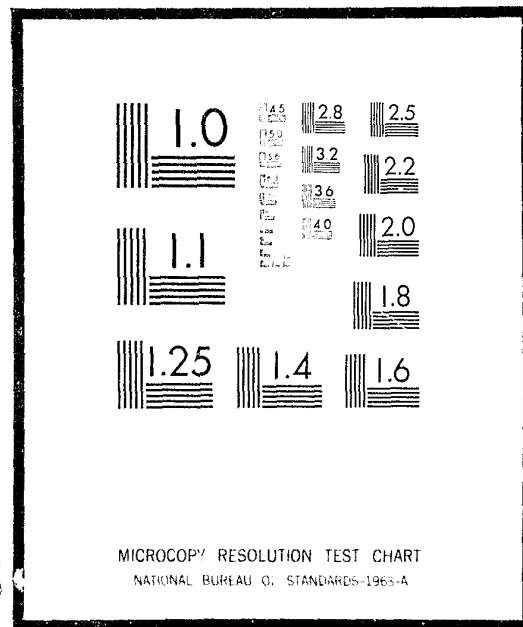


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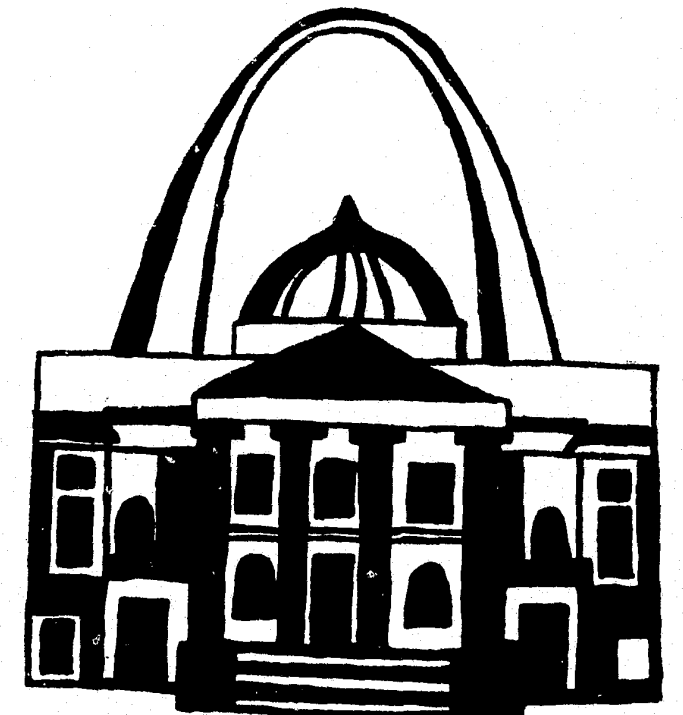
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ST. LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT:

EVALUATION AND RECOMMENDATIONS



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SAINT LOUIS UNIVERSITY



THE ST. LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT:

AN EVALUATION AND RECOMMENDATIONS

NCJRS

SEP 21 1976

August 30, 1973

Under LEAA Grant
S.L.C.C.-PL1-72(73)

ACQUISITIONS

By: The Center for Urban Programs
Saint Louis University

Project Director:

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Table of Contents

	<u>Page</u>
1. Foreword	1
2. Introduction	2
3. Summary and Recommendations	4
4. Review of the Literature	11
5. Review of Statutorial Creation and Responsibilities of the Commission	14
6. Organizational Structure of the Commission	17
7. Staff and Functions	20
8. Alternate Organizational Forms	22
9. Interview/Questionnaire Analysis	27
Appendix (A): Selected Bibliography	A-1
Appendix (B): Existing Ordinance	B-1
Appendix (C): Proposed Ordinance	C-1
Appendix (D): Suggested Reorganizational Structures	D-1

FOREWORD

The evaluational commentary contained in this report has been derived from a study of the St. Louis Crime Commission as an agency operating within an organizational network; and as such in no way should the comments be construed as reflecting an evaluation of particular individuals.

Although they are unnamed in this report, we would like to thank the busy directors of agencies who were gracious enough to give so much of their valuable time to assist in this study. Interview time ranged from one to two and one-half hours. Every interviewee demonstrated a sincere concern with our criminal justice system by this gesture alone.

The following student assistants are acknowledged for the extraordinary skills and effort they demonstrated in conducting this study: Mike Farley and Ron Messina for much of the substantive work on the questionnaires, interviews and written report; Ann Rohlfing for data compilation and unrelenting editorship; Beverly Riola for cover design; and our secretary, Betty Reeves. All errors of commission or omission are the responsibility of the Project Director, Wiley C. Smith.

INTRODUCTION

As a result of a Request for Proposal, the Center for Urban Programs (C.U.P.) was awarded a research contract to "assess the role of the St. Louis Commission on Crime and Law Enforcement (hereafter referred to as the Commission) and recommend alternative models." This report contains both assessments and recommendations.

In November, 1971, the Governmental Research Institute (GRI) completed an evaluation of the Commission, its operations and funded research. The GRI report (available in the library of the Center for Urban Programs) includes a historical account of the development of the Commission, a description of activities and research projects funded or operated by the Commission, and scattered, brief discussions of some problems of the Commission.

It is not the purpose of this report to duplicate or replicate the GRI study, although it is recommended that interested parties read that report. It is not the intent of this report to give an accounting of all the activities and successful endeavors of the Commission. Rather the method of study and focus of this report is to: (a) assess the role of the Commission in the context of the local criminal justice system (CJS) - in its broadest conception, (b) to illuminate its weaknesses in its present state as seen by professionals in its operating milieu, and (c) to make recommendations for the next developmental stage of the Commission.

METHOD OF THE STUDY

A questionnaire/interview schedule was used to systematically gather indicators of the relationships between the Commission and other CJS agencies, the perceptions that the rest of CJS has of appropriate roles for the Commission,

and to identify strengths and weaknesses of the Commission.* Data obtained from these formal structured interviews, informal discussions with Commission staff, or others, will be utilized only in aggregate form so that individual responses cannot be identified.

In addition to conducting lengthy interviews, the research staff: (a) studied the files of the Commission, (b) reviewed the structure and functions of other Commissions, (c) studied the Ordinance creating the Commission, and (d) consulted relevant, knowledgeable individuals both in and out of public or governmental agencies.

*The questionnaire was based on H. Paul Friesma's study of metropolitan political structures. The questionnaire and appropriate references are on file in the library of the Center for Urban Programs. A list of thirty-four (34) major agencies and departments in the City of St. Louis was used to obtain interviews. A total of sixteen (16) formal interviews and seven (7) informal contacts were made.

SUMMARY AND RECOMMENDATIONS

The following summary of conclusions and recommendations is derived from the effort described in the previous section:

Intra-Agency

Areas of Strength

1. The Crime Commission has a thorough knowledge of process of the various agencies of the C.J.S.
2. The staff has extensive contact with the officials of the various C.J.S. agencies at all levels.
3. The Commission is open and dedicated to improving their own agency as well as the C.J.S. as a whole.
4. The Commission is functioning well as a facilitator for many agencies within the criminal justice system.

Areas of Weakness

1. High turnover rate of second level staff seriously hampers the smooth operation of the agency.
2. The long vacancy of the Executive Director's position is a definite handicap in both intra- and inter-agency relationships.
3. The staff as a whole does not constitute a strong repository of professional skills capable of being utilized by other C.J.S. agencies, the community, or city government.

Inter-Agency

Areas of Strength

1. The Commission is active in assisting two major civic organizations, The Alliance for Shaping a Safer Community and The Women's Crusade Against Crime.
2. Several of the agencies interviewed clearly felt the Commission had been most helpful in helping them solve their problems with other agencies. A strong point is its present and potential role as a catalyst.
3. A "low-profile" stance has kept the Commission from appearing as an antagonistic organization.

Areas of Weakness

1. There are apparently no solid links or overt cooperation with "grass-roots" community organizations. This seems extremely important especially with the black community. Many respondents felt there was only "token" citizen input into the Commission and that "non-agency community interests" were not sufficiently considered.
2. The general community seems unaware of the Commission, and therefore, unable to utilize any resources the Commission might have to offer.

3. Organizations in the operating milieu of the Commission do not look to the Commission for leadership. Leadership appears to be based upon prestige, knowledge or power and/or expertise, however, other agencies for the most part found these traits lacking at the present time. In the past the Executive Director through his "clout" was able to effect some successes, but ultimately the strengths of the Commission must be derived not only from the Director but from the combined capabilities of the staff.

The following recommendations are premised on the assumptions below:

1. In the past the Mayor's office has seriously neglected the needs of the Crime Commission, therefore, many of the present problems of the Commission stem from that neglect.
2. The Mayor of the City of St. Louis has direct influence over only three major criminal justice system agencies:
 - A. The Department of Welfare with its control of the city's correctional activities.
 - B. The appointment of a significant minority to the Council of Region V, M.L.E.A.C.
 - C. Direct control over the St. Louis Commission on Crime and Law Enforcement.
3. There are some inherent conflicts in serving the interests of regional criminal justice planning and criminal justice planning for the central city.
4. L.E.A.A. resources as they presently exist are, in the long term, temporary.
5. There is an undisputable interdependence of policy control and control of technical information.
6. Crime apparently is the major concern of citizens of the city. Therefore the Mayor should be particularly concerned with the C.J.S. and the Crime Commission, as an existing mechanism with potential as a vehicle for that concern.

RECOMMENDATIONS

1. Develop a plan for the Commission including immediate and long range goals; specify action steps to achieve such goals.
2. Train the staff in management procedures, evaluation, research and grant-proposal writing, community relations and program development. These skills should be utilized in developing R.F.P.'s and assisting other groups with problems.
3. Place the prestige and power of the Mayor's office behind the Commission so that it becomes an effective vehicle for that office. The Commission should be capable of making every C.J.S. project accountable to the Mayor and the community.
4. Stabilize Crime Commission staff by careful selection and adequate monetary and social-psychological rewards, e.g., recognition and support from the Mayor's office.
5. Use the Commission as a vehicle for the city government:
 - A. To gain input from the general community,
 - B. to mobilize "grass roots" community resources, and
 - C. train, inform, and encourage the community in assisting in the control of crime.
6. Clearly delineate the functions of the Commission so that the Mayor's office, regional planning and coordinating agencies, the agencies in the Commission's organizational environment, and the Commission itself know the sphere of operation of the Commission and what can be expected of it.
7. Add a criminal justice planner selected by the Executive Director as Assistant or Associate Director to the Commission. This position should be occupied by a person with unquestionable abilities and professional training and be given the principal tasks of:

- A. Assisting the technical staff of Region V, M.L.E.A.C.,
 - B. assisting the Executive Director of the Commission to interface Commission activities with that of Region V,
 - C. developing plans for a smooth transition in the event LEAA funds cease, and
 - D. planning for all revenue sharing funds to be utilized in the area of crime control.
8. Utilize the Commission to ameliorate problems of the C.J.S., the community, and other agencies by identifying and analyzing specific problems or issues. The Commission should then develop Requests for Proposals and assist in acquiring funding for appropriate projects. It would appear that cooperation between the Commission and Region V, M.L.E.A.C. in this area might be mutually beneficial.
 9. Carefully scrutinize members of the citizens' operating part of the Commission for quality of participation. If they do not meet set-standard criteria, they should be replaced with new members. New appointments should be made according to the candidate's ability to give continued substantive support to the Crime Commission.
 10. Select a chairman for the Citizen's Committee who possesses stature in the community and who will provide dynamic and dedicated leadership. This appointment should be as carefully considered as the appointment of the Executive Director.
 11. Follow-up the planning process initiated through the Fordyce Conferences with a series of institutes dealing with specific problems and issues. Although the voluminous work required by Impact projects has interrupted this important communication/planning endeavor, this should become a continuing process.

12. Channel criminal justice funds for the City of St. Louis through the Crime Commission to maximize control by the Mayor's office over such projects.
13. Maintain strong liaison with the State Planning Agency and Region VII, LEAA.

If the above recommendations are followed it is then our position that the Commission be retained and made into an institution of major importance to serve the interests of the City of St. Louis. It should analyze and set priorities for the city C.J.S. and similarly assist regionally.

REVIEW OF THE LITERATURE

The evaluators reviewed the available literature to compare and gain insight into organizations similarly constituted as the St. Louis Commission on Crime and Law Enforcement. This review employed a twofold approach.

In the first approach, relevant publications were researched in local university libraries. In addition, resident specialists in the criminal justice field were contacted at the following universities: St. Louis University, Washington University, University of Missouri at St. Louis, and Southern Illinois University. Special efforts were made to ensure the search would pinpoint that material which was applicable to the functions of the St. Louis Commission on Crime and Law Enforcement, pursuant to its enabling ordinance.

The above approach yielded little information due to the self-imposed requirement that material directly apply to the function and responsibilities of crime commissions such as the St. Louis Commission on Crime and Law Enforcement.

However, four inter-related organizational factors were discovered:

1. The rapid growth in criminal justice needs and problems within metropolitan areas has generally far outstripped local professional competence to meet them.
2. Even where sound management practices do exist, personnel and other resources are not available in sufficient quantity and quality for individual crime commissions to act independently.
3. Because of unsound or incomplete reporting practices, few commissions have any accurate awareness of the scope of local crime problems, and consequently few are in a position to take positive action.

4. Last, and most important, excessive jurisdictional, operational, and internal fragmentation virtually denies any opportunity for concerted and effective cooperative action.

It is because of these general existent conditions that most works reviewed end up discussing various means by which regional crime commissions can be established (and the various alternatives possible).*

In the second approach, twenty selected cities were queried by mail as to whether or not they maintained, or were members of, crime commissions at all similar to the St. Louis Commission on Crime and Law Enforcement. These cities were selected by population size representing metropolises substantially larger and smaller than St. Louis as well as cities of comparable demographic characteristics. Furthermore, certain national criminal justice organizations were contacted to provide pertinent information. The responses reinforced conclusions drawn from the literature.

Crime commissions associated with the responding cities were in all cases serving, at the very least, the county in which its city is located. Symptomatic of this conclusion is the Criminal Justice Coordinating Council of Greater Cleveland, drawing its members from Cuyahoga County as well as Cleveland, or the Detroit-Wayne County Criminal Justice System Coordinating Council, whose members are similarly comprised. Interestingly, Milwaukee County and the City of Milwaukee have combined their efforts as an LEAA planning region established by the State Planning Agency, encompassing all the municipalities in Milwaukee County. There are no individual local agencies, though the City of Milwaukee has a single "grants coordinator and analyst" within its Fire and Police Commission.

*Although the criminal justice literature in this area does not mention it, and the academic field of political science has only scratched the surface, this evaluation staff is aware that the consolidation of several local crime commissions is not the only means by which regional integration of purpose and effect can be achieved.

The presence of a planning function as one of the paramount responsibilities was perhaps the greatest similarity among the respondents. Coordination among the component parts of the criminal justice system was always a requisite condition to the resolution of mutual problems or an increase in efficiency and operational capabilities of individual agencies. In addition to grant development, implementation, and evaluation of programs and projects, overall planning responsibilities were in all cases considered necessary to speak to the improvement of the system. Without exception, those cities with "crime commissions" defined comprehensive planning to include analysis of the existing criminal justice system, both adult and juvenile; analysis of needs and problems; development of alternative improvement programs; establishment of priorities; and recommended allocation of funds. A detailed account of the effectiveness of the criminal justice system in treating the crime problem at every point along the system's continuum, however difficult, seemed part and parcel of the respondents' contracted responsibility.

Included in the appendices of this study are the following: a list of the relevant literature explored concerning the St. Louis Commission on Crime and Law Enforcement and similarly constituted organizations; a breakdown of those cities contacted, the form of the contact (sample letter), and their responses; and a list of other sources approached by this evaluation staff in its search for relevant literature.

REVIEW OF THE STATUTORIAL CREATION AND
RESPONSIBILITIES OF THE COMMISSION

According to the Ordinance establishing the St. Louis Commission on Crime and Law Enforcement (see Appendix B for Ordinance #55455), the following are the purposes of the Commission:

1. To make inquiry into the status of criminal activity within the city.
2. To study existing law enforcement and administration of justice methods, practices, and procedures.
3. To determine compliance with and the efficiency of such methods, practices or procedures.
4. To make specific recommendations for the improvement of law enforcement and administration of justice.

The creative ordinance also outlines activities or functions of the Commission. The operating part is charged with:

1. Studying the incidence of crime,
2. developing improved, reliable means of measuring and cataloging crime,
3. researching the means, processes, quantity and quality of law enforcement and administration of justice,
4. working to include the participation of all agencies, officers, and persons.

These duties are to be carried out by an Executive Director who is empowered to appoint a staff for his assistance. The Director and his staff are to make recommendations to the Advisory Part, who in turn, "advise, recommend, and counsel the Mayor" based upon the workings of the Operating Part.

It should be noted that the Commission is an agent of the city responsible to the Mayor, however, most of the departments or agencies in the Commission's operating environment are under state, county, or federal control. The result of this situation is that the Commission must seek the cooperation and assistance of criminal justice organizations, most of whom are not accountable to the City of St. Louis.

It became apparent in our interviews and other research that past successes of the Commission may be largely attributable to the personal abilities of the Executive Director. His diplomacy and thorough knowledge through long experience in the criminal justice system and its operating environment compensated for many of the weaknesses alluded to in the GRI report.

The GRI report mentioned the following as possible impediments to the fulfillment of the Commission's duties and responsibilities:

1. The need for a long-range plan for improvement of the system, including funding priorities.
2. The need for broader citizen participation, knowledge of, and support of the Commission.
3. Lack of follow-through on suggesting and implementing improvements when problems in the criminal justice system are identified.
4. Absence of adequate staff to provide support to the informational needs of various subcommittees.

Some contacts suggested that the ordinance is inadequate and should be rewritten. However, it appears that the present ordinance is sufficiently broad to allow a restructuring or strengthening of the Commission. It is strongly recommended that the Director of Welfare, the Sheriff of the City of St. Louis, and the supervisor of the State Board of Probation and Parole be included in the organizational structure.

The suggested ordinance in Appendix C is an attempt to reduce ambiguities and broaden the structural alternatives when compared to the present ordinance, which is included in Appendix B.

ORGANIZATIONAL STRUCTURE OF THE COMMISSION

The St. Louis Commission on Crime and Law Enforcement is composed of two parts: the Advisory Part which is commonly referred to as the Executive Committee, and the Operating Part, known as the Citizen's Committee. Also included within the Commission structure is an Executive Director, who is assisted by a small staff.

The Executive Committee, or Advisory Part, is composed of ten public officials. These include the following: Mayor of St. Louis; Presiding Judge of the 22nd Judicial Court; an additional Circuit Court Judge; Circuit Attorney of St. Louis; Prosecuting Attorney of St. Louis; President of the Board of Police Commissioners; Superintendent of Schools; and President, Vice-President, and Chairman of the Public Safety Committee of the Board of Aldermen.

The Citizen's Committee, or Operating Part, is composed of ten citizens and are appointed by the Mayor. One member serves as Chairman of the Commission* while each of the remaining members acts as chairman of a subcommittee and is responsible for recruiting members of his subcommittee. The following functional areas are represented in the membership of this Operating Part: corrections, juvenile delinquency, legislation, police, research and narcotics.

According to the creative ordinance, the Commission is to operate in the following way: 1) study and development of recommendations and suggestions by the Citizen's Committee and its subcommittees, 2) review and coordination of Citizen's Committee and its subcommittees activity by the Commission staff, and 3) subsequent referral of Citizen's Committee proposals to the Executive Committee for its evaluation and possible recommendations to the Mayor for their implementation.

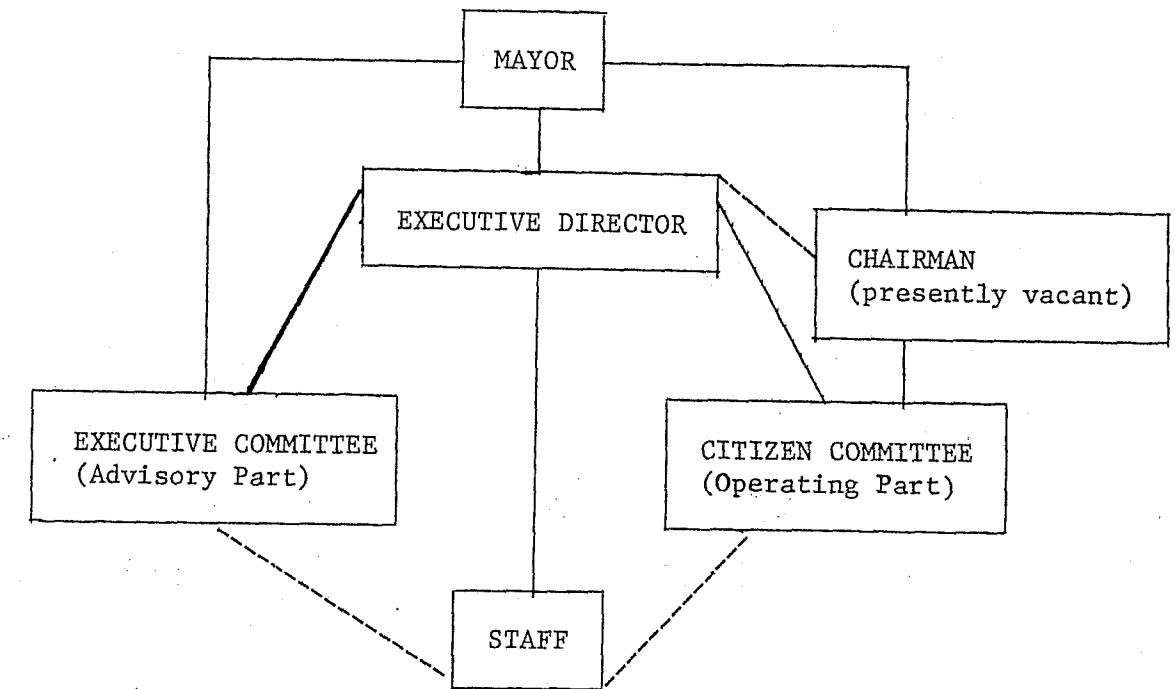
*This position is presently vacant.

It should also be pointed out that, because members of the Executive Committee are heads of different agencies within the criminal justice system, the Advisory Part members are able to perform dual roles. As agency heads, these individuals are responsible for the particular concerns and problem areas of their department. As Executive Committee members, these individuals are responsible for the study and development of recommendations which affect the criminal justice system as a whole. This dual role has consequently proven to be a real advantage for the Crime Commission, since the Executive Committee has been able to promote those areas of the criminal justice system that are represented on the Commission, through the implementation of projects which are relevant to their particular agency.

Though this dual nature of the Executive Committee role might readily foster a sense of parochialism among the individual committee members, there seems to be no evidence of this difficulty. Instead, what has resulted is a more creative input by the Advisory Part into the Commission workings.

COMMISSION ON CRIME AND LAW ENFORCEMENT

AN ORGANIZATIONAL CHART



Executive Committee Members
(Ex Officio)

1. Mayor of St. Louis
2. Presiding Judge of 22nd Judicial Court
3. Circuit Court Judge
4. Circuit Attorney of St. Louis
5. Prosecuting Attorney of St. Louis
6. President of the Board of Police Commissioners
7. Superintendent of Schools
8. President of the Public Safety Committee of the Board of Aldermen
9. Vice-President of the Public Safety Committee of the Board of Aldermen
10. Chairman of the Public Safety Committee of the Board of Aldermen

Citizen Committee Members

1. Corrections
Reverend Paul Beins, Chaplain
2. Juvenile Delinquency
Dr. Fredda Witherspoon
3. Legislative
David M. Grant, Legislative Research Director
4. Police
Thomas Carroll
5. Research
Dr. Gordon E. Misner, Director of Research
6. Narcotics
Lee A. Lanier
7. William L. O'Toole
8. Don O'Neill
9. Rev. Elmer Mitchell
10. Edward Mansfield

STAFF AND FUNCTIONS

The Commission has a full-time staff of seven individuals. These include: an acting director, an administrative assistant, two research associates, a research assistant, a clerk-typist and a secretary, all of whom assist in the general coordination and direction of the Commission's operations.

Funding for staff members is derived from three sources. The acting director and clerk-typist are funded through Impact grants, while the Executive Director, administrative assistant, and a secretary are funded through the city. The other assistants/analysts receive funding from a state planning grant.

The particular functions of the staff can be categorized into three areas. First, the staff provides a clearing-house function for Impact LEAA monies. As grant applications are submitted to the Commission by one of the criminal justice system agencies, the proposal is reviewed for compliance with the objectives of the federal agency and for compliance with the Commission's priorities. If the proposal meets these qualifications, the grant application is in turn sent on for M.L.E.A.C. and Impact LEAA approval. If it is not approved, then the proposal is sent back to the grant applicant.

Second, the staff provided a liaison function with the executive and citizen's committees of the Commission, as well as with other groups relating to the criminal justice system (e.g., Women's Crusade Against Crime). By maintaining contact with these committees and groups, the administrative assistant (focusing on juvenile related projects) and the two research analysts (focusing on the police department and corrections) help the acting director facilitate the supervision of grant projects. The research assistant assists the acting director in the areas of overseeing matters pertaining to courts, the publication of newsletters and the performance of general office functions.

And finally, the staff provides a trouble-shooter function for the local divisions of the criminal justice system. Such involvements have included the procuring of additional lawyers for juvenile courts and improved medical services for inmates.

In general, the staff provides assistance to the membership of the Advisory and Operating Parts of the Commission, coordinates the activities of the Commission's substructures, engages in the preparation of grant proposals and legislation.

ALTERNATE ORGANIZATIONAL FORMS

The suggestions of this evaluation staff regarding various possibilities in which the St. Louis Commission on Crime and Law Enforcement might be re-structured, in order to carry out its present and/or proposed functions, are divided into two considerations. The first concerns the location of the St. Louis Commission on Crime and Law Enforcement vis-a-vis the general criminal justice system of St. Louis, with due regard for the existence of similar and/or competing factors in the surrounding environment. The second consideration concerns possible internal reorganization of the Commission itself, wholly or in part. It must be noted that these are not mutually exclusive categorizations, and that in fact the optimum solution may well contain some combination of both. As a last prefacing comment, what follows are primarily suggested forms of organizational change, in which the need for addition of a planning function is assumed.

Regional Commission

The most common regional organizational form found by this staff is the Criminal Justice Coordinating Council established through the Law Enforcement Assistance Administration (LEAA). Created by Congress in the adoption of the Omnibus Crime Control and Safe Streets Act of 1968, LEAA was charged with the task of creating a planning process to improve the criminal justice system and alleviate the cause of crime. It received planning funds to develop state level plans to distribute Action Grant Funds to finance state and local improvements.

Once state planning agencies were established, often in the Governor's Office, regional planning councils were organized throughout the state in order to carry out the mandate of local input. These councils, comprised of the local criminal justice and elective-appointive officials, then received planning funds for the staff to carry out the detailed work at this level.

Congress is currently in the process of extending the authority for the LEAA program. The House of Representatives will be voting on a two-year extension and a new matching formula of 90% federal and 10% local. The local funds would be equally divided between the state and the local unit of government; however, cash matching funds would be required. Many other internal guideline changes are also included.

All of the legislation being considered strengthens the state's ability to carry out the planning process. Some of the bills also mandate or improve the state-local relationships to execute the planning process. Greater local accountability and responsibility can be anticipated in the new legislation.

Region V, M.L.E.A.C. is the Regional Planning Council for St. Louis and the surrounding environs. The advantages of merging the St. Louis Commission on Crime and Law Enforcement with Region V, M.L.E.A.C. would be the following:

1. Organizational awareness that the problems of crime and the administration of criminal justice extend across the artificial boundaries created by municipalities and counties;
2. elimination of possible functional duplications, as well as unnecessary "thinning" of available planning monies, and
3. maximum utilization of available talent (which is almost always in short supply) through the organizational consolidation of manpower resources.

Expansion of Local Effort

The closest existing similarity for the expanded functions this staff recommends to the St. Louis Commission on Crime and Law Enforcement is the Criminal Justice Coordinating Council of the City of New Orleans. Established December 30, 1970, in order to fulfill local requirements for LEAA funding, the New Orleans

Coordinating Council evinces the following goals: improvement of the law enforcement and criminal justice capabilities of local criminal justice agencies, and reduction of the incidence of crime while ensuring the protection of the individual rights of its citizens. It attempts to accomplish these goals by:

1. Developing a comprehensive Law Enforcement and Criminal Justice Plan;
2. developing programs to implement that plan;
3. working directly with LEAA, the state LEAC, and regional criminal justice planning bodies to plan and coordinate activities relative to the accomplishment of the above goals;
4. receiving Omnibus Crime Control and Safe Streets Act funds to finance programs and projects to carry out these goals; and
5. coordinating administrative and planning activities with all facets of the local criminal justice system.

Taken in conjunction with the suggested ordinance and organizational charts included in the appendices, this description of the New Orleans Coordinating Council provides the guidelines for expansion of the St. Louis Commission on Crime and Law Enforcement. Obviously the most important addition is the Planning and Evaluation Division, and its concomitant role in the field of criminal justice. In order to enforce the magnitude of this responsibility, it is recommended not only that the staff be significantly increased, but also that the Commission be eliminated as a live agency, and relocated within the Office of the Mayor.*

The advantage of this organizational form is that it allows for a greater degree of concentration on the immediate local situation. In the case where regional consolidation is politically impractical, the necessary expenditure of funds in this regard provides an attractive, comparable alternative.

*i.e., responsible and accountable only to the Mayor or his chosen assistant with no committee structure.

Maintenance of Present Form

As presently constituted, the St. Louis Commission on Crime and Law Enforcement is sorely strapped to fulfill all the conditions of its enabling ordinance. In point of fact, it is difficult to conceive of such a limited staff completing more than cursory reviews of projects submitted to it, or serving as anything more than a modified clearinghouse for information vis-a-vis those agencies which choose to avail themselves of its services.

The greatest weakness of the Commission is the absence of a comprehensive planning function with corresponding statutory responsibility. However, by applying those parts of enabling Ordinance 55455 as referred to earlier in this report, this problem can be overcome without a substantial dislocation of time and effort.

The value of the St. Louis Commission on Crime and Law Enforcement is two-fold:

1. It allows for a low-profile approach toward any attempted coordination of criminal justice agencies which are highly independence-oriented, thus remaining but a minor drain on political resources.
2. It allows for a minimum input of manpower and financial resources.

It is the considered opinion of this staff, however, that the Crime Commission would best be minimally served by adding sufficient personnel to handle overall planning responsibilities.

Reduction in Form

If it is the opinion of the Mayor that the St. Louis Commission on Crime and Law Enforcement is unresponsive in its present structure, and that Region V, LEAC is capable of responding to local criminal justice planning needs, an alternative can be found in the experience of the City of Milwaukee.

In this case, the City does not have a Criminal Justice Coordinating Council, but is part of an LEAA planning region established by the State Planning Agency that encompasses all of the municipalities in Milwaukee County. The City of Milwaukee, through contractual agreements with the Metropolitan Milwaukee Criminal Justice Council, receives sufficient action grant monies to maintain a criminal justice planning and grant preparation function for agencies of city government. That function consists of one planner (job title: grants coordinator and analyst) and supporting clerical assistance maintained within the city's Fire and Police Commission.

This evaluation staff believes that locating the planner within the Office of the Mayor is an acceptable alternate form for the City of St. Louis. However, there appears to be a real need for an agent who does not have a vested interest in any particular component or agency of the CJS to act as a catalyst. This "neutral" party can be very useful in assisting in the solution of inter-agency problems and it is apparent that many of the most difficult problems of the CJS are inter-organizational in nature. Given this situation, the present Commission could well be this agency but to maximize its effectiveness, it must gain significantly in credibility. An extremely competent staff with the capability of follow-through, who are respected because of their skill, training, etc., is one way of adding that credibility. This would call for the same or an increase in the present level of staffing, but whatever the staff number, those persons must have the necessary skills.

If the alternative is chosen, i.e., a reduction in form, then we recommend that the criminal justice planner be directly responsible to one of the Mayor's executive assistants but not necessarily housed in the Mayor's office.

INTERVIEW/QUESTIONNAIRE ANALYSIS

Introduction

Our staff constructed two separate questionnaires in order to systematically gather indicators of the relationships between the Crime Commission and other C.J.S. agencies, to interpret these agencies' perceptions of appropriate roles for the Commission and to identify the perceived strengths and weaknesses of the Crime Commission. One questionnaire was designed for inter-agency personnel of the C.J.S. as a whole, while the other was geared to intra-agency personnel of the Commission.

Those persons interviewed were taken from a list of thirty-five (35) major agencies and departments in the City of St. Louis. However, not all of these agencies were interviewed. Due to the constraints of time and the availability of possible interviewees, our staff chose a sample of sixteen for formal interviews. Although this is a sample and not a census, it is the opinion of this staff that more than adequate representation of agencies within the C.J.S. has been interviewed.

The following pages will present and interpret, in aggregate form, the data that was obtained from these questionnaires.

In general, all of the questions were designed to gather indicators of the degree of integration and cooperation among the agencies in the C.J.S. For the purpose of this presentation, it might be helpful to separate the questionnaire into its component parts for the purpose of highlighting certain findings and facilitating the interpretation of the data. The areas within the questionnaire to be treated are:

1. General knowledge and familiarity of the interviewees with the C.J.S.;
2. familiarity and knowledge of the criminal justice agencies with the Crime Commission;

3. qualitative assessment of the Crime Commission by other agencies;
4. degree of association among the criminal justice agencies;
5. degree of integration among the goals of C.J.S. agencies with the goals of the Crime Commission;
6. the degree of integration pertaining to functions and services; and
7. general comments.

Since the questionnaire is quite lengthy, it is not reprinted here but is available in the library of the Center for Urban Programs.

Knowledge of the C.J.S.

All of those interviewed have lived in the St. Louis metropolitan area for at least fifteen (15) years. Furthermore, the average respondent has been previously employed in three other agencies within the C.J.S., excluding the agency for which he presently works. Half of these other employments were related to police, correctional, and court functions. In general, then, it can be said that those who were interviewed through the questionnaire are well experienced in the area of criminal justice in St. Louis.

Inter-agency Familiarity with the Crime Commission

When asked what departments from a list of thirty-four (34) are considered to be part of the C.J.S., fourteen (14) of sixteen (16) respondents included the Crime Commission. Also, twelve (12) respondents believed they had a very familiar knowledge of the Commission and rated their familiarity between seven (7) and ten (10) on a scale extending from one (1) to ten (10).

Almost all of those interviewed had contact with the Commission through phone, face-to-face and mail correspondence. These contacts were predominantly voluntary and were predominantly initiated by the Commission. According to the responses recorded in the questionnaires, nine (9) of the agency officials had more than thirteen (13) contacts with the Commission in the past year, three (3) had between seven (7) and twelve (12) contacts, and four (4) had between three (3) and six (6) communications. Eleven (11) of the sixteen (16) agency officials also mentioned that they had engaged in inter-agency cooperation on certain projects at the behest of the Crime Commission.

In general, the purposes of the contacts were evenly distributed among three categories:

1. Problems which pertained to a particular agency;
2. problems relevant to both the Commission and a particular agency; and
3. problems pertaining to the C.J.S. as a whole.

The interviewees perceived the subject of their contacts with the Commission to be relatively important. The most frequent subject of these contacts pertained to the funding and coordination of programs.

Thus far, the data reveals that other agencies perceive the Crime Commission as a catalyst for inter-agency cooperation, as a source of assistance in the funding of projects, and as a familiar part of the C.J.S.

Qualitative Assessment of Interaction

When the sixteen (16) agencies of the C.J.S. were asked if there had been any disputes with the Commission, only four (4) responded affirmatively. The subject of these disagreements primarily concerned the source for and priority of funding, with regard to certain projects. In each case of these cases, the disputes were settled satisfactorily.

However, on the intra-agency questionnaire, mention was made of an unresolved disagreement between the Commission and Region V, MLEAC. The disagreement concerned the inability of one agency to get complete cooperation and information on projects from the other, due to an apparent role conflict or misunderstanding existing between the two departments. It was noted that the dispute has affected the overall relationship between the two agencies.

When asked what agencies it is important to be in regular contact with, the Crime Commission was referred to more times than any other C.J.S. agency.

From the questionnaire responses recorded up to this point, the following assessments of the Crime Commission can be drawn. First, the Crime Commission is perceived by the other criminal justice agencies to be a key criminal justice department because of the importance placed by these agencies on maintaining contact to the Commission. Second, the Commission appears to be a catalyst for inter-agency cooperation. Third, most of the inter-agency contacts with the

Commission are perceived by these agencies to be relatively important. Fourth, the apparent lack of friction between the Commission and the other agencies suggests that a general rapport exists between the Commission and other agencies.

However, it is interesting to note that the general tone does not correspond to what has been thus far revealed in the questionnaire analysis of those agencies interviewed. It is the overwhelming impression of the interviewers that, rather than having a high socio-political status as the empirical data suggests, the Crime Commission is perceived to have low socio-political status among many inter-agency personnel who were interviewed.

The following sections shed some light on the above discrepancy. Before returning to this incongruity, however, a discussion of other sections will be helpful.

Degree of Association Among Criminal Justice Agencies

Our research used six indicators of associational ties among criminal justice agencies. The are:

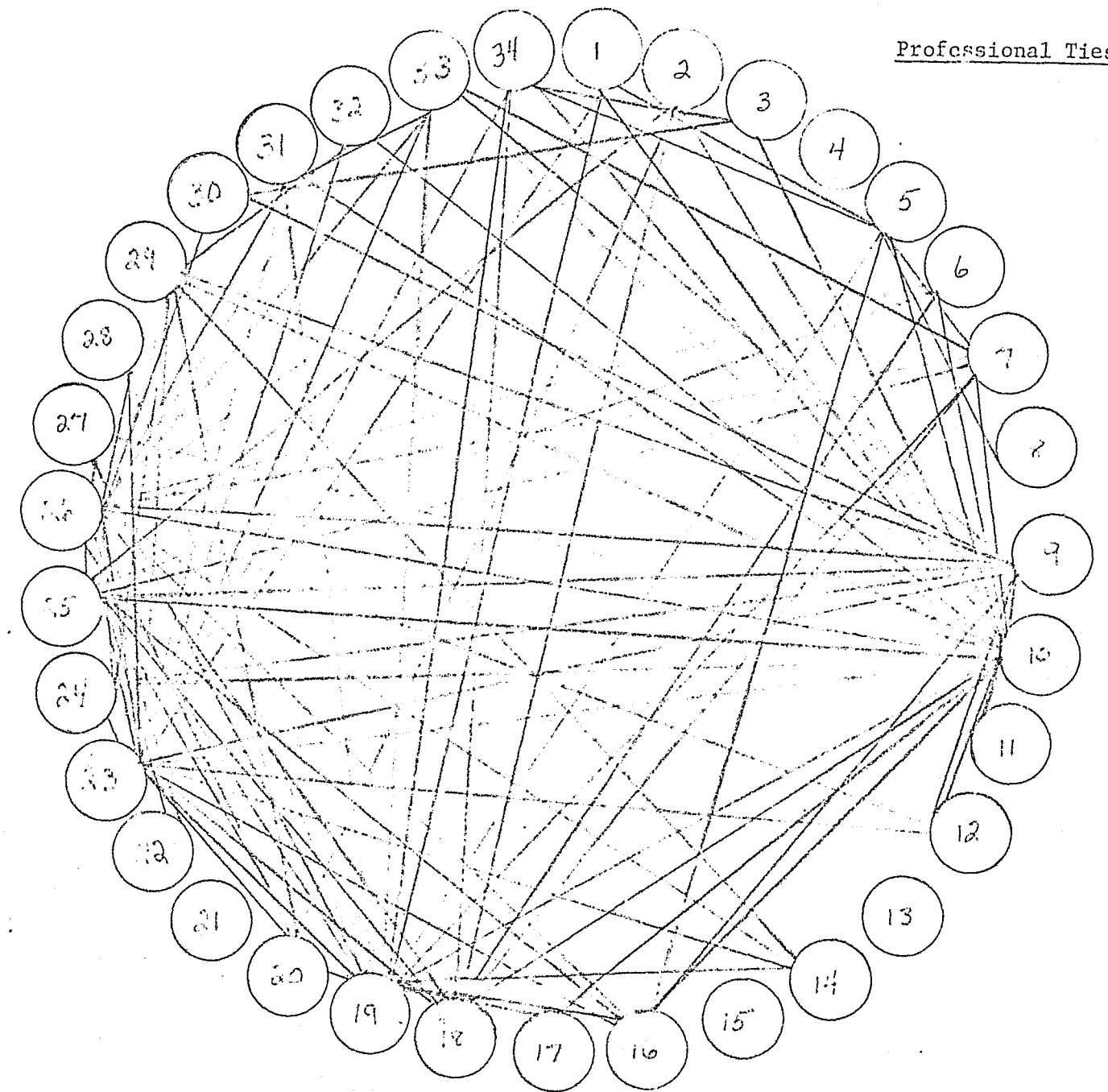
1. Common membership in professional organizations;
2. common membership in civic/social organizations;
3. business associations
4. political activities;
5. personal friendships; and
6. association through official work relationships (which has been already discussed).

The assumption underlying the significance of associational ties is that the more contact the members of the C.J.S. have with one another, the more integrated is the C.J.S. as a whole. Information is thereby exchanged and inter-agency rapport is fostered.

In addition to association through official relationships, membership in professional and civic/social organizations proved to be the most common channels by which the various agencies establish and maintain interaction among themselves. The interviewers were asked to name the professional and social organizations in which they met persons working in other agencies. The responses were recorded on the questionnaire sheet, then represented in a sociogram (see pages 33 and 34). One agency is connected with another by a straight line. Each line represents either a) common membership in a third organization or b) an interlocking directorate, i.e. the member of one agency being on the executive board of another agency.* The number of communication channels that a given agency has with the other C.J.S. agencies can be seen by looking at the concentration of lines feeding into a single point. The frequency of contact through membership in professional organizations averages between six (6) and eight (8) times a year, and more than ten (10) times a year for civic/social organizations. It should be noted that the sociograms reflect the associations of only the heads of agencies and not the members in general,

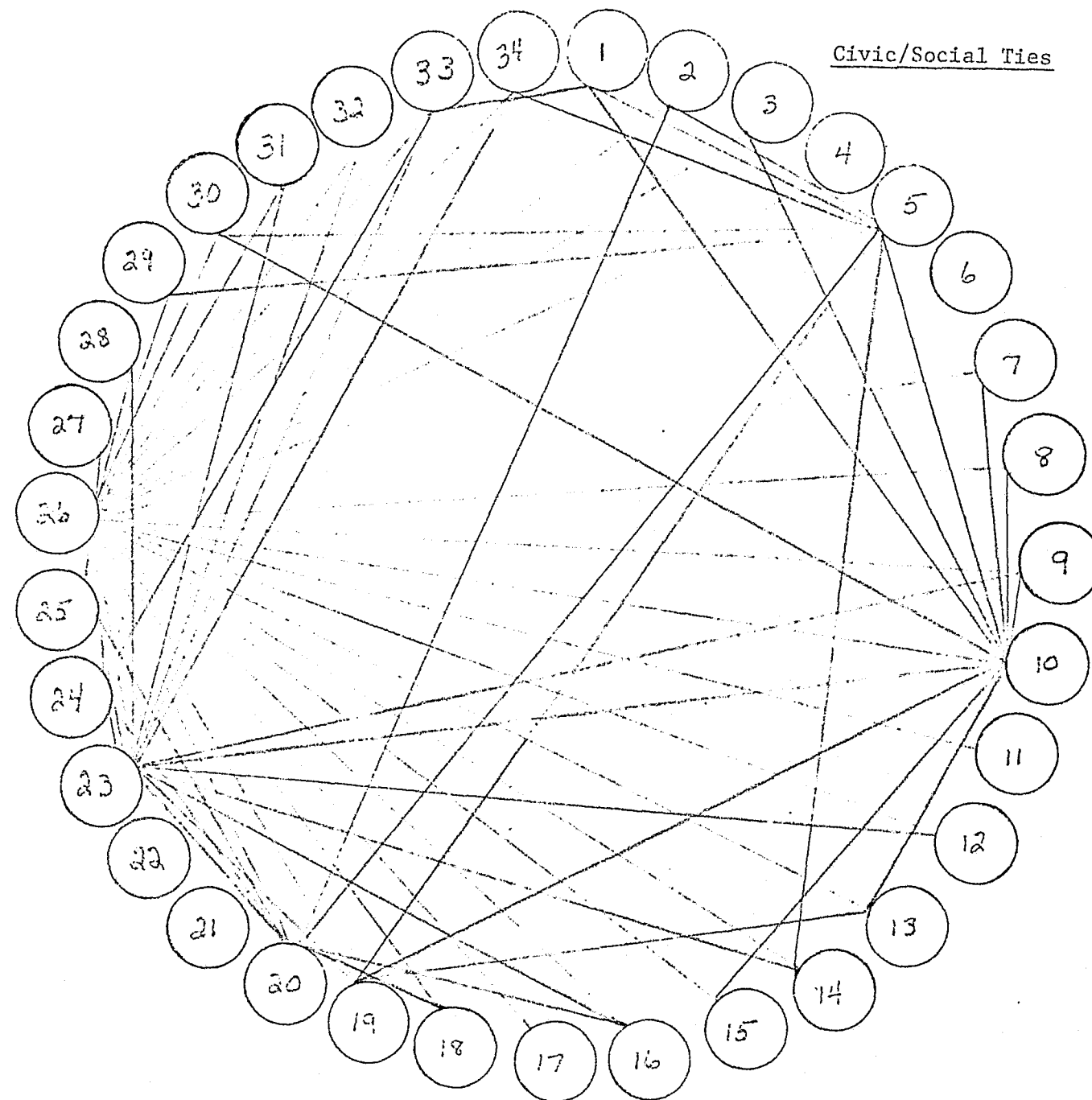
For the purposes of this study, focus should be placed on the Crime Commission's associations (no. 34). Only three (3) associational ties come through membership in civic/social organizations and only six (6) ties through membership in professional groups. In fact, most all of the Crime Commission's ties with other criminal justice agencies are through official work relationships. This finding is a significant one and will later be brought into perspective with the other findings.

*n.b. 46 interlocking directors existed among the agencies and were recorded only on the professional organization sociogram. Therefore, the sociogram for professional organizations is composed of Commission membership in professional organizations, together with interlocking directorates.



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| 1. Office of the Mayor | 19. Mayor's Council on Youth |
| 2. Board of Police Commissioners | 20. Police Community Relations |
| 3. Circuit Attorney | 21. Commission for Equal Justice |
| 4. Prosecuting Attorney | 22. Citizens' Committee on Courts |
| 5. Board of Education | 23. Magdala Foundation |
| 6. Circuit Court | 24. Bureau for Men |
| 7. Juvenile Court | 25. Women's Crusade Against Crime |
| 8. Board of Aldermen | 26. Alliance for Shaping a Safer Community |
| 9. State Board of Probation and Parole | 27. Police Affairs Committee of NAACP and CORE |
| 10. Department of Welfare | 28. East-West Gateway Coordinating Council |
| 11. City Courts | 29. Urban League |
| 12. Adult Services Division | 30. Bar Association of Metropolitan St. Louis |
| 13. Council on Human Relations | 31. Drug and Substance Abuse Council |
| 14. Legal Aid Society | 32. Health and Welfare Council |
| 15. Public Defender | 33. Narcotics Service Council (NASCO) |
| 16. Police Department | 34. St. Louis Crime Commission |
| 17. Department of Public Safety | |
| 18. Region V, LEAC of Missouri | |

Civic/Social Ties



- | | |
|--|--|
| 1. Office of the Mayor | 19. Mayor's Council on Youth |
| 2. Board of Police Commissioners | 20. Police Community Relations |
| 3. Circuit Attorney | 21. Commission for Equal Justice |
| 4. Prosecuting Attorney | 22. Citizens' Committee on Courts |
| 5. Board of Education | 23. Magdala Foundation |
| 6. Circuit Court | 24. Bureau for Men |
| 7. Juvenile Court | 25. Women's Crusade Against Crime |
| 8. Board of Aldermen | 26. Alliance for Shaping a Safer Community |
| 9. State Board of Probation and Parole | 27. Police Affairs Committee of NAACP and CORE |
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| 14. Legal Aid Society | 32. Health and Welfare Council |
| 15. Public Defender | 33. Narcotics Service Council (NASCO) |
| 16. Police Department | 34. St. Louis Crime Commission |
| 17. Department of Public Safety | |
| 18. Region V, LEAC of Missouri | |

Integration of Goals

Thus far, the integration indicators of the Crime Commission with the other agencies have concerned inter-agency familiarity to the Commission, the presence or absence of friction with the Commission, and the amount of the Commission's associational ties with other criminal justice agencies. Attention is now turned to the inter-agencies' perceptions of their own goals vis-a-vis the goals of the Crime Commission.

Responses to the intra-agency questionnaires reveal a consensus with regard to what the actual goals of the Commission are, viz., to facilitate inter-agency cooperation and communication among the C.J.S. departments and to effect change and improvements in the C.J.S. as a whole. Yet when inter-agency personnel were asked to list three (3) goals of the Crime Commission, little consensus was revealed. Two (2) respondents indicated that they did not know any goals of the Crime Commission. Eight (8) mentioned that the Commission had a coordinating function as a goal. The rest mentioned a variety of goals which pertained more to particular involvements of the Commission. Some examples of the latter goals mentioned are: combating recitivism, reducing person-to-person crime, providing funding for projects, and some suggested that it had no real goals. This lack of consensus on Commission goals suggests a lack of knowledge about the purpose of the Crime Commission in general or a lack of effective activity.

Certainly, there are apparent contradictions in the inter-agency interviews. On the one hand, the data taken from the interviews seemed to indicate the agencies' high level of familiarity with the Crime Commission, as well as the agencies' emphasis on maintaining close contact with the Commission. Yet on the other hand, it is clear that contact with the Commission is fairly limited to official working relationships. If the Commission is perceived to be so important, then why is this contact limited to only one set of relationships? Furthermore, there is

a general lack of consensus on the goal orientation of the Commission among the agencies, thereby indicating a lack of familiarity with the purposes of the Commission. What, then, is to be made of these contradictions?

The following comments offer possible explanations for the above difficulties. First, there may be considerable familiarity with the Commission in its contact with individual agencies on particular issues, without familiarity with the Commission in the general context of the C.J.S. Second, keeping in close contact with the Commission may be perceived as important but not because the Crime Commission is perceived to be important in itself. Since each agency tends to perceive their own goals and projects as most significant, then to the extent that the Commission can provide assistance in these projects it is perceived as a significant agency. And, of course, there is always the possibility that the interviewees were responding according to how important they thought the Crime Commission should be, or simply because they did not want to hurt the Commission in the evaluation.

With respect to what the interviewees thought the Commission's goals should be, the intra-agency, i.e., the Crime Commission staff, respondents seemed to reach less consensus on what the Commission's goals should be, as opposed to what they are. Effecting inter-agency cooperation and communication was mentioned by most of the respondents as a goal, but the other responses were varied. There was greater consensus, however, among the inter-agency responses on what goals the Crime Commission should set for itself. Nearly half of those interviewed from inter-agencies of the C.J.S. mentioned the following goals:

1. To effect coordination and increased communication among the various criminal justice agencies;
2. to increase community involvement and input into the C.J.S.; and

3. to provide an overall planning function for the entire C.J.S.

In light of the above data, one might suggest that the Crime Commission is perceived to be a potentially key agency. This is evidenced by the scope of the goals and tasks the other criminal justice agencies would like to see the Commission perform. Further support for this interpretation is found in the response of the agencies concerning their expectations of receiving assistance and cooperation from the Commission in the future. Fifteen (15) of the sixteen (16) respondents believe that the Crime Commission will actually be willing to give the assistance that will be needed by these agencies in the future.

With regard to the stated goals of each agency interviewed, an overwhelming majority of these agencies believed their goals were not in conflict with those of the Commission.

Integration of Functions and Services

When asked if there was any duplication or competition in the performances of services by the Commission and the other agencies, the respondents answered negatively. The only exception to this concerned the Impact funding program, which was referred to earlier. In another question, thirteen (13) respondents indicated that they attempt to tailor some activities to complement functions performed by the Crime Commission.

Most inter-agency interviewees also responded that there are no functions which they do not provide because the Crime Commission already provides these functions. Only four inter-agency members responded affirmatively to this question. The responses of Crime Commission members to this question, however, contradicted the majority claim of the inter-agencies.

When the inter-agency individuals were asked whether their agency provides certain functions so that the Crime Commission need not, nine (9) responded no, while five (5) responded yes. From these responses, one might conclude that

inter-agency members of the C.J.S. perceive themselves to function relatively independent of the Crime Commission. They are not significantly aware of those functions which the Commission performs with the exception of the Commission's funding activities. Here again, it can be asserted that the Crime Commission is perceived by the other C.J.S. agencies to be a potentially important organization.

A final question pertains to the functions of the Commission. The interviewees were asked if they try to keep track of current Crime Commission activities. Thirteen (13) responded affirmatively and three (3) said no. Those who did keep track of the Commission's activities did so through newsletters and other publications of the Commission as well as through conversations with the Commission. However, when asked if the Crime Commission was ever used to keep abreast of activities within the criminal justice system, only half of these other agencies responded affirmatively. This data suggests that individuals in the C.J.S. utilize the Crime Commission resources to keep abreast of Crime Commission activities but not of C.J.S. activities as a whole. Possible explanations for this fact might be that either 1) the Crime Commission is not capable of providing such information about the C.J.S. as a whole, or 2) the Commission is not perceived by the other agencies to be a sufficient source of information for the entire C.J.S. at the present time, or both. Whatever the case, the function of being a communication center for the entire C.J.S. seems to be an implied role which the inter-agencies believe the Commission should perform.

General Comments

The final section of the questionnaire was left for the respondents to make any comments about the Crime Commission that they believed to be appropriate. The comments were too sundry for a complete enumeration here, however, certain

comments did re-occur. For the purposes of this report, it might be well to list the substance of those comments which occurred three or more times,

The following statements summarize the content of the most commonly mentioned points and carry the tone of general recommendations:

1. The Crime Commission role vis-a-vis Region V should be clarified.
2. Citizen interests should be better represented on the Commission and considered in policy formulation.
3. The Commission should provide more information about its workings in particular; and about the entire C.J.S. in general.
4. The staff of the Commission should be enlarged.
5. The Commission should be given the resources to perform overall planning for the entire C.J.S.
6. The expertise of the Commission staff was either unknown or questionable.

Summary and Conclusions

The general attitude of those who were interviewed was one of cooperation and interest in the scope of the research task of this staff. As the interviews were conducted, the interest in and concern for the Crime Commission by these individuals became more apparent. As a consequence, for the most part, their responses were candid.

By way of a brief summary, it can be said that there is an overall rapport and an air of reciprocal cooperation existing between the Crime Commission and the other criminal justice agencies. Yet certain problem areas to the Commission are visible as well. The Commission is lacking in socio-political status. Its associational ties are significantly limited to only official transactions and it is lacking in resources. Furthermore, the other criminal justice agencies

are relatively unaware of the services that the Commission actually offers to the entire C.J.S., due to the low profile which is projected by the Commission concerning its involvements. Its blurred relationship with Region V, MLEAC also contributes to the confusion with which the Commission is perceived.

In spite of these difficulties, the Crime Commission is seen to be a potentially key criminal justice agency. This perception creates an optimistic attitude among this research staff for the future development of the Crime Commission.

APPENDIX (A)

LITERATURE ON ST. LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT
OR SIMILARLY CONSTITUTED ORGANIZATIONS

Advisory Commission on Intergovernmental Relations. A Commission Report; Making the Safe Streets Act Work: An Intergovernmental Challenge. Washington, D.C.

National League of Cities and United States Conference of Mayors. Cities and Criminal Justice: A Review of Recent Local Initiatives to Reduce Crime and Improve Criminal Justice. Washington, D.C.

President's Commission on Law Enforcement and Administration of Justice. The Challenge of Crime in a Free Society: A National Strategy. U.S. Government Printing Office, Washington, D.C., 1967.

St. Louis Commission on Crime and Law Enforcement. An Evaluation of the St. Louis Commission on Crime and Law Enforcement - Its Operations and Funded Research. Prepared by the Governmental Research Institute. St. Louis, 1971.

States Urban Action Center. Action for Our Cities: Part One Control of Civil Disorder and Crime. Washington, D.C., 1969.

(INDIVIDUAL STATES ALSO CONTAIN INFORMATION ON SUCH COMMISSIONS IN THEIR RESPECTIVE CRIMINAL JUSTICE PLANNING REPORTS)

Commonwealth of Puerto Rico (Administration of Criminal Justice Comprehensive Plan, 1971)
Mississippi (Mississippi Comprehensive Law Enforcement Plan, 1971)
Idaho (Comprehensive Plan for Criminal Justice, 1972)
Washington (Comprehensive Plan for Law Enforcement and Administration of Justice, 1970)
New York (Comprehensive Crime Control Plan, 1971)
West Virginia ... 1971
Virginia ... (4 vols., 1971)
Maine ... 1971
South Carolina ... 1971
American Samoa (Territorial Comprehensive Plan, 1971)
South Dakota ... 1971
District of Columbia ... 1970
Kentucky ... 1971
Guam ... 1972
Virgin Islands ... 1970
Utah ... 1971
Louisiana ... 1970
Indiana ... 1971

All of the above plans contain organization charts and listings of related programs, plans and agencies.



SAINT LOUIS UNIVERSITY

CENTER FOR URBAN PROGRAMS

May 24, 1973

221 NORTH GRAND BOULEVARD
SAINT LOUIS, MISSOURI 63103Office of the Mayor
Detroit, Michigan 48226

Dear Sir:

The Center for Urban Programs, Saint Louis University has recently contracted to assess and evaluate the St. Louis Commission on Crime and Law Enforcement. As part of our study, we are writing to a number of cities of varying sizes in an attempt to discover similarly constituted organizations.

If your city has a commission as described below, or is part of a comparable regional body, we would be very grateful for any such information you can provide. Such things as the enabling legislation or ordinance, as well as intra-and inter-organizational models, will be greatly appreciated.

The St. Louis Commission on Crime and Law Enforcement is an agency of the city having the following responsibilities:

- 1.- to make inquiry into the status of criminal activity within the city, including statutory offenses and municipal infractions;
- 2 - to study existing law enforcement and administrations of justice, methods, practices and procedures, whether premised upon statutes, practices, decisions or rules, and whether exercised by the executive or judicial branches of government.
- 3 - to determine compliance with and the efficiency of such methods, practices, or procedures, and to make specific recommendations for the improvement of law enforcement and administration of justice; and
- 4 - to direct public attention to and engender broad citizen participation in improved law enforcement and the perfection of the administration of criminal justice.

I am enclosing a self-addressed envelope for your use, as well as my thanks for your time and effort in this regard.

Sincerely,

Wiley C. Smith
Urban Sociologist
Center for Urban Programs
Saint Louis University

WCS:bjg

Enclosure

Cities -- Affirmative Response

Cleveland, Ohio

Denver, Colorado

Indianapolis, Indiana

Milwaukee, Wisconsin

New Orleans, Louisiana

Detroit, Michigan

Chicago, Illinois

Los Angeles, California -- (statewide) California Council on Criminal Justice

Cities -- Negative Response

Houston, Texas

Oakland, California

Tampa, Florida

Cities -- No Response

Newark, New Jersey

New York City, New York

Baltimore, Maryland

Dallas, Texas

San Francisco, California

Columbus, Ohio

Seattle, Washington

Boston, Massachusetts

Miami, Florida

Other Institutions

National Council on Crime and Delinquency

National League of Cities

John Jay College of Criminal Justice

Universities -- Libraries and Departments

St. Louis University

Washington University

University of Missouri - St. Louis

Southern Illinois University

CONTINUED

1 OF 2

An ordinance to establish an agency of the city commission to make inquiry into the status of criminal activity within the city including statutory offenses and municipal infractions, to study existing law enforcement and administration of justice methods practices and procedures, whether promulgated upon statutes, practices, decisions, or rules, and whether exercised by the executive or judicial branches of government, to determine a common area with the efficiency of such methods, practices or procedures, and to make specific recommendations for the improvement of law enforcement and the administration of justice, to direct public attention of justice, to direct public attention to and engender broad citizen participation in improved law enforcement and the perfection of the administration of criminal justice; such commission to be denominated as the Commission on Crime and Law Enforcement, and divided into two general parts, one an Advisory Part and the other an Operating Part, the former composed of the Mayor of the City of St. Louis, and nine other public officers participating at their discretion, namely, the presiding judge of the Juvénile Division of the Circuit Court of the Twenty Second Circuit, an additional judge of said Circuit Court selected by the judges thereof en banc, the Circuit Attorney of the City of St. Louis, the Prosecuting Attorney of the City of St. Louis, the President of the Board of Police Commissioners of the City of St. Louis, and the Superintendent of Schools of the St. Louis Public Schools, and the President, Vice President and Chairman of Public Safety Committee of the Board of Aldermen, each ex officio; such Operating Part to be composed of ten members, constituted to fairly represent all considerable factors and interests of the community relative to law enforcement and the administration of justice, with special consideration for the appointment of residents to the

area containing high percentages of victims of crime and municipal offenses, appointed by the Mayor without regard to race, creed or color for a one-year term with one of such members appointed by the Mayor as Chairman, such Advisory Part to advise, recommend and counsel the Mayor upon proposed activities and recommendations of the Operating Part; charging the Operating Part with the duty to make inquiry into the incidence of crime, and in connection therewith to develop improved, reliable means of measurement, and cataloging crime in helpful aspects and to inquire into the means, processes, quantity and quality of law enforcement and the administration of justice in the City, including the participation of all agencies, officers, and persons, providing for an Executive Director of the Commission, appointed by and to serve at the pleasure of the Mayor and compensated according to law, and empowering such Director to appoint a staff as may be necessary to assist the Executive Director in the performance of his duties in connection with the operating part, compensated according to law; authorizing the Executive Director to provide the Commission and the employed staff with offices, equipment, furnishings, supplies, materials and contractual services as may be necessary; authorizing, upon the Mayor's approval, the expenditure of appropriated municipal funds and other funds for the needs, work and objects of the Commission or the Operating Part; authorizing the Commission or the Operating Part to receive and expend, on the Mayor's approval, gifts, grants, and donations and to do all things necessary to procure the same from private, governmental or quasi public sources for the specific work or general purposes or needs of the Commission empowering the Operating Part to issue subpoenas; authorizing the Comptroller to issue drafts and warrants upon the City Treasury for approved expenditures of the Commission or Operating Part, providing for cooperation and assistance be

between the Commission and City and State agencies and offices where reasonable and lawful, providing for the organization and identification of the Operating Part, providing that the Commission or Operating Part shall not attempt the solution of any specific crime or make pronouncements regarding individual acts, and providing an emergency clause

Be it ordained by the City of St. Louis, as follows:

Section One. Commission on Crime and Law Enforcement is established. There is hereby established an agency of the City to be known as the Commission on Crime and Law Enforcement. Such Commission shall be composed of two parts, one to be known as Advisory Part, and the other as Operating Part.

Section Two. Advisory Part of Commission. The Advisory Part of the Commission shall be composed of public officers, participating at their discretion, namely, the Mayor of St. Louis, the presiding judge of the Juvénile Division of the Circuit Court of the Twenty Second Circuit, an additional judge of said Circuit Court selected by the judges thereof en banc, the Circuit Attorney of the City of St. Louis, the Prosecuting Attorney of the City of St. Louis, the President of the Board of Police Commissioners of the City of St. Louis, and the Superintendent of Schools of the St. Louis Public Schools, and the President, Vice President and Chairman of Public Safety Committee of the Board of Aldermen, each ex officio.

Section Three. Function of Advisory Part. The Advisory Part shall act to advise, counsel, suggest, and recommend, as it elects, to the Mayor as to prospective undertakings of the Operating Part, and shall likewise evaluate, and make recommendations to the Mayor concerning reports, suggestions, and recommendations made by the Operating Part.

Section Four. Operating Part of Commission. The Operating Part of the Commission shall consist of ten members, tened. Commission members appointed by the Mayor for a term of one year, to serve without salary. In selecting such Commission members, the Mayor shall choose persons so as to fairly represent the Operating Part as representative of all considerable factors and interests of the community relative to law enforcement and the administration of justice. The Mayor shall appoint one of such Commission members as Chairman. Commission shall be appointed without regard to race, creed or color and with special consideration for the appointment of residents in the areas containing high percentages of victims of crime and municipal offenses.

Section Five. Operating Part. Functions and Duties. The Operating Part of the Commission under general supervision of its Executive Director shall make inquiry into the status of criminal activity within the City, including statutory offenses and municipal infractions of a criminal or quasi-criminal nature, and in this connection shall make inquiry into the incidence of crime and develop improved, reliable means of measurement and cataloging crime by all helpful aspects.

Such Operating Part shall study, fairly determine actual methods, practices, and procedures, whether promulgated upon statute, custom, decisions or rules exercised by the executive or judicial branches of government in all their parts in law enforcement and the administration of criminal justice; and shall determine the factual fidelity to or compliance with and the efficiency of such methods, practices, and procedures. In such inquiry the Operating Part shall consider the interrelations and coordination or the lack thereof of such branches within themselves and toward each other.

Such Operating Part shall study, fairly determine actual methods, practices,

APR 27 1934



ices and procedures for the improvement of law enforcement and the administration of criminal justice, either within the existing law, or upon suggested changes in the law, and shall deliver such matters in the form of written recommendations to the Mayor, together with such necessary supporting matters.

Such Operating Part shall similarly devise ways and means to direct public attention to and to engender broad citizen participation in improving law enforcement and the perfection of the administration of criminal justice. Such way and means shall be embodied in written recommendations to the Mayor.

Such Operating Part, shall, upon direction of the Mayor, undertake to accomplish, as far as proper and possible, any recommendations adopted.

Such Operating Part, may, upon the Mayor's approval, undertake to perform any other act or function within the general purposes of the Commission or Operating Part.

The Operating Part shall have the power to compel the attendance of witnesses and the production of documents before its meetings. The Chairman, when authorized by the Operating Part, may cause process to be issued and served by the City Marshal; willful disobedience of such process shall be punished as for contempt by the City Courts.

Section Six. All agencies, Officers and Employees of Government to Assist Commission.—As far as is lawful and without unreasonable imposition or interference with lawful duties and functions, each agency, officer, or employee of the State and City governments, in all their parts, shall cooperate with and give all requested assistance to the Commission or Operating Part.

Section Seven. Operating Part—Organization and Administration.—The Operating Part of the Commission under general supervision of an Executive Director shall organize itself to facilitate the conduct of its

business. The work of the Operating Part may be divided and delegated to committees with each committee directed and controlled by at least one Commissioner, but may have as many citizen committee members as the Operating Part deems efficient for its purposes. Each committee shall be under the general supervision of and report to the Operating Part.

The Operating Part shall determine the time and place of meetings and establish such officers, other than the Chairman, and procedures as it deems helpful. Business of the Operating Part may be conducted upon a concurrence of a majority of members appearing upon general notice, and approved by the Director.

Section Eight. Commission—Staff and Facilities.—The Executive Director shall cause to be provided for the Commission and staff such offices, equipment, furnishings, supplies, and contractual services as he may approve as necessary for the proper functioning and accomplishing of the objects of the Commission. The Mayor shall appoint the Executive Director of the Commission to be compensated according to law, to serve at the pleasure of the Mayor; and the Executive Director shall appoint such other persons as may to him appear necessary, and such employees shall be paid compensation according to law. Such Executive Director shall supervise the work of the Operating Part and the employees of the Commission, and he shall perform such duties and services as directed by the Mayor in furtherance of the objects of the Commission.

Section Nine. Commission Authorized to Apply for, Receive and Expend Gifts, Grants, and Donations.—The Commission or the Operating Part, on approval of the Mayor, is hereby authorized to receive gifts, grants, and donations from private, governmental, and quasi-public sources; and to make applications for the same and to adopt and agree to conditions and

matters required which are within the general objects and purposes of the Commission. On such approval, the Commission or the Operating Part may expend or utilize such gifts, grants, and donations in pursuance of the objects and purposes of the Commission or to defray proper expenses authorized by this ordinance. All gifts, grants, and donations shall be deposited with the City Treasury to the account of the Commission and the Comptroller shall issue drafts and warrants thereon.

Section Ten. Commission Not Concerned with Crime Solution or

Judgments on Persons.—The Commission or the Operating Part shall not be construed as being authorized to investigate any specific crime so as to attempt to gather evidence for any solution, charge or prosecution, nor as possessed of any authority to make pronouncements regarding individual persons.

Section Eleven. Emergency Declared.—This being an ordinance for the immediate preservation of the public peace and safety, the same is hereby declared to be an emergency measure.

Approved: December 29, 1969.

Proposed Ordinance in re the St. Louis Commission on Crime
and Law Enforcement: enables suggested organizational changes

1. Section 1. The Board of Aldermen of the City of St. Louis HEREBY
2. ORDAINS, That there is hereby established in the Office of the Mayor, a
3. Commission on Crime and Law Enforcement, which shall coordinate crime
4. control and criminal justice activities for the City.

1. Section 2. That the Mayor shall serve as Chairman of the Commission
2. on Crime and Law Enforcement and shall designate other officers as
3. he deems appropriate, by and with the confirmation and approval of the
4. Board of Aldermen.

1. Section 3. That the Mayor shall appoint an Executive Director of
2. the Commission on Crime and Law Enforcement, who shall serve at the pleasure
3. of the Mayor. Other members of the staff shall be appointed in the
4. classified service of the City Civil Service.*

1. Section 4. That the duties of the Executive Director shall include
2. but not be limited to the following: (a) to confer with appropriate city,
3. state, federal, and private agencies concerned with the administration of
4. criminal justice for the purpose of improving crime control programs and
5. policies; (b) to confer with appropriate city, state, federal, and private
6. agencies for the purpose of securing funds for the support of the Commission
7. on Crime and Law Enforcement, and for initiating programs of crime control
8. and criminal justice reform, and, on behalf of the City, to accept, and
9. enter into contracts subject to approval of the Mayor, for grants of
10. federal, state or other funds to the City for such purposes; (c) to advise
11. the criminal justice agencies on improved policies and programs; (d) to
12. conduct research, operate programs, and conduct studies of crime control
13. and criminal justice; to contract, subject to the approval of the Mayor,

14. with other public or private agencies and engage consultants for such
15. research programs and studies; (e) to prepare and publish such reports
16. and sponsor such conferences as he deems appropriate; (f) to encourage
17. joint activities among the separate criminal justice agencies and to
18. represent the overall interest and needs of the criminal justice system;
19. (g) to collect statistics and information relative to the criminal justice
20. agencies; (h) to submit to the Office of the Mayor annually, or upon
21. request, evaluational reports of every state, federal, or county-funded
22. project operated by a city agency or other agency as requested.

1. Section 5. That the membership of the Commission shall be as
2. follows: (a) The membership of the Commission on Crime and Law Enforcement
3. shall include representatives from all public agencies substantially
4. involved in the criminal justice system; and the President, Vice-President
5. and Chairman of the Public Safety Committee of the Board of Aldermen.
6. (b) The Commission on Crime and Law Enforcement shall have no less than
7. approximately twenty members and no more than approximately thirty members.
8. (c) Approximately five members shall be private citizens. (d) The members
9. of the Council shall serve without compensation.**

1. Section 6. That the Mayor shall appoint an Executive Committee to
2. be confirmed by the Board of Aldermen of not more than ten members, three
3. being aldermanic appointments as mentioned in Section 5, and the balance
4. being selected from the general membership of the Commission which shall
5. act on behalf of the Commission on Crime and Law Enforcement. The Mayor
6. shall serve as Chairman of the Executive Committee.

1. Section 7. That the Executive Committee shall act to advise,
2. counsel, suggest, and recommend, as it elects, to the Mayor as to
3. prospective undertakings of the Executive Director, and shall likewise
4. evaluate for and make recommendations to the Mayor concerning reports,

5. suggestions, and recommendations made by the Executive Director.

1. Section 8. That all City agencies shall furnish the Executive
2. Director with such reports and information as he may deem necessary to
3. carry out the functions and purposes of his office.

1. Section 9. That the Executive Director shall submit an annual
2. report to the Mayor, the Board of Aldermen, and the members of the
3. Commission on Crime and Law Enforcement.

1. Section 10. The Commission shall not be construed as being authorized
2. to investigate any specific crime so as to attempt to gather evidence for
3. any solution, charge or prosecution, nor as possessed of any authority to make
4. pronouncements regarding individual persons.

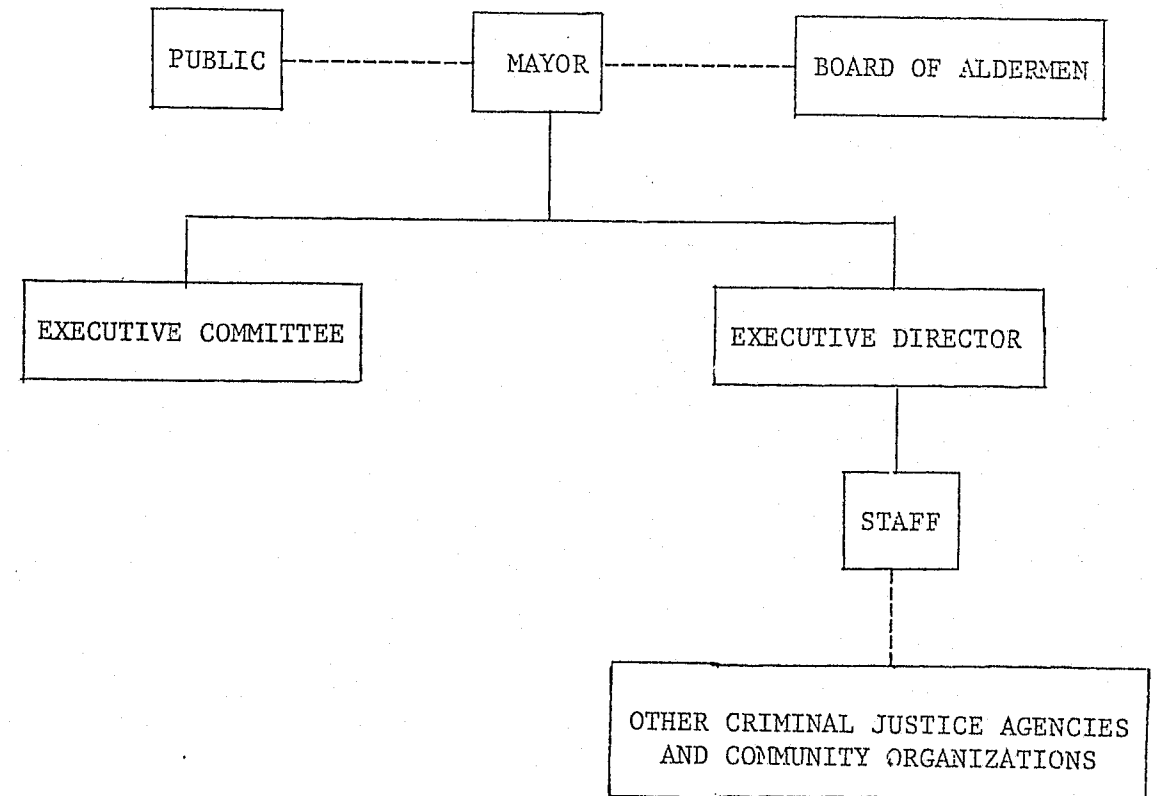
1. Section 11. That this Ordinance be effective immediately.

*Section 3: If including the Board of Aldermen is felt to dilute the power of the Mayor and the expenditure is not compensated for by the gain in support from the Aldermen then it should be stricken from the ordinance. It is our recommendation that the Aldermen be included. However, this may establish an undesirable precedent.

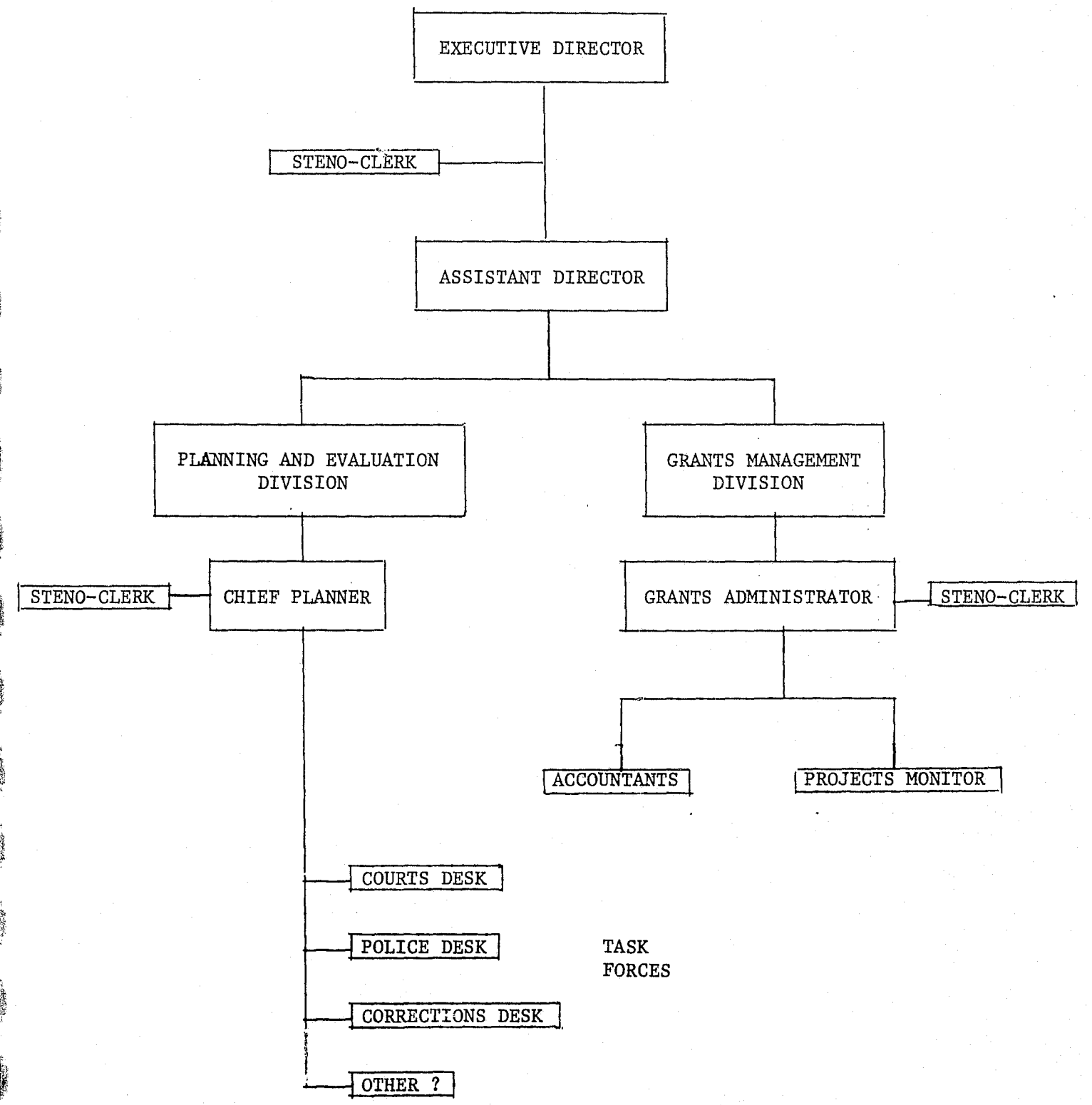
**Section 5: Since the relative importance of agencies may change, this paragraph leaves agency representation purposely open-ended to include those suggested in the list of recommendations.

ST. LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT

- SUGGESTED COMMISSION REORGANIZATION -



ST. LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT
- SUGGESTED INTERNAL REORGANIZATION -
(OF STAFF)



TASK FORCES

END

7 ables/men