts and parolees now living in their jurisdiction. It was suggested that a central information system could routinely and rapidly yield this information.

The information system could also become a powerful tool in compiling statistical information about crime in Illinois. A centralized system controlling the manner of reporting crime would bring much needed uniformity to this important task. Data on case dispositions are also essential here. Statistics on crimes are essential in planning for budget and personnel needs and can play a role in the prediction of crime by indicating trends occurring in particular types of crime.

Many people felt that the modus operandi of known criminals, particularly burglars, ought to be available through the information system to assist law enforcement departments in the protection of their community. A central system which could exchange this information, as well as data on stolen items, criminals-at-large, unsolved crimes, et cetera, would greatly increase the effectiveness of law enforcement agencies throughout the state. It was pointed out that the Department of Public Safety is installing, in Springfield, a computer system which will contain much of this information and will be connected with NCIC and the computer center at the Chicago Police Department. This will be accessible to local police agencies through the Illinois State Police.

Other types of information which a state-wide information system might be expected to contain are enumerated in the following brief summaries:

Mental Patients - Information about individuals committed to mental institutions would be useful to police and to states' attorneys in investigation and case preparation. Information on escapees should be more widely and rapidly disseminated to police.

Military Records - Military court martial and disciplinary records may be useful in investigation and sentencing.

Psychiatrists - An information system could provide lists of psychiatrists and other specialists available to the court for consultation, especially in rural areas where the supply of specialists is limited.

Gun Registration - The data on registered guns should be available through the central system.

Narcotics - Data on whereabouts and identification of users and pushers.

Re-entering Society - A system might contain information about job opportunities for ex-convicts or proper homes for juveniles being released from correctional institutions to assist their re-entry into society as useful citizens.

Some general characteristics and benefits to be derived from a centralized information system were gleaned from the discussions. Immediately obvious was the providing of fast, accurate reporting of crime and wanted persons, identification of arrested persons, and location or supply of data needed for pre-trial or pre-sentence investigations. Also clear was the effect a central system would have on unifying the reporting of crime and related data throughout Illinois. A system designed to meet the needs of all branches of the criminal justice system would have a unifying effect on the system as a whole, and foster much closer cooperation among police departments and court jurisdictions.

The workshops themselves were effective in pointing out areas where communication needs to be improved. For example, representatives of some police departments who thought that certain data, such as case dispositions and station arrest records were forwarded routinely to states' attorneys' offices or other bureaus, found that the data was not, in fact, being received. Police departments, at least in some areas of Southern Illinois, have stopped sending juvenile information to the Illinois Youth Commission because the latter has apparently not disseminated the information.

Many people suggested that past criminal records and prison behavior records should be available to the judge at the time of setting bond, so that he could make it difficult for a dangerous criminal to obtain release and be free to commit offenses while awaiting trial. But one judge pointed out that the purpose of bond was to assure appearance in court, not to detain a dangerous criminal, and the information he needed was not the criminal or prison record but information on the status of the suspect in the community, his family ties, residency, credit standing, and economic position. This pointed out a popular misconception of the use of bail.

The general attitude of the conferees was that a system of information exchange should not be used as an educational tool--this function was the responsibility of the various agencies--but there was the feeling among some that it might be useful for a central system to disseminate, from the states' attorneys' offices, interpretations of recent Supreme Court decisions and resulting procedural changes, in order to overcome some of the delays now encountered.

By implementating a uniform record reporting system, a great deal of the workload of police officers and personnel of other divisions would be reduced. Also, the establishment of central record keeping facilities would enable the pooling of clerical personnel.

It was the consensus of at least one group in the discussions that the elimination of municipal and township boundaries and certain court jurisdictional lines, in order to achieve the most effective law enforcement, was probably inevitable. A centralized information system would be a first step toward consolidation of resources.

3. Conclusions.

The majority of the conferees agreed on the need for a centralized information exchange system which would meet the needs of every branch of the criminal justice system. The meetings were successful in eliciting constructive suggestions

about the characteristics of such a system and the information it should have the capacity to handle. No details concerning technology or security were discussed but will be dealt with in later research and planning.

A step toward the second goal, that of fostering closer cooperation among the various branches of the criminal justice system, was also achieved, in our opinion. As indicated earlier, several instances of misunderstanding and gaps in communication were discovered during the discussions and the general consensus was, at each workshop, that similar meetings should be held on a regular basis, perhaps once every quarter, for the exchange of ideas and opinions. Accordingly, a questionnaire will be sent to each attendee, along with a summary of these workshops, to elicit from them time, place, and focus topics for future meetings.

B. Criminalistics.

Another area which the Committee determined to investigate was that of criminalistics, or the application of scientific techniques to examination of evidence, identification of persons, ballistics, and other related activities. The intent was to obtain an estimate of the needs of law enforcement agencies in Illinois created by the steadily increasing crime rate.

Through interviews with personnel in the crime laboratories of the Chicago Police Department and the Illinois Bureau of Criminal Identification and Investigation, it was learned that the major needs fall into the following categories: recruiting and training personnel, central crime laboratory, cost effectiveness of investigative techniques.

There is apparently great difficulty in recruiting personnel trained in the skills needed to analyze evidence. The cause of this rests partly with the universities where there is a distinct lack of curriculum in the field of criminalistics. There are, of course, curricula in the many branches of science which can be applied to crime laboratory work, but graduates of these studies usually go into industry or the academic world. What is needed is a coordinated course of study which involves the analytical sciences but which is pointed toward a career in criminalistics.

Another factor which affects the recruiting of qualified personnel is the prospect that a crime lab analyst will be required to testify in court. Most people trained in scientific methods find the kind of cross-examination to which they are subjected in court very distasteful. The implication is that they feel that the opposing attorney's questions are often designed to discredit the scientist rather than to seek the truth. For this reason, a scientist is reluctant to accept a position in a police crime laboratory.

A third reason why it is difficult to hire qualified analysts to work in law enforcement is the salary scale. A physicist or chemist can almost always find a job at higher salary in industry and often at academic institutions. This is probably characteristic of the over-all salary problem of law enforcement agencies in general. The need for a re-evaluation of the wage structure of public-safety employees followed by an equitable adjustment is recognized by many citizens not only in Illinois but throughout the nation.

It is no wonder, then, that criminalistics has trouble in finding qualified personnel. With the universities failing to graduate people trained in the special techniques used in the analysis of crime and evidence and having attitudes favorable toward the special requirements of police work (such as court appearance) and with public safety salaries well below the level of competition offered by industry, our law enforcement agencies face a real manpower shortage unless steps are taken to change these factors.

The question of crime laboratory facilities revolved primarily around their centralization. It was generally felt that there ought to be central crime laboratory facilities located in several regions throughout the state such that evidence collected at the scene of a crime could reach the laboratory within one or two hours. There is usually no need for a shorter lead time in the analysis of evidence, unless the identification of a suspect is deemed urgent. Along this line, it is evidently not necessary that evidence be examined on the crime scene, such that portable analytical instruments would be needed.

There is apparently no difficulty encountered in the servicing of many municipalities by central laboratories. The two largest labs in Illinois are at the Chicago Police Department and at the Bureau of Criminal Identification and Investigation in Joliet. The Chicago laboratory, for example, is called upon frequently by neighboring communities and also by police departments outside Illinois who have need of the particular skills represented at the Chicago lab.

Chicago's laboratory, of course, has a responsibility to its citizens first and, in questions of priority, regional laboratories, operated by the State for the express purpose of assisting communities in its region, would probably be more flexible.

One of the considerations in setting up regional laboratories, and in operating existing facilities, concerns the type and quantity of investigative techniques and instrumentation which must be included. There are clearly some techniques which are very useful in identifying materials, such as neutron activation analysis, but which would be too costly to maintain in every laboratory facility. There is a need for a cost-effectiveness study and evaluation of the investigative techniques available to law enforcement to use as a guideline in making such judgments. Such a study would, for example, relate the cost of analyzing by various methods the evidence found at the scene of a burglary to the value of the property that was stolen. Some police departments, in other parts of the U.S., it is said, have discontinued the complete investigation of routine burglaries because of the cost involved in the investigation is greater than the value of the stolen property.

When some scientific techniques are too costly to install in regional crime laboratories, it may turn out that university or independent labs in the area could provide these services. This possibility is hampered, however, by two factors: first, the reluctance of scientists not trained in police work to testify to their findings in court and, second, the fact that they are retained for a fee enables the opposition in the trial to cast suspicion on their testimony. It may be a fruitful pursuit, however, to attempt to reach an understanding between criminalistics personnel and academic scientists to create a favorable climate for cooperation.

It was also pointed out that the training of police patrol personnel in the securing of a crime scene and in the gathering and preserving of evidence is currently inadequate. Evidence reaching the crime lab is often in such poor condition through mishandling that it is virtually useless. There needs to be a firm set of rules and regulations regarding the manner in which a crime scene is made secure to prevent by-standers, as well as unauthorized police personnel, from destroying possible evidence before it can be removed to the lab.

C. Current Programs in Illinois.

A third task to be undertaken by the Governor's Committee on Criminal Justice was a survey of current research and planning type projects being conducted by organizations within the State of Illinois. This survey would provide a basis for planning the needed activities to meet the criteria set forth by the President's Commission. While only a partial survey was completed, the results do indicate the level of concern for the improvement of Illinois' criminal justice system.

1 Jail Survey

A survey is being conducted by the Center for Studies in Criminal Justice of the Law School of the University of Chicago which will gather factual information to assist the Department of Public Safety in establishing minimum standards for the operation of county and municipal jails and houses of correction in the State of Illinois

Questionnaires prepared for this survey were divided into two general categories; small jails such as those found in rural and suburban areas, and large jails such as the Cook County Jail. The two questionnaires differ primarily in that the latter included questions which reflect the broader scope of the functions it performs (e g , employee training, special facilities, rehabilitation, etc.) The survey was conducted by personal interview with jail administrators. The questions, in each case, were designed to obtain a complete picture of the jail, including: size and characterization of the inmate population; categories of offenses; sanitation; cell unit size; building construction and age; inmates' activities; discipline; visitor priveleges; number and type of jail employees; salaries; food service; financial structure; admitting and processing procedures; and medical care.

The data reduction of the survey results is presently being completed. This will be the first systematic study of Illinois jails ever conducted and should represent a major step toward establishing the minimum standards so greatly needed.

2. In Service Training of Correctional Personnel.

A study has been carried out by the Center for the Study of Crime Delinquency, and Corrections of Southern Illinois University, to determine the staff training needs of Illinois

correctional institutions. This program was supported by the Office of Law Enforcement Assistance through LEAA Grant #197.

Through interviews with a large number of correctional staff and by data gathering using a questionnaire, a clear picture of the correctional programming and its training needs is being obtained. Included in the study, in addition to current correctional programs, was a look into both short and long range future plans.

The survey found a substantial, if not overwhelming, interest in increased programs of staff training at almost all levels of correctional personnel and in all types of correctional organizations except county probation agencies. Most respondents felt that such a program should be organized into a state-wide plan, rather than left up to individual institutions to conduct.

In addition to specific recommendations for training programs at certain institutions, the research team concluded that "all staff levels must be involved in a systematic and continuous program of in-service training which is (a) aligned to role requirements at each staffing level; (b) geared to improving job performance as related to a correctional organization's objectives and goals; and (c) formulated to capitalize upon the various motivation factors present in employment settings.

3 Illinois Police Communications Study.

IIT Research Institute has been conducting for the Associated Public Safety Communications Officers, a study of the police communications situation in the Chicago metropolitan area. The project is supported by LEAA Grant #258.

The program has as its objective determining the communications needs of police in this area currently and in the coming decade. A study was made of the usage level of police radio channels, radio network organizations, and the effects of population growth and technical advances on radio traffic and channel loading.

The study concluded that the overloading of radio channels has reached crisis proportions in some cases and that a large number of additional radio frequencies must be allocated to police radio in the immediate future. It was also pointed out that

greater cooperation among municipal police departments in the formation of communications networks is essential for effective use of all available radio channels.

4. Workshop on the Evaluation of Local Criminal Justice System.

The Illinois Chamber of Commerce, through its Committee on Respect for Law and Order, has been conducting a program on the evaluation of local criminal justice systems. The first phase of this program was a workshop, held in Springfield, in which business and community leaders listened to a panel of police administration experts describe the workings of criminal justice as a system and present methods of evaluating their local system. The speakers discussed the present crime statistics, operation of citizens' advisory committees, police-community relations, police administration, and the workings of the court system.

A second phase of the program is an in-depth study of the criminal justice systems of three Illinois cities. This study is not yet complete, but its results will be published and will serve as guidelines for the study of other cities in Illinois by local citizens' groups.

5. Ad Hoc Committee on Civil Disturbances.

Created by the Governor of Illinois, the Ad Hoc Committee on Civil Disturbances has concerned itself with the causes and prevention of riots and disorders in Illinois cities. As one of its first acts, the committee issued a "Statement of Basic Principles as they pertain to the responsibility of (a) the Individual, (b) the Government, and (c) Other Social Institutions." It read:

"Today, as at any given point in our history, we are faced with many problems which cry out for solution. Individuals and groups of citizens are seeking more uniform interpretation and application of constitutional rights. Many people are properly concerned with the need to provide more effective opportunities for progress and achievement in education and employment. In addition,

serious questions have been raised which test the very essence of the relationship between a citizen and his government in a free democratic society.

"There can be no question about the responsibility of citizens and their government to search for and apply solutions to these and other problems. There can be no question about the need for citizens and their government to find and apply effective methods of communication, so essential to the identification, as well as to the solution, of problems. And there can be no question that these goals can only be met by citizens and their government, working with purposeful harmony in an atmosphere of law and order.

"The essence of this atmosphere must be generated and sustained by the certainty that the laws of the land will be upheld and enforced by the will of the people through proper executive, judicial and legislative action.

"Unlawful acts must be, and will be, treated as the law requires. The acceptance of the concept that violations of the law and the abuse of the rights of others should be excused when the violator claims purity or superiority of motivation, negates the basic structure of our society, and renders both citizen and government impotent while sowing the seeds of self-destruction for both.

"Your government accepts fully its responsibility to provide effective leadership in the maintenance of law and order with equal justice for all and urges each citizen to contribute his support and individual participation."

6. Operations Research Analysis of Police Functions

At the Chicago Police Department a program is under way to apply Operations Research techniques to the analysis of various police functions with an ultimate goal of improving the effectiveness of the department's operations. This program is supported partly by the Office of Law Enforcement Assistance. An important product of this study will be a demonstration of the costs of police function, dispelling a popular misconception that when a patrolman is hired at \$9,000, all his job costs the taxpayer is \$9,000. The study already has uncovered instances where the operation of a division is inconsistent with the goals of that division.

IV. FUTURE OF THE COMMITTEE.

Early in the activities of the Kerner committee, it became clearly apparent that the Governor's Committee on Criminal Justice must develop into a permanent agency of the state government if we are to act decisively in line with the comprehensive crime control programs promulgated by the federal government. Following the passage of the Omnibus Crime Control and Safe Streets Act of 1968 and the Juvenile Delinquency Prevention and Control Act of 1968, it became imperative that the Governor's Committee become a state agency with a full-time staff so that Illinois would be equipped to take maximum advantage of any federal grants to be made available. It became obvious that the Kerner committee, composed of individuals with full-time responsibilities in their own areas, could not provide the long-term state involvement necessitated by the urgency of the times. In recognition of this, Governor Samuel H. Shapiro on 26 September 1968 designated the Governor's Committee on Criminal Justice as the State Planning Agency for the reviewing, approving, and maintaining general oversight during the preparation, development, and refinement of a state comprehensive law enforcement and juvenile delinquency plan, and to perform such other duties as may be prescribed by the Omnibus Crime Control and Safe Streets Act of 1968 and the Juvenile Delinquency Prevention and Control Act of 1968.

The organization of the State of Illinois Governor's Committee on Criminal Justice now consists of the following:

James B. Conlisk, Superintendent of Police, Chicago.
Frank Davis, International Representative, United Steelworkers Union, Chicago Heights.

Fred Dumke, Mayor of Oak Lawn.
Reverend John Francisco, AME Church, Carbondale.
Gerald W. Getty, Public Defender of Cook County, Dolton.
Roy O. Gulley, Administrator of Illinois Courts, Springfield.
Raymond E. Harth, State Chairman, Legal Redress Commission, Illinois State Conferences of NAACP Branches, Chicago.
Arthur V. Huffman, State Criminologist, Springfield.
Charles Livermore, Executive Director, Commission on Youth Welfare, Chicago.
Ben S. Meeker, Chief United States Probation Officer, Chicago.
A. M. Monahan, Superintendent, Illinois School of Boys, Sheridan.
William H. Morris, Superintendent of Highway Police.
Mervin G. O'Melia, Executive Director, Illinois Local Governmental Law Enforcement Officers Training Board.
George Peters, President, Aurora Metal Company, Aurora.
Jack Porche, Director of Police Community Relations Division of the State Human Relations Commission.
Ross V. Randolph, Director, Department of Public Safety, Springfield.
Mrs. Raymond E. Robertson, President, Illinois League of Women Voters, Chicago.
Charles P. Runkel, Chief of Police, Jacksonville.
Steve Sargent, Assistant Director, Illinois Municipal League.
George Shirmer, Public Defender, Stephenson County, Freeport.
Leon Scroggins, State's Attorney of Madison County, Granite City.
Charles Siragusa, Executive Director, Illinois Crime Investigating Commission, Chicago.
Marlo Specht, Sheriff of Jo Daviess County, Elizabeth.
John J. Stamos, State's Attorney of Cook County, Chicago.
John Troike, Chairman, Youth Commission, Chicago.

Mr. Samuel B. Eubanks, Assistant in the Governor's Office since 1966, was appointed Executive Director.

The functions of the committee for the future are envisioned as follows: The Governor's Committee on Criminal Justice, a permanent body reporting directly to the Governor of the state, will have the responsibility to develop a comprehensive statewide plan for the improvement of law enforcement; define, develop, and coordinate projects of the state and units of local government; and establish priorities for areas of improvement in the state's criminal justice system. It shall administer the funds awarded the State of Illinois and also act as a coordinating agency for the federal action grants to improve law enforcement, including those for the implementation of new methods of law enforcement, recruiting and training of personnel, public education and construction of facilities.

APPENDIX A

Attendance at Workshops

on

Criminal Justice Information System

AT CHICAGO - Group Assignment in Parenthesis.

Stanley I. Cohn
Director of Research
IIT Research Institute
Chicago, Illinois
Workshop Chairman

Thomas Coleman (B)
Bureau of Criminal Identification
and Investigation
Joliet, Illinois

James Conlisk, Jr. (A)
Superintendent of Police
Chicago, Illinois

Walter P. Dahl (B)
Judge, Circuit Court of
Cook County

John P. Dohm (C)
Illinois Youth Commission
Chicago, Illinois

Bernhard Ebstein (C)
IIT Research Institute
Chicago, Illinois
Discussion Leader

Monroe Fein (A)
IIT Research Institute
Discussion Leader

Louis B. Garippo (A)
First Asst. State's Attorney
Chicago, Illinois

Roy O. Gully (A)
Judge, Administration
Office of Illinois Courts

F. Robert Hand
IIT Research Institute
Chicago, Illinois
Workshop Vice-chairman

Arthur V. Huffman (A)
State Criminologist
Executive Director, Governors
Committee

Marlin W. Johnson
FBI, Chicago, Illinois
Keynote Speaker

Ted S. Lewis (B)
IIT Research Institute
Discussion Leader

Casimir E. Linkiewicz (C)
Chief of Police
Calumet City, Illinois

Benjamin S. Mackoff (C)
Adm. Director, Circuit
Court of Cook County
Chicago, Illinois

Gary McAlvey (C)
Bureau of Criminal Identifica-
tion & Investigation
Joliet, Illinois

William McHugh (A)
Captain of Operations
Evanston Police Department
Evanston, Illinois

Henry D. McKay (C)
Institute for Juvenile Research
Chicago, Illinois

Ber S. Meeker (B)
Chief US Probation Officer
Northern District of Illinois

Patrick Needham (B)
Captain, Chicago Police Dept.
Chicago, Illinois

AT CHICAGO - continued

Joseph Nicol (A)
Superintendent, Bureau of
Criminal Identification and
Investigation
Joliet, Illinois

John S. Petersen (C)
Chief Judge, 16th Judicial
Circuit
Geneva, Illinois

Ross V. Randolph (C)
Director, Department of
Public Safety
Chairman, Governor's Committee

AT MOLINE

Milburn P. Akers (B)
President, Shimer College
Keynote Speaker

Charles M. Bell (A)
Asst. State's Attorney
Galesburg, Illinois

Richard Cowan (B)
Asst. Chief
Freeport Police Department

Donald Cromwell (B)
Asst. Chief, Spring Valley
Police Department

Bernhard Ebstein (A)
IIT Research Institute
Chicago, Illinois
Group Leader

Monroe Fein (B)
IIT Research Institute
Chicago, Illinois
Group Leader

F. Robert Hand
IIT Research Institute
Chicago, Illinois
Workshop Chairman

Charles Siragusa (B)
Executive Director, Illinois
Crime Invest. Committee
Member, Governor's Committee

Harry D. Strouse, Jr. (B)
Associate Circuit Judge,
19th Judicial Circuit
Waukegan, Illinois

Raymond L. Kinkead (B)
Chief, Moline Police
Department

Dexter A. Knowlton (B)
State's Attorney
Freeport, Illinois

Dan H. McNeal (A)
Chief Judge, 14th Judicial
Circuit
East Moline, Illinois

Charles Meyers, Jr. (A)
Chief, Rock Island Police
Department

Archiel J. Roets (A)
Chief, East Moline Police
Department

Charles Schwarting (B)
Chief, Spring Valley Police
Department

Charles Smith (A)
Associate Judge, 14th Judicial
Circuit
East Moline, Illinois

Conway Spanton (B)
Judge, 14th Circuit
Geneseo, Illinois

MOLINE - continued

Richard Stengel (B)
State's Attorney
Rock Island, Illinois

Donald C. Woolsey (A)
State's Attorney
Galesburg, Illinois

AT SPRINGFIELD

Scott Cameron (B)
IIT Research Institute
Chicago, Illinois
Group Leader

Arthur V. Huffman
State Criminologist
Executive Director,
Governor's Committee

Creel Douglass (A)
Chief Judge, 7th Judicial
Circuit
Springfield, Illinois

Joshua Johnson (C)
Supt. of Forestry Camps
Illinois Youth Commission

Monroe Fein (C)
IIT Research Institute
Chicago, Illinois
Group Leader

Ted S. Lewis (A)
IIT Research Institute
Chicago, Illinois
Group Leader

Basil G. Greanias (A)
State's Attorney
Decatur, Illinois

Harold G. Lindsten (A)
Chief of Police
Decatur, Illinois

Stanley E. Grupp (A)
Associate Professor of
Sociology
Illinois State University

William H. Morris (A)
Div. of State Highway Police
Member, Governor's Committee

Roy O. Gulley (B)
Judge, Administrative Office
of the Illinois Courts
Member, Governor's Committee

Mervin G. O'Melia (C)
Ex. Director Illinois Local
Gov. Law Enforcement
Officers Training Board

F. Robert Hand (C)
IIT Research Institute
Chicago, Illinois
Workshop Chairman

Ross V. Randolph (A)
Director, Dept. of Public
Safety - Chairman, Governor's
Committee
Keynote Speaker

Arthur G. Heidrich, Jr. (B)
Chairman, Correctional Services
Illinois Youth Commission

Charles P. Runkel (B)
Chief of Police
Jacksonville, Illinois

Hugh A. Henry, Jr. (C)
State's Attorney
Bloomington, Illinois

Leland Simkins (C)
Chief Judge, 11th Judicial
Circuit
Lincoln, Illinois

SPRINGFIELD - continued

Charles Siragusa
Executive Director, Illinois
Crime Invest. Committee
Member, Governor's Committee

Charles R. Taylor (B)
Director, Police Training
Institute, Univ. of Illinois

John F. Spivey (B)
Chief Judge
Danville, Illinois

John A. Troike (B)
Illinois Youth Commission
Member, Governor's Committee

Olin W. Stead (A)
Commissioner, Illinois
Youth Commission

Silver Suarez (C)
Chief of Police
Springfield, Illinois

AT BELLEVILLE

Delmar L. Berger (B)
Chief, Centralia Police
Department

F. Robert Hand
IIT Research Institute
Chicago, Illinois
Workshop Chairman

Charles H. Bowman
Professor of Law
University of Illinois
Champaign, Illinois
Keynote Speaker

Lan Haney (B)
Associate Judge, Circuit Ct.
Marion, Illinois

Scott Cameron (B)
IIT Research Institute
Chicago, Illinois

Albert Hinds (A)
Major, Illinois State
Police

Harold R. Clark (A)
Circuit Judge, 3rd Judicial
Edwardsville, Illinois

James A. Jacobson (A)
Center for Study of Crime,
Delinquency & Corrections
Southern Illinois University

Bernhard Ebstein (B)
IIT Research Institute
Chicago, Illinois

Elmer H. Johnson (B)
Assistant Director, Center
for the Study of Crime,
Delinquency & Corrections
Southern Illinois University

Joseph Geiger (B)
Lieutenant, Illinois
State Police

Ted S. Lewis (A)
IIT Research Institute
Chicago, Illinois
Group Leader

Roy O. Gulley
Judge, Adm. Office of
Illinois Courts
Member, Governor's Committee

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Summary Report

Governor's Committee on Criminal Justice

BELLEVILLE - continued

Robert Neely (B)
Asst. State's Attorney
Marion, Illinois

Leon D. Scroggins (B)
State's Attorney
Edwardsville, Illinois

William H. Petersen (A)
Chief, Alton Police
Department

Ronald J. Veizer (A)
Chief, Granite City Police
Department

Ross V. Randolph
Director, Dept. of Public
Safety - Chairman, Governor's
Committee

Dr. Jefferson H. Ware
Community Svcs Advisory Board
IYE, & St. Clair County Crime
Commission

Richard E. Richman (A)
State's Attorney
Murphysboro, Illinois

In order for the State of Illinois to meet the challenge of crime more effectively and to participate in the work of the President's Commission on Law Enforcement and Administration of Justice, Governor Otto Kerner established the Governor's Committee on Criminal Justice in October 1966. Its members included the Chairman, Ross V. Randolph, Director of the Department of Public Safety; Mr. John Troike, Chairman of the Illinois Youth Commission; Chief William H. Morris, Superintendent of the Illinois State Police; Mr. Charles Siragusa, Executive Director of the Illinois Crime Investigating Commission; and Judge Roy O. Gulley, Director of the Administrative Office of the Illinois Courts. Mr. Stanley I. Cohn, of IIT Research Institute, was selected by the Committee to act as research Project Director.

The Committee has operated by means of a grant of \$24,952 (Grant No. 209) from the Office of Law Enforcement Assistance of the U. S. Department of Justice, and entered into a contract with IIT Research Institute to coordinate the study and research tasks of this committee. These tasks were as follows:

Task 1: Information System Requirements

Determine the information needs of the major branches of the criminal justice system in Illinois with a view toward establishing a state-wide information exchange system.

Task 2: Criminalistics

Determine the functions of a central crime laboratory and its relationship to the communities which it serves.

Task 3: Research Survey

Investigate and categorize on-going programs within Illinois including project goals and accomplishments.

Task 4: Evaluation of Research Programs.

Compare past and on-going programs with recommendations of the report of the President's Commission.

Task 5: Criteria for New Research

Establish criteria for approval by the state of new research programs in criminal justice, considering such factors as priorities, President's Commission recommendations, etc.

Research on the Criminal Justice System.

Criminal Justice Information Systems.

In pursuing its task of studying the information needs of the criminal justice system, it was decided to conduct a series of four workshops--one each in Chicago, Moline, Springfield, and Belleville--which would be attended by leaders of all branches of the system. If an information system is to be useful within the state, it must not only provide criminal data to the police but also meet the needs of the other agencies which deal with offenders. This way it could provide a vehicle for bringing into focus the inter-related nature of criminal justice administration, fostering cooperation between every agency in the system to provide equal justice for each citizen in Illinois.

The workshops were structured informally, with a keynote speaker in each case followed by intensive discussions by groups of seven or eight participants. Each group contained police chiefs, judges, states' attorneys, probation officers, and juvenile officers.

The participants agreed on the need for a central information processing system which would (1) respond rapidly to requests for criminal information, (2) supply statistics for determining trends and modus operandi, (3) provide impetus for unifying record keeping among all agencies. Other information categories for which a need was commonly expressed were:

1. Information on individuals committed to or escaped from mental institutions.
2. Military court martial records.
3. Availability to the courts of psychiatrists and other consulting specialists.
4. Gun registration data.
5. Identification and whereabouts of narcotics users and pushers.
6. Information on job opportunities and other needs to assist ex-convicts in re-entering society.

There were a number of instances where information which should now be routinely provided within the system, is not available. Disposition of court cases is not always provided in the record of an offender. Accurate identification of suspects is often difficult and nearly always slow to obtain. Juvenile records are not now available to authorities handling the case of a young adult. Over all it was felt that a meaningful step toward closer cooperation among the various branches of the criminal justice system was achieved through these workshops.

Criminalistics

The Committee investigated the needs of law enforcement agencies in Illinois in the field of criminalistics--or the application of scientific techniques to the examination of evidence, identification of persons, ballistics and, other related activities. The major needs fell into the

categories of recruiting and training of personnel, development of central crime laboratories, and cost effectiveness of investigative techniques.

The lack of adequate curricula in the states' educational institutions directed at crime laboratory work and a prevalent attitude among scientists of reluctance to testify in court and undergo cross examination contribute directly to the shortage of trained laboratory personnel.

It was generally recommended that there ought to be central crime laboratories located in several regions throughout the state such that evidence collected at the scene of a crime could reach the laboratory within one or two hours. It is evidently not necessary that evidence be analyzed on the crime scene such that portable instruments would be needed.

There is a need for a cost effectiveness study and evaluation of the investigative techniques available to law enforcement to use as a guideline in making judgments as to the equipping of central laboratories and in setting policy on the degree to which various crimes are investigated.

Current Programs in Illinois

The following is a list of on-going programs in criminal justice conducted by agencies within the State of Illinois.

1. Jail Survey - A survey by the Center for Studies in Criminal Justice at University of Chicago will assist in establishing minimum standards for the operation of county and municipal jails and state houses of correction.
2. In Service Training of Correctional Personnel - A study by Center for the Study of Crime, Delinquency, and Corrections at Southern Illinois University to determine the staff training needs of Illinois Correctional Institutions.
3. Illinois Police Communications Study - A study by IIT Research Institute to determine the usage level of police radio channels, organization of radio networks, and effects of population growth and technical advances on radio traffic and channel loading.
4. Workshop on the Evaluation of Local Criminal Justice Systems - A program conducted by the Illinois State Chamber of Commerce to educate civic leaders in the evaluation of the criminal justice system.
5. Ad Hoc Committee on Civil Disturbances - Created by the Governor of Illinois, the Ad Hoc Committee consists of law enforcement officials' from throughout the state and among its first acts issued a Statement of Basic Principles as they pertain to the responsibility of individuals, government, and social institutions.
6. Operations Research Analysis of Police Functions - A study being conducted by the Chicago Police Department applies operations

research methods to the analysis of various police functions with the goal of improving their effectiveness and demonstrating their cost to the taxpayer.

Future of the Committee.

The Governor's Committee on Criminal Justice has been expanded by Governor Shapiro to twenty-five persons and to include a full-time staff. It will have the responsibility of developing a comprehensive state-wide plan for criminal justice administration and will administer the funds awarded to Illinois under the 1968 Omnibus Crime Control Act.

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U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE

GRANTEE'S
QUARTERLY PROGRESS REPORT
Page 1

From: (Name and address of grantee)
Governor's Committee on Criminal
Justice, State of Illinois
Ross V. Randolph, Chairman
103 Armory Building
Springfield, Illinois 62706

Grant
No. 209

Date of
Report 31 October 68

Covering Period:

1/1/68 to 10/31/68

To: Director, Office of Law Enforcement Assistance
Department of Justice, Washington, D.C. 20530

Submitted herewith is the grantee's progress report for the period shown above:

Arthur V. Huffman, Executive Director

Stanley I. Cohn, Operating Director

F. Robert Hand, Research Coordinator

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U.S. DEPARTMENT OF JUSTICE
OFFICE OF LAW ENFORCEMENT
ASSISTANCE

GRANTEE'S
REPORT OF EXPENDITURES

From: (Name and address of grantee) Governor's Committee on Criminal Justice, State of Illinois Ross V. Randolph, Chairman 103 Armory Building Springfield, Illinois 62706	Grant No. 209	Date of Report 10/31/68	Report No.
	Type of Report: <input type="checkbox"/> Regular Quarterly <input type="checkbox"/> Special Request <input checked="" type="checkbox"/> Final Report (detailed schedules must be attached)		

Report is submitted for the Period January 1, 1968 through October 31, 1968

I. Data on Expenditures from Grant Funds.

1. Amount of Grant Award.	24,952	4. Amount Expended During Report Period.	18,200
2. Total Advances Received to End of Report Period.	18,200	5. Total Amount Expended to Date.	18,200
3. Amount Expended to Beginning of Report Period.	0	6. Unexpended Cash Balance at End of Report Period.	0

II. Summary Report and Budget Comparison.

Expenditure Items Grant Funds	Approved Budget	Expenditures During Period	Expenditures To Date
Personnel	\$ 5,508	\$ 1,240.00	\$ 1,240.00
Travel	1,452	45.50	45.50
Supplies, Communications, and Reproduction	1,500	422.50	422.50
Other:			
Equipment	\$16,492	\$16,492.00	\$16,492.00
Miscellaneous			
Indirect			
Totals—Grant Fund Expenditures	\$24,952	\$18,200.00	\$18,200.00
Totals—Grantee Contribution Expenditures	\$25,000	\$26,410.00	\$26,410.00

The above data is correct, based on the grantee's official accounting records consistently applied, and expenditures shown have been made for the purposes of and in accordance with applicable grant conditions.

Signature

Executive Director
Title

BREAKDOWN OF STATE OF ILLINOIS MATCHING FUNDS

Committee Members Salary Five persons, one day/month	\$10,000
Executive Director, one day/week	4,400
Estimated Salary of Attendees at Workshops 70 persons @ one day	4,500
Jail Survey Four persons from State Parole and Pardon Board as Survey Team, 45 man/days	1,125
Travel and per diem	1,046
Data processing	2,200
Chicago office rental, \$140/month, 15 months	2,100
Furnishings	1,039
Total	\$26,410

END