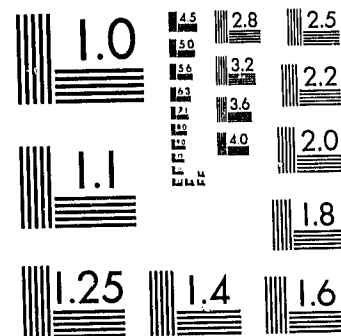


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**1980**

**A REPORT TO THE  
ILLINOIS GENERAL ASSEMBLY**

**BY THE  
ILLINOIS LEGISLATIVE INVESTIGATING COMMISSION**

300 West Washington Street, Chicago, Illinois 60606  
Telephone (312) 793-2606

February, 1981  
Printed by the Authority of the State of Illinois  
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ANNUAL REPORT

1980

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TO: HONORABLE MEMBERS OF THE GENERAL ASSEMBLY

Our 1980 Annual Report is submitted pursuant to Section 7 of the Illinois Legislative Investigating Commission Act. This is a detailed report of our investigations, both completed and pending, recommendations for legislation, recommendations for administrative action, a list of the Commissioners and employees, and an account of all monies received and disbursed in calendar year 1980.

During 1980, the Commission issued reports on six investigations. Our appropriation from the General Assembly for fiscal year 1980 was \$596,900. Our appropriation for fiscal year 1981 is \$703,500. During the calendar year our disbursements totalled \$580,591.91.

The Commission is gratified by the General Assembly's faith in our capability to undertake the wide range of investigations we have been assigned. We welcome the opportunity to continue to serve you and offer our assistance in developing resolutions for any investigation that might be assigned to our Commission.

We stand ready to assist any legislator interested in sponsoring the Commission's legislative recommendations which are found in our final reports.

Respectfully submitted,

Co-Chairman:  
*Sen. James C. Taylor*

Senate Members:  
*Karl Berning  
Prescott E. Bloom  
Jeremiah E. Joyce  
James "Pate" Philip  
Frank D. Savickas  
W. Timothy Simms*

House Members:  
*Jane M. Barnes  
Aaron Jaffe  
Ted E. Leverenz  
Peter P. Peters*

Executive Director:  
*Ronald Ewert*

## Chapter 1

### OVERVIEW

#### A. History

The Illinois Legislative Investigating Commission (ILIC) is the investigative arm of the Illinois General Assembly. Its predecessor was the Illinois Crime Investigating Commission, created by an Act of the 73rd General Assembly on July 1, 1963. The Crime Commission originally had two specific powers: to investigate organized crime, and to investigate official misconduct.

In its early years, as the Crime Investigating Commission, the focus was primarily on organized crime. During this period, the Commission investigated such problems as arson, criminal usury, gambling, narcotics and dangerous drugs, and vending racketeering.

The Illinois Legislative Investigating Commission's enabling statute was enacted by the General Assembly on July 23, 1971. The new act contained several changes, including (1) a change of name to the Illinois Legislative Investigating Commission, (2) the removal of four public members to make the composition six Senators and six Representatives, and (3) a broadening of the investigative subject matter to include any matter upon which the General Assembly may legislate, including organized crime and official misconduct. The enabling legislation, as amended, and the Rules of Procedure are contained in this report (See Chapters 6 and 7, respectively).

The General Assembly created this Commission with the intent to provide its members with facilities, equipment, authority and technical staff to conduct investigations, including public hearings, on any matter of legislative concern.

Since 1971, with our expanded responsibilities, the Commission has undertaken 61 separate investigations for the General Assembly. A sampling of the diverse problems we have studied are nursing homes, natural gas-utility rates, arsons, Ku Klux Klan, and currency exchanges.

#### B. Membership

The Commission itself is a singularly legislative agency. It is composed of six members of the Illinois

Senate and six members of the Illinois House of Representatives. The members are appointed by the majority and minority leadership of each body. Such a composition assures the bipartisanship of this Commission.

Representative James C. Taylor (D-Chicago) served as Commission Co-Chairman and Representative Jane M. Barnes (R-Oak Lawn) as Commission Secretary throughout calendar year 1980.

Senators Karl Berning (R-Deerfield), Prescott E. Bloom (R-Peoria), Jeremiah E. Joyce (D-Chicago), James "Pate" Philip (R-Lombard), and Frank D. Savickas (D-Chicago) served throughout the calendar year 1980. Senator Samuel C. Maragos (D-Chicago) resigned from the General Assembly on December 3, 1980.

Representatives Clarence A. Darrow (D-Rock Island), Aaron Jaffe (D-Skokie), Peter P. Peters (R-Chicago) and W. Timothy Simms (R-Rockford) served through the calendar year 1980. W. Timothy Simms was elected to the Illinois Senate, effective January 1, 1981.

Charles Siragusa was appointed Executive Director when the Commission--then called the Illinois Crime Investigating Commission--was first established in 1963. He resigned in February, 1976, after 13 years of distinguished service, and remains an unsalaried consultant to the Commission.

Upon Siragusa's resignation, Ronald Ewert was appointed Acting Executive Director, and has served in that position for five years. He is responsible for the general supervision of all investigations, the Commission staff and all proceedings of the Commission.

As of December 31, 1980, there were 21 salaried employees of the Commission. These individuals are listed in Chapter 5.

#### C. Powers

The powers and responsibilities of this Commission are established in the Illinois Legislative Investigating Commission Act (see Chapter 5). Sections 10 through 15 of the Act set forth the jurisdictional powers relative to the investigation of any allegation which, if proved, would constitute a breach of public trust, a conflict of interest, a crime, a defect or omission from the laws of Illinois, or malfeasance, misfeasance, or nonfeasance within the State.

The Commission has the power to: (1) demand and receive assistance from all State public officials and employees pursuant to our official investigations and to request the cooperation of standing or special committees of the Congress of the United States or of the General Assembly of this or any other state; (2) conduct public or private hearings; (3) subpoena witnesses, administer oaths, examine witnesses, and receive evidence; (4) petition the courts to compel attendance of witnesses and to compel witnesses to testify; (5) request the courts to grant immunity from prosecution in the event a witness declines to answer upon the grounds that his testimony will be self-incriminatory; and (6) to issue such reports and recommendations as may be indicated, to the Illinois General Assembly, the Governor, and other public officials.

#### D. Investigative Authority

Investigations are commenced by this Commission pursuant to resolutions received from either house of the General Assembly, or by the Commission's specific resolution when the General Assembly is not in session.

These various alternatives were established in order to provide investigative assistance to the many legislative committees of both houses which do not have adequate investigative and research staffs to accomplish their objectives.

#### E. Investigative and Annual Reports

Section 7 of the Illinois Legislative Investigating Commission Act requires the Commission to submit a report to the General Assembly and to the Governor every two years detailing all completed investigations, the conclusions drawn therefrom, recommendations for legislation and administrative action, the names, salaries and duties of all officers, and an account of all monies received and disbursed. By a 1971 policy decision, the Commission has since submitted annual reports.

In addition to the annual report, however, the Commission issues reports on each investigation it undertakes. These reports are issued to each member of the General Assembly, to the Governor, and to the Illinois members of the United States Senate and House of Representatives.

These investigative reports are also disseminated to the Secretary of State and to other departments, commissions, and agencies of the legislative, executive and



judicial branches of State government, as well as to state's attorneys, sheriffs and police departments, and the news media.

The Commission honors requests for these special investigative reports from public and school libraries, trade associations, and organizations and citizens throughout the country. A total of 1,501 persons and organizations are now on our permanent mailing list.

During the 1980 calendar year the Commission published our Annual Report of 1979 and six special investigative reports:

1. Self Service Gasoline Marketing Practices in Illinois, pursuant to House Resolution 150, published January, 1980.
2. Cook County Health & Hospitals Governing Commission, (Final Report), pursuant to House Resolution 1053, published May, 1980.
3. Illinois Nursing Homes, pursuant to House Resolution 115, published July, 1980.
4. The Burlington Northern & St. Louis-San Francisco Railway Merger, pursuant to House Resolution 974, published July, 1980.
5. Sexual Exploitation of Children, pursuant to House Resolution 41, published August, 1980.
6. Child Molestation: The Criminal Justice System, pursuant to House Resolution 138, published October, 1980.

## Chapter 2

### ISSUED INVESTIGATIVE REPORTS

#### A. Self Service Gasoline Marketing Practices in Illinois

House Resolution 150 directed the Commission to investigate the impact of self service gasoline sales in Illinois. It is apparent from reading the resolution that it was written before self service was permitted in Illinois, since the preamble refers to the prohibition of self-service in the state and the possibility of its introduction in the future.

After self service was permitted in Illinois in May, 1977, House Resolution 150 first appeared inapplicable; however, sponsors of the resolution told our investigators that they were interested in an evaluation of the state's experience with self service to date--how it had affected the consumers, the franchised dealers, and the major oil companies.

The question of self service sales in Illinois had previously been researched by the Illinois Legislative Council in a report to the General Assembly in December, 1976. Their study was based on other states' experiences with self service, concentrating on the economic impact and safety issues. The Commission was asked to go beyond that report and update the findings.

We learned that self service is gaining acceptance in Illinois and nationwide; all predictions indicate that it will become increasingly popular to the consumer as gasoline prices continue to soar above a dollar per gallon.

Presently, throughout the state, consumers have a choice of where to shop for gasoline. They may choose between full service, split service, or self service, depending on how much they are willing to pay for gasoline and what services they require. But there are foreseeable problems if self service replaces all full service stations: Where would motorists go to have their cars routinely serviced, and where could handicapped or elderly persons go for service?

These are not problems now, but could be. Therefore, the Commission suggested that each municipality with home rule powers follow the situation closely. When the municipality foresees a shortage of full service stations, and it appears that the market won't or can't take care of itself, it should exercise its home rule powers to limit self service sales.

We found that consumers have other options of where to have their cars serviced: the department store chains, independent mechanics, and specialty shops such as Midas Muffler or Amco Transmission.

As for franchised dealers, we reported that many feel they are trapped, making low profits because of federal price controls and competition from large pumper stations. A Chicago franchised dealer has an additional handicap over neighboring dealers; i.e., the City ordinance which requires a service station to offer at least one full service island, along with self service islands. There cannot be less than a five percent price differential between the two services.

Finally, we considered self service gasoline sales from the major oil companies' point of view. They favor self service because it reduces overhead, increases gas volume, and accounts for increased profits. Self service has its advantages and disadvantages to the consumer franchised dealer and oil companies, but it is a reality that this state and perhaps the nation must live with. Our report concluded that the General Assembly should not intercede by legislative action at that time.

#### B. Cook County Health and Hospitals Governing Commission

In May of 1980 the final report on the Cook County Health and Hospitals Governing Commission was issued. This investigation, mandated by House Resolution 1053, concerned all of the facilities for which the Governing Commission was responsible, but centered on the largest, Cook County Hospital. Over the years a maze of financial crises, real and rumored reductions in service, and threats of closing had developed. House Resolution 1053 mandated an inquiry into the causes and ramifications of the most recent fiscal crisis. It asked us to look at the relationship of the Governing Commission to the Cook County Board of Commissioners, which approved the Governing Commission's total yearly budget and levied taxes to supplement Governing Commission revenues.

Two basic determinants of the entire direction and scope of this investigation were our early findings that (1) public general hospitals are needed in large urban areas such as the Chicago metropolitan area and (2) a new Cook County Hospital is needed. These findings led to site visits by ILIC investigators to six metropolitan areas, where they examined the types of problems being faced by large urban public hospitals and the metropolitan public health care systems of which they are a part. Investigators reviewed the results of the closures of other public hospitals and the

types of approaches which were successful in the continued operation of large urban public hospitals like Cook County Hospital.

The final report had been preceded by an interim report on the Governing Commission in June of 1979, when early data revealed that disaster was imminent. A short-range solution was imperative. At the time of the interim report it was also clear that the pattern of frequently recurring crises could only be corrected by the development of a long-range plan. This report prompted discussion at two public hearings in late 1979, which were arranged by Co-Chairman James C. Taylor. It also proved useful in the continuing process of gathering data. By early 1980, we had completed well over 200 interviews and reviewed over 100 documents.

Findings included negative effects of service cutbacks on patient care. In addition, personnel layoffs, wage freezes, and salary cuts had crippled various hospital departments in their efforts to continue providing a high level of patient care. Even when negative expectations did not materialize, the rumors and threats on which these expectations were based seriously undermined the morale of employees and patients. In this area the only positive factor was the continuing dedication of the medical staff at Governing Commission facilities in the midst of multiple operational problems.

We found that mismanagement by the Governing Commission was the major source of many of the facilities' financial problems. However, we found that the Illinois Department of Public Aid was also a major cause of the development of financial crises. In recent years, DPA had failed to provide the Governing Commission with adequate and timely reimbursements for services to patients eligible for medical assistance. Inflation, of course, was a factor in the Governing Commission's financial problems--but this was a factor across the nation.

Our finding regarding the Cook County Board of Commissioners was that it had remained steady in providing a reasonable level of support to the Governing Commission--even in the absence of adequate, timely, or even understandable budget information. The 1979 Illinois Supreme Court decision in County of Cook v. Ayala, 76 Ill. 2d 219, established that the Governing Commission had not maintained a legal relationship with the County Board when the Commission exceeded its statutory spending power. The problems which led to this case resulted in an increasingly strained relationship between the County Board and the Governing Commission.

We discovered a fundamental defect in the Governing Commission's enabling legislation. Though it gave the County Board a high level of public accountability, it limited the Board's authority to control the bottom-line total of the Governing Commission's annual budget and gave it virtually no control over health service delivery. Conversely, the Governing Commission had no accountability, although it had control of all items within its budget and could determine the types of health care services provided in Cook County.

We found a strong need for Oak Forest Hospital--a facility for the chronically diseased--as well as for a more organized development of community health centers throughout the county.

In our final report we recommended the construction of a new Cook County Hospital and the development of additional community health centers in strategic locations throughout Cook County. In our interim report we had recommended that the Governing Commission be dissolved. This was effected by law in December of 1979. Thus in our final report we were able to make further recommendations concerning the management of these county public health and hospital facilities. Proposed legislation included in our final report would transfer control of these facilities to the University of Illinois Board of Trustees, with management provided by a five-member hospital management consortium. We proposed that continuing advice should come from a nine-member Advisory Board consisting of representatives of the hospitals' Executive Medical Staffs, and health care consumers. We also recommended that the financial stability of county public health care facilities and programs be insured through more realistic Illinois Department of Public Aid assistance levels, and that processing be carried out more efficiently.

#### C. Illinois Nursing Homes

House Resolution 115 asked this Commission to investigate incidents of abuse and neglect in those Illinois nursing homes which care for state-supported residents. We have published two other reports about nursing homes: Seven Patient Deaths at Illinois Extended Care Center (1975) and Lake County Nursing Homes (1977). These reports, however, pertained to specific situations, where we uncovered examples of extreme physical abuse and neglect.

In the 1980 Illinois Nursing Homes report, we provided an overview of the general condition of life in long-term care facilities. In a fictional account of one day in a

mediocre nursing home, we demonstrated that many homes manage to avoid official sanctions while still allowing residents to be subjected to discomforts, missed medications, and insensitivity on the part of nurses and aides. These so-called "minor" details often add up to misery for the residents. Additionally, a surprisingly large percentage of homes mismanage the residents' personal funds to some degree.

We discovered that many problems within nursing homes continue as a result of inefficiency and mismanagement on the part of the state's regulatory agencies. We explored the Department of Public Health's procrastination in its monitoring of a convalescent home in Robbins, and examined the questionable creation in 1976 of a temporary Nursing Home Reimbursement Board by the Department of Public Aid.

Our report was written after the Illinois Nursing Home Care Reform Act of 1979, which provided the impetus for many necessary changes, both in nursing homes and regulatory agencies. Nevertheless, we warned that state regulatory agencies must increase their coordination, commitment, and communication for the new Act to have full effect.

One recommendation made in our report was that the annual Directory of Nursing Homes required by the new Act be conceived as a general public information handbook. We recommended that the Department of Public Health embark on a campaign of public awareness to the new Act, and that all pertinent state agencies encourage public participation and input. We urged DPH to exercise its authority, to act upon the information about recalcitrant homes which it possesses.

We encouraged the State of Illinois to back up programs which provide alternatives to nursing home care, for those residents who require less than 24-hour nursing supervision. Our belief was that the state should license and fund separate facilities to provide for the special needs of mentally handicapped citizens.

As in our two previous reports, we strongly recommended the replacement of the point-count system of nursing home reimbursement used by the Department of Public Aid, since this system indirectly causes patient abuse. In the event that DPA might refuse to throw out this system, however, we recommended that the responsibility for determining point counts should be transferred to the more qualified health care professionals of the Department of Public Health.



Since the issuance of our report, the Illinois Department of Public Health has responded positively, working toward the implementation of several of the Commission's recommendations.

D. The Burlington Northern & St. Louis-San Francisco Railway Merger

House Resolution 974 asked us to consider the potential impact on the state of a proposed merger between the Burlington Northern Railroad and the St. Louis-San Francisco Railway (BN-Frisco merger). We received this investigation six months after the applicants had filed their request with the Interstate Commerce Commission. This resolution was sponsored by Lawrence "Laz" Murphy and was supported by several Illinois railroad labor interests and railroad carriers that opposed the merger. These labor interests and railroad carriers were afraid that the state, which had been asked to comment on the proposed merger, would support it without adequate consideration of the protestants' positions.

By the time we received this investigation, it was too late for us to consider participating in the ICC's hearing process actively. Instead, we concentrated our energies on trying to understand the arguments of the applicants and the protestants, and in considering what the State of Illinois could or should do. We were especially concerned with the involvement of the Illinois Department of Transportation.

Immediately after this report was written, the Commission learned that the Interstate Commerce Commission had approved the BN-Frisco merger. Despite our focus on the BN-Frisco merger, the conclusions and recommendations in the report remained valid in that they dealt with the state's treatment of future merger applications in general.

In spite of the applicants' predictions, we judged that there might be some loss of jobs as an indirect result of the merger. Some of the marginal carriers could be forced to cut back their operations in order to compete with the newly merged company, and this might mean a loss of jobs.

Both the applicants and the protestants agreed that this merger would divert freight revenue from a number of midwestern railroads. Each side had its own set of figures and, quite naturally, the protestants' figures were considerably higher. Although even the higher figures reflected a very small percentage of each carrier's total freight revenue, the Commission concluded that any reduction of

revenue could have a severe impact on some of the financially weak carriers.

Perhaps the most important impact of the merger is the precedent it sets. It may set in motion a scramble for merger partners and realignments involving key carriers in Illinois, with the Illinois Central Gulf and Chicago and North Western as likely candidates.

With regard to the merger's potential economic impact, our Commission supported the finding of the Department of Transportation, contained in IDOT's opposing brief to the ICC. IDOT argued that the diversion of revenue and traffic from weaker carriers who are now providing service throughout the state will be detrimental to the overall financial and service capabilities of these carriers. This diversion will make these carriers less able to serve shippers and communities adequately.

The Legislative Investigating Commission had supported the state's initial opposition to this merger, but our report was critical of the state's role in railway issues. In the course of our investigation, we found that the Illinois Department of Transportation did a decent job of weighing the issues, seeking expert advice in formulating its position.

However, in our review of state agencies that are involved in railroad matters, we found duplication of effort, overlap of jurisdiction, confusion and, in some instances, inaction. The Commission concluded that Illinois would be confronted with a number of railroad rationalization moves in the future: mergers, track abandonments, consolidations and bankruptcies. We pointed out that the state is ill-equipped to handle these matters professionally and expeditiously. More importantly, we said that the state must consider the interests of shippers and communities, just as it considers labor and other carriers, and negotiate on their behalf if necessary.

Our report recommended that the Illinois Department of Transportation should be the agency to analyze and review future merger applications and other railroad consolidation efforts. We recommended that IDOT be given full responsibility for policy development, planning, and review of railroad matters. We recommended that IDOT immediately work on the development of a statewide railroad consolidation policy, determining which lines are essential for providing service throughout the state in the future.

Finally, we recommended that IDOT carefully consider the recommendations found in the three volume Midwest Rail Service Study prepared by the Iowa Department of Transportation. This document urges states to take an active role in railroad consolidation and includes a manual which tells states how to estimate the impact of mergers and other restructurings on labor, communities, and other carriers.

In November, four months after we released our report, the U.S. Supreme Court approved the BN-Frisco merger. The court turned down a request from the Missouri-Kansas-Texas Railroad that the merger be postponed until a formal challenge could be put forth.

#### E. Sexual Exploitation of Children

House Resolution 41 directed this Commission to determine the truth to certain allegations about the sexual exploitation and abuse of children and to investigate the broad area of sexual exploitation.

Our three-year investigation discovered that reports of sexual abuse have increased and that grave harm can be caused to a child involved in child pornography or child prostitution. But we also were able to determine that there is no evidence to substantiate the allegation (quoted by HR 41) that 300,000 or more children ever have been involved in these exploitative activities; that very few parents ever have offered their children to pornographers as models, though it has happened and could happen again; that Chicago not only was not a transfer point for the sexual exploitation of children, but that there never was a nationwide movement of children for sexual purposes; and finally, that organized crime is not involved in child prostitution and never was. Organized crime was involved only with distribution of child pornography along with adult pornography, and after the passage of federal and state laws outlawing child pornography, organized crime syndicates refused to handle the material.

Our report presented an analysis of the loose-knit underground network of child molesters who create and produce most child pornography in this country. Because of a paucity of even homemade child pornography, these individuals rely upon shipments from overseas. These shipments have been severely affected by U.S. Customs identifications and seizures in the past year.

Our undercover probes into the gray world of the child molesters revealed that they are not, outwardly, the sinister types that so many of us envision. Instead, they are likely

to be ministers, teachers, counselors, Boy Scout leaders, or professional persons. They depend upon contact with young children and relationships with other child molesters. They create child pornography for their own use and for the use of small circles of friends.

Our undercover probes failed to turn up any appreciable number of juvenile prostitutes. We found that runaway children may become involved in prostitution in order to survive, and that in rare cases children have been enticed into prostitution operations by pimps. But most children involved in prostitution are there because they want to be.

The report explained the required obscenity test for any material accused of being child pornography, and analyzed federal and state statutes enacted in 1977 and 1978 to ban child pornography. We concluded that the Illinois law is effective, if under-utilized.

Our conclusions spanned a broad area of concern, touching upon issues developed only as our investigation grew over the years. The Commission did not offer any firm recommendations with this report. Final recommendations concerning the sexual exploitation of children will be contained in the Commission's final report on child abuse, The Child Victim: Child Abuse in the Family and Society.

The report on sexual exploitation was released at a press conference on October 7, 1980, together with our report on child molestation. Material contained in both reports led to public hearings held by the Commission on October 9 and 10, 1980, in Chicago. Among the witnesses were former juvenile prostitutes, representatives of the Chicago Police Department and the Illinois Department of Law Enforcement, a Criminal Court judge, a Lake County assistant state's attorney, a psychologist who has studied extensively the problems of child molestation and other child sexual abuse, a Juvenile Court probation officer, social workers from Children's Memorial Hospital, a representative of the Illinois Gay Rights Task Force, and the parents of several of the victims described in our child molestation report.

These hearings are helping us to continue our investigation of child abuse. The Commission plans to hold further public hearings in 1981 in order to develop specific recommendations for our final report.

Since the publication of the Sexual Exploitation report, two of the individuals involved in sexual child abuse whom the Commission contacted have been convicted and sentenced.

In McHenry County, John R. Spargo was convicted of a violation of the Illinois Child Pornography statute, receiving a sentence of two years' probation and a fine of \$1,000.

In DuPage County, John P. Mikalauskas was convicted of taking indecent liberties with a child. On November 7, 1980, he was sentenced to four years' probation by Judge John Teschner. Conditions of the probation include psychiatric and vocational counseling and non-association with the victims of his crimes.

Finally, since the release of the Sexual Exploitation report, we have learned that the Chicago Police Department, as of November, 1980, has begun using our report as a training guide and investigative aid to a new class of in-service youth officers at the Timothy J. O'Connor Police Training Academy.

#### F. Child Molestation: The Criminal Justice System

House Resolution 138 directed the Commission to determine the extent of child molestation in Illinois. The resolution referred to the reported increase in cases of child molestation, the responsibility the state must assume to protect children from acts of child molestation, and the possibility that Illinois law is not adequate to address child molestation crimes.

Our investigation determined that although reports of child molestation have increased, there are no reliable statistics to indicate whether actual incidents of child molestation have increased.

The report reveals that first-time offenders pose just as great a threat to children in Illinois as do repeat offenders. We reported that many offenders remain undetected or uncharged for long periods of time. When offenders are charged, they may be charged with a crime that is not, on its face, apparently a child sex crime (such as disorderly conduct).

While not perfect, Illinois law is adequate to deal with child molestation. Discretion may affect any case of child molestation; the laws themselves are not inadequate to resolve these cases. The courts have not been unwilling to mete out proper punishments for child molesters; they have had to take into account many different factors in each case.

Our investigation took into consideration not only Illinois law and sentencing, but also rehabilitation of child sex offenders and alternatives to conviction. We studied cases in which repeat offenders were given long terms of incarceration. We examined the issue of mandatory sentencing and found that present law provides for its use.

Our report maintained that a major problem in the prosecution of a child molestation case turns on the use of the child victim as a witness. Judges in Illinois make varying individual determinations concerning the competency of a child witness. Prosecutors also make determinations about the strengths of a case based upon the competency and credibility of a child's testimony. Finally, even the police become involved in deciding whether a child is credible in what he or she says has occurred, thus affecting the initial charge placed against a suspected offender.

We decided that present programs to treat sex offenders are inadequate. Furthermore, child victims of a sex crime and their parents are often unable to utilize counseling that may be needed to alleviate a child's anxiety following a molestation incident.

The Commission public hearings of October 9 and 10, 1980, confirmed what we found during the course of our child molestation investigation. Witnesses included the parents of victims, who testified in detail about the effects of molestation on their own children. We also received testimony from the Administrator of the Menard Psychiatric Center, which is the only sex offender treatment program in the state that is part of the correctional system.

Other witnesses included hospital social workers, who come in direct contact with the victim and the parents of the victim; law enforcement officials; an assistant state's attorney who had handled one of the cases detailed in our report; and a judge of the circuit court, who had heard child molestation cases and was in a position to comment on them.

Testimony from these hearings and from hearings the Commission anticipates holding in 1981 will help determine the recommendations for the Commission's final report on child abuse.

### Chapter 3

#### PENDING INVESTIGATIONS

##### A. Museums

The Museums investigation was mandated by House Resolution 1026, adopted November 30, 1976. The resolution asks the Commission to investigate the status of "certain activities of museums, and especially the George F. Harding Museum of Chicago, with particular concern for the duties of trustees to be accountable to the public and the propriety of selling museum works...."

The resolution refers to specifics concerning the case of the Harding Museum, including disposal of works of art without prior public notice. The activities of the Harding Museum are presently in litigation. Except for further work relative to the Harding case, our field investigation is complete; we are awaiting the disposition of the Harding litigation.

##### B. Hazardous Landfills

An investigation into specific allegations concerning hazardous landfills in Illinois was mandated by Senate Resolution 119, adopted on June 24, 1977. Specific charges were that polychlorinated biphenyls (PCBs) were being landfilled in Illinois and that the presence of these and other toxic chemicals and wastes could pose serious threats to state citizens.

The resolution asks us to identify the number and nature of such landfills, as well as to determine the nature of specific wastes being dumped. Further, we have looked into registration of out-of-state companies, insurance for landfill owners, interstate and intrastate transportation of wastes, the functions and efficacy of the Illinois Environmental Protection Agency, and other related concerns.

Our investigation was virtually completed by January of last year, but the production of six other Commission reports intervened. The Landfills report will be issued in 1981.

##### C. Redlining--Homeowners' Insurance

Senate Resolution 283, adopted on April 25, 1978, asks the Commission "to conduct an investigation and study of the policies, practices and patterns of Illinois insurance carriers relative to their providing homeowners' insurance

for property located within older neighborhoods and geographical areas in the Chicago area....," among several other specific areas of investigation and study. The investigation has been prompted by refusals of homeowners' insurance to individuals seeking to renovate older homes in specific areas of Chicago. It had been alleged that the only reason insurance was denied was due to geographical area, a violation of state law.

The resolution also requests the Commission to conduct several feasibility studies into insurance requirements, insurance risks, and the right to review by the Department of Insurance in cases of alleged discrimination. Finally, the resolution requests the Commission to "formulate proposals for more effective penalties and methods of enforcement under present State law...."

This investigation has been completed and our final report has been written. It will be issued early in 1981.

D. The Child Victim: Child Abuse in the Family and Society

House Resolution 776, adopted on April 26, 1978, asks the Commission to address the following two major areas: 1) the activities, records, and responsibilities of all agencies that deal with the child abuse problem and 2) "the administrative and legal requirements for developing a coordinated effort to detect, report, and reduce the incidence of child abuse" in Illinois.

In mandating this investigation, the sponsors were particularly sensitive to the alarming increase in child deaths due to abuse in the state, and to the debate over what actually constitutes child abuse in criminal proceedings. Further, reporting mechanisms of various agencies, departments, and offices concerned with child abuse vary so much as to be almost unusable. Finally, the Department of Children and Family Services was singled out for allegedly mishandling cases of child abuse.

Our investigation will not be completed until April or May, 1981. At that time, the Commission plans to hold public hearings into the entire question of child abuse--including the sexual commercialization and exploitation of children and sexual molestation of children, the subjects of two separate investigations and reports briefly described in Chapter 2.

We intend to issue a final report this year that will address the specifics of HR 776, but which will also address the related concerns of HR 41 and HR 138. By looking at these problems as a whole instead of as disjointed, fragmented issues, we expect to be able to develop workable and comprehensive recommendations for the General Assembly.

E. Residential Schools

Senate Resolution 366, adopted May 21, 1980, asks that this Commission investigate the effectiveness of the state's regulation of residential schools for the mentally and physically handicapped. There are three issues central to this investigation: 1) the adequacy of state reimbursement to these schools; 2) the degree of coordination among federal, state, and local agencies in avoiding unnecessary regulatory complexity and conflicts; and 3) the adequacy of administrative procedures designed to guard against unequal treatment of private child care agencies by the various governmental agencies. Our investigation is presently in its preliminary stages.



#### Chapter 4

##### RELATED MATTERS

A. Metropolitan Area Housing Alliance, et al., v.  
Philip Rock, et al. (No. 76 C 3605)

1980 marked the end of the litigation surrounding the Real Estate Testers investigation authorized by House Resolution 651 and 703, adopted in March and May of 1976. Several community groups, including the Metropolitan Area Housing Alliance, Northwest Community Organization, and Southwest Community Congress, brought suit in the United States District Court for the Northern District of Illinois. They charged, among other things, that HR 651 and the resulting investigation infringed upon their freedoms of association and speech, as well as violating due process, privacy, and their right to counsel.

Motions for Summary Judgment were filed by both sides to the action in late 1979, and the Honorable George N. Leighton heard oral argument on the various issues on January 25, 1980. On June 17, 1980, Judge Leighton issued a memorandum order which granted our Motion for Summary Judgment, dismissed the Plaintiff-community groups' Motion, and dismissed the case in its entirety.

The court found that Plaintiffs had, in bringing this action, underestimated the breadth and importance of the legislative power to investigate and overestimated the scope of their rights under the federal constitution. So long as a legislative commission is involved in legitimate investigatory activities to facilitate legislation, the court would uphold its right to do so, even when such inquiry might involve gathering information on criminal activity.

The court did not find Resolution 651 vague or overbroad, nor did it see it as a Bill of Attainder (as Plaintiffs had contended). At best, the court viewed the resolution as posing some threat of a chilling effect on Plaintiffs' First Amendment activities, but that effect was outweighed by the Illinois Legislature's right to be informed. The court also did not agree with Plaintiffs' arguments that their due process rights were being violated. Given the wording of the resolution, the history of Commission investigations, and the court's interpretation of the resolution's mandate, the court found that no special due process consideration was required in the investigation or the ensuing report.

This decision is one of a long series of court opinions which recognize the importance of the legislative investigatory process. It can also be viewed as a judicial sanction of the adequacy of our rules and procedures, as well as of the manner in which we conduct our investigations.

#### B. Arsons

The Commission released a report entitled Arsons in May, 1978. Among other things, the report addressed the following problems:

- 1) There is a need to prevent arsons by eliminating the profit motive rather than simply concentrating on the prosecution of offenders.
- 2) The Illinois FAIR Plan writes insurance without enough prior investigation. The FAIR Plan's policy of reimbursing the owner of a burned building for actual cash value rather than market value is all too helpful to arsonists.
- 3) Building owners often hide behind secret land trusts when they wish to engage in arson for profit.
- 4) A licensing system should be established for Public Adjusters--those persons who negotiate with an insurance company for a fire loss settlement on behalf of an insured, and receive a percentage of the settlement as a fee.
- 5) Chicago needs a trained arson unit with the combined expertise of both firefighters and police.

In the summer of 1978, our Executive Director and Chief Investigator outlined all of the above concerns before a Senate Subcommittee in Washington, D.C.

Our Chief Investigator testified before a Committee of the Chicago City Council on June 3, 1980, in order to outline the findings and recommendations of our 1978 Arsons report. The provisions of the ordinance being considered by the Council Committee closely paralleled the suggestions we had made in our report two years before.

On September 3, 1980, Governor James Thompson signed seven anti-arson bills into law which addressed problems within the FAIR Plan system, the existence of secret land trusts, and the reporting of arsons to the Fire Marshal by individual fire departments.

#### C. Currency Exchanges

During 1977, the Commission conducted a two-month investigation into the operation and regulation of currency exchanges in Illinois. In March, 1977, we issued our final report, which was highly critical of the Illinois Department of Financial Institutions (DFI), the agency responsible for regulating currency exchanges. We also reported on numerous questionable contributions made by various officers of the Community Currency Exchange Association to the political campaigns of several state officials.

We did not reveal in that report, however, that our investigators had developed evidence of criminal wrongdoing on the part of several currency exchange owners and A.T. Tsoumas, former director of DFI. All of the information we collected during our probe was turned over to a federal grand jury that was conducting a parallel investigation.

In April, 1979, the grand jury handed down indictments against 17 currency exchange owners and DFI officers on charges of bribery, mail fraud, conspiracy, and racketeering, in connection with a secret \$100,000 slush fund. One of the 17 was Irving L. Gottlieb, former president of the Community Currency Exchange Association of Illinois. On April 18, 1980, just before he was expected to go to trial, Gottlieb pled guilty to two counts of mail fraud, with an agreement that he would serve no more than 15 months in prison. Seven other exchange owners and association officers, as well as the association itself, pled guilty to other charges of mail fraud and failing to report campaign donations.

Assistant U.S. Attorney Larry C. Wiley told the court that, had Gottlieb gone to trial, there would have been proof that A.T. Tsoumas of DFI had wrung \$10,000 from Gottlieb to pay off some of former Governor Daniel Walker's campaign debts. However, it was not until July 24, 1980, that Tsoumas was indicted on charges of extortion, mail fraud, and wire fraud. The Legislative Investigating Commission was identified by the Department of Justice as having provided assistance which led to the indictment.

#### D. Fencing

From 1973 until 1975, the Commission carried on an investigation into fencing, infiltrating the fencing network by establishing an undercover operation of our own. We set an early example of an investigative tactic which is widely used around the country today.

During our investigation we unearthed information about some stolen securities, which we turned over to federal authorities in Chicago. Federal authorities in other parts of the country pursued a parallel case for several years, finally accumulating enough evidence to convict Marshall Caifano, a longtime Chicago mobster, of Interstate Transportation of Stolen Securities and Conspiracy to Possess and Transport Stolen Securities.

According to Robert J. Lehner, Special Attorney for the U.S. Department of Justice, Caifano's conviction was attained in part through the cooperation of our Commission. We provided data from our files that aided federal investigators, and we arranged for one of our previous informants to give corroborating testimony at Caifano's trial in the Federal Court of the Southern District of Florida.

On May 23, 1980, Caifano received two concurrent 20-year prison sentences. He is currently an inmate at the Federal Correctional Institute in Miami, Florida, and awaits appeal.

#### E. Race Track Messenger Services

Crime syndicate leader James Inendino was convicted on February 11, 1980, of running a loan shark racket for the purpose of lending large amounts of money to patrons of a Chicago betting service. Inendino's guilty plea, along with those of three cohorts, was the result of an 18-month investigation by the Federal Bureau of Investigation. FBI agents raided the Lady Luck betting service (2901 West 59th Street) on May 20, 1978. This was one in a long series of raids carried out by the FBI in connection with betting centers.

Before 1977, police raids on the messenger services which relay bets to race tracks were rare. In March, 1977, the Illinois Legislative Investigating Commission issued a report, Race Track Messenger Services, in which we pointed out the quasi-legal nature of many such operations. We revealed that many so-called messenger service centers were actually bookmaking on the side, or even pocketing patrons'

bet money. The directory of over 380 Chicagoland race track messenger services that we printed in our report was by far the most comprehensive such list ever made public before that time. FBI agents used our list in making several raids afterwards.

When State's Attorney General William J. Scott appealed the legality of race track messenger services to the Illinois Supreme Court in early summer of 1978, he reported that our Commission had found "increasing evidence...that organized crime had infiltrated some of the messenger services, and that many of them were either booking the bets themselves or laying them off on syndicate-run wire rooms...." Eventually the main recommendation in our report was followed; that is, off-track messenger services were declared illegal.

#### F. The WIC Program in Illinois

In November of 1979, the Legislative Investigating Commission published a report on our investigation of the Women, Infants and Children (WIC) Program of Illinois. Our investigation determined that Charles Lockhart, director of an alleged computer firm, and Patricia Fitzgerald, former administrator of the WIC Program in Illinois, had improperly arranged for Lockhart to receive lucrative contracts on a no-bid basis.

We turned this information over to the Illinois Department of Law Enforcement, with whom we cooperated fully in the ensuing joint investigation. The Federal Bureau of Investigation later joined our efforts, drawing heavily on data contained in the Commission files.

Fitzgerald was subsequently indicted by an Illinois grand jury on two counts of official misconduct, and in September, 1980, a federal grand jury handed down a twenty-three count indictment against Lockhart. Fitzgerald was also named as a co-conspirator in the federal indictment. On December 12, 1980, Fitzgerald pled guilty to two counts of official misconduct in state court. She received a \$1,000 fine and two years' felony probation in exchange for an agreement to testify against Lockhart in federal court. Federal authorities said that information provided by this Commission, in part, had given rise to the indictment; indeed, a U.S. attorney quoted portions of our report in the indictment itself.

Michael Gremo, another subject of the Commission's WIC investigation, pled guilty to federal charges in September, 1980. He, too, will cooperate in the federal prosecution of Lockhart, whose trial was scheduled to begin on January 19th.

G. Cooperation with Other Governmental Agencies

Our Commission routinely assists local, state, and federal agencies through an exchange of information gathered during the course of our investigations. We also require the assistance of other agencies, particularly to develop investigative leads out of state in furtherance of the Commission's investigations in Illinois. All such requests for information during the past year have been handled by members of the Law Enforcement Intelligence Unit (LEIU).

Likewise, during the past year, the Commission extended reciprocal assistance to LEIU agencies in certain matters of mutual interest. The Commission's Executive Directors have been members of LEIU since 1963.

In September of 1980, our Chief Investigator was invited to present a paper on arsons to a meeting of LEIU representatives in Minneapolis. He described arson-for-profit and suggested ways of combatting the problem.

H. National Organization of Investigatory Commissions (NOIC)

Ronald Ewert, the Commission's Executive Director, and Nancy Sander, the Commission's Chief Counsel, have participated in a series of meetings which led to the establishment of the National Organization of Investigatory Commissions (NOIC). To date, a constitution and by-laws have been adopted, and the following states have participated in and become members of the organization: Hawaii, Illinois, New Jersey, New Mexico, New York, Pennsylvania, and West Virginia.

The purpose of NOIC is three-fold: 1) to share and exchange information and ideas concerning the operation of member organizations; 2) to develop standards among member organizations relative to investigatory work, hearings, reports, and other operational matters; and 3) to encourage the establishment, continuation, and improvement of such investigatory commissions in the future.

Chapter 5

PERSONNEL AND EXPENDITURES

The Commission receives no monies other than General Revenue Fund appropriations granted by the General Assembly.

A. Personnel

Following is a list of the Commission's present employees, including their names (excepting investigators, who may work undercover), titles, and salaries, as of December 31, 1980:

<u>NAME</u>	<u>TITLE</u>	<u>SALARY</u>
Ronald Ewert	Executive Director	\$40,125
Nancy Nowak Sander	Chief Investigator	28,050
	Chief Counsel	25,000
Randolph Johnston	Senior Investigator	23,500
John Jacob	Counsel	20,850
	Chief Writer	20,760
Corinne Levitz	Investigator	19,257
	Counsel	19,243
	Investigator	19,000
	Investigator	18,955
	Investigator	18,750
	Investigator	17,840
	Investigator	17,750
Dorothy Stephens	Investigator	16,950
	Associate Writer	16,778
Debra Torres	Investigator	16,585
	Administrative Assistant	15,400
Patricia Lauzon	Secretary	12,518
Maureen Robinson	Secretary	12,518
Cynthia Scott	Secretary	11,060
Barbara Greer	File Clerk	10,309

B. Expenditures

From January 1, 1980, through June 30, 1981, the Commission's expenditures were paid out of the 1980 fiscal year appropriation. That appropriation was \$596,900. Expenditures for the first six months of 1980, including those processed during the lapse period, were as follows:

Personal Services	\$178,870.82
Retirement	14,309.66
Social Security	10,964.77
Contractual	27,435.38
Travel	3,245.52
Commodities	1,068.95
Printing	46,897.07
Equipment	863.95
Telecommunications	5,139.02
Operation of Auto Equipment	8,124.10
Subtotal	\$296,919.24

From July 1, 1980, through December 31, 1980, the expenditures were paid out of the 1981 fiscal year appropriation of \$703,500. Expenditures for the second six months of 1980 were as follows:

Personal Services	\$196,536.80
Retirement	14,740.26
Social Security	11,375.82
Contractual	32,357.67
Travel	3,892.70
Commodities	2,445.96
Printing	8,501.83
Equipment	211.75
Telecommunications	3,238.49
Operation of Auto Equipment	10,371.39
Subtotal	\$283,672.67

Thus, for the 12-month period ending December 31, 1980, the Commission expended a total of \$580,591.91.

## Chapter 6

### ILLINOIS LEGISLATIVE INVESTIGATING COMMISSION ACT

Section 1. Legislative Intent.] It is the intent of the General Assembly to provide its members with facilities, equipment, authority, and technical staff to conduct investigations, including public hearings, on any matter upon which the General Assembly may legislate.

This Act, and the jurisdiction of the Commission created thereby, is not intended to be in derogation of the jurisdiction of any Grand Jury of any county in the State.

Section 2. Definitions.] As used in this Act:

(1) "Commission" means the Illinois Legislative Investigating Commission created by Section 3 of this Act.

(2) "Person" includes natural persons, public officials, partnerships and associations of persons and corporations.

(3) "Hearing" means a proceeding, whether public or private, held before the Commission or before a designated subcommittee of the Commission.

(4) "Investigation" means a proceeding held anywhere in this State before the Executive Director of the Commission, the Chief Investigator of the Commission or Commission Counsel, at which a person appears for the purpose of giving testimony or producing evidence voluntarily or in response to a subpoena.

(5) "Chairman" includes any co-chairman.

(6) "Commission Counsel" includes the Commission's Chief Counsel, any Associate or Assistant Counsel, or any designee of the Office of the Attorney General selected to represent the Commission.

Section 3. Creation of Commission - Appointment of Members - Terms - Vacancies - Chairmen - Rules.] There is created the Illinois Legislative Investigating Commission, consisting of six members of the Senate, three of whom shall be appointed by the President thereof and three of whom shall be appointed by the Senate Minority Leader; and six members of the House of Representatives, three of whom shall be



appointed by the Speaker thereof and three of whom shall be appointed by the House Minority Leader. The members shall be appointed within 30 days after the effective date of this Act and during the month of June of each odd numbered year thereafter, and shall serve until July 1 of the next succeeding odd numbered year and until their successors are appointed and qualified, except that General Assembly members shall serve until their respective successors are appointed or until termination of their legislative service, whichever first occurs. Vacancies shall be filled for the unexpired term in the same manner as original appointments. Appointments shall be in writing and filed with the Secretary of State as a public record. Members of the Commission shall serve without compensation but shall be reimbursed for necessary expenses incurred in the performance of their duties. The Commission shall organize, select a chairman and such other officers as it deems expedient from its membership and provide rules for the transaction of its proceedings.

Section 4. Executive Director - Other Employees.] The Commission shall appoint an Executive Director, who shall devote his full time to the exercise of general supervision of all investigations and proceedings by the Commission. The Executive Director shall receive a salary to be fixed by the Commission.

The Commission may appoint such other employees as it may from time to time find necessary for the proper performance of its duties, and may fix their compensation without regard to civil service laws.

Section 5. Payment of salaries and expenses - Vouchers.] The salaries of the Executive Director and other personnel, and the expenses of the Commission including necessary travel and subsistence expenses incurred by the Commissioners, Executive Director and other employees of the Commission shall be allowed and paid on the presentation of itemized vouchers therefor, approved by the Commission or by any Commissioner it designates for that purpose.

Section 6. Investigative expenses - Accounting procedures and records.] The Executive Director and other employees of the Commission may, when authorized by the Commission, expend such sums from a revolving trust fund, not to exceed \$3,000, as the Commission deems necessary for investigative expenses. The Commission shall maintain a system of accounting procedures and records as developed by the Auditor General to accurately reflect the disbursements

of the amounts spent. These accounting procedures and records will be submitted to the Auditor General annually for review, and subsequently the Auditor General will issue an opinion to the Audit Commission as to the reliability of such records.

Section 7. Reports to the General Assembly and the Governor.] The Commission shall, on or before February 1, 1972, and every two years thereafter, submit a detailed written report of all completed investigations, conclusions drawn therefrom, recommendations for legislation, recommendations for administrative action, the names, salaries and duties of all officers and employees in its employ, and an account of all monies received and disbursed, to the General Assembly and to the Governor. The Commission may omit the names of undercover investigators from its reports.

Section 8. Powers of Commission - Investigations.] The Commission shall only act, with respect to any investigation under the powers conferred upon it by this Act, pursuant to resolutions adopted by the Senate or House or as hereinafter provided in this Section. At any time when the General Assembly is not sitting, the Commission may act by a written resolution authorized by a three-fourths vote of the members appointed to the Commission and signed by both co-chairmen of the Commission. The subject matter of the Commission Resolutions shall be limited to matters which have not been considered by either House of the General Assembly. The Commission, by its own action, may, by subcommittee, or by its Executive Director, or by such agents or agencies as it may designate, conduct any inquiry reasonably related to the specific resolution adopted by either House of the General Assembly or to the Commission's own resolution. Inquiries conducted pursuant to authorization may be conducted within or without the State. A Commissioner participating in such an inquiry shall not be disqualified from subsequently participating in the hearings or reports of the Commission.

Section 9. Principal office of Commission.] The principal office of the Commission shall be in the City of Chicago but the Commission, individual Commissioners and the Executive Director may perform any of their duties, exercise any of their powers, or conduct meetings, examinations and hearings at any other place.

Section 10. Assistance to and from public officers and committees.] The Commission has power to extend assistance to and demand and receive assistance from all State

public officials and employees and may extend cooperation to and request the cooperation of Standing or Special Committees of the Congress of the United States of America, or of the General Assembly of this or any other state.

Section 11. Investigative powers.] The Commission has the power to investigate generally any allegation which if proved would constitute a breach of public trust, a conflict of interest, a crime, a defect or omission from the laws of this State, or malfeasance, misfeasance or nonfeasance within this State.

Section 12. Jurisdiction of Commission.] In each investigation the jurisdiction of the Commission will be established by the terms of the specific resolution adopted by either House of the General Assembly or the Commission itself. Nothing in this Act shall prevent a legislative member of any other State Commission from introducing a resolution in the General Assembly which concerns a matter arising from the activities of his own commission, but which cannot be adequately investigated by his own commission's staff.

Section 13. Hearings - Oaths - Witness' right to counsel - Television, film or broadcast - Opportunity to answer accusations.] The Commission has the power to conduct public or private hearings to accomplish the several purposes and exercise the powers of the Commission, and in that connection to designate a subcommittee of the Commission, to preside over such hearings. Any Commissioner, the Executive Director, or Commission Counsel may administer oaths and affirmations, examine witnesses and receive evidence. A witness at any public or private hearing shall have the right to have counsel present of his own choice, for the purpose of advising him of his constitutional rights. No hearing shall be televised, filmed or broadcast by radio; nor shall any mechanical, photographic or electronic record of the proceedings at any hearing be televised or screened, or broadcast by radio, except upon the written approval of the Commission.

A person accused of an irregularity at a public hearing, who desires to answer the accusation, shall be given the opportunity to do so at the earliest convenience of the Commission or the subcommittee holding the hearing, as the case may be, but not later than 90 days thereafter.

Section 14. Subpoenas.] The Commission may require by subpoena the attendance and testimony of witnesses and the production of documentary evidence relating to any matter under investigation or hearing. The Chairman or the

Executive Director may sign subpoenas which may be served by any Commissioner, the Executive Director, or any agent or public official authorized by the Commission, or by any person lawfully authorized to serve a subpoena under the laws of the State of Illinois. The attendance of witnesses, and the production of documentary evidence, may be required from any location in the State, at any designated place of hearing within the State, and before the Commission as a whole, before a duly constituted subcommittee of the Commission or before the Executive Director or the Chief Investigator of the Commission or the Commission Counsel. Witnesses summoned before the Commission, or a subcommittee of the Commission, the Executive Director, the Chief Investigator or the Commission Counsel shall be paid the same fees and mileage expenses that are paid in the Circuit Courts of the State and witnesses whose depositions are taken and the persons taking those depositions are each entitled to the same fees as are paid for like services in actions in the Circuit Courts of the State. Fees and mileage shall be paid when the witness is discharged from further attendance. In case of disobedience to a subpoena, the Commission may petition any Circuit Court of the State for an order requiring the attendance and testimony of witnesses or the production of documentary evidence or both. A copy of such petition shall be served by personal service or by registered or certified mail upon the person who has failed to obey that subpoena, and such person shall be advised in writing that a hearing upon the petition will be requested in a court room to be designated in that notice before such judge as may be hearing motions or extraordinary remedies at a specified time, on a specified date, not less than three nor more than five days after the deposit of the copy of the written notice and petition in the U.S. mails addressed to the person at his last known address or after the personal service of the copy of that notice and petition upon such person. The court, upon the filing of such a petition, may order the person refusing to obey the subpoena to appear at a designated place pursuant to any investigation or hearing, or to there produce documentary evidence, if so ordered, or to give evidence relating to the subject matter of that investigation or hearing. Any failure to obey such order of the Circuit Court may be punished by that court as a civil and/or criminal contempt upon itself.

Section 15. Refusal to testify or produce evidence - Self-incrimination - Compelling testimony and production of evidence.] In any examination by or hearing before the Commission, if a person refuses to answer a question or produce evidence of any other kind on the ground that he may be incriminated thereby, and if the Chairman or the Executive Director, in writing, requests a Circuit Court of the State to order that person to answer the question or produce the

evidence, the court shall so order unless it finds that to do so would be contrary to the public interest, and that person shall comply with the order. After complying, and if, but for this Section, he would have been privileged to withhold the answer given or the evidence produced by him, that person shall not be prosecuted for or on account of any transaction, matter or thing concerned which, in accordance with the order, he gave answer or produced evidence. He may, nevertheless, be prosecuted or subjected to penalty or forfeiture for any perjury or contempt committed in answering, or failing to answer, or in producing or failing to produce, evidence in accordance with the order. The court shall not order any such person to testify or produce evidence if it reasonably appears to the court that such testimony or evidence, documentary or otherwise, would subject such witness to an indictment, information or prosecution (except for perjury committed in the giving of such testimony or the producing of such evidence) under the laws of another state or of the United States.

Section 16. Rules and Regulations.] The Commission may from time to time make, amend and rescind such rules and regulations as may be necessary to carry out the provisions of this Act, including rules and regulations for calling and holding meetings of the Commission. A copy of all rules and regulations and amendments or rescissions thereof shall be filed with the Secretary of State within a reasonable time after their adoption.

Section 17. Severability of invalid provisions.] If any provision of this Act or the application thereof to any person or circumstance is invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Section 18. Case law concerning Crime Investigating Commission - Applicability - Short title.] All previous case law concerning the former activities of the Illinois Crime Investigating Commission developed by State and federal courts is applicable in relevant provisions to the Illinois Legislative Investigating Commission.

Section 19. Short Title.] This Act shall be known and may be cited as the "Illinois Legislative Investigating Commission Act."

Section 20. Repealer.] "An Act creating a commission to investigate crime, enumerating the powers and duties of such commission and making an appropriation therefor," approved June 20, 1963, as amended, is repealed.

## Chapter 7

### RULES OF PROCEDURE

#### ILLINOIS LEGISLATIVE INVESTIGATING COMMISSION

(As amended to December 14, 1972)

Rule 1. Investigations.] No major investigation shall be initiated except those authorized by the Illinois Legislative Investigating Commission Act, Ill. Rev. Stat. ch. 63 §§308 et seq. (1971). However, preliminary inquiries may be initiated by the Commission staff with the approval of either co-chairman of the Commission.

Rule 2. Subpoenas.] Subpoenas for attendance of witnesses and the production of memoranda, documents and records shall be issued by the Executive Director of the Commission or by either co-chairman. Said subpoenas may be issued for the questioning of prospective witnesses by the Executive Director, or a co-chairman, either in private or before the full Commission, or any subcommittee thereof.

Rule 3. Meetings.] (a) Call by Chairmen. Either co-chairman shall have the authority to call meetings of the Commission. A co-chairman shall not schedule any hearings or series of hearings outside the State of Illinois without giving at least 48 hours notice thereof to the members of the Commission.

(b) Call by Commission Membership. Should a majority of the membership of the Commission request the co-chairmen in writing to call a meeting of the Commission, then in the event the co-chairmen should fail, neglect, or refuse to call such meeting within 10 days thereafter, such majority of the Commission may call such meeting by filing a written notice thereof with the Executive Director, who shall promptly notify in writing each member of the Commission.

Rule 4. Quorum.] Any seven members of the Commission shall constitute a quorum for the purpose of taking testimony under oath in any given case or subject matter before the whole Commission. A co-chairman may, however, appoint subcommittees for the purpose of taking testimony. The membership of each subcommittee so appointed by a co-chairman shall consist of not less than three members of the Commission. Such subcommittee may include the co-chairman making the appointments. A minimum of two members of the Commission must be present when any evidence is taken by any subcommittee.

Rule 5. Witnesses.] (a) Testimony Under Oath. All witnesses at public or executive hearings who testify to matters of fact shall be sworn.

(b) Right to Counsel. Counsel retained by any witness and accompanying such witness shall be permitted to be present during the testimony of such witness at any public or executive hearings, and to advise such witness while he is testifying, of his legal rights. Provided, however, that no attorney who is employed by a governmental agency may appear on behalf of any governmental officer, official, or employee who is called to testify. This rule shall not be construed to excuse a witness from testifying in the event his counsel is ejected for contumacy or disorderly conduct; nor shall this rule be construed as authorizing counsel to suggest answers to the witness, reply for the witness, or otherwise interject himself as a surrogate witness. The failure of any witness to secure counsel shall not excuse such witness from attendance in response to subpoena.

(c) Interrogation. Interrogation of witnesses at Commission hearings shall be conducted by Commission members, by the Executive Director, or by the Chief Counsel of the Commission.

(d) Submission of Questions; Cross Examination. No person who is the subject of interrogation at public hearings may submit to the Commission questions in writing for the cross examination of other witnesses called by the Commission. With the consent of a majority of the members of the subcommittee present and voting, these questions shall be put to the witness by any member of the subcommittee, by the Executive Director, or by the Chief Counsel of the Commission.

(e) Request to Appear. Any person whose name is mentioned or who is specifically identified, and who believes that testimony or other evidence presented at a public hearing, or comment made by a member of the Commission or its staff, tends to defame him or otherwise adversely affect his reputation may: (1) request to appear personally before the subcommittee to testify on his own behalf: or, in the alternative (2) file a sworn statement of facts relevant to the testimony or other evidence or comment of which he complains. Such request and such statement shall be submitted to the Commission for its consideration and action.

Rule 6. Prepared Statements.] Any witness desiring to read a prepared or written statement in public or executive hearings shall file a copy of such statement with the Chief Counsel or any co-chairman of the Commission 24 hours in advance of the hearings at which the statement is to be presented. The Commission shall determine whether such statement may be read or placed in the record of the hearing.

Rule 7. Preservation of Testimony.] An accurate stenographic record shall be kept of the testimony of all witnesses appearing at public and executive hearings. The record of his own testimony whether in public or executive session shall be made available for inspection by the witness or his counsel under supervision. A copy of any testimony given in public session or part of the testimony given by the witness in executive session and subsequently quoted or made part of the record in a public session shall be made available to any witness at his expense if he so requests.

Rule 8. Secrecy of Proceedings.] All testimony taken in executive session of the Illinois Legislative Investigating Commission, and all statements or comments made by Commission members or others in attendance at executive session shall be kept secret and will not be released for public information without the approval of a majority of the Commission. All other testimony, evidence or data, except that which is adduced in the course of a public hearing, which constitute products of the investigative efforts of the Commission or its staff, including all memoranda, photographs, recording tapes, films, records, and files, shall be kept secret and will not be released for public information without the approval of a majority of the Commission. This section shall not apply to any documents or files which are part of the public domain, such as transcripts of public hearings, published materials, and materials which have previously been released for public inspection.

Rule 9. Staff Appointments.] All staff members shall be confirmed by a majority of the Commission. After confirmation, the co-chairmen shall certify staff appointments to the State Comptroller in writing.

Rule 10. Proceedings to Grant Immunity.] (a) A request to grant a witness immunity pursuant to Section 15 of the Illinois Legislative Investigating Commission Act shall be made only after the refusal of the witness to testify upon constitutional grounds before a meeting of the Commission followed by written authorization signed by a majority of the Commission.

(b) A request to grant a witness immunity under Section 15 of the Illinois Legislative Investigating Commission Act shall be made by a written petition made in the name of the Commission and its Executive Director and addressed to an appropriate circuit court of this State.

(c) Written notice of the presentation of an immunity petition shall be given at least seven days prior thereto

to the Attorney General of the United States or his authorized representative, the Attorney General of the State of Illinois, and to the State's Attorney of the county in which the petition will be presented, and to such other prosecutive officers as the Commission shall direct. In the event written objection to the petition is made by a person entitled to notice thereof, at or before the presentation of the petition, the Chief Counsel of the Commission shall request a continuance of the hearing on the petition and the Commission shall promptly meet and consider its authorization granted pursuant to passage (a) hereof. In the event a majority of the Commission agrees with the objections to the grant of immunity the petition shall be withdrawn. In the event a majority of the Commission disagree with the objections, the Chief Counsel for the Commission shall proceed with the presentation of the petition.

Rule 11. Transcripts of Meetings.] An accurate, verbatim, stenographic record shall be kept of all meetings of the Illinois Legislative Investigating Commission. Immediately following each meeting, the stenographic record shall be transcribed and the transcript of all such meetings shall be considered to be the official record of the meeting. Minutes shall be prepared from the transcripts by the Chief Counsel of the Commission and a copy thereof shall be presented to each Commission member at the next scheduled meeting.

Appendix A

MAJOR INVESTIGATIONS

The Commission has conducted a total of 90 major investigations from 1964 to date.

Following is a chronological, cumulative list of the Commission's investigations, the predicate resolution numbers, and the dates of their adoption. All the resolutions adopted by the various entities are abbreviated as: CR (Commission Resolution); HR (House Resolution); HJR (House Joint Resolution); SR (Senate Resolution); and SJR (Senate Joint Resolution).

<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
Arsons and Bombings in Cook County	CR 1	July 23, 1965
Juice Racket (Criminal Usury)	CR 2	July 23, 1965
Organized Crime Ownership of Legitimate Business	CR 3	July 23, 1965
Gambling in St. Clair County	CR 4	September 20, 1965
Gambling in Lake County	CR 5	September 20, 1965
Gambling in Illinois	CR 6	September 20, 1965
Organized Crime Activities in St. Clair County	CR 7	September 20, 1965
Juice Racket (Criminal Usury)	CR 8	November 17, 1965
Vending Machines Racket	CR 9	August 1, 1966
Ticket Brokerage Business	CR 10	October 17, 1966



<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
Trucking Industry	CR 11	October 17, 1966
Vending Machines Racket (Public Hearings)	CR 12	December 5, 1966
Vending Machines Racket	CR 14	March 11, 1967
Organized Crime in Rosemont	CR 15	March 11, 1967
Cook County Jail	CR 16	March 14, 1967
Attendant Service Corporation	CR 17	May 19, 1967
Grant of Immunity to Phil Tolomeo and Roy Sears	CR 18	April 15, 1967
Retail Occupational Tax Evasion	CR 19	July 21, 1967
Alleged Official Miscon- duct in Sangamon County	CR 20	September 23, 1967
Alleged Official Miscon- duct in Calumet Park	CR 21	September 23, 1967
Beauty Culturists Associa- tion of Chicago	CR 22	September 23, 1967
Organized Crime in Illinois	CR 23	November 4, 1967
Alleged Official Miscon- duct in Addison	CR 24	January 20, 1968
Grant of Immunity to Chris Cardi and Patsy Ricciardi	CR 25	February 24, 1968
Alleged Misconduct in Sangamon County (Public Hearings)	CR 26	April 26, 1968
Cigarette Tax Evasion	CR 27	September 21, 1968
Organized Crime in Cairo	CR 28	September 21, 1968
Organized Crime in Alex- ander, Jackson, Pulaski, Union, and Williamson Counties	CR 29	November 23, 1968

<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
Organized Crime in La Salle	CR 31	January 8, 1969
Alleged Official Miscon- duct in Oak Forest	CR 32	February 28, 1969
Seventh Step Foundation	CR 34	May 6, 1969
Manufacture of Gambling Paraphernalia	CR 35	July 12, 1969
The SDS Riots in Chicago	SR 171 CR 38	October 21, 1969 November 24, 1969
Infiltration of Organized Crime in Elk Grove Village Legitimate Business	CR 37	October 22, 1969
Traffic of Narcotics and Dangerous Drugs	CR 39	September 12, 1970
Illicit Traffic in Stolen Securities	CR 41 HJR 119	March 10, 1971 June 23, 1972
Illegal Mexican Aliens	CR 1	August 16, 1971
Credit Card Fraud	CR 2 HJR 114	August 16, 1971 January 13, 1972
Failure of City Savings and Loan Association	CR 3 HJR 115	September 13, 1971 January 13, 1972
Intrastate Airlines	CR 4 HJR 97	October 27, 1971 November 11, 1971
Cook County Hospital	CR 5 HJR 103	November 12, 1971 December 13, 1971
Charges by Oscar A. Weil	HJR 134	May 15, 1972
State Building Contracts: Golabowski, Spinney and Coady	SJR 72	May 25, 1972
Peoria State Hospital	HJR 146	June 26, 1972

<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
State Building Contracts: Capitol Rehabilitation Project	SJR 79	June 30, 1972
Illinois Racing Board Dates	HR 847	December 15, 1972
Illinois Horse Racing: Legislation and Criminal Practices	HR 219	April 27, 1973
Abuse of Medical Prescriptions for Dangerous Drugs	HR 285	May 8, 1973
Elgin State Hospital	HR 382	June 1, 1973
Fireworks Plant Explosions and Bootleg Traffic	HR 414	June 14, 1973
Funding Irregularities at Three State Universities	HR 289	June 30, 1973
Redlining: Home Improvement Loans	HR 321	June 30, 1973
Fencing (Criminal Redistribution of Stolen Property)	CR 6	December 17, 1973
Redlining: Discrimination in Residential Mortgage Loans	HR 753	March 6, 1974
Illinois Extended Care Center	HR 785	April 17, 1974
Chemical Leak at Bulk Terminals Tank Farm	HR 852	April 29, 1974
South Cicero Avenue Bridge	HR 858	April 30, 1974
Illinois Water Pollution Control Program	HR 965	May 28, 1974
Drug Abuse in Secondary Schools	HR 995	June 6, 1974

<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
Lawrence Carr Amusement Company	HR 5	June 21, 1974
Rental Lease in Granite City	HR 733	June 29, 1974
Auto Repair Abuses	HR 1010	July 1, 1974
Kane County Jail	HR 1111	July 1, 1974
Ada S. McKinley Community Services	HR 1069	July 1, 1974
Allegations of Corruption in Motor Vehicles Division of Secretary of State	CR 7	September 17, 1974
Aldermanic Campaign Fund Solicitation Letter	SR 8	January 29, 1975
Lake County Nursing Homes	HR 1277	February 7, 1975
Ku Klux Klan	HR 146	March 25, 1975
Illinois Nursing Homes	HR 115	April 22, 1975
Joliet Prison Riot	HR 228	April 29, 1975
Dan Ryan Expressway Rehabilitation Project	HR 215	May 28, 1975
Mortgage Lenders' Kickbacks to Real Estate Brokers	HR 342	June 28, 1975
Medical Licensing	HR 438	June 30, 1975
Mexican Heroin	HR 529	November 4, 1975
Illinois Bureau of Investigation's Project: Borderline Tavern	HR 548	November 19, 1975
Real Estate Testers Realtors (Expansion of HR 651)	HR 651 HR 703	March 3, 1976 May 20, 1976
Delinquent Tax Sales	HR 833	May 20, 1976
Interstate 55 Barricades	HR 856	May 26, 1976

<u>Investigation</u>	<u>Resolution</u>	<u>Date of Adoption</u>
Auto Insurance Abuses	SR 435	November 18, 1976
Museums in Illinois	HR 1026	November 30, 1976
Race Track Messenger Services	SR 447	December 2, 1976
Currency Exchanges	HR 1088	December 16, 1976
Arsons in Illinois	SR 474	December 16, 1976
Utility Rates-Natural Gas	HR 21	March 3, 1977
Sexual Child Abuse	HR 41	March 23, 1977
Hazardous Landfills	SR 119	June 24, 1977
Illegal Aliens-Joliet	SR 179	June 24, 1977
Redlining-Homeowner's Insurance	SR 283	April 25, 1978
Child Abuse	HR 776	April 26, 1978
Self-Service Gas	HR 150	June 30, 1978
Railway Merger	HR 974	June 30, 1978
Cook County Governing Commission	HR 1053	June 30, 1978
The Wic Program in Illinois	HR 208	April 19, 1979
Child Molestation	HR 138	April 24, 1979
Residential Schools for the Handicapped	SR 366	May 21, 1980

## Appendix B

### PUBLICATIONS BIBLIOGRAPHY

Following is a listing of publications produced by the Illinois Crime Investigating Commission from 1965 through 1970, and by its successor agency, the Illinois Legislative Investigating Commission, from 1971 to date.

1965 REPORT TO THE 74TH GENERAL ASSEMBLY  
For the years 1963, 1964  
Published February, 1965, 19 pages

1967 REPORT TO THE 75TH GENERAL ASSEMBLY  
For the years 1965, 1966  
Published February, 1967, 21 pages

1969 REPORT TO THE 76TH GENERAL ASSEMBLY  
For the years 1967, 1968  
Published February, 1969, 32 pages

THE S. D. S. RIOTS  
October 8 - 11, 1969, In Chicago, Illinois  
Published April, 1970, 799 pages

JUICE RACKETEERS  
Report on Criminal Usury in the Chicago area  
Published June, 1970, 148 pages

1971 REPORT TO THE 77TH GENERAL ASSEMBLY  
For the years 1969, 1970  
Published February, 1971, 28 pages

THE ILLEGAL MEXICAN ALIEN PROBLEM  
Published October, 1971, 48 pages

THE DRUG CRISIS  
Report on Drug Abuse in Illinois  
Published October, 1971, 376 pages

THE FAILURE OF THE CITY SAVINGS ASSOCIATION  
Published January, 1972, 112 pages

1972 REPORT TO THE 77TH GENERAL ASSEMBLY  
Activities of 1971  
Published February, 1972, 40 pages

REPORT OF CHARGES OF LEGISLATIVE CORRUPTION MADE BY ONE  
OSCAR A. WEIL  
Published June, 1972, 18 pages

INTRASTATE AIR OPERATIONS IN ILLINOIS  
Published July, 1972, 180 pages

CREDIT CARD FRAUD IN ILLINOIS  
Published September, 1972, 264 pages

COOK COUNTY HOSPITAL  
Published November, 1972, 188 pages

STATE BUILDING CONTRACTS  
Involving the Architectural Firm of Golabowski, Spinney &  
Coady  
Published December, 1972, 112 pages

1973 REPORT TO THE 78TH GENERAL ASSEMBLY  
Activities of 1972  
Published February, 1973, 56 pages

PEORIA STATE HOSPITAL  
Published February, 1973, 80 pages

ILLINOIS LEGISLATIVE INVESTIGATING COMMISSION ACT  
Act and Rules of the Commission  
Published February, 1973, 15 pages

THE ILLINOIS RACING BOARD CONTROVERSY  
Published March, 1973. 124 pages

ILLEGAL TRAFFIC IN STOLEN SECURITIES  
Published October, 1973, 96 pages

STATE BUILDING CONTRACTS  
Involving the Capitol Rehabilitation Project and Other  
Building Contracts from 1962 - 1972  
Published October, 1973, 188 pages

1974 REPORT TO THE 78TH GENERAL ASSEMBLY  
Activities of 1973  
Published March, 1974, 48 pages

ILLINOIS HORSE RACING  
A study of Legislation and Criminal Practices  
Published March, 1974, 292 pages

"RED LINING"  
Alleged Discrimination in Home Improvement Loans  
Published March, 1974, 96 pages

FUNDING IRREGULARITIES IN PRESIDENTIAL HOUSING AT THREE  
STATE UNIVERSITIES  
Western Illinois, Eastern Illinois, and Illinois State  
Published April, 1974, 128 pages

FIREWORKS  
Plant Explosions and Bootlet Traffic in Illinois  
Published June, 1974, 360 pages

PATIENT DEATHS AT ELGIN STATE HOSPITAL  
Published June, 1974, 264 pages

LAWRENCE CARR AMUSEMENT COMPANY  
Published June, 1974, 69 pages

THE SOUTH CICERO AVENUE BRIDGE CONTROVERSY  
Published October, 1974, 41 pages

ABUSE OF MEDICAL PRESCRIPTIONS FOR DANGEROUS DRUGS  
Published November, 1974, 352 pages

RENTAL LEASE IN GRANITE CITY  
For the Use of the Illinois Bureau of Employment Security  
Published January, 1975, 60 pages

ANNUAL REPORT FOR 1974  
Published January, 1975, 134 pages

KANE COUNTY JAIL  
Published March, 1975, 96 pages

ALLEGATION THAT RECORDS OF TRAFFIC VIOLATIONS WERE ILLEGALLY  
REMOVED FROM FILES OF DRIVER'S LICENSE DIVISION OF SECRETARY  
OF STATE  
Published April, 1975, 14 pages

THE KU KLUX KLAN IN ILLINOIS  
First Interim Report to the General Assembly  
Published May, 1975, 13 pages

REDLINING  
Discrimination in Residential Mortgage Loans  
Published May, 1975, 428 pages

ALDERMANIC CAMPAIGN FUND SOLICITATION LETTER  
Alleged Conflict of Interest  
Published June, 1975, 80 pages

THE JOLIET CORRECTIONAL CENTER RIOT OF APRIL 22, 1975  
Published June, 1975, 48 pages

CHEMICAL LEAK AT THE BULK TERMINALS TANK FARM  
Published June, 1975, 204 pages

AUTO REPAIR ABUSES  
Published June, 1975, 204 pages

ILLINOIS WATER POLLUTION CONTROL PROGRAM  
Published June, 1975, 32 pages

ADA S. MCKINLEY COMMUNITY SERVICES  
Published June, 1975, 56 pages

SEVEN PATIENT DEATHS AT ILLINOIS EXTENDED CARE CENTER  
Published June, 1975, 244 pages

THE KU KLUX KLAN IN ILLINOIS  
Second Interim Report to the General Assembly  
Published October, 1975, 12 pages

DAN RYAN EXPRESSWAY REHABILITATION PROJECT  
Published January, 1976, 160 pages

MEDICAL LICENSING IN ILLINOIS  
Published January, 1976, 48 pages

ANNUAL REPORT OF 1975  
Published February 1976, 92 pages

KU KLUX KLAN IN ILLINOIS  
Third Interim Report to the General Assembly  
Published March, 1976, 12 pages

MEXICAN HEROIN  
Published June, 1976, 172 pages

DELINQUENT TAX SALES  
Published September, 1976, 72 pages

KU KLUX KLAN  
Published October, 1976, 180 pages

MORTGAGE LENDERS' KICKBACKS TO REAL ESTATE BROKERS  
Published October, 1976, 84 pages

ILLINOIS BUREAU OF INVESTIGATION's PROJECT:  
BORDERLINE TAVERN  
Published January, 1977, 80 pages

ANNUAL REPORT OF 1976  
Published February, 1977, 70 pages

LAKE COUNTY NURSING HOMES  
Published February, 1977, 304 pages

RACE TRACK MESSENGER SERVICES  
Published March, 1977, 68 pages

CURRENCY EXCHANGES  
Published March, 1977, 70 pages

INTERSTATE 55 BARRICADES  
Published June, 1977, 37 pages

ANNUAL REPORT OF 1977  
Published February, 1978, 65 pages

FENCING  
Criminal Redistribution of Stolen Property  
Published May, 1978, 70 pages

ARSONS  
Published May, 1978, 126 pages

REDLINING--HOMEOWNERS' INSURANCE  
Interim Report  
Published June, 1978, 9 pages

ILLEGAL ALIENS--JOLIET  
Published July, 1978, 47 pages

NATURAL GAS UTILITY RATES  
Published December, 1978, 84 pages

ANNUAL REPORT OF 1978  
Published February, 1979, 61 pages

COOK COUNTY HEALTH & HOSPITALS GOVERNING COMMISSION (Interim Report)  
Published June, 1979, 40 pages

THE WIC PROGRAM IN ILLINOIS  
Published November, 1979, 169 pages

SELF SERVICE GASOLINE MARKETING PRACTICES IN ILLINOIS  
Published January, 1980, 94 pages

ANNUAL REPORT OF 1979  
Published February, 1980, 47 pages

COOK COUNTY HEALTH & HOSPITALS GOVERNING COMMISSION (Final Report)  
Published May, 1980, 332 pages

THE BURLINGTON NORTHERN AND ST. LOUIS-SAN FRANCISCO RAILWAY MERGER  
Published July, 1980, 85 pages



ILLINOIS NURSING HOMES  
Published July, 1980, 193 pages

SEXUAL EXPLOITATION OF CHILDREN  
Published August, 1980, 317 pages

CHILD MOLESTATION: THE CRIMINAL JUSTICE SYSTEM  
Published October, 1980, 203 pages

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