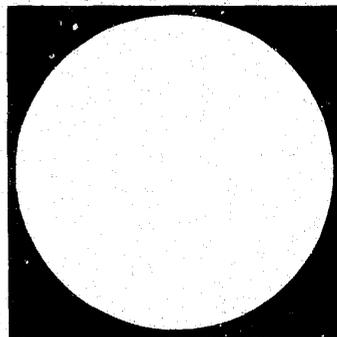


criminal justice plan greater egypt region - 1976

Volume 1 Directions

**Alexander, Franklin, Gallatin, Hamilton,
Hardin, Jackson, Jefferson, Johnson, Massac,
Perry, Pope, Pulaski, Saline, Union,
& Williamson Counties, Illinois**

44294
vol 1 of 1



**GREATER
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REGIONAL
PLANNING &
DEVELOPMENT
COMMISSION**

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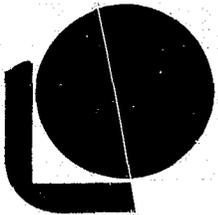
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**Volume 1
Directions**

ACQUISITIONS

**Alexander, Franklin, Gallatin, Hamilton,
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The preparation of this document has been funded in part through a grant from the Illinois Law Enforcement Commission and the Law Enforcement Assistance Administration according to the provisions of the Omnibus Crime Control Act of 1974, as amended. Publication #GERPDC-76-413.



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August, 1976

Chairmen and County Boards
Mayors and City Councils
Presidents and Village Boards
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District Boards

RE: "The Comprehensive Criminal Justice Plan for the Greater Egypt
Region - 1976 - Volume I - Directions"

Gentlemen:

It is with pleasure that I transmit to you the Comprehensive Criminal Justice Plan for the Greater Egypt Region, Volumes I and II. This plan document details information regarding the present status of the region's criminal justice system, provides an assesment of the criminal justice agencies and programs operating in the region, and outlines a system of goals, standards, and programs for improvement.

These documents were prepared in conjunction with the Greater Egypt Regional Criminal Justice Planning Advisory Board and the Southeastern Illinois Law Enforcement Council. Accordingly, we feel that the directions contained within the plan reflect the needs of the region.

Please feel free to forward any comments you may have regarding this plan.

Sincerely for the Commission,

Charles J. Covington
Chairman

kc

ACKNOWLEDGEMENTS

The Commission wishes to thank the following individuals and organizations for assistance in preparing this Plan. Without their assistance, it would have been impossible to complete the task.

The members of the Greater Egypt Regional Criminal Justice Planning Delivery Board.

The members of the Southeastern Illinois Law Enforcement Council.

The Administrative Office of the Illinois Courts, the Illinois Supreme Court Committee on Criminal Justice Programs, and particularly the Judges and Chief Judges of the area Judicial Circuits.

The Illinois Secretary of State's Office, the Attorney General's Office, the Comptrollers Office, Departments of Law Enforcement, Correction, Local Government Affairs, Labor, the Illinois Law Enforcement Commission, and particularly, the Crime Studies Section of the Department of Law Enforcement.

The US Departments of Justice and Labor.

And all the Local and State agencies, and particularly the individuals, who aided in the data collection and analysis.

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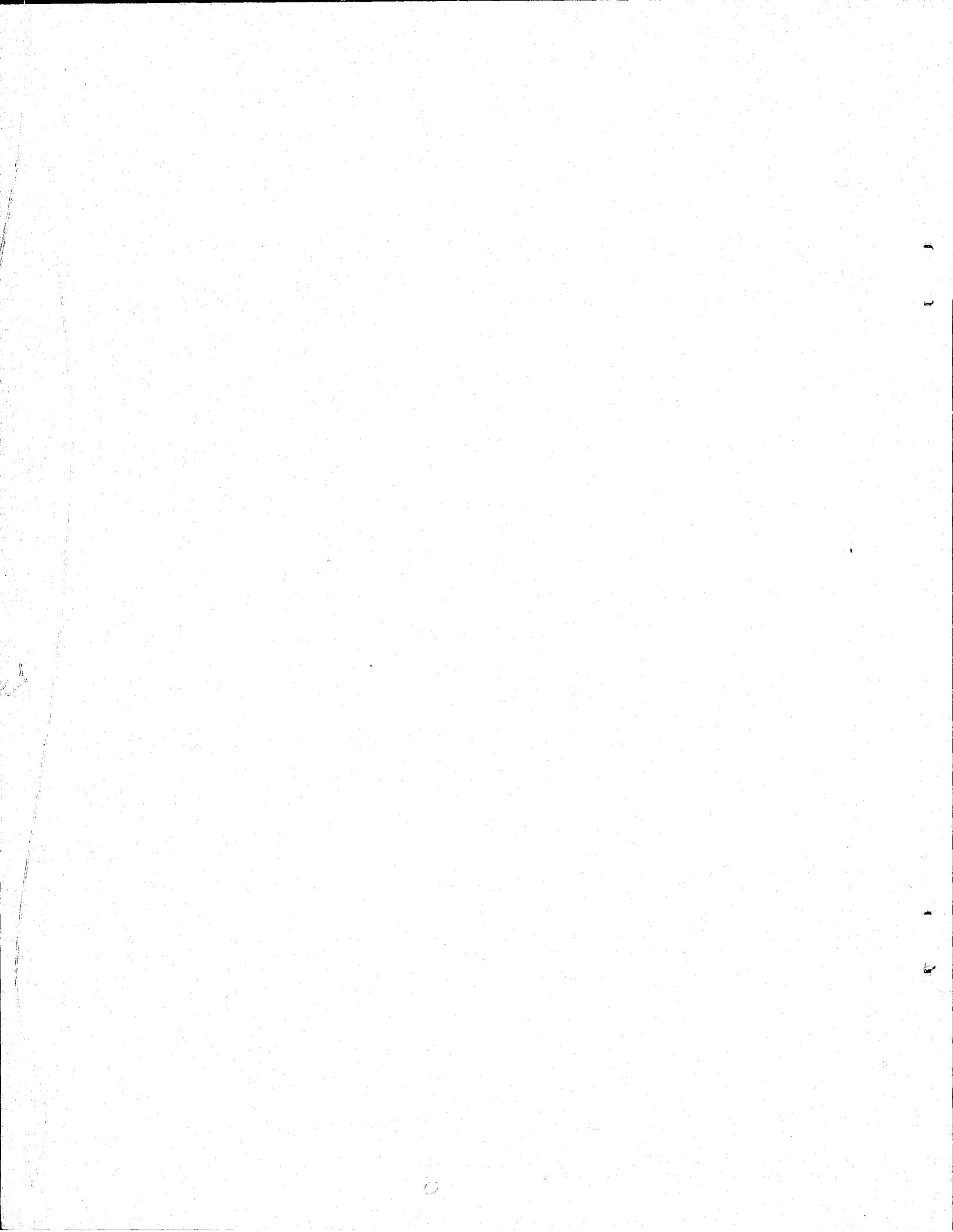
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INTRODUCTION

Crime, Justice, and Planning

"And with that the woman, who saw that the fruit was good to eat saw, too, how it was pleasant to look at and charmed the eye, took some fruit from the tree and ate it; and she gave some to her husband, and he ate with her. Then the eyes of both were opened, and they became aware of their nakedness; so they sewed fig-leaves together and made themselves girdles"
-- Genesis, 3.

Thus at the very beginning man knew sin; for he had broken God's law. And ever since, he has broken his own laws as well. The doctrine of original sin is a psychological insight alerting us to the imperfection of man.

It is no mere historical coincidence, then, that some kind of criminal "justice" system existed since the beginning of law and has been an integral component of civilized society. Appallingly little justice is to be found over the course of human civilization, but some criminal system was necessary to cope with the omnipresent social fact of crime. Without great reservation, Americans may call theirs a system of criminal justice; which is to say, the American system functions for the most part to protect the innocent and to mete out appropriate sanctions for the guilty. This is no insignificant accomplishment. We have only to look to other countries to realize that criminal justice sometimes has more victims than those of crime itself.

We therefore need to take pause in proposing that our criminal justice system be remodeled as another system. Justice is the primary goal of our system, not crime prevention or reduction. This system Americans can be rightfully proud of. It is also a humble reminder about the presence of our societal infirmities. Crime is present because our society is imperfect. It is important to provide the criminal justice system with the resources necessary to mete out justice. Yet we must avoid the temptation to plan the eradication of crime as a surgeon would remove a cancerous tissue. Crime is an integral part of society.

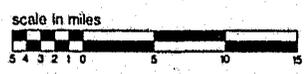
To begin cutting into the entrails of American society with a vast police force and punishment minded court and correction system could result in the lethal killing of justice as well. As the saying goes, the cure would have succeeded had the patient not died in the process.

Because the American criminal justice system is an exceptionally good one, it is easier to change it for the worse than for the better. The system itself is located in a delicate fulcrum position between conflicting social and political forces at each end. Its position in the center of these forces is never static but always moving. As the society is adapting to its constituent groups and members, the law is also changing; hence the criminal justice system is called upon to perform in constantly changing circumstances. The question of where the rights of one citizen begin and those of the other end in overlapping conflict suggests no permanent answer. The search for this answer is primarily a political one to be carried on in the legislatures of the land. The lawmakers and other leaders of the nation and its communities have the responsibility to ameliorate social problems and strive for a society which is equitable and just. It is within the tug and pull of these changing and often conflicting forces that the criminal justice system must uphold the law, even though imperfect and not in accordance with everyone's wishes. It is within the flux of the demands for more or less law enactment and law enforcement that the criminal justice system must painstakingly perform its function in a manner befitting a great democracy for which freedom and justice are doctrinal cornerstones.

General study and planning can be a guiding and stabilizing force to help locate the criminal justice system in its proper place so as to perform its proper function. The content of planning consists of information and knowledge, its method of pragmatic problem-solving to the everyday functioning of criminal justice. The scope of planning is necessarily limited: it is not action, but the deliberation of action, and it is informational and advisory to those who determine policy. Planning poses four basic questions: 1) What are the existing resources and the present situation? 2) What standards and goals are appropriate? 3) What is the need or problem (based on gaps between 1 & 2)? and 4) What program should be devised to address the problem?

Beginning with information, planning is a study of the concrete, hence is confined to a material space and population. To be functional, planning needs to be directed to an area which is itself functional and interrelated. The Greater Egypt Commission has a 15-year history of planning for a regional nucleus of communities known as the "dispersed city"

greater egypt criminal justice planning region



The preparation of this map has been funded in part through a planning grant from the Missouri Law Enforcement Commission and the Law Enforcement Assistance Administration according to the provisions of the Omnibus Crime Control Act of

of Southern Illinois. It is currently performing criminal justice planning for 15 southernmost Illinois counties. The Greater Egypt Region is a microcosm of the forces and problems impinging upon criminal justice systems throughout American society. The planning of the Commission is addressed to maintaining, and improving where feasible, the services of the criminal justice system expected by its citizenry. Furthermore, it is concerned with defining the responsibility for providing those services, with a careful consideration of responsibilities between local and state government.

The Region

The Commission's criminal justice planning region (ILEC Region 20) consists of the fifteen southernmost counties of Illinois, as indicated on the preceding map. The Region is bounded on the east and south by the Ohio River and on the west by the Mississippi River; it is contiguous to portions of Indiana, Kentucky, and Missouri. It borders two other criminal justice planning agencies to the north, Region 18 on the western side and Region 19 on the eastern side.

One hundred-nine municipalities are in the Region, Carbondale being the largest with a 1970 population of 26,857 and Mt. Vernon next with 16,382. Population for the Region is 302,804, with Jackson County having the largest population of 55,008 and Williamson County next with 49,021. Population is sparse in the southern part of the Region, with Pope County having only 3,857 persons and adjoining Hardin County 4,914. The Region has had declining population since the 1930's, though the 1970 Census suggests a leveling off for the northern part. The migration rate for the 1960's was close to a minus six per cent, but modest population increases are projected for a third of the Region's counties for 1980, increasing the total Regional population by almost 3,000 (see population table on next page). The 1970 Census shows the Region has a relatively old population, with only Jackson County having a median age below the state figure of 28.9. Five per cent of the population is non-white.

According to the 1974 population figures for the State of Illinois the Region represents 2.8 per cent of the total state population.

Table 1
1980 POPULATION PROJECTIONS FOR THE GREATER EGYPT COUNTIES

<u>County</u>	<u>1970 Population</u>	<u>1980 BOB Projection**</u>
Alexander	12,015	10,729
Franklin	38,329	37,836
Gallatin	7,418	7,353
Hamilton	8,665	7,662
Hardin	4,914	4,276
Jackson	55,008	59,331
Jefferson	31,848*	33,823
Johnson	7,550	7,446
Massac	13,889	13,914
Perry	19,757	19,574
Pope	3,857	3,375
Pulaski	8,741	7,344
Saline	25,721	24,606
Union	16,071	17,473
Williamson	49,021	51,054
Total	302,804	305,796

* Special Census recount, 1972

** Illinois Population Projections, 1975, State of Illinois, Bureau of the Budget

Source: Census of Population, 1970, U. S. Bureau of the Census.

Table 2
POPULATION OF MAJOR MUNICIPALITIES IN THE GREATER EGYPT REGION

Anna	4,766
Benton	6,833
Cairo	6,277
Carbondale	26,857*
Cartersville	3,061
Christopher	2,910
DuQuoin	6,691
Eldorado	3,876
Harrisburg	9,535
Herrin	9,623
Johnston City	3,928
Jonesboro	1,676
McLeansboro	2,630
Marion	12,899*
Metropolis	6,940
Mt. Vernon	16,382*
Murphysboro	10,013
Pinckneyville	3,377
Sesser	2,125
West Frankfort	8,854
Zeigler	1,940
Total	151,193

* Special Census recount, 1972

Source: Census of Population, 1970, U. S. Bureau of the Census.

The Region has had a history of economic decline and poverty, and relative to the rest of the state this condition still persists. The coal industry, which had attracted thousands of workers during the World War I period, became an industry of steadily declining employment since the 1930's. Most of the soil lacks the fertility to support prosperous farming operations. Unemployment rates continue to be high, exceeding six per cent in most counties. The labor force is low in skills, and according to the 1970 Census the education level is one of the lowest in the state, with only Jackson County being near the average. From the standpoint of income, the Region is poorest in the state, with the 1970 Census reporting a median family income of \$7,105 which is almost \$4,000 below the state figure.

Another aspect of the Region is its history of violence. Violence was centered in the coal-producing areas when workers began organizing unions just before World War I. It reached a peak when blacks were introduced at the mine sites as strikebreakers.¹ The Region also had more than its share of bootlegging, gambling, prostitution and organized crime during the 1920's and 1930's. Racial antagonism has been manifest in some communities and continued latent throughout much of the Region. Class antagonism continued especially in the mining industry, and though strikes continue to be frequent actual violence is rare. Organized crime has now waned. There is no demonstrable relationship between the lingering antagonisms and present crime incidents. Nonetheless, the days of "bloody Williamson" are still remembered, and many families are faced with dire impoverishment.

The general economic situation and history of violence would dispose one to anticipate high rates of crime. Another predisposing condition is the stagnant population growth involving the loss of particularly the more talented younger persons who leave because of lack of opportunity. This is not really the case, however, as will later be seen in comparing crime in the Greater Egypt Region with that of other regions. In considering the crime rate per 100,000 population, it must be borne in mind that since the population is relatively old, the crime rate could be expected to be lower.

The Region has an attractive natural environment. The Shawnee National Forest contains portions of ten counties. Spread over rolling hills, with large rock formations and numerous waterways feeding into the Mississippi and Ohio Rivers, the forest has many scenic points; these include: Bell Smith Springs, Chalk Bluff, Cove Hollow, Fountain Bluff, Garden of the Gods, Hickory Ridge, Horseshoe Bluff, Indian Track Rock, Kinkaid Cave, Kinkaid Hill, Lake Glendale, Little Grand Canyon,

Lookout Rock, Pomona Natural Bridge, Pounds Hollow, Reed's Creek Canyon, Rock Hollow, Saltpeter Cave, and Tower Rock. Several well developed lakes are in the Region, including Crab Orchard Lake, Kinkaid Lake, Lake of Egypt, Little Grassy Lake, and Rend Lake. The former lake is in the Crab Orchard National Wildlife Refuge. Numerous state parks exist; they are Cave-in-Rock, Dixon Springs, Dolan, Ferne Clyffe, Fort Defiance, Fort Massac, Giant City, Glen O. Jones, Lake Murphysboro, Horseshoe Lake, Pyramid, and Rend Lake state parks. Lincoln Heritage Trail comes into the area, passing through the Shawnee National Forest to the confluence of the Mississippi and Ohio Rivers, and the Shawnee-Ozark Trail starts in Jackson County and winds its way through the southern part of the Region to Battery Rock in Hardin County. As a result of these attractions and accompanying development, recreation and tourism have become an important regional industry.

The Region has a well development system of higher education. Southern Illinois University at Carbondale has emerged as a major university, with numerous programs at the associate, bachelors, masters and doctorate levels and an enrollment near 25,000 students. Four junior colleges are operating in the Region: John A. Logan College (District 530) is located in Williamson County in the central part of the Region; Rend Lake College (District 521) in Jefferson County in the northern part; Shawnee Community College (District 531) in Pulaski County in the southern part; and Southeastern Illinois College (District 533) in Saline County in the eastern part. Consequently, in addition to the service vended, education has become a major source of income in the region. SIU-C operates on an annual budget in access of \$50 million. The four junior colleges combine for an annual budget of near \$5 million.

In addition to recreation, coal mining is a major industry in the Region. Perry County has been the coal-producing leader in the state, producing about ten million tons annually; Jefferson, Franklin, Williamson, Saline, and Gallatin Counties have been among the first twelve coal-producing counties.² Agriculture is not a major industry because of the terrain and soil composition. Some farming occurs along the flood plains of the Mississippi and Ohio Rivers, also in the northeastern part of the Region, particularly in Gallatin, Hamilton, Jefferson, and Saline Counties. Also, apples and other fruit are produced in Jackson and Union Counties. Some gains have been made toward further diversifying the regional economy in the direction of developing manufacturing industries. Diversification is most apparent in Gallatin and Saline Counties; where a balance can be found among recreation, coal and other mineral production, farming, and manufacturing.³

The overall outlook for economic prosperity in the Region is somewhat encouraging. Nonetheless, low employment, income and education levels are present and will continue to persist in the foreseeable future. Furthermore, the prospect of continued gains has recently become uncertain with cutbacks in federal domestic programs and national inflationary-recessionary trends.

The Commission

The Greater Egypt Regional Planning and Development Commission was organized in 1961 by four Southern Illinois counties--Franklin, Jackson, Perry, and Williamson Counties. Jefferson County joined as a fifth member in 1967. Membership was made available to other units of local government in 1973, and five municipalities and one lake conservancy districts have since joined.

Funded both locally and through the U. S. Department of Housing and Urban Development, the Commission began its planning activities with the preparation of comprehensive regional and community plans as part of its research and planning advisory services. In 1967, it became involved in regional economic development district planning and technical assistance services. In 1969, it began regional comprehensive criminal justice planning, and in 1973 began water resources planning.

The Commission was designated by the Governor of Illinois as a non-metropolitan regional clearinghouse agency in 1971, and is so recognized by the Federal Office of Management and Budget and the Illinois Office of Planning and Analysis. The Commission was designated as an areawide planning organization and the Region an area-wide planning jurisdiction by the Department of Housing and Urban Development also in 1971.

The Commission began criminal justice planning in 1969 for the five member counties receiving other planning assistance--Franklin, Jackson, Jefferson, Perry and Williamson Counties. During the following year, the five counties to the south were added to the criminal justice planning region--Alexander, Johnson, Massac, Pulaski, and Union Counties. Former ILEC Region 21 was added in 1973 consisting of Gallatin, Hamilton, Hardin, Pope, and Saline Counties. The Commission now provides the full range of planning and technical assistance services to all fifteen counties.

The Commission board and staff consult regularly with criminal justice advisory groups--the Greater Egypt Regional Criminal Justice Advisory Board, the Southeastern Illinois Law Enforcement Council. The former is a ten-county advisory group, and the latter is an advisory group for the five other counties. As mandated by the Illinois Law Enforcement Commission, these groups are responsible "for determining local needs, establishing policy, goals and priorities, and developing a five-year plan to best meet the needs of the local criminal justice system."⁴ Regarding police training, consultation is maintained with the Southern Illinois Regional Criminal Justice Training Advisory Board, a 27-county group which also includes ILEC Region 19.

The Commission currently receives financial support from member and contracting counties, municipalities, and districts. Federal/state financial support is received from the Department of Housing and Urban Development through the Illinois Department of Local Government Affairs, the Economic Development Administration of the U. S. Department of Commerce, the Law Enforcement Assistance Administration of the U. S. Department of Justice through the Illinois Law Enforcement Commission, and the Federal Water Resources Council through the Illinois Department of Business and Economic Development. The 1974 fiscal year budget was about \$375,000.

The Commission Board consists of 27 members--four representatives of each of the five member counties, and one representative of each of the member municipalities and districts. There are currently professional staff members and secretaries. As a locally created and professionally staffed planning body, the Commission carries on a multi-functional program including technical assistance to local governmental units and their agencies for program development and plan implementation.

The criminal justice planning budget amounted to \$58,000 for the 1974 fiscal year. The planning staff consists of a director and three planners. In addition, another \$120,000 was budgeted for a 27-county police training program administered by a three-man staff.

The Region as a Criminal Justice Planning Unit

The Greater Egypt Criminal Justice Planning Region is one of 19 such regions designated by the Illinois Law Enforcement Commission. This designation is in accordance with what ILEC recognizes as "common characteristic groups" which are organized around population centers in the state. CCG's are considered to have common socio-economic characteristics and to have a crime pattern and criminal justice system which is both interrelated and region-specific.

The Greater Egypt Region conforms to the criteria of CCG's. The Ohio and Mississippi Rivers form natural boundaries on the east, south, and west. The northern boundary stops short of the extended boundaries of the St. Louis metropolitan area toward the west (ILEC Region 18) and of another convenient grouping of counties along the Wabash River toward the east (ILEC Region 19). The northern boundaries of the Region also correspond roughly with the different industrial uses of land. Coal mining is confined somewhat within the Region's boundaries, whereas farming begins as a major industry beyond its boundaries.

The Greater Egypt Region is bound internally. Its major center around which the Commission was organized in 1961, is known as the "dispersed city", which consists of a large number of small but closely located and functionally dependent communities in Franklin, Jackson, Perry and Williamson Counties. Numerous studies have demonstrated a high degree of interdependence, especially in the functional areas of industry and retail trade.⁵

The Regional Plan

With the addition of the five counties of former ILEC Region 21, the need for a 15-county plan became apparent. The most recent plan of Region 21 had been issued in July, 1972 and of the Greater Egypt Region in August, 1971. The proposed programs were updated in 1973 and 1974.

The Greater Egypt Region had developed two major criminal justice plans. The earlier one, entitled Comprehensive Plan: Criminal Justice in the Greater Egypt Region (GERPDC-70-226), was issued in August 1970. In addition to the study of police operations and prospects for intergovernmental cooperation, it emphasized judicial proceedings--pre-trial

detention and bail, sentencing and adjudication; the corrections system was also analyzed along with the problem of juvenile delinquency and its prevention. The August 1971 plan, entitled The Comprehensive Criminal Justice Plan, 1971-1976 (GERPDC-71-226), was drawn up in conformance with state-federal guidelines. More emphasis was placed upon planning itself and proposals for improving the criminal justice system.⁶

The present plan departs from the former two in several respects. First, crime is analyzed in detail, due primarily to the recent availability of uniform crime report data of the Illinois Department of Law Enforcement. Crime rates are not only reported, but inter-regional comparisons are made, the circumstances of crime are analyzed, crime is associated with environmental factors, crime rates are projected, and white collar crime is discussed. Second, criminal justice standards are systematically derived in accordance with recent state/nation-wide attempts to appraise the standards proposed by the National Advisory Committee on Criminal Justice Standards and Goals and the American Bar Association. Third, the criminal justice system is analyzed from the standpoint of standards for the purpose of evaluating performance, appraising current capabilities and resources, and determining deficiencies and needs. Fourth, a close look is taken at the financial capabilities and expenditures of local governmental units. Other elements of the plan correspond with those of the previous plans. A subject of added emphasis will be formulation of program strategies and detailed recommendations in accordance with goals and standards.

The plan is an example of operational research, directed towards presenting the planning process within an organizational framework. The distinguishing characteristics of operational research on criminal justice planning are the following:

1. observations on the environment of crime in which criminal justice programs operate,
2. identification and application of standards and goals to the criminal justice system, and
3. reporting on the discrepancies between these goals and their achievement.

Finally, recommendations are made for eliminating these discrepancies.

The plan incorporates several unique features. First, the plan attempts to present a picture of the physical and social environment in which the Greater Egypt Criminal Justice Program operates. Second, the plan opens the door for the study of a seldom recognized dimension of crime; namely "white collar" crime, the unattended sister of street crime which has been traditionally kept in the closet and ignored by public officials and criminal justice planners alike. The practical reason white collar crime has been ignored by planners is obvious; the problems of gathering data are enormous (to say nothing of quantifying the data into rates and statistics for analysis), yet considerable effort has been expended to demonstrate that a beginning is possible. A third innovative feature is the rigorous application of standards to the criminal justice system, for a general analysis and for evaluating everyday performance. The hope is to demonstrate that planning can be something more than an ad hoc proposal - specific rationale for grantsmanship, that planning can also be a process encompassing the concrete workings of the criminal justice system. Planning is viewed here as a series of systematic operations and decisions.

In the end, it is well to heed the skepticism of poets towards planning, such as the Greek poet Syrus' comment, "amid a multitude of projects, no plan is devised". Whether the world has any grand plan is ultimately a philosophical question. Yet, whether crime really has a pattern and is associated with its surrounding circumstances and environment, whether criminal justice activity really has the interrelations and coherence the term system would suggest, these are profession-specific questions criminal justice planners must continually ask. Failing to ask them leads us off in the imaginary realm of utopian planning. And though utopian planning has its appropriate place, it is not the purpose of this plan.

Description of Regional Criminal Justice Planning Agency

The Greater Egypt Regional Planning and Development Commission is a multi-purpose Regional Planning Agency established under Illinois enabling legislation by the counties of Franklin, Jackson, Jefferson, Perry, and Williamson. The agency, originally formed in 1961, carries on a variety of regional planning and development tasks, including comprehensive planning, economic development, water resources planning, health planning, and criminal justice planning.

The Commission includes a policy board and staff. The policy board employs an Executive Director who is responsible for carrying out the work program established by the Commission.

The agency has agreements with ten additional counties to carry out Criminal Justice Planning for a total of fifteen counties. These additional counties are Alexander, Gallatin, Hamilton, Hardin, Johnson, Massac, Pope, Pulaski, Saline, and Union.

There are two Criminal Justice Planning advisory boards, the Southeastern Illinois Regional Law Enforcement Council serving Gallatin, Hamilton, Hardin, Pope, and Saline Counties; and the Greater Egypt Regional Criminal Justice Planning Advisory Board, which represents the other ten counties.

Membership

Membership on the Greater Egypt Regional Planning and Development Commission is as follows:

1. County Board Chairman or his representative from each of the five counties.
2. Three members from each county appointed by the County Board.
3. The Mayor, or his representative, from each city over 5,000 population which opts for membership.
4. A representative from each of the two River Conservancy District which have over 50 per cent of their territory within the region, when the district opts for membership.
5. A representative of the Assembly of Local Governments.

Membership on the Greater Egypt Regional Criminal Justice Planning Advisory Board derives as follows:

1. Four members appointed from each of the County Boards of Alexander, Johnson, Massac, Pulaski, and Union Counties.
2. Twenty members appointed by the Greater Egypt Commission to represent Franklin, Jackson, Jefferson, Perry, and Williamson Counties.
3. An additional four members appointed by the Greater Egypt Commission to represent local agencies that are regional in nature.

Membership on the Southeastern Illinois Law Enforcement Council is appointed by the County Boards of Gallatin, Hamilton, Hardin, Pope, and Saline Counties.

It should be noted that in the next year, a unified fifteen-county board is expected to be developed.

Role

All applications for Illinois Law Enforcement Commission funding and the regional plan are brought through the regional advisory boards and the Commission.

Staff

Illinois Law Enforcement Commission funding provides for a planning staff to serve the fifteen county region. Full-time staff includes a Program Director and two planners. Additional personnel costs of the Commission (Executive Director, Administrative Assistant/Bookkeeper, Drafting Assistant, and Research Librarian) are covered by the planning program at 1/8 salary. In addition a full-time secretarial equivalent is provided. In addition to the ILEC planning grant, counties provide \$.022 per capita to support the Regional Criminal Justice Program.

FOOTNOTES

- ¹ Paul McClelland Angle, *Bloody Williamson: A Chapter in American Lawlessness*, New York: Knopf, 1952.
- ² Annual Coal, Oil and Gas Report, Springfield: Illinois Department of Mines and Minerals, 1972.
- ³ A Comprehensive Area Development Plan for Gallatin and Saline Counties, Illinois, St. Louis: General Planning and Resource Consultants, 1964.
- ⁴ Illinois Law Enforcement Commission, *Guidelines for Action: The 1971 Criminal Justice Plan for Illinois* (Chicago; December, 1970).
- ⁵ See for example: Oliver W. Beimfor, "Some Factors in the Industry Potential of Southern Illinois," *Transactions of the Illinois Academy of Science*, 46 (1953), 97-103; Ian Burton, "Retail Trade in a Dispersed City," *Transactions of the Illinois Academy of Science*, 52 (1959) 145-150; Thomas R. Glennon, "A Re-examination of Retail Trade in the 'Dispersed City' of Southern Illinois," *Transactions of the Illinois Academy of Science*, 55 (1962), 224-229; Howard A. Stafford, Jr., "The Dispersed City," *The Professional Geographer*, 4, (1962), 8-10; also the Commission's *Preliminary Report*, GERPDC-63-28, Chapter 4, and *The Comprehensive Plan for the Greater Egypt Region*, GERPDC-63-33, Chapter 1.
- ⁶ Other region-wide studies and plans sponsored by the Commission include: *A Feasibility and Planning Study: Regional Correctional System*, 2 Vols., Chicago: Illinois Bureau of Detention Standards and Services, 1972; *Final Report: Greater Egypt Regional Drug Abuse Planning Project*, St. Louis: Joseph S. Hupert Associates, 1971; *Police Management Study: Findings, Recommendations* (For Franklin, Jackson, Jefferson, Perry and Williamson Counties), Mill Valley, California: Lempec Associates, 1971; *Police Management Study: Five Points Criminal Justice Planning Region* (For Alexander, Johnson, Massac, Pulaski and Union Counties), Peoria, Illinois: Peat, Marick, Mitchell and Company, 1970.

Chapter 1

GOALS AND STANDARDS

A Time for Realistic Goals

It is time to adopt some realistic regional planning goals for the criminal justice system, relevant and system-specific goals suited to the system as it really functions. As indicated in the Introduction, we are not among those who want to dismantle or revolutionize the system, and neither are we among those who advocate huge additions of manpower and other resources through the appeal of crime reduction. The system does need change, and it does need more resources, in Greater Egypt as in most regions of the country. But thoughtful care need be given to any plans for revamping what is now a basically good system, and a delicate system rather precariously located within the conflicting forces and institutions of American life.

To arrive at realistic goals, we must recognize that the current goals espoused by governmental leaders and even criminal justice planners have been greatly influenced by the political events and rhetoric of the past ten years. To some extent the criminal justice system has become "politicized". Being one of America's most pressing domestic issues, criminal justice has been subject to the political issue of "law and order", as politicians out of office have dramatized "crime in the streets" and politicians in office have exhorted over "crime reduction".

The time has come to set aside the political rhetoric so that the many dedicated and competent officials in the system can proceed with their jobs. Policemen do not bring about the criminal acts making up the apparent increase in crime, and neither do state's attorneys, judges or correctional and probation officers; therefore, except in very limited ways, they cannot be expected to reduce it. The criminal justice system does not cause crime; it can only enforce the law and attempt as justly as possible to process whatever crime comes before it. The criminal justice system is neither the culprit nor the panacea of America's crime problem. We take issue with such a statement as "crime reduction: that's our business", made by Donald Santarelli, former head of the Law Enforcement Assistance Administration.

Though reassuring to many Americans understandably concerned about crime levels and the need to reduce them, such a statement can promote a misunderstanding of the criminal justice system. Crime reduction is the business of the community and nation, for only within the total fabric of community and national life can be found the resources and investments needed to carry on such a business. Crime must be reduced through American families, schools, and churches, through businesses and other opportunities for gainful employment, through other institutional settings which can offer positive alternatives to the commitment of criminal acts and a life of crime. It is the task of these institutions and of American society to make a law-abiding life worthwhile and meaningful to all citizens. We would caution against putting the criminal justice system in the position of solving problems it can do little to affect. We agree with the view of Arthur J. Bilek, former chairman of the Illinois Law Enforcement Commission:

"...it is totally unrealistic to charge this... criminal justice system with the responsibility for controlling and dealing with all types of criminal behavior. In the first place, the criminal justice system does not impact the diverse social, economic, and psychological factors which motivate people to commit criminal acts. Secondly, the fear of punishment for crime is generally highly overestimated as a deterrent to criminal behavior... The controlling factor is a national commitment to eliminate in America's major cities the socio-economic ills, which are the genesis and support the breeding ground for street crime."²

Calls for crime reduction are prompted by the traditional optimism Americans have had about being able to solve their problems, but the optimism is frequently naive. Crime is here to stay. No amount of Yankee ingenuity will eradicate it; indeed such applications, if not thoughtfully planned, could exacerbate the problem. By formulating realistic goals and standards, we can afford ourselves the opportunity to help improve the system as it is intended to operate.

Realistic goals afford the opportunity to get our crime data in order, and to report, count and total it the way it really is. Even though figures cannot lie, politically motivated pressures can hold sway over the figures which come into existence. The administrative problem of

getting police departments to report accurate crime data, especially the smaller municipal departments, still persists though progress is being made. The political problem, where police are encouraged to report or note report crime incidents especially in many larger cities, continues to persist. Most of our police, though in need of more training and resources, are competent and dedicated professionals. Yet many have been under pressure to avoid recognizing crime incidents. Hence the FBI "guesstistics" just recently show a downturn in crime increases--much to the delight of the incumbant politicians, the puzziament of the public, and the incredulity of knowledgeable researchers.

Police diversion and social service is of course a legitimate and desirable activity. But beatings and robberies result in victims and their suffering, and they require an appropriate response to a serious crime. We need to encourage police diversion and social service, but not for the reason of ignoring crime incidents. Just as good ends suffer ill-fate from bad means, so good means and programs eventually suffer from inappropriate ends or goals.

Realistic goals also afford to us the opportunity to appraise the criminal justice system with respect to all crime, not just the street crime dramatized by law-and-order politicians (with the frequent aim, it now appears, of directing public attention away from their own misdeeds). White collar crime is a most serious problem in American society, perhaps more serious than street crime. Though some Americans are justifiably frightened about crime in the streets, many more have grown cynical and even contemptuous of a society in which the right and powerful avoid the law. While remaining mindful of the loss and personal harm resulting from street crime, we recognize that a single price-hike due to illegal corporate collusion can cost consuming Americans more money than all the wealth lost to larceny, burglary and robbery combined. It is time to devise goals and evaluate the criminal justice system from the standpoint of white collar crime as well.

But most important, realistic goals can provide the opportunity to better planning for the basic operations of the system itself. Crime reduction is not a realistic goal, and crime deterrence strategies are still an untested product which may be more harmful than beneficial. The results of the Proactive/Reactive Patrol Deployment Experiment at Kansas City indicate that deterrence does not work; controlled observation revealed that crime in areas left unpatrolled continued at the same rate as areas having four or five patrol cars. As a result, Kansas City police are now carrying on a community relations-oriented patrolling approach.³

If fully implemented, the crime deterrence philosophy would have a policeman at virtually every street corner and intersection, would apply maximum penalties to all guilty offenders, and would have a two-story jail in every community. From a practical standpoint, the philosophy tends to be self-defeating; an increase in police usually leads to an increase in the observance of crime and arrests made, which prompts crime deterrence advocates to appeal for still more police, still stiffer sentences, etc. Until more is known about crime deterrence, particularly about the consequences of documented actions and programs, large increases and other changes in the criminal justice system may well be premature and ill-advised.

We are thus reluctant to derive standards, recommendations, programs, and projects from such a general goal as crime reduction. Instead of seeking crime-specific goals and standards, we seek those which are system-specific.* We start by asking: How well do the various components of the criminal justice system complement one another? Where are the weaknesses or gaps of the system and what is needed for the system to function as a whole? In general, we ask what is the everyday operation of each system component? Here we can separate the reality of system operation from such a general and questionable goal as crime reduction. In the everyday conduct of their affairs, police, lawyers, judges, and corrections personnel perform three specific functions. Perhaps the most important function, and one which distinguishes the present American criminal justice system from others, is protection of the innocent. On the other side of the coin is the finding of those guilty. Lastly, the system disposes of those guilty in the best interest of safeguarding the community and society at large. This is what criminal justice professionals are supposed to do, and, for the most part, do accomplish as a matter of everyday routine.

* "Crime-specific" as distinguished from "system-specific" goals and standards has become subject of discussion in the 1974 regional directors workshops sponsored by the Illinois Law Enforcement Commission. The directors of metropolitan regions have tended to emphasize the crime-specific over the system-specific approach, whereas directors from non-metropolitan regions have emphasized the primary of the system-directed approach. (Philosophically, the issue breaks down to the dimensions of function and structure long recognized in the natural and human sciences). Metropolitan regions have been in a better position to take the structure of the system for granted, at least more than rural areas where certain segments of the system are often manifestly inadequate. Yet it is futile and perhaps socially damaging, we would argue, to double the police force and to organize units concerned with specific crime investigation if the result is to overwhelm the caseloads of state's attorneys, public defenders and judges and inject vast numbers of offenders into the corrections end which may be lacking manpower and programs essential to that part of the structure. Also, system structure is not only composed of quantities of personnel and resources but of a necessary level of performance quality which appears as lacking in metropolitan as in non-metropolitan areas.

One could argue that the effect of what is done is, or at least if properly enacted would be, the prevention and reduction of crime. But this is now no longer a description of what is done but a theory of what might result. Theories which claim the criminal justice system can reduce crime require more examination and testing. The difficulty of anticipating the consequence of the social actions of systems is a widely recognized sociological problem as may be found in the writing of the famous American sociologist Robert Merton.⁴

Having no reliable knowledge of the effects of the criminal justice system, we can only discuss goals and standards from the standpoint of its everyday operations. We are aware that such a procedure may be unduly pragmatic, lacking in radical or visionary insight. The present procedure is a conservative one; for it accepts the basic operation and structure of criminal justice as it exists, just as it also accepts the incidence of crime as a fact of life in American society. The questions center on how planning can help preserve yet still improve the criminal justice system within the context of available fiscal resources.

General Goals

The goals presented here are system-specific. They center around the idea of improving the existing structure of the criminal justice system, of enabling each system component to improve upon what it is now doing. No attempt is made to moralize about the system and to turn it to other tasks. We would only note that justice is its assigned task, and it appears to be performing that task fairly well. We want to enable it to carry on with still more vigor.

Our general goals parallel the work of the National Advisory Committee on Criminal Justice Standards and Goals. The NAC also took a system-specific approach, looking at police, courts, corrections, the criminal justice system in its entirety as well as community crime prevention. In the next section, we will also follow the NAC by putting forth specific standards. It is only through this system-specific approach that goals can be operationalized into the standards appropriate for everyday system action.

Six general goals are presented and discussed below. Their generality is but a first step in a comprehensive approach aimed at eventually deriving particular capability and performance standards. The goals are ordered along a natural sequence of criminal justice action, beginning with the structure of the system itself, with the successive roles of the police, attorneys, courts, and corrections.

Goal I: Enhance the structure of the criminal justice system. The well-being of every system depends upon a viable structure, a structure whose various components are interrelated and well integrated. Police departments with no investigative or legal assistance, attorneys with no cooperation from police or judges, isolated courts, neglected corrections units-- with these components failing to assist themselves and one another, the system falters and justice becomes imperiled. Such atrophy is usually associated with a lack of understanding and professionalism of the individuals involved. There is also a structure to be enhanced between the system and other types of systems, especially government. The tax dollar pays for the system, and the elected official decides its uses. The well-being of the system depends on the structure of its external as well as internal relationships. This in turn depends upon a comprehensive planning function, one which is continuously implemented and updated for individual units as well as the system at large.

Goal II: Provide an adequate level of police service. Whatever its secondary effects on crime might be, the criminal justice aspect of police service is the immediate protection of life and/or property being threatened. This requires that police be immediately available, that they have an apprehensive and investigative capability, and that from the standpoint of the rest of the system they make a proper disposition of criminal suspects. An adequate level of police service involves not only an emergency capability but a competence and expertise upon which attorneys and judges must rely.

Goal III: Provide sufficient attorney services. Criminal justice involves the adversary relationship between the attorney prosecuting and the attorney defending. The services of both are needed; the insufficient service of either may result in the innocent made guilty or the guilty made innocent.

Goal IV: Maintain an effective court proceeding. Sufficient attorney service alone does not assure justice. A third party must eventually decide between innocence and guilt. Even in jury trials, the judge is a central

figure, especially in pre-trial proceedings and sentencing. Furthermore, the judge and his conduct of court are dependent upon a great many resources, including those of the circuit clerk.

Goal V: Provide effective correctional services. The scope of correctional services has become more varied. Jails are places of rehabilitation as well as confinement. Alternatives to jails, such as work release centers, have provided an important service. Also, the probation officer (and parole officer) is important. Correctional services must be varied and well provided in order to cope with the offender and the possibility of his repeated offenses.

Goal VI: Create a social environment which prevents crime. As previously noted, the criminal justice system has a limited role in preventing crime, mostly through the police capability of deterrence and the corrections capability of rehabilitation. The effect of both appears quite limited, however; a mere drop in a stream of community life. In the final analysis, crime prevention requires the attention of the entire community and all the institutions of which it consists. Of strategic importance are social service types of institutions which can assist individuals with a problem and propensity toward crime.

Specific Goals and Standards

Goals are inherently abstract. Without standards, it is difficult to determine whether they are being met. How can we know, for example, that the goal of enhancing the structure of the criminal justice system is being achieved? Having goals without standards is much like playing a game without keeping score. The general goal of the game is winning, but whether the game is won or lost depends on how each play is scored and totalled.

An attempt is made here to be more specific about goals. The six general goals are broken down to more specific goals in an attempt to further elaborate upon the structure of the criminal justice system. The eighteen specific goals mentioned below specify the various components and relationships of the system.

Tied to the specific goal of each system component are standards indicating capability and performance. Capability standards refer to what resources the system component has; performance standards refer to the effectiveness of those resources. Both types of standards are needed. For example, a police department may appear to have ample resources--sufficient manpower and equipment, training, experience and expertise, excellent records and communications system, etc.--but may still fail to perform adequately in the way of arriving promptly at the crime scene, making arrests, and carrying on investigations which will lead to convictions. On the other hand, departments with very minimal resources may perform quite well. Both of these cases would be unusual, however; an adequate performance requires certain minimal resources. Where performance is lacking, it is necessary to determine why, to determine where the department is lacking in order to do a better job. The criminal justice system as a whole can be analyzed in such a way. Systems analysis consists of the attempt to determine the resources of the various components, the degree of their current effectiveness, and the resources needed to improve performance.

The capability and performance standards set forth below represent a beginning attempt to analyze in a comprehensive way the criminal justice system in the Greater Egypt Region. With further refinement of the standards, this system "model" will facilitate analysis of the system's structure and components. The model can provide continuous feedback for individual units to assess their capability and performance in comparison to similar units. The model will assist officials and policymakers in their allocation of funds and other resources. The model provides an answer to the question of how the scarce resources of the Region and of the state and federal agencies can be most effectively used. In the final analysis, the chain of dependent relationships among the units and persons in the criminal justice system is as strong as its weakest link. The analysis of the system from the standpoint of standards can enable an objective assessment of the links and what is needed to strengthen the system.

Goal I: Enhance the structure of the criminal justice system.

Subgoal IA: Provide service at an efficient and reasonable level of cost to governmental units.

A. Capability Standards:

1. Adequate tax bases
2. Adequate taxes and rates
3. Budgetary management

B. Performance Standards:

1. Cost per capita
2. Proportion of cost to revenue and other expenditures

C. Related NAC Standards:

Criminal Justice System

- 1.2 Improve the linkage between criminal justice planning and budgeting

Police

- 5.7 Develop fiscal management procedures
- 5.8 Derive maximum benefit from government funding

Subgoal IB: Establish advantageous relationships among units within the criminal justice system and with units outside.

A. Capability Standards:

1. Existing legislation
2. Other contractual powers
3. "Home rule"
4. Grant programs

B. Performance Standards:

1. Informal agreements
2. Contractual agreements
3. Grant funds

C. Related NAC Standards:

Police

- 4.1 Coordinate planning and crime control efforts with other components of the criminal justice system
- 4.2 Develop cooperative procedures with courts and corrections agencies

- 5.1 Establish a police service that meets the needs of the community

- 11.1 Establish working relationships with outside professionals

- 12.9 Assure that prosecutors maintain relationships with other criminal justice agencies

Corrections

- 7.2 Insure correctional cooperation with community agencies

Subgoal IC: Professionalize criminal justice personnel

A. Capability Standards:

1. Availability of college and university education
2. Availability of profession-specific training
3. Adequate finance and competitive salary levels

4. Existing professional organizations
5. Personnel policies and merit systems

B. Performance Standards:

1. Educational achievement
2. Training completed
3. Competitive salaries and fringe benefits
4. Affiliation with professional organizations
5. Cooperation with other workers
6. Proper conduct

C. Related NAC Standards:

Criminal Justice System

12.1 Develop, implement, and evaluate criminal justice education and training programs

12.2 Establish criminal justice system curricula

Police

13.4 Implement minimum police officer selection standards

14.1 Maintain salaries competitive with private business

14.2 Establish a merit-based position classification system

15.1 Upgrade entry-level educational requirements

17.1 Offer self-development programs for qualified personnel

20.1 Require physical and psychological examinations of applicants

20.5 Provide a statewide police retirement system

Subgoal ID: Carry out and implement planning which is system-specific and crime-relevant.

A. Capability Standards:

1. State/federal planning funds
2. State enabling legislation
3. State, regional and local planning agencies
4. Information
5. County planning funds

B. Performance Standards:

1. Participation in planning organizations by local unit
2. Formalized studies and plans
3. Implementation of plan standards and objectives
4. Adequate and updated records
5. Federal/state grants obtained
6. Changes brought about

C. Related NAC Standards:

Criminal Justice System

- 1.2 Improve the linkage between criminal justice planning and budgeting
- 1.4 Develop criminal justice planning capabilities
- 1.5 Encourage the participation of operating agencies and the public in the criminal justice planning process
- 3.1 Coordinate the development of criminal justice information systems and make maximum use of collected data
- 7.1 Provide for compatible design of offender-based transaction statistics and computerized criminal history systems
- 8.1 Insure the privacy and security of criminal justice information
- 9.1 Insure standardized terminology following the National Crime Information Center example.
- 10.1 Take legislative actions to support the development of criminal justice information systems
- 11.1 Monitor the criminal justice information system analysis, design, development, and initial steps leading to implementation
- 11.2 Monitor the implementation of the system to determine the cost and performance of the system and its component parts
- 11.3 Conduct evaluations to determine the effectiveness of information system components

Police

- 5.5 Participate in any community planning that can affect crime
- 24.1 Standardize reports of criminal activity

Courts

- 10.5 Assure that judges and court personnel participate in criminal justice planning activities

Corrections

- 9.1 Undertake total system planning for community corrections
- 13.2 Develop a correctional planning process
- 15.4 Develop a data base with criminal justice system interface

Goal II: Provide an adequate level of police service.

Subgoal IIA: Maintain a continuous police availability.

A. Capability Standards:

- 1. Available vehicles
- 2. 24-hour patrol
- 3. Adequate manpower
- 4. Distributed shift schedules

B. Performance Standards:

- 1. High proportion of known crime to actual crime
- 2. High proportion of arrests made during incidents

C. Related NAC Standards:

Police

- 3.1 Establish geographic team policing
- 9.6 Control traffic violations through preventive patrol and enforcement

Subgoal IIB: Have an immediate response capability.

A. Capability Standards:

1. 24-hour police availability
2. 24-hour reception, dispatch and referral center
3. Interjurisdictional service through mutual aid pacts and other agreements

B. Performance Standards:

1. Minimum response time
2. High proportion of arrests made during the incidents

C. Related NAC Standards:

Police

- 8.3 Develop a responsive patrol deployment system
- 22.2 Acquire and maintain necessary transportation equipment
- 23.1 Develop a rapid and accurate telephone system
- 23.2 Insure rapid and accurate police communication
- 23.3 Insure an efficient radio communications system

Subgoal IIC: Have an investigative capability at crime scene.

A. Capability Standards:

1. Officer training, education, experience
2. Available back-up manpower
3. LEADS and other investigative resources

B. Performance Standards:

1. Minimum force
2. Clearance rate
3. Manhours per arrest
4. Investigative thoroughness

C. Related NAC Standards:

Police

- 1.1 Formulate policies governing police functions, objectives, and priorities
- 1.3 Formalize police use of discretion
- 1.5 Enhance police officers' understanding of their role and of the culture of their community

- 9.4 Provide State specialists to local agencies
- 9.5 Formulate policies governing delinquents and youth offenders
- 9.7 Train patrol officers to conduct preliminary investigations
- 12.1 Train technicians to gather physical evidence
- 15.2 Implement police officer educational incentives
- 15.2 Develop effective training programs
- 15.5 Establish routine in-service training programs
- 16.7 Develop police training academies and criminal justice training centers
- 17.1 Offer self-development programs for qualified personnel

Subgoal IID: Carry out appropriate disposition of criminal suspects.

A. Capability Standards:

- 1. Knowledge of criminal law and legal procedures
- 2. Collaboration with legal advisor and/or state's attorney
- 3. Diversionary resources
- 4. Information about suspects

B. Performance Standards:

- 1. Proportion of legal arrests
- 2. Proportion of arrests to formal charges and to convictions
- 3. Proportion of diversions to arrests
- 4. Repeated offenses by suspect or offender

C. Related NAC Standards:

Police

- 4.3 Formalize diversion procedures to insure equitable treatment
- 4.4 Utilize alternatives to arrest and pretrial detention
- 4.5 Develop court followup practices for selected cases
- 9.5 Formulate policies governing delinquents and youth offenders
- 11.2 Acquire legal assistance when necessary

Corrections

- 8.1 Authorize police to divert juveniles

Goal III: Provide sufficient attorney services.

Subgoal IIIA: Provide sufficient attorney services for prosecution.

A. Capability Standards:

- 1. Caseload
- 2. Adequate support services (investigative, legal, clerical, and secretarial)
- 3. Appellate resources

B. Performance Standards:

1. Charge/conviction ratio
2. Minimum of delay
3. Extent of plea bargaining
4. Proportion of diversion cases
5. Cost per case
6. Proportion of appeals won

C. Related NAC Standards:

Courts

- 1.1 Screen certain accused persons out of the criminal justice system
- 2.1 Utilize, as appropriate, diversion into noncriminal justice programs before trial
- 4.1 Assure that the period from arrest to trial does not exceed 60 days in felonies and 30 days in misdemeanors
- 12.1 Assure that prosecutors are full-time skilled professionals authorized to serve a minimum term of 4 years, and compensated adequately
- 12.2 Select and retain assistant prosecutors on the basis of legal ability; assure that they serve full-time and are compensated adequately
- 12.3 Provide prosecutors with supporting staff and facilities comparable to that of similar size private law firms

Subgoal III B: Provide sufficient attorney services for defense.

A. Capability Standards:

1. Caseload
2. Adequate support services (investigative, legal, clerical, and secretarial)
3. Appellate resources

B. Performance Standards:

1. Non-conviction/conviction ratio
2. Minimum of delay
3. Extent of plea bargaining
4. Cost per case
5. Proportion of appeals accepted and won

C. Related NAC Standards:

Courts

- 4.1 Assure that the period from arrest to trial does not exceed 60 days in felonies and 30 days in misdemeanors
- 13.1 Make available public representation to eligible defendants at all stages in all criminal proceedings

- 13.5 Establish a full-time public defender organization and assigned counsel system involving the private bar in every jurisdiction
- 13.14 Provide public defender offices with adequate supportive services.

Goal IV: Maintain an effective court proceeding.

Subgoal IVA: Provide adequate records and information throughout the circuit.

A. Capability Standards:

- 1. Adequate court management

B. Performance Standards:

- 1. Maintenance of complete and accurate information of proceedings and cases as required by state law and the court
- 2. General assistance in the administration and planning of courts

C. Related NAC Standards:

Courts

- 10.2 Provide information concerning court processes to the public and to participants in the criminal justice system
- 11.1 Utilize computer services consistent with the needs and caseloads of the courts

Subgoal IVB: Provide a court service which protects the innocent and appropriately sanctions the guilty.

A. Capability Standards:

- 1. Adequate records and information (Goal IVA)
- 2. Administrative support
- 3. Adequate caseload
- 4. Physical facilities
- 5. Pre-sentence investigative resources

B. Performance Capabilities:

- 1. Minimum of delay
- 2. Cost per case
- 3. Appropriate sentencing
- 4. Use of diversion
- 5. Management of probation
- 6. Proportion of cases appealed

C. Related NAC Standards:

Courts

- 1.1 Screen certain accused persons out of the criminal justice system
 - 2.1 Utilize, as appropriate, diversion into noncriminal justice programs before trial
 - 4.1 Assure that the period from arrest to trial does not exceed 60 days in felonies and 30 days in misdemeanors
 - 4.6 Eliminate private bail bond agencies; utilize a wide range of pretrial release programs, including release on recognizance
 - 5.1 Adopt a policy stipulating that all sentencing is performed by the trial judge
 - 6.1 Provide the opportunity to every convicted person for one full and fair review
 - 8.1 Assure that State courts are unified courts of record, financed by the State, administered on a statewide basis, and presided over by full-time judges admitted to the practice of law
 - 9.1 Establish policies for the administration of the State's courts
 - 9.3 Assure that local and regional trial courts have a full-time court administrator
 - 10.1 Provide adequate physical facilities for court proceedings
- Corrections
- 4.4 Develop alternatives to pretrial detention
 - 4.10 Develop procedures to expedite trials

Goal V: Provide effective correctional services.

Subgoal VA: Provide effective probation services.

A. Capability Standards:

1. Adequate caseload

B. Performance Standards:

1. Cost per offender
2. Probation violations
3. Rate of recidivism

C. Related NAC Standards:

Corrections

- 10.2 Establish a probation service delivery system
- 10.3 Provide misdemeanor probation services
- 14.11 Create staff development programs

Subgoal VB: Create viable correctional alternatives.

A. Capability Standards:

1. Provision of correctional alternatives
2. Problem related counseling

B. Performance Standards:

1. Cost per offender
2. Probation or parole violations
3. Rate of recidivism
4. Resolution of personal problem

C. Related NAC Standards:

Corrections

- 3.1 Implement formal diversion programs
- 7.1 Develop a range of community-based alternatives to institutionalization
- 14.5 Recruit and use volunteers

Subgoal VC: Maintain effective institutional programs and services.

A. Capability Standards:

1. Adequate supervision
2. Rehabilitation program
3. Physical facilities

B. Performance Standards:

1. Cost per prisoner
2. Rate of recidivism
3. Escapes from confinement
4. Parole violations
5. Prison "incidents"

C. Related NAC Standards:

Community Crime Prevention

- 12.4 Guarantee adequate jail services and management

Corrections

- 2.9 Guarantee rehabilitation programs for offenders
- 9.7 Protect the health and welfare of adults in community facilities
- 9.8 Provide programs for adults in jails
- 9.9 Develop release programs for convicted adults
- 9.10 Evaluate the physical environment of jails
- 12.8 Develop parole manpower and training programs

Goal VI: Crime prevention and public involvement.

Subgoal VIA: Promote public understanding of crime and the criminal justice system.

A. Capability Standards:

1. Citizen advisory groups
2. Citizen crime prevention
3. Delinquency prevention

B. Performance Standards:

1. Low crime rates
2. Minimal level of (adequate) criminal justice service

C. Related NAC Standards or Recommendations:

Community Crime Prevention

- 2.1 Distribute public service on the basis of need
- 5.1 Expand job opportunities for disadvantaged youth
- 5.6 Create public employment programs
- 5.8 Target employment, income, and credit efforts in poverty areas
- 6.1 Adopt teacher training programs for parents
- 6.3 Guarantee literacy to elementary school students
- 6.6 Provide effective supportive services in schools
- 7.1 Develop recreation programs for delinquency prevention
- 3.1 Coordinate youth services through youth service bureaus
- 4.1 Adopt multimodality drug treatment systems

Police

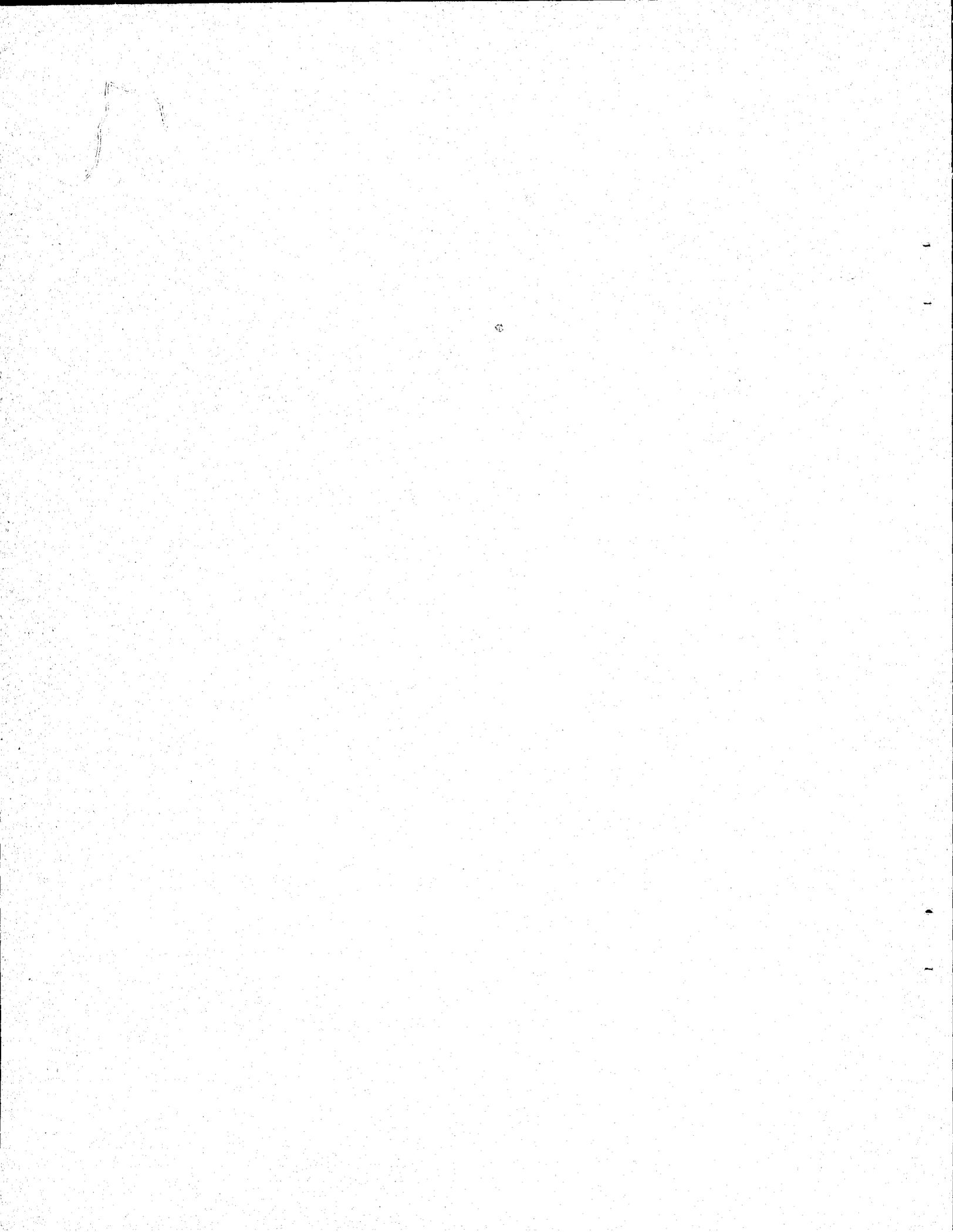
- 1.4 Improve communication and relations with the public
- 1.6 Publicize police policies and practices

Courts

- 10.2 Provide information concerning court processes to the public and to participants in the criminal justice system

FOOTNOTES

- 1 New York Times, January 27, 1974, p. 34.
- 2 "America's Criminal Justice System--A Diagnosis and Prognosis", in The Change Process in Criminal Justice, Criminal Justice Monograph of the 4th National Symposium on Law Enforcement Science and Technology, Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, June, 1974, pp. 87, 88.
- 3 See Community Justice Newsletter, Issues of November 26, 1973, pp. 1-2; December 31, 1973, pp.2-3; and January 14, 1973, pp. 1,4-5.
- 4 Robert K. Merton, "The Unanticipated Consequences of Purposive Social Action", American Sociological Review, (December, 1936), pp. 894-904.



Chapter 2

DEFICIENCIES AND PROGRAM STRATEGIES

Introduction

A deficiency may be established with reference to a norm or to a standard. A norm is an existing average or some other indication of central tendency. Much of the discussion in the first chapters has been organized around norms --around average crime rates in regions, counties and municipalities, around the average of typical resources and operations of police departments, around other criminal justice resources which counties have, and around the average revenue and expenditures of local governmental units. For units which are significantly below these norms (or above in the case of crime rates), a deficiency has been implied. Some of the more conspicuous norm-derived deficiencies for the Region are as follows:

1. high rate of index crimes which are violent;
2. high distribution of burglaries;
3. high cost of stolen or destroyed property per incident;
4. apparently high rates of white collar crime in such areas as employment;
5. lack of manpower for county sheriff departments;
6. apparent lack of police specialization;
7. apparent lack of police facilities and equipment;
8. apparent lack of cooperative relationships among police departments;
9. a trend of higher caseloads for judges (in Circuit District 1);
10. a trend of lower proportion of county expenditures devoted to criminal justice;
11. lack of inter-agency (police-courts-corrections) communication and planning coordination.

Unlike norms which refer to the central tendency of something in existence, standards are ideal, and they may or may not correspond to what exists. The NAC standard of having less than 10 sworn officers for police departments, for example, diverges considerably from the number of men which actually exist in police departments of Greater Egypt and other lesser populated regions.¹ Needless to say, standards need to be formulated with attention

given to the actual problems and capabilities of the units involved. The NAC standards may be criticized from the standpoint of not taking into account the problems of departments in non-metropolitan areas; their primary reference are the police departments and criminal justice units in large cities.

Capability and performance standards, together with related NAC standards, have been suggested in a previous chapter. An attempt has been made to select the standards which are appropriate for a region such as Greater Egypt. The refinement of standards, not only for the Greater Egypt Region, but as a model for other non-metropolitan regions, is yet to be made. This is part of the ongoing planning task yet to be accomplished.

With the establishment of both relevant norms and appropriate standards, it is possible to analyze the deficiencies of the criminal justice system in the Greater Egypt Region. Such established norms and standards would outline the requirements for a minimal but adequate level of criminal justice service, as proposed by the goals. The deficiencies thereby derived would pinpoint where the weaknesses of the system are located and what the priority needs and programs of the system would be.

Once the deficiencies of the Region are identified, it is appropriate to consider the program of recommendations and proposed projects. The strategy of the program again raises the issue of crime-relevant and system-relevant planning. The issue is really a "hen-and-egg" one; both the problem of crime and the deficiencies of the criminal justice system must be taken into account. Our objection with crime-relevant planning is the accompanying expectation that the criminal justice system must somehow reduce crime. The criminal justice system can only cope with crime in accordance with procedures established to assure justice in the handling of criminal suspects and offenders. And, as pointed out, the criminal justice system has its own action-specific standards which are rather independent of such a goal as crime reduction. An adequate program strategy considers both the problem of crime and the specific deficiencies of the criminal justice system.

A program strategy consists of a problem-solving process--of defining problems, of estimating their magnitude, of analyzing their causes, of exploring solutions, of selecting the best solution, of planning effective action, of implementing action, and of evaluating whether the action is solving the problem. A program strategy may be oriented only to the initial steps of

defining problems and of estimating their magnitude and analyzing their causes. This would be the appropriate strategy for a program concerned with white collar crime; it would be premature to propose direct action when so little is yet known about its nature and magnitude. Immediate action should be proposed as a strategy only after the other steps of the problem-solving process have been undertaken. The success of action-programs is rarely accidental; it is usually the result of careful study of the problem, thoughtful reflection on various solutions, and careful organization of the action.

An attempt is made to select the most appropriate strategy for the programming of recommendations and projects proposed in the next chapter. The program is both crime-specific and system-specific. Its recommendations and projects are directed at solving the problems and deficiencies, which in turn are refined from a study of the extent to which norms and standards are met. The first three chapters of this plan consist of the initial steps in the problem-solving process; 1) collection of demographic data and creation of a regional data base, 2) current goals, and 3) present proposals/projects (current status of regional criminal justice planning and impact areas).

This chapter will discuss deficiencies in the specific areas where the criminal justice agencies of the area are performing at less than the level defined in the previous chapter on standards, and recommend strategies to achieve those standards.

Goal I: Enhance the structure of the criminal justice system.

Subgoal IA: Provide service at an efficient and reasonable level of cost.

Capability Standards

1. Adequate tax base

Deficiency: Many areas of the region exhibit an inadequate tax base to support even minimal levels of criminal justice services. This is a particular problem of smaller municipalities attempting to provide basic law enforcement services, and to a somewhat lesser extent, is a problem of counties attempting to provide a broader range of criminal justice services.

Strategy: Expand the tax base available to support criminal justice services through inter-governmental agreements that result in a combined tax base for support of a specific service.

2. Adequate taxes and rates

Deficiency: Many municipal and county governments do not presently take full advantage of taxing power available to them. This is exhibited through a tax not being levied, or being levied at less than the maximum rate available.

Strategy: Have local governmental units responsible for the provision of criminal justice services levy all those taxes they are capable of levying at the full rate. Specific legislative action may be required to broaden the criminal justice related taxing ability of local governments.

3. Budgetary management

Deficiency: Only two of the more than 115 general purpose local units of government employ professional local government managers. Professional fiscal management assistance to the other units of local government could result in savings of local resources, thus allowing a greater local resource investment in criminal justice services.

Strategy: Develop professional management assistance to local general purpose units of government to maximize fiscal resources available to the governmental units, as well as provide measures to evaluate dollar effectiveness of expenditures.

Subgoal IB: Establish advantageous relationships among units within the local criminal justice system as well as with units outside.

Capability Standards

1. Existing legislation

Deficiency: Most local governmental units responsible for providing criminal justice services do not take full advantage of present legislation allowing for formal inter-governmental agreements and contracts.

Strategy: Provide incentive to local governments to develop formal agreements under existing statutes for the provision of adequate levels of criminal justice services.

2. Other contractual powers

Deficiency: Contractual relationships other than those few in existence have not been examined and evaluated for usage by local governments. This lack of creative mutually advantageous relationships has resulted in a lessening of the effectiveness of fiscal resources available for the provision of criminal justice resources.

Strategy: New contractual relationships need to be examined, including multi-local unit creation of a service corporation to provide services to several units of government. This strategy should also include evaluation of legislative requirements needed to authorize such arrangements.

3. "Home Rule"

Deficiency: Presently only two municipalities and no counties have taken advantage of Illinois "Home Rule" provisions. This lack of local home rule power has led to a narrowing of options available to local governments in providing criminal justice services.

Strategy: Counties particularly within the region need to initiate actions to become home rule governments. Public education should play a major role in these efforts.

4. Grant programs

Deficiency: Many local units have not participated freely in available grant programs to bolster their services. These affect local criminal justice services either directly, or indirectly through a lessening of overall local government fiscal resources.

Strategy: Provide professional management assistance in order that local government decision-makers may be kept fully apprised of available outside resources. Efforts also need to be expended to assure the responsiveness of grant sources to local government needs.

Subgoal 1C: Professionalize criminal justice personnel.

Capability Standards

1. Availability of college and university education

Deficiency: Criminal justice related education available within the region is inadequate to provide the education necessary to potential employees in the local criminal justice system.

Strategy: Encourage the provision of broader criminal justice education by the area community colleges as well as by Southern Illinois University.

2. Availability of profession-specific training

Deficiency: Basic and on-the-job advanced and specialty training is not available within the region for the full range of criminal justice professions. Specific training in management, correctional counseling, prosecution and defense is lacking.

Strategy: Through state association and area resources, develop specific training delivery systems for criminal justice personnel.

3. Adequate finance and adequate salary levels

Deficiency: Inadequate financing of area criminal justice services has led to a general lack of adequate personnel compensation. This has led to a lower standard for entry into area criminal justice professions, as well as placing area criminal justice agencies in a non-competitive position with surrounding areas. This has also led to high personnel turnover in many local agencies.

Strategy: Through the development of a more adequate level of agency financing (see Subgoal IA), provide enhanced levels of personnel compensation.

4. Existing professional organizations

Deficiency: In conjunction with Subgoal IC, Capability Standards, a relatively low percentage of area criminal justice agency personnel participate in professional organizations. This lack of participation leads to a stagnating of personnel ideas and abilities.

Strategy: Through an increase in personnel compensation (see Capability Standards 3 above) increase the percentage of professional organization participation by area criminal justice agency personnel.

5. Personnel policies and merit systems

Deficiency: A substantial percentage of area law enforcement agencies operate without clearly defined personnel policies. Six of the fifteen county sheriffs' departments do not have a personnel merit system.

Strategy: Encourage the adoption and utilization of adequate personnel and merit systems by area criminal justice agencies, providing incentives where possible.

Subgoal ID: Carry out and implement areawide criminal justice planning which is system specific and crime related.

Capability Standards

1. State/federal planning funds

Deficiency: Adequate financial support for local and regional planning efforts from the federal, and particularly the State level, needs to be made available. Present planning efforts are, by necessity, generalized and lack specificity.

Strategy: Encourage increased support, particularly at the State level, of areawide criminal justice planning efforts directed towards local government problems and needs.

2. State/federal enabling legislation

Deficiency: Present legislation, particularly at the State level, provides little incentive and no support for local areawide criminal justice planning efforts, interrelated through a locally created and controlled multi-purpose planning agency.

Strategy: Encourage State enabling legislation that provides incentives for adequate areawide planning efforts by local governments on a multi-purpose, multi-jurisdictional level and that provides adequate fiscal resources to carry out those efforts.

3. State/regional/local planning agencies

Deficiency: Present State criminal justice planning efforts are directed more towards grant resource allocation than state-wide criminal justice planning. Region/local planning efforts are, by necessity, directed along similar lines.

Strategy: Encourage system-wide, interrelated planning efforts by State/regional/local criminal justice planning agencies. Legislative and Executive leadership and financial incentives are key elements of the strategy.

4. Information

Deficiency: Data base information is inadequate at the State, regional and local level. Decisions on program development and refinement, as well as fiscal resource allocation must, on many occasions, be made in a data vacuum. No coordinated interrelated system of data collection and analysis presently exists. In addition, there is a need for the development and refinement of agency reporting efforts and inter-system data management.

Strategy: Encourage development of a state-wide Criminal Justice Information System as well as provide data collection, reporting and analysis on a local and regional basis.

5. County planning funds

Deficiency: Lack of fiscal resources to adequately support regional planning efforts by local governments.

Strategy: In conjunction with Subgoal IA, develop an adequate base of local regional planning resources within local government budgets.

Goal II: Provide an adequate level of police services.

Subgoal IIA: Maintain a continuous police availability

Capability Standards

1. Available vehicles

Deficiency: Local government law enforcement agencies, in many cases, do not have an adequate number of patrol vehicles to maintain basic services. This problem is particularly acute in smaller population counties and municipalities.

Strategy: In conjunction with Subgoal IA and Subgoal IB, provide an adequate number of vehicles.

2. 24-hour patrol

Deficiency: Due to problems of inadequate tax base and a lack of inter-governmental agreements, several areas within the region lack 24-hour patrol services. These include Hardin, Gallatin, and Johnson Counties.

Strategy: In conjunction with Subgoals IA and IB, develop twenty-four hour patrol service in Hardin, Gallatin, and Johnson Counties.

3. Adequate Manpower

Deficiency: Many departments do not have adequate manpower to provide basic law enforcement services.

Strategy: In conjunction with Subgoals IA and IB, provide a minimum of 1.5 officers per 1,000 service population. Where this formula would result in less than a personnel complement of 5, that local government will be encouraged to contract services.

4. Distributed shift schedules

Deficiency: Shift schedules do not, in many cases, relate to state police and private security patrol schedules, and do not, in many cases, interrelate with data indicating crime-related patrol beats and schedules.

Strategy: In conjunction with Subgoal ID, Capability Standard 4, provide data for shift schedules and resource management decisions.

Subgoal IIB: Have an immediate response capability

Capability Standards

1. 24-hour police availability

Deficiency: 19,982 people residing in three of the region's counties do not have even minimal twenty-four law enforcement availability. Response capability in those areas can be very poor. A much larger area of the region, because of inadequate financing and the resultant lack of manpower, suffers from an inadequate police availability.

Strategy: In conjunction with Subgoals IA and IB, develop a minimum level of response time throughout the region.

2. 24-hour call reception referral and dispatch centers

Deficiency: While all jurisdictions have access to twenty-four dispatch, the level of that service is woefully inadequate in many cases. Lack of LEADS access, congested frequency, long-distance calls within a single jurisdiction are but a few of the problems.*

Strategy: Develop coordinated county-wide or multi-county communications systems.*

3. Inter-jurisdictional service through mutual aid pacts and other agreements.

Deficiency: Many jurisdictions could increase their services through intergovernmental agreements with affected units of local government. Presently, only four townships participate in contracting for law enforcement services.

Strategy: Encourage increased use of intergovernmental contracts for police services through incentives.

Subgoal IIC: Have an investigative capability at crime scene

Capability Standards

*Note Emergency Call Reception and Referral Communications Centers Plan, Greater Egypt Regional Planning and Development Commission, 1975, for an in-depth discussion of problems and a plan for the Greater Egypt Region.

1. Officer training, education, experience
Deficiency: All local police agencies but five lack appropriate manpower for adequate crime scene investigation, in the area of personnel training, education and expertise.

Strategy: Encourage enhanced training and development of multi-jurisdictional investigative response teams through use of incentives.
2. Available back-up manpower
Deficiency: In many cases, the individual officer with expertise is needed for basic patrol activities or is not on duty.

Strategy: See Subgoal IIC, Capability Standard 1.
3. LEADS and other investigative resources
Deficiency: Many agencies do not have immediate access to LEADS and other investigative tools when needed.

Strategy: Note Subgoal IIB, Capability Standard 2, as well as Subgoal IIC, Capability Standard 1.

Subgoal IID: Carry out appropriate disposition of criminal suspects

Capability Standards

1. Knowledge of criminal law and legal procedures
Deficiency: Lack of adequately trained officers who are aware of legal requirements and procedures to follow.

Strategy: Provide incentives to agencies to adequately train officers.
2. Collaboration with legal advisor or state's attorney
Deficiency: In many cases, officers are unable to confer with appropriate legal advisor prior to making a decision as to police disposition.

Strategy: Provide incentives to state's attorneys to develop regional police legal advisor services.
3. Diversionary resources
Deficiency: In ten of the fifteen counties, youth service bureaus do not exist. Police officers are generally unaware of diversionary resources available to them, hence either file charges where diversion may more appropriately take place or release individuals needing diversionary services.

Strategy: Develop youth service bureaus and other diversionary services where needed through incentives. Provide training in diversion to local officers.

4. Information about suspects
Deficiency: Lack of access to criminal information by local agencies has led to release of individuals when wanted elsewhere.

Strategy: Development of a statewide Criminal Justice Information System with appropriate local/regional information system interface.

Goal III: Provide sufficient attorney services.

Subgoal IIIA: Provide sufficient attorney services for prosecution

Capability Standards

1. Caseload
Deficiency: Caseloads of prosecuting attorneys vary greatly from jurisdiction to jurisdiction.

Strategy: Equalize caseloads through development of regional criminal justice prosecution services by offering financial incentives to counties to combine criminal prosecution services.
2. Adequate support services
Deficiency: Prosecutorial support services vary widely from county to county. Resources for expert witnesses, victim/witness compensation, diversion, investigation and legal research are universally inadequate.

Strategy: Continuation and expansion of First Circuit State's Attorneys Task Force concept including regional white collar crime task force, to the entire region through financial incentives to the counties.
3. Appellate resources
Deficiency: Local state's attorneys lack resources for appellate case prosecution.

Strategy: Continuation of statewide appellate prosecution program.

Subgoal IIIB: Provide sufficient attorney services for defense

Capability Standards

1. Caseloads

Deficiency: Caseloads vary widely from county to county in the provision of public defense.

Strategy: Incentives to develop regional public defense services for equalization of caseloads among full-time defense attorneys.

2. Adequate support services

Deficiency: Support services, because most public defenders are part-time single county defenders, are lacking throughout the region.

Strategy: Development of regional public defense offices employing full-time attorneys and staff through financial incentives to the counties.

3. Appellate resources

Deficiency: Counties lack the resources to provide appellate public defense services.

Strategy: Continuation and expansion of present statewide appellate defense activities.

Goal IV: Maintain an effective court proceeding.

Subgoal IVA: Provide adequate records and information through the circuit clerks.

Capability Standards

1. Information

Deficiency: Lack of a statewide Criminal Justice Information System hampers the utilization of court data as a court management tool.

Strategy: Development of a statewide Criminal Justice Information System, interrelated with the Illinois Court System, and interfaced with local and regional management data systems.

2. Adequate support services

Deficiency: Circuit clerk caseloads and support services vary widely from county to county. While the Illinois Court System functions with the circuit as a basic management unit, each county has a separate circuit clerk.

Strategy: Encourage the Illinois Court System through financial incentives to develop a circuit court administrator to oversee a circuit court management system, funded statewide with adequate management resources.

Subgoal IVB: Provide a court service which protects the innocent and appropriately sanctions the guilty.

Capability Standards

1. Adequate records and information
Note Subgoal IVA
2. Administrative support
Note Subgoal IVA
Deficiency: Judicial personnel lack administrative support in terms of adequate reporting, research, and clerical support.

Strategy: Encourage circuit management systems including services to judicial personnel.
3. Adequate caseloads
Deficiency: Caseloads vary tremendously among judges within a circuit.

Strategy: Equalize caseloads through a circuit management system.
4. Physical facilities
Deficiency: Costs to the Region's counties to maintain 15 separate court facilities have proven prohibitive. Many courtrooms need remodeling in order to assure an adequate judicial proceeding.

Strategy: Through a circuit management system reduce the number of needed courtrooms. Legislative action may be required, however, much could be done at a local level, given appropriate financial incentives, to provide adequate courtroom and office facilities.
5. Pre-sentence investigation resources
Deficiency: Pre-sentence investigation is presently carried out by the probation department. While probation personnel are appropriate and adequate to the task, manpower levels are inadequate.

Strategy: Provide sufficient probation personnel to adequately handle pre-sentence investigation needs through financial incentives.

Goal V: Provide effective correctional services.

Subgoal VA: Provide effective probation services.

Capability Standards

1. Caseload

Deficiency: Nine of the fifteen counties provide probation services on a circuit-wide basis. In those counties, probation is properly managed, albeit understaffed. In the remaining five counties, probation services are inadequate to provide an effective service. Adequate supervision of probationers is a prerequisite to successful probation.

Strategy: Encourage statewide support of circuit managed probation systems, adequately funded to provide manpower, training, and support services.

Subgoal VB: Create viable correctional alternatives.

Capability Standards

1. Provision of correctional alternatives

Deficiency: No formal local work, training or education programs are available to locally sentenced offenders.

Strategy: Develop, through state/local agreements, fiscal resources necessary to implement local correctional programs.

2. Problem related counseling

Deficiency: Locally sentenced offenders do not receive formal problem-oriented counseling.

Strategy: Develop, through state/local agreements fiscal resources necessary to implement local counseling programs.

Subgoal VC: Maintain effective institutional programs and services.

Capability Standards

1. Adequate supervision

Deficiency: Many local institutions are unable to adequately provide supervisory staff. Average daily population does not justify in some cases, the institution.

Strategy: Reduce, through financial incentives, number of institutions.

2. Rehabilitation programs

Deficiency: Formal rehabilitation programs are virtually non-existent for locally sentenced offenders.

Strategy: In conjunction with Subgoal VB and Capability Standard 1 above, target rehabilitation programs in locally sentenced offenders.

3. Physical facilities

Deficiency: Some counties are unable to maintain local facilities at an adequate level to meet State standards.

Strategy: Reduce number of local sentenced institutions and improve facilities of those remaining.

Goal VI: Crime prevention and public involvement

Subgoal VIA: Promote public understanding of crime and the criminal justice system.

Capability Standards

1. Citizen advisory groups

Deficiency: Involvement of citizen groups in criminal justice planning and local agency operations.

Strategy: Provide regional technical assistance to enhance effectiveness of citizen groups.

2. Citizen crime prevention

Deficiency: Only two local law enforcement agencies actively support a citizen crime prevention effort.

Strategy: Through citizen initiation and financial incentives, develop a regional crime prevention effort.

3. Delinquency prevention

Deficiency: Lack of local delinquency intervention programs, youth services, and agency coordination.

Strategy: Provide through regional technical assistance and financial incentives, a regional delinquency program.

FOOTNOTES

- 1 National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, 1973, p. 108.

Chapter 3

RECOMMENDATIONS AND PROPOSED PROJECTS

Recommendations

This chapter on recommendations is organized around the six goals and their subgoals as outlined in Chapter 1. Furthermore, the standards are identified with the roman numeral of the appropriate general goal. This discussion of recommendations is addressed to specific deficiencies developed in the previous chapter, and as can be seen, are related to the findings in the data sections. Some recommendations are couched in the phrase "consideration be given to," indicating that they only appear advisable because available information is insufficient to warrant advancing them outright.

Whereas goals tend to be abstract, the recommendations are action specific. They consist of specific actions which are expected to lead to the attainment of goals. Some of the actions amount to large programs, to considerable sums of money, to changes of law, but they also relate to many simple and non-costly actions. The recommendations do not propose the existing system; otherwise they would be needless. Nor do they propose the ideal system; otherwise they would probably be impractical. The recommendations propose changes for the possible system as outlined in the goals.

There are a total of 16 subgoals with a total of 134 recommendations--13 associated with crime prevention, 33 with police, 15 with attorneys, 13 with courts, 16 with correction, and 44 with the system. The recommendations with an asterik (*) are considered high priority and worth of the earliest and greatest attention.

Goal I: Enhance the structure of the criminal justice system.

Subgoal I-A: Provide service at an efficient and reasonable level of cost to governmental units.

- *I-1. That consideration be given to the abolishment of municipal departments of fewer than five officers, and to either the consolidation with other small departments or the contracting of police services from larger departments, in most cases, the County Sheriff's Department.

- *I-2. That consideration be given to the merging of state's attorneys' offices.
- *I-3. That region or circuit-wide task force assistance be made available to all prosecuting attorneys in the Region.
- *I-4. That Public Defense be provided on a region or circuit-wide basis through a statewide financed system.
- *I-5. That the State of Illinois finance all court-related activities, which would include (1) court administrators, (2) jury fees and other expenses related to court proceedings, (3) supporting staff and office expenses for judges, (4) probation officers and supporting staff and office expenses; furthermore, that fees and fines be retained as county revenue to compensate for construction and maintenance of physical facilities provided by the counties for court-related services.
- *I-6. That the consolidation of communication systems be undertaken in accordance with the recommendations of the Commission's Regional Emergency Communication Call Reception and Referral Center Plan (GERPDC-73-292).
- *I-7. That consolidation of jails be undertaken in accordance with the recommendations of the Regional Correctional System feasibility and planning study conducted by the Illinois Bureau of Detention Standards and Services.
- I-8. That state law permit consolidation of sheriff offices on a multi-county basis.
- I-9. That local governmental units take the initiative to derive reimbursement from police services rendered to state and federal governments.
- I-10. That unit progress is made on Recommendation I-5, counties be permitted to levy special criminal justice taxes.
- I-11. That municipalities consider levying a special police protection tax.
- I-12. That units of local government, municipal as well as county, conduct an annual audit which itemizes revenues and expenditures for particular offices or departments.

- I-13. That locally financed criminal justice units prepare annual budgets in advance of the fiscal year.
- I-14. That locally financed criminal justice units prepare a long-range budget for improvements during the next three to twenty years.
- I-15. That criminal justice units attempt to keep within annually appropriated funds and to abandon the practice of requesting funds on a month-to-month basis.

Subgoal I-B: Establish advantageous relationships among units within the criminal justice system and with units outside.

- *I-16. That criminal justice units make arrangements to share their resources as needed, especially for the purpose of larger units providing available resources needed from time to time by smaller units.
- *I-17. That the districts of state and federal criminal justice-related units be organized to conform to existing regional planning jurisdictions as are also proposed in the preliminary state regionalization plan.
- I-18. That a special region-wide study be made of existing cooperative relationships and a plan be proposed for future cooperative relationships.

Subgoal I-C: Professionalize criminal justice personnel.

- I-19. That the salaries and fringe benefits of personnel be increased to levels competitive with similar positions in other occupations or in the private sector.
- *I-20. That a merit system or its equivalent be established for appointed personnel.
- *I-21. That criminal justice personnel be required to take basic recruit or orientation training.
- *I-22. That basic recruit or orientation training be made available regularly in Southern Illinois.
- I-23. That specialized training be made available (and where appropriate, required) for personnel.

- I-24. That personnel be encouraged to pursue a formal education through means of: (1) offering salary increases for the earning of degrees, (2) providing education-related expenses, and (3) allowing compensatory time.
- I-25. That universities and community colleges develop criminal justice-related curricula at all degree levels of study.
- I-26. That personnel selection criteria with regard to age, sex, race, physical and other characteristics not demonstrated as affecting job performance be abandoned.
- I-27. That precise and objective personnel selection criteria be established, which should include: (1) educational achievement, (2) related training, (3) related experience, (4) scores on performances examination, and (5) recommendations.
- I-28. That in-house personnel be given the opportunity to apply for and fill any personnel openings, including those in secretarial or clerical positions.
- I-29. That position openings be sufficiently publicized.
- I-30. That personnel be evaluated on a periodic basis and informed of the results.
- I-31. That personnel be given, at minimum, fringe benefits to include: (1) educational advancement as set forth in Recommendation I-23, (2) compensation for uniforms and other work related equipment, (3) health and accident insurance, (4) overtime or compensatory pay, (5) vacation at the minimum of one day per month, and (6) retirement benefits.
- I-32. That personnel, except in special circumstances, be required to work not more than a 40-hour week and that the practice of requiring personnel to work overtime as a matter of routine be abandoned.
- I-33. That a cost-of-living allowance be incorporated into the annual adjustment of salaries.
- I-34. That positions be given a salary range flexible enough to permit pay increases without resorting to promotion as a means to provide them.

I-35. That special study be made of the reasons why criminal justice positions, especially in law enforcement, do not appear to have appeal as a long-range career within the region.

Subgoal I: Carry out and implement planning which is system-specific and crime-relevant.

- *I-36. That criminal justice units keep complete and accurate information of crime incidents and cases.
- *I-37. That all counties support available regional criminal justice planning, both through resolution and funds.
- *I-38. That criminal justice units provide representation on regional criminal justice advisory groups.
- *I-39. That a "model" criminal justice system be formulated with operationalized capability and performance standards which are relevant to the Greater Egypt and other non-metropolitan regions.
- I-40. That a special regional study be made of the nature, magnitude, and causes of white collar crime.
- I-41. That uniform crime report forms be further simplified and standardized.
- I-42. That consideration be given to a region-wide computerized recording and retrieval system for crime incidents and disposition of cases.
- I-43. That an internship program be financed and organized for undergraduate and graduate students desiring experience in local criminal justice agencies.
- I-44. That criminal justice units undertake annual and five year plans for their own improvement.

Goal II: Provide an adequate level of police services.

Subgoal II-A: Maintain a continuous police availability.

- *II-1. That municipal departments with an index crime rate exceeding 1,000 maintain a minimum force of 1.5 officers per 1,000 population as recommended by the Illinois Association of Chiefs of Police.

- *II-2. That all departments provide police patrol service on a 24-hour, 7-day a week basis.
- *II-3. That a supportive staff be maintained, especially regarding record-keeping and communication duties, so that sworn officers can carry on their primary responsibilities.
- II-4. That police-related duties can be identified which do not require the attention of sworn officers, such as the enforcement of parking violations and the control of animals, for the purpose of transferring the work to other personnel or governmental units.
- II-5. That departments conduct police management surveys at least once every five years.
- II-6. That departments have a force which is representative of the distinctive racial or ethnic groups in their jurisdiction.
- II-7. That Illinois Statute 125:13, holding sheriffs liable for neglect or commission of duties by sheriff deputies be rescinded.
- II-8. That the patrolling of areas be coordinated with the presence of other law enforcement agencies, especially State Police and private security guards.
- II-9. That the development of manpower be guided by uniform crime reports and other data specifying the time, place, and other circumstances of crime incidents.

Subgoal II-B: Have an immediate response capability.

- II-10. That an immediate response capability, including sufficient manpower, transportation and communication equipment be provided on a 24-hour, 7-day a week basis throughout the region.
- II-11. That implementation steps be undertaken in accordance with the goals and recommendations of the Commission's Regional Emergency Communication Call Reception and Referral Center Plan (GERPDC-73-292).
- II-12. That a sufficient number of cars be provided, especially regarding current deficiencies in municipal departments; that cars be adequately equipped; and be given regular safety inspection.

Subgoal II-C: Have an investigative capability at crime scene.

- *II-13. That departments of more than 10 men develop an investigative expertise.
- *II-14. That departments of less than 10 men have ongoing arrangements for investigative expertise as needed.
- *II-15. That capability be especially developed for the investigation of property crime.
- *II-16. That periodic "refresher" and advance training become mandatory for all sworn personnel.
- *II-17. That operating policies regarding investigative activities be formalized and enforced.
- *II-18. That complete records be kept for any investigative activities.
- II-19. That departments make arrangements for back-up manpower which may be needed at crime scene.
- II-20. That officers be given some human relations or community relations training.
- II-21. That officers become knowledgeable about and make appropriate use of services of the regional crime laboratory.
- II-22. That the concept of "minimum force" be included in the policies for apprehension activities.
- II-23. That a departmental citizens' advisory committee be established and consulted about the formulation or change of policies.
- II-24. That departmental records be made immediately available to officers at the crime scene through the development of a retrieval system.
- II-25. That local departmental support be continued for metropolitan enforcement groups (such as the Southern Illinois Enforcement Group) where needed.
- II-26. That departments promote a property identification program.

Subgoal II-D: Carry out appropriate disposition of criminal suspects.

- *II-27. That diversion be recognized as a legitimate police operation and that policies be formalized to govern its enactment and usage.
- *II-28. That the disposition of all persons suspected of committing a felonious crime be made in consultation with the state's attorney.
- *II-29. That departments develop policies regarding the liberal issuance of summonses and citations in lieu of physical arrests.
- II-30. That departments be well acquainted with the existence and capability of persons, organizations or agencies with a potential for use in diversion.
- II-31. That diversion be undertaken only after a thorough investigation of the suspect--of his life history, his family, and social situation, and of knowledge of other persons and professionals acquainted with the suspect.
- II-32. That adequate records be kept of the disposition of criminal suspects.
- II-33. That departments keep all cooperating agencies notified of dispositional steps taken.

Goal III: Provide sufficient attorney services.

Subgoal III-A: Provide sufficient attorney services for criminal prosecution.

- *III-1. That all state's attorneys work full-time.
- *III-2. That state's attorneys make full use of diversionary opportunities and resources.
- *III-3. That a circuit-wide or region-wide prosecuting attorney office be established for the investigation and prosecution of white collar crimes, especially pertaining to violations and in the areas of employment, consumer protection, and pollution.
- III-4. That state's attorneys be given adequate staff support, through a regional prosecution unit.

- III-5. That state's attorneys assist police in the investigation and disposition of suspected felons.
- III-6. That state's attorneys be well acquainted with the existence and capability of persons, organizations, or agencies with a potential for use in diversion.
- III-7. That diversion be undertaken only after a thorough investigation of the suspect--his life history, his family, and social situation, and of knowledge of other persons and professionals acquainted with the suspect.
- III-8. That state's attorneys keep all cooperating agencies notified of dispositional steps taken.
- III-9. That state's attorneys take steps to minimize plea-bargaining.
- III-10. That prosecuting attorneys make every attempt to expedite judicial proceedings.

Subgoal III-B: Provide sufficient attorney services for defense.

- *III-11. That defense attorneys who are paid full-time work full-time.
- *III-12. That a public defender be made available to every county through a state supported regionally administered full-time public defender system.
- III-13. That defense attorneys be given adequate staff support through the state supported regionally administered system.
- III-14. That defense attorneys take steps to minimize plea-bargaining.
- III-15. That defense attorneys make every attempt to expedite judicial proceedings.

Goal IV: Maintain an effective court proceeding.

Subgoal IV-A: Provide adequate records and information throughout the judicial circuits.

- *IV-1. That the office of circuit court administrator be made appointive under the direction of the chief circuit judge for circuit administration and management.

- *IV-2. That circuits implement a record-keeping system developed as part of a statewide criminal justice information system, which will provide information concerning the disposition of criminal cases as well as court management data.
- IV-3. That information concerning the disposition of criminal cases be processed into a circuit-wide or region-wide data system.

Subgoal IV-B: Provide a court service which protects the innocent and appropriately sanctions the guilty.

- *IV-4. That judges make full use of diversionary opportunities and resources in lieu of physical incarceration.
- *IV-5. That judges sentence or otherwise dispose of offenders only after a thorough pre-sentence investigation where appropriate.
- *IV-6. That circuit court districts be re-organized to conform to existing regional planning and service agency jurisdictions, as are also proposed in the preliminary state regionalization plan.
- IV-7. That judges be well acquainted with the existence and capability of persons, organizations, and agencies with a potential for use in diversion.
- IV-8. That judges restrict, where possible and appropriate, physical incarceration to an overnight and weekend basis, allowing offenders the opportunity to maintain employment and contact with the community.
- IV-9. That the sentence of capital punishment be re-established in certain types of homicide cases.
- IV-10. That the use of "Release on Recognizance" be utilized where possible and appropriate.
- IV-11. That continuances which result in a hardship for complainants and victims be minimized.
- IV-12. That victims, witnesses and jurors be given adequate protection and compensation for time and expense related to cases.
- IV-13. That uniform statewide sentencing guidelines be established and utilized.

Goal V: Provide effective correctional services.

Subgoal V-A: Provide effective probation services.

- *V-1. That probation officers maintain caseloads at a level to permit adequate attention to individual probationers.
- *V-2. That circuit-wide probation programs be expanded to all counties in the Region under a statewide financed probation system, providing adequate manpower and support services.
- V-3. That probation officers maintain adequate records.
- V-4. That probation officers be given sufficient and periodic training.
- V-5. That the use of volunteers for probation work be continued and be submitted to rigorous evaluation.

Subgoal V-B: Create viable correctional alternatives.

- *V-6. That every county participate in a youth service bureau program.
- *V-7. That work training, and education release programs be available throughout the Region.
- V-8. That a regional half-way center be established for locally incarcerated offenders.
- V-9. That a regional juvenile detention center be established for youthful offenders.
- V-10. That organizations or agencies useful for diversionary purposes be encouraged to develop alternative correctional programs.
- V-11. That the chief circuit judge maintain an evaluative surveillance of alternative correctional programs and so apprise the judges of his circuit.

Subgoal V-C: Maintain effective institutional programs and services.

- *V-12. That implementation steps be undertaken in accordance with the goals and recommendations of the Regional Correctional System feasibility and planning study made of the Region by the Illinois Bureau of Detention Standards and Services.

- *V-13. That immediate corrective measures be taken to bring jails in conformance with recommendations made by the Illinois Bureau of Detention Standards and Services as a result of annual inspections.
- V-14. That county jails establish rehabilitative programs.
- V-15. That all prisoners of county jails be provided formal problem oriented counseling, if desired.
- V-16. That ways be developed to maximize the contact of prisoners with their families and communities.

Goal VI: Crime Prevention and Public Involvement.

Subgoal VI-A: Promote public understanding of crime and the criminal justice system.

- VI-1. That an educational campaign be undertaken to point out that crime prevention is a community-wide responsibility requiring the cooperation of most segments of the community with the criminal justice system.
- VI-2. That officials and leaders throughout the community recognize relationships between their activities and the occurrence of crime, and take measures to provide positive alternatives to criminal action, from the standpoint of ameliorating conditions or factors associated with crime occurrences and promoting opportunities for legitimate interest and activities.
- VI-3. That communities with high crime rates and associated youthful population provide special ameliorative programs and opportunities for persons from 15 to 24 years of age.
- VI-4. That every county participate in a youth service bureau, or like agency, which offers special services to youths with a potential for criminal behavior.
- VI-5. That high schools provide professional and comprehensive counseling services for student, and alternative education systems where appropriate.
- VI-6. That every county establish (unilaterally or in cooperation with other counties) a mental health organization which includes services for persons with alcohol or drug abuse problems.

- VI-7. That social services agencies train their personnel to diagnose and assist persons with a potential for criminal action.
- VI-8. That the existence and specific capability of social services agencies be made known at least once every two years to criminal justice personnel.
- VI-9. That community-wide and regional conferences be held at least once a year to bring together the various social service and criminal justice agencies to discuss crime prevention strategies and programs.
- VI-10. That a regional information center be established to provide police and other criminal justice units with reading, audio-visual and other materials informative about crime and the criminal justice system.
- VI-11. That chambers of commerce, better business bureaus and like organizations develop a code of ethics to determine the selection and good standing of members.
- VI-12. That high schools develop within their curriculum a component of study devoted to crime and the criminal justice system.
- VI-13. That police and other criminal justice officials make periodic classroom presentations in high schools.
- VI-14. That law enforcement departments encourage the organization of citizen advisory committees.
- VI-15. That criminal justice units and officials announce their availability to speak or otherwise inform groups interested in crime and the criminal justice system.
- VI-16. That criminal justice units and officials take the initiative to inform the news media of criminal justice related events.

Project Listing

Goal I

Enhance the Structure of the Criminal Justice System

SubGoal IA

Provide service at an efficient and reasonable level of cost to governmental units.

Projects: None

SubGoal IB

Establish advantageous relationships among units within the criminal justice system and with units outside.

No continuation or new projects required.

SubGoal IC

Professionalize Criminal Justice Personnel

Title: Regional Police Training

Description: Provide funding support for the provision of Police Training on a Regional basis. Should include basic, in-service, advanced, and specialty courses.

Specific Continuation Projects:

Southern Illinois Criminal Justice Training Program \$100,000

New Projects: None

SubGoal ID

Carry out and implement planning which is system-specific and crime relevant

Title: Regional Criminal Justice Planning

Description: Provide funding support for regional criminal justice planning efforts, including technical assistance capabilities.

Specific Continuation Projects:

Greater Egypt Regional Criminal Justice Planning Program \$100,000

New Projects: None

Title: Regional Criminal Justice Standards Implementation

Description: Continue implementation of Standards developed during first year of non-metropolitan standards development project

Specific Continuation Projects:

Greater Egypt Regional Planning and Development Commission \$200,000

New Projects: None

Goal II

Provide an Adequate Level of Police Service

SubGoal IIA

Maintain a continuous police availability

Projects:

Basic services law enforcement

Description: Provide financial support to local units of government wishing to develop either county-wide or contractual policing arrangements.

Specific Project Continuations

1. Pope County-wide Police Department	\$28,000.00
2. Hamilton County-wide Police Department	35,000.00
3. Alexander County Contractual Policing	11,000.00
4. Pulaski County Contractual Policing	11,000.00
5. Sesser Contractual Policing	9,000.00
6.	
7.	

New Projects

Three to five new projects. Cost: \$40,000-\$60,000 each

Title: Basic Services, Communications Systems

Description: Provide financial support to local units of government wishing to implement Public Safety Communications Systems in accordance with the Regional Emergency Communication Call Reception and Referral Center Plan (GERPDC-73-292)

Specific Continuations: None

Title: Computer Assisted Dispatch

Description: Provide initial funding support for a multi-agency computer assisted dispatch system that will provide both dispatch and management information.

Specific Continuation Projects: None

New Projects:

Jackson County \$100,000.00

SubGoal IIB

Have an Immediate Response Capability

Title: Police Department Investigative Units

Description: Provide funding support to departments of more than ten sworn personnel an investigative capability.

Specific Continuation Projects

Alexander County Detective Unit	\$17,000.00
Jefferson County Detective Unit	\$15,000.00

New Projects:

Three to five projects, \$15,000.00-\$30,000.00 each

Title: Metropolitan Enforcement Groups

Description: Provide multi-agency narcotic enforcement units to concentrate on enforcement of drug laws at the local level, with an emphasis on drug sales.

Specific Continuation Grants:

Southern Illinois Enforcement Group \$100,000.00

Title: Multi-Jurisdictional Major Case Units

Description: Provide funding support for local units of government forming multi-jurisdictional major case investigative units.

Specific Continuation Projects:

Williamson County Detective Unit \$40,000.00

New Projects:

One new project, multi-county \$100,000.00

SubGoal IID

Carry Out Appropriate Disposition of Criminal Suspects

Title: Police Diversion

Description: Provide funding support for police departments of ten sworn officers or more, or for combinations of departments of ten sworn officers or more, or for county-wide projects for diversion of offenders.

Specific Continuation Projects:

Mt. Vernon \$37,000.00

New Projects:

Two new Projects \$25,000.00 each

Goal III

Provide Sufficient Attorney Services

SubGoal IIIA

Provide Sufficient Attorney Services for Criminal Prosecution

Title: Basis Services, Criminal Prosecution

Description: Provide financial support to groups of two or more counties wishing to either:

1. combine States Attorneys offices, or
2. combine criminal prosecution support services of States Attorneys offices

Specific Project Continuations:

1. First Judicial Circuit States Attorneys Task Force \$28,000.00

New Projects

One or two projects, Cost: up to \$50,000.00 each

Title: Prosecution Diversion

Description: Provide funding support for counties or groups of counties to provide diversion services through the States Attorneys office.

Continuation Projects:

First Judicial Circuit States Attorneys Task Force
Gallatin County

\$80,000.00
9,000.00

SubGoal IIIB

Provide Sufficient Attorney Services for Criminal Defense

Title: Basic Services, Indigent Criminal Defense

Description: Provide financial support to groups of two or more counties wishing to provide indigent criminal defense on a multi-county basis.

Specific Project Continuations:

None

New Projects:

One or two new projects, Cost up to \$60,000.00 each.

Goal IV

Maintain an Effective Court Proceeding

SubGoal IVA:

Provide adequate records and information throughout the Judicial Circuits

Specific Continuation Projects:

None

New Projects:

None

SubGoal IVB:

Provide a Court Service which Protects the Innocent and Appropriately Sanctions the Guilty

Specific Continuation Projects:

None

New Projects:

None

Goal V
Provide Effective Correction Services

SubGoal VA:
Provide Effective Probation Services

Title: Circuit-wide Probation Services
Description: Provide support for circuit-wide probation services, including case supervision, pre-sentence investigations, and use of volunteers.

Specific Continuation Projects:
First Judicial Circuit Probation District \$100,000.00

New Projects:
Second Judicial Circuit \$150,000.00

SubGoal VB
Create Viable Correctional Alternatives

Title: Youth Service Bureaus
Description: Provide support through counties or groups of counties for Youth Service Bureau programs

Specific Continuation Projects
Jackson County \$43,000.00
Jefferson County 18,000.00
Franklin/Williamson County 55,000.00

New Projects:
Two or three new projects \$50,000.00 each

Title: Regional Juvenile Detention
Description: Support the development of a regional juvenile detention facility, incorporating social and educational services.

Continuation Projects:
None

New Projects:
One new project \$200,000.00

Goal VI
Crime Prevention and Public Involvement

SubGoal VIA
Promote Funding Support to provide:
1. enhanced citizen involvement in the criminal justice planning process;
2. technical assistance to citizens groups dealing with the criminal justice system;

3. technical assistance to newly formulated citizens groups concerned with the criminal justice system

Specific Continuation Projects:

Greater Egypt Regional Planning and Development Commission \$25,000.00

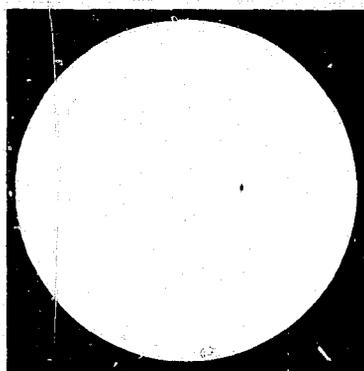
New Projects:

None

criminal justice plan greater egypt region - 1976

Volume 2 Data

**Alexander, Franklin, Gallatin, Hamilton,
Hardin, Jackson, Jefferson, Johnson, Massac,
Perry, Pope, Pulaski, Saline, Union,
& Williamson Counties, Illinois**



**GREATER
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ACQUISITIONS

**Alexander, Franklin, Gallatin, Hamilton,
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& Williamson Counties, Illinois**

The preparation of this document has been funded in part through a grant from the Illinois Law Enforcement Commission and the Law Enforcement Assistance Administration according to the provisions of the Omnibus Crime Control Act of 1974, as amended. Publication #GERPDC-76-414.

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COMMUNICATIONS SECTION

608 east college st. / carbondale, illinois / area code 618 549-3306
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August, 1976

Chairmen and County Boards
Mayors and City Councils
Presidents and Village Boards
Chairman and Conservancy
District Boards

RE: "The Comprehensive Criminal Justice Plan for the Greater Egypt
Region - 1976 - Volume II - Data"

Gentlemen:

It is with pleasure that I transmit to you the Comprehensive Criminal Justice Plan for the Greater Egypt Region, Volumes I and II. This plan document details information regarding the present status of the region's criminal justice system, provides an assessment of the criminal justice agencies and programs operating in the region, and outlines a system of goals, standards, and programs for improvement.

These documents were prepared in conjunction with the Greater Egypt Regional Criminal Justice Planning Advisory Board and the Southeastern Illinois Law Enforcement Council. Accordingly, we feel that the directions contained within the plan reflect the needs of the region.

Please feel free to forward any comments you may have regarding this plan.

Sincerely for the Commission,

Charles J. Covington
Chairman

kc

ACKNOWLEDGEMENTS

The Commission wishes to thank the following individuals and organizations for assistance in preparing this Plan. Without their assistance, it would have been impossible to complete the task.

The members of the Greater Egypt Regional Criminal Justice Planning Delivery Board.

The members of the Southeastern Illinois Law Enforcement Council.

The Administrative Office of the Illinois Courts, the Illinois Supreme Court Committee on Criminal Justice Programs, and particularly the Judges and Chief Judges of the area Judicial Circuits.

The Illinois Secretary of State's Office, the Attorney General's Office, the Comptrollers Office, Departments of Law Enforcement, Correction, Local Government Affairs, Labor, the Illinois Law Enforcement Commission, and particularly, the Crime Studies Section of the Department of Law Enforcement.

The US Departments of Justice and Labor.

And all the Local and State agencies, and particularly the individuals, who aided in the data collection and analysis.

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INTRODUCTION

This document is a companion document to The Comprehensive Criminal Justice Plan for the Greater Egypt Region-Volume I - Directions (GERPDC-76-413). This document provides the data and data analysis which supports the goals, standards, priorities and projects presented in Volume I.

The data on the Southern fifteen county region of Illinois is presented in two chapters. Chapter 1 deals with a statistical description of crime and crime problems in Southern Illinois. Chapter 2 deals with an assessment of current criminal justice programs and agencies in the region.



CONTINUED

1 OF 3

budget of \$130,000 supported by the Illinois Law Enforcement Commission. The objectives of the Task Force are: to provide the individual state's attorneys assistance in the handling of criminal offenses, including trial and appellate work; to balance the adversary system of criminal justice and assist in insuring a fair and speedy resolution of criminal charges; to provide personnel in the nine-county region for the state's attorneys' offices which are minimumly staffed; to assist and cooperate with the local law enforcement agencies in investigation of criminal offenses; to establish cooperation and communication among the nine state's attorneys for establishing common ground and joint efforts by the counties; to establish training programs for law enforcement officers and seminars for state's attorneys; and to provide appellate services.

Public Defense

Six of the counties in the Region have public defenders. As required by state law, the three counties having more than 15,000 population have public defenders: Franklin County, Jackson County, and Williamson County. Also, Jefferson County has a designated public defender as does Perry County. It should be noted that two or more counties may provide jointly for a public defender, but none in the Region have done so.

The nine counties of the 1st Circuit had proposed a circuit-wide defender project. Carried on with the help of funds from the Illinois Law Enforcement Commission, the project was first administered in 1971 by the Illinois Public Defender Association for seven counties of the 1st Circuit (excluding Jackson and Williamson Counties). The IPDA became a state office in 1973, and the project was proposed to include all the nine counties of the 1st District in 1974. The project was to consist of four attorneys including the two defense attorneys of Jackson and Williamson Counties, two investigators, and two social workers. The project proposed an annual budget of \$200,000. The objectives of the project were: to provide counsel to indigent defendants; to assist public defenders and provide supportive services as needed; provide defender-related training and education programs; and to promote cooperation among the counties and criminal justice units. (Editors Note: This project was funded by ILEC, however, the program was not implemented at the local level.)

Probation

Probation officers in Illinois perform two basic functions as directed by the circuit court: 1) the conduct of pre-sentence investigations, and 2) the supervision of offenders convicted and sentenced to a period of probation. All of the 15 counties in the Greater Egypt Region are served

by a probation officer. The nine counties of the 1st Judicial Circuit are administratively organized under the direction of the chief probation officer, who has eight probation officers serving under him.

The five counties of the 2nd Judicial Circuit are served by two probation officers - Franklin, Hamilton, and Jefferson by one; and Gallatin and Hardin by the other. Perry County, in the 20th Judicial Circuit, is served by an officer who also serves counties outside the Greater Egypt Region.

Though under direction of the circuit court, probation services in Illinois are financed by county governments. The "court counselor program" of the counties of the 1st Judicial Circuit is an exception; beginning July, 1974, the program has provided federal funds for a third consecutive year and currently has a staff of nine probation officers and five secretaries. In addition to providing an increase in probation services, the organization of a multi-county district has enabled a more equitable assignment of caseloads for officers. Also, the district has devised a handbook of uniform procedures, practices and policies and has been implementing a centralized records system. The district has been a convenient vehicle through which probation officers have learned from one another and established relationships with other social service organizations in the area. An attempt has been made to involve volunteers, especially to establish personalized one-to-one relationships for juvenile offenders. This has only met with limited success, due to high officer caseload problems.

Other Diversion-Related Alternatives

There appears to be an increasing recognition that jail is a highly limited solution to the problem of handling offenders. It is expensive. It is often counterproductive as well; the effect of jail as a crime deterrent can easily be outweighed by its effect as criminal-reinforcing environment, either through what the offender may learn from his fellow prisoners or the hostile attitudes developed from his incarceration. Probation is an alternative to jail, but with its own limitations; the status and caseload of the probation officer prevents much personal contact, and the officer does not have the resources and facilities many offenders need and must have to avoid a recurrence of criminal behavior.

Diversion-related alternatives are therefore a vital aspect of the criminal justice system. The potential of their variety and effectiveness is an often unrealized opportunity resulting from the separation of the criminal justice system from community life. This is unfortunate; for it is within the focus of community life that the offender commits crime and can therefore be motivated to refrain from repeating his acts.

Many community resources may be diversion alternatives. The paramount resource, particularly for younger offenders, is the parent and family. Though frequently a cause of the problem, the family is a powerful socializing and controlling force in the life of young offenders. Often, with the proper guidance, it may be employed for rehabilitative purposes. Churches are often overlooked, even though the church concern with sin is closely associated with the criminal justice concern with crime. Churches have demonstrated in the past an interest in planning and problems on a regional scope. (The Ad Hoc Committee on Church Planning, in existence from about 1966-1972, explored a variety of planning related issues in the Region. The Commission's Church Directory (GERPDC-68-117) resulted from the Committee's activities.) The use of volunteers, as is now being done in connection with probation in the 1st Judicial Circuit Probation District, is an ever-present and often very effective resource. Civic and fraternal organizations constitute another potential resource for diversion-related programs.

There are numerous agencies and organizations throughout the Region which offer ongoing services for offenders with special problems. These agencies and organizations are concerned with mental health, drug and alcohol abuse, and work skills or training deficiencies. Detailed information may be obtained from two Commission publications: Where to Seek Help For Those Who Need It, GERPDC-73-283 and Community Substance Abuse Program Resources, GERPDC-74-329.

Jails

Jails or correctional facilities of all levels of government are located in the Region. A maximum security federal penitentiary with a capacity of 525 prisoners is located in Williamson County; it also includes a minimum security camp. A minimum security state correctional center with a capacity of over 500 residents is located in Johnson County. A state youth camp is also located in Johnson County. A state work release center exists in Carbondale. (Also located just north of the Region is a state penitentiary in Randolph County and a state penal farm near Vandalia.)

Thirteen of the fifteen counties now operate jails, the exceptions being Johnson and Pope Counties. All of the jails have been given a satisfactory rating in 1974 by the Illinois Bureau of Detention Standards and Services, which is a considerable improvement over the ratings given two years earlier. Criticism of both physical facilities were directed at the county jails in Gallatin, Jefferson, Massac, and Perry Counties as indicated in Table 43.

Four of the municipal police departments currently operate jails, but only on an overnight "lockup" basis. The municipal jails have a small capacity--Cairo having a capacity of 14, Carbondale 6, Du Quoin 3, and Johnston City 7. Ratings of the municipal jails are presented in Table 44. The facilities at Johnston City and Cairo have been given overall satisfactory ratings.

The population of the 13 county jails totalled 8,377 during 1974, as shown in Table 45. Most of the prisoners were non-sentenced prisoners. Of the sentenced prisoners, 184 were considered regular prisoners, 192 weekend prisoners, and 7 prisoners on work release. Jackson County Jail held the largest number of prisoners (1,464). Juveniles made up 5 per cent of the total 7,994 non-sentenced prisoners in 1974. Females accounted for 7 per cent of the total non-sentenced prisoners held in the county jails in 1974. Table 46 shows the length of stay for prisoners of county jails in 1974. Sentenced prisoners account for 10 per cent of the total jail days spent in county jails. Eight of the fifteen jails did not hold any work release prisoners during 1974.

Table 47 shows the 13 county jails to be operating at a 32 per cent capacity, based on number of prisoners per day divided by prisoner capacity. Perry County maintained the highest per cent of capacity at 60 per cent. Massac County was second highest at 50 per cent, however, this high percentage is partially due to the use of the jail by Pope and Johnson Counties. Other jails from lesser populated counties tend to have a low operating capacity, with Hamilton and Hardin Counties at 7 per cent and Pulaski County at 8 per cent.

County jails in the Region have undergone significant improvements in recent years. The jails of Johnson and Pope Counties have been closed down since 1970. Critics should also keep in mind that the stay of prisoners has been quite short, with the highest average period of days served being 26 in the Jackson County Jail. Nonetheless, several of the jails are still struggling to meet the standards of the Illinois Bureau of Detention

Table 43
STATE INSPECTION REPORT OF COUNTY JAILS*, 1974

County	Present Physical Facility	Physical Improvements Needed	Present Personnel	Personnel Needed
Alexander	Satisfactory	Minor	Satisfactory	Cook
Franklin	Satisfactory	Minor	Satisfactory	None
Gallatin	Minimal for S.T.H.**	Major	Satisfactory	None
Hamilton	Satisfactory	Minor	Substandard	24-hr. Supervision
Hardin	Satisfactory for S.T.H.	Minor	Satisfactory	None
Jackson	Satisfactory for S.T.H.	Minor	Satisfactory	None
Jefferson	Minimal for S.T.H.	Major	Satisfactory	None
Massac	Minimal for S.T.H.	Major	Satisfactory	None
Perry	Minimal for S.T.H.	Major	Satisfactory	None
Pulaski	Satisfactory	Minor	Satisfactory	None
Saline	Satisfactory	Minor	Satisfactory	None
Union	Satisfactory	Minor	Satisfactory	None
Williamson	Satisfactory for S.T.H.	Minor	Satisfactory	None

*The jails of Johnson and Pope Counties are no longer in operation.

**Short-term Holding means for a maximum of 30 days.

Source: Annual Report, 1974, Illinois Bureau of Detention Standards and Services

Table 44
STATE INSPECTION REPORT OF MUNICIPAL JAILS, 1974

<u>Municipality</u>	<u>Facility</u>	<u>Administration</u>	<u>Supervision</u>	<u>Overall Status</u>
Cairo	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Carbondale	Improvement Needed	Improvement Needed	Improvement Needed	Substandard
Du Quoin	Substandard	Substandard	Substandard	Substandard
Johnston City	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Herrin	(New jail being built in 1975)			

Source: Annual Report, 1974, Illinois Bureau of Detention Standards and Services

Table 45
POPULATION OF COUNTY JAILS, 1974*

County	Adults		Non-Sentenced Juveniles		Total Prisoners	Regular	Sentenced Prisoners			Total Sentenced & Non-Sentenced Prisoners
	Males	Females	Males	Females			Work	Release	Total Prisoners	
Alexander	665	71	34	17	787	56	1	2	59	846
Franklin	1237	110	54	12	1413	11	40	0	51	1464
Gallatin	267	21	13	2	303	2	1	0	3	306
Hamilton	69	13	2	0	84	1	1	0	2	86
Hardin	72	0	7	0	79	2	0	0	2	81
Jackson	1175	62	38	15	1290	9	25	1	35	1325
Jefferson	709	53	30	4	796	8	38	1	47	843
Massac	435	15	14	1	465	41	22	2	65	530
Perry	242	15	0	0	257	17	10	0	27	284
Pulaski	250	13	26	1	290	5	6	0	11	301
Saline	728	85	28	3	844	22	42	0	64	908
Union	311	15	15	2	343	8	0	1	9	352
Williamson	928	52	54	9	1043	2	6	0	8	1051
Totals	7088	525	315	66	7994	184	192	7	383	8377

*The jails of Johnson and Pope Counties are no longer in operation.

Source: Annual Report, 1974, Illinois Bureau of Detention Standards and Services

Table 46
LENGTH OF STAY IN COUNTY JAILS, 1974

County	Non-Sentenced Prisoners		Sentenced Prisoners			Average Days Served Per Prisoner	Total Jail Days for Sentenced & Non-Sentenced Prisoners
	Total Jail Days	Average Days Served/Prisoner	Regular # of Days	Weekend # of Days	Work Release # of Days		
Alexander	2850	3.6	233	3	4	240	3090
Franklin	6376	4.5	119	272	0	391	6767
Gallatin	1030	3.4	26	6	0	32	1062
Hamilton	438	5.2	6	13	0	19	457
Hardin	391	4.9	14	0	0	14	405
Jackson	6881	5.3	492	366	72	930	7811
Jefferson	5180	6.5	278	685	45	1008	6188
Massac	3327	7.2	692	169	69	930	4257
Perry	2133	8.3	385	108	0	493	2626
Pulaski	785	2.7	46	74	0	120	905
Saline	4927	5.8	228	436	0	664	5591
Union	1577	4.6	85	0	11	96	1673
Williamson	7586	7.6	30	73	0	103	7689
Totals	43,481	5.4	2634	2205	201	5040	48,521

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Source: Annual Report, 1974, Illinois Bureau of Detention Standards and Services

Table 47
UTILIZATION OF COUNTY JAILS IN 1974*

County	Number of Prisoners Per Day	Capacity	Per Cent of Capacity
Alexander	8	32	.25
Franklin	17	52	.33
Gallatin	3	14	.21
Hamilton	1	14	.07
Hardin	1	14	.07
Jackson	19	58	.33
Jefferson	14	33	.42
Massac	9	18	.50
Perry	6	10	.60
Pulaski	2	24	.08
Saline	13	37	.35
Union	4	15	.27
Williamson	21	46	.46
Totals	118	367	.32

*The jails of Johnson and Pope Counties are no longer in operation.

Sources: Feasibility and Planning Study: Regional Correctional System, Part II, 1972, Illinois Bureau of Detention Standards and Services; Annual Report, 1974, Bureau of Detention Standards and Services

Standards and Services. This consideration, together with capacity, cost and other efficiency indicators, suggests that more consolidation may be desirable.

Governmental Structure and Finance

Existing Structure

American law enforcement and criminal justice has been a traditional function of local government. For the most part, this remains true today. The Federal Bureau of Investigation is the main federal law enforcement agency, but is restricted to enforcement of only federal law. The State Police and Illinois Bureau of Investigation are the main law enforcement agencies in the State of Illinois. The activity of these agencies has been rather specialized, the State Police being preoccupied with traffic control and the IBI with the trafficking of drugs. The State Police also have a statewide investigative unit, which functions mostly in a support role for local police. IBI has been expanding the scope of its activities but has a relatively small staff. As noted in the discussion of white collar crime elsewhere, numerous federal and state regulatory agencies have an enforcement function although officials of the agencies are not considered police.

Law enforcement is of course only one of many functions carried on by local taxing efforts. Primary and secondary education is the largest expenditure item for counties, absorbing about half the tax dollar. The offices of treasurer, clerk, coroner, assessor, as well as criminal justice related offices all must compete for a share of the county tax dollar together with function--specific departments concerned with roads, public works, health, welfare, etc. Likewise law enforcement is but one of many functions of municipal government, some of the more costly concerned with fire protection, streets and lighting, recreation and utilities. To what extent counties and cities provide criminal justice and law enforcement services depends on the extent to which local jurisdictions levy taxes and allocate revenue among the numerous services provided. Local governmental revenues and expenditures can be somewhat influenced by federal/state grant and revenue sharing programs, also by more efficient local management and organization, but the overriding consideration is how much taxpayers and local officials are willing to spend on law enforcement which in turn depends upon how important service is considered in relation to other services.

All of the 15 counties in the Greater Egypt Region provide the full gam-
bit of criminal justice services--those of the sheriff, state's attorney,
court, and circuit clerk. Thirteen of the 15 maintain a jail. Twenty-five
of the Region's 109 municipalities have been noted as providing a law
enforcement service in 1972. The number varies from year to year, as the
smaller municipalities make do with very limited budgets. As noted pre-
viously in this chapter, the police may be minimal or, in the case of lar-
ger governmental units, quite sophisticated and specialized. Minimal
service is not necessarily sufficient service, however, and it is hardly
every sufficient service, a maxim which applies to other governmental
services as well.

Nine of the 15 counties in the Region have a Board of Commissioners form
of government; they are: Alexander, Hardin, Johnson, Massac, Perry, Pope,
Pulaski, Union, and Williamson. Counties having a County Board form are:
Franklin, Hamilton, Jackson, Jefferson, Gallatin, and Saline. The muni-
cipalities in the Region which have a Council-Manager form are Carbondale
and Mt. Vernon. Of the other municipalities reporting significant expen-
ditures for police protection in 1972, 12 have an aldermanic form (Carter-
ville, Christopher, Golconda, Herrin, Johnston City, Jonesboro, McLeansboro,
Metropolis, Murphysboro, Sesser, Shawneetown, Vienna), 10 have a commission
form (Anna, Benton, Cairo, Du Quoin, Eldorado, Harrisburg, Marion, Pinckney-
ville, West Frankfort, Zeigler), and West City has a village form.

Counties are charged with the responsibility of carrying on all the basic
aspects of the criminal justice system. The county must have a sheriff
and may add deputy sheriffs. Counties may create "safety councils" pri-
marily to promote education campaigns concerned with "the protection and
conservation of life and property and the prevention of accidents in the
county" (Illinois Revised Statutes, 1973, 34:5671-5673). A communications
center may be provided for police and fire protection. In addition to the
sheriff, counties have the elective offices of state's attorney and cir-
cuit clerk. A public defender may be provided (Illinois Revised Statutes,
1973, 34:5601-5609). With exception of judges and their responsibilities,
counties operate and finance the court system, providing additional court
personnel, expenses and physical facilities. Probation officers, though
under direction of the circuit judges, are employed by the counties.
Finally, jails and jail personnel may be provided by the counties, with
the sheriff acting in the capacity of warden.

The responsibilities of municipalities and townships are mostly limited
to law enforcement. Municipalities may provide their own police and radio
communications. Municipalities may also provide jails with "houses of
correction" (Illinois Revised Statutes, 1973, 14:23-23), a public

defender (Illinois Revised Statutes, 1973, 34:5601-5609), and radio communications (Illinois Revised Statutes, 1973, 34:416). Counties are also authorized to provide jail facilities to cities (Illinois Revised Statutes, 1973, 24:11-3-2).

Pursuant to their law enforcement or criminal justice functions, counties and municipalities may enter into agreements with state and federal agencies, an action which has become widespread with the availability of federal funds through the Illinois Law Enforcement Commission. The Illinois Local Governmental Law Enforcement Officers Training Board is another state agency with which many counties and municipalities have entered into agreements for the purpose of the provision of police training.

The existing governmental structure of the Region is rather complex. In addition to the formal contracts provided by state law, governmental units have also entered into informal agreements with respect to the use of police, radio communications, etc. The structure and its relationships are likely to get more complex in the future. The impetus for this is coming from at least two sources. First, citizens and localities within the Region are demanding more and better law enforcement and criminal justice services. Second, federal and state authorities are becoming increasingly concerned about the quality and quantity of services, as evidenced by the widespread interest in the recent reports of the National Advisory Commission. Consequently, local officials will find it increasingly difficult to carry on alone, particularly those of units with a small population and tax base. A spirit of broadmindedness and cooperation will be necessary.

County Financing of Criminal Justice

The total criminal justice expenditures of the 15 counties was \$2,706,351 in 1973 (which refers to the fiscal year ending for most counties November 30). The sheriff's office was the highest expenditure, followed by the state's attorney and circuit clerk and by court-related expenses and jail. Jackson County had the highest total expenditure of \$460,393, followed by Williamson and Franklin Counties; Hardin County had the smallest expenditure of \$53,550 followed by Pope and Hamilton Counties.

Of more importance on Table 48 is the criminal justice expenditure per capita. Total criminal justice expenditures are of course largely a function of population; more populous counties have larger total

Table 48
TOTAL CRIMINAL JUSTICE EXPENDITURES
RELATED TO ASSESSED VALUATION AND POPULATION
FOR COUNTIES IN 1973

County	Total Criminal Justice Expenditures	Assessed Valuation	Per Cent	Population	Per Capita
Alexander	149,746	24,577,377	.6	12,015	12.46
Franklin	324,669	76,227,973	.4	38,329	8.47
Gallatin	96,391	34,911,214	.3	7,418	12.99
Hamilton	68,650	29,009,472	.2	8,665	7.92
Hardin	53,550	12,547,644	.4	4,914	10.90
Jackson	460,393	140,843,269	.3	55,008	8.37
Jefferson	286,127	103,344,366	.3	31,848	8.98
Johnson	105,457	20,179,832	.5	7,550	13.97
Massac	149,742	55,026,040	.3	13,889	10.78
Perry	184,217	75,259,809	.2	19,757	9.32
Pope	53,835	3,556,244	.6	3,857	13.96
Pulaski	109,972	14,115,649	.8	8,741	12.58
Saline	114,922	74,796,014	.2	25,721	4.47
Union	136,794	37,735,088	.4	16,071	8.51
Williamson	411,886	127,369,337	.3	49,021	8.40
Totals	2,706,351	834,499,148	.3	302,604	8.94

Sources: Census of Population, 1970, U.S. Bureau of the Census; Other information obtained from the Illinois Office of the Comptroller

expenditures. The expenditure per capita, on the other hand, is a rough indication of the efficiency with which the counties operate their criminal justice system. Three qualifications need to be kept in mind, however. First, expenditures for the circuit clerk and court-related expenditures are directed toward the support of activities which are not exclusively concerned with criminal justice. Second, some counties have a higher crime rate (per 100,000 population); hence their cost per capita could be somewhat higher. Third, the county financial record from which the expenditures were obtained are not always accurate in isolating the exact expense of criminal justice categories. Table 48 shows the average per capita cost of the counties to be \$8.94. Saline County has the lowest per capita cost of \$4.47; Johnson and Pope Counties have the highest costs per capita of \$13.97 and \$13.96 respectively.

Table 49 shows the five-year (1967-1971) trend of criminal justice expenditures is upward. Most of the counties showed increases, especially from 1969 on. Despite these gross increases, criminal justice expenditures showed a small but consistent downward trend; the percentage was .07 in 1967, .06 in 1968-1970, and .05 in 1971.

Another way of ascertaining the emphasis counties are putting on criminal justice is that of comparing criminal justice and other expenditures in 1968 and 1971. These comparisons in Table 50 confirm the conclusions suggested by the declining percentages of Table 49; namely that less emphasis is being put on criminal justice than on other functions. Criminal justice expenditures from 1967 to 1971 increased 27 per cent, whereas other expenditures from 1967 to 1971 increased 46 per cent, almost double. Only three counties had a higher per cent of criminal justice expenditures; the other twelve had a lower per cent.

Table 51 shows the five-year trend of the property tax rates of the counties. The overall rate has increased significantly over the first four years though dropping somewhat in 1971. Alexander County had the highest increase of a \$1.38 followed by Franklin County with a \$1.35 increase. Saline County had a decrease of \$.20, followed by Perry County.

Municipal Financing of Law Enforcement

Of the 25 municipalities reporting a significant police expenditure in fiscal year 1972, Table 52 shows the total expenditure to be \$2,070,229.

Table 49
FIVE-YEAR TREND OF CRIMINAL JUSTICE EXPENDITURES
AND PER CENT OF TOTAL EXPENDITURES FOR COUNTIES

County	1967	1968	1969	1970	1971
Alexander	117,211 (.07)	129,944 (.07)	149,463 (.08)	156,801 (.07)	159,433 (.05)
Franklin	233,025 (.06)	204,156 (.05)	232,837 (.05)	263,986 (.05)	344,165 (.05)
Gallatin	N.A.	N.A.	N.A.	125,197 (.08)	167,448 (.10)
Hamilton	49,449 (.05)	47,783 (.04)	49,868 (.04)	62,942 (.05)	74,387 (.05)
Hardin	N.A.	N.A.	72,467 (.09)	89,836 (.09)	43,574 (.04)
Jackson	370,590 (.09)	314,814 (.06)	246,600 (.05)	401,712 (.06)	412,239 (.05)
Jefferson	141,865 (.05)	140,642 (.04)	231,914 (.06)	182,647 (.04)	238,461 (.04)
Johnson	N.A.	N.A.	121,301 (.12)	142,924 (.09)	143,561 (.10)
Massac	123,820 (.08)	83,949 (.04)	90,403 (.04)	N.A.	136,088 (.04)
Perry	172,132 (.12)	246,348 (.15)	178,884 (.10)	309,236 (.11)	276,439 (.08)
Pope	N.A.	N.A.	38,362 (.06)	43,954 (.05)	77,160 (.08)
Pulaski	104,384 (.08)	104,604 (.07)	53,058 (.03)	57,391 (.03)	77,178 (.04)
Saline	163,526 (.07)	161,764 (.06)	140,805 (.05)	N.A.	210,711 (.04)
Union	122,131 (.08)	111,431 (.04)	108,490 (.06)	146,193 (.05)	153,439 (.05)
Williamson	321,022 (.06)	318,852 (.06)	308,571 (.05)	328,460 (.04)	312,663 (.04)
Totals	1,919,155 (.07)	1,864,287 (.06)	2,023,023 (.06)	2,311,279 (.06)	2,826,946 (.05)

Source: Statewide Summary of County Finance in Illinois, 1967-70, Illinois Auditor of Public Accounts; 1971, Illinois Office of the Comptroller

Table 50
COMPARISON OF CRIMINAL JUSTICE EXPENDITURES
AND OTHER EXPENDITURES IN 1967 AND 1971
FOR COUNTIES*

<u>County**</u>	<u>1967 Criminal Justice Expen.</u>	<u>1971 Criminal Justice Expen.</u>	<u>Percentage Difference</u>	<u>1967 Other Expen.</u>	<u>1971 Other Expen.</u>	<u>Percentage Difference</u>
Alexander	\$117,211	\$159,801	+ .36	\$ 708,572	\$1,123,439	+ .59
Franklin	233,025	344,165	+ .48	1,874,692	2,386,639	+ .27
Hamilton	49,449	74,387	+ .50	555,400	818,109	+ .47
Jackson	370,590	412,239	+ .11	2,522,002	2,824,780	+ .12
Jefferson	141,865	238,461	+ .68	2,575,210	2,530,497	- .17
Massac	123,820	136,088	+ .10	761,871	1,444,848	+ .90
Perry	172,132	276,439	+ .61	621,036	1,565,074	+1.52
Pulaski	104,384	77,178	- .35	407,006	401,754	- .01
Saline	163,526	210,711	+ .29	1,080,677	1,869,022	+ .73
Union	122,131	135,439	+ .11	540,001	1,958,921	+2.62
Williamson	321,022	312,663	- .03	1,990,180	2,926,700	+ .47
Total	\$1,548,565	\$1,965,322	+ .27	\$13,636,647	\$19,849,783	+ .46

* Other expenditures includes all those except for criminal justice and those dispursed to schools.

** Expenditures for 1967 not available for Gallatin, Hardin, Johnson, and Pope counties.

Source: Statewide Summary of County Finance in Illinois, 1967, Illinois Auditor of Public Accounts; 1971, Illinois Office of the Comptroller.

Table 51
FIVE-YEAR TREND OF TAX RATES
FOR COUNTIES

County	1967	1968	1969	1970	1971
Alexander	4.77	5.14	5.38	5.75	6.15
Franklin	5.38	5.62	5.84	6.22	6.73
Gallatin	3.49	3.66	3.82	3.93	3.51
Hamilton	4.40	4.87	5.09	5.40	4.98
Hardin	4.16	4.38	4.57	4.76	4.73
Jackson	4.74	5.42	5.68	6.03	5.80
Jefferson	4.82	5.06	5.20	5.42	4.97
Johnson	4.25	4.64	5.01	5.07	5.38
Massac	3.21	3.56	3.78	4.12	4.14
Perry	4.21	4.42	4.61	4.66	4.18
Pope	3.64	4.42	4.55	4.25	4.19
Pulaski	4.50	4.91	4.91	4.90	5.03
Saline	4.69	4.97	5.16	5.46	4.49
Union	4.22	4.57	4.70	4.73	4.82
Williamson	4.46	4.53	4.84	4.80	4.85

Source: Illinois Property Tax Statistics, 1971, Illinois Department of Local Government Affairs

Table 52
POLICE EXPENDITURES RELATED TO ASSESSED VALUATION
AND POPULATION FOR MUNICIPALITIES IN 1972

Municipality	Police Expenditures	Assessed Valuation	Per Cent	Population	Per Capita
Anna	35,150	10,600,571	.003	4,766	2.38
Benton	63,992	11,389,789	.006	6,833	9.37
Cairo	183,969	13,680,299	.013	6,277	29.31
Carbondale	544,244	54,882,941	.010	26,857	20.26
Cartersville	27,525	5,771,770	.005	3,061	9.80
Christopher	28,304	3,483,926	.008	2,910	9.73
Du Quoin	79,414	12,212,274	.007	6,691	11.87
Eldorado	40,781	8,135,705	.005	3,876	10.52
Golconda	3,641	1,131,300	.003	922	3.95
Harrisburg	143,806	22,042,430	.007	9,535	15.08
Herrin	104,547	22,353,020	.005	9,623	10.86
Johnston City	32,908	5,080,740	.006	3,928	8.38
Jonesboro	8,958	2,212,372	.004	1,676	5.34
Marion	119,132	31,322,970	.006	12,899	9.23
McLeansboro	25,316	4,480,833	.006	2,630	9.63
Metropolis	96,088	7,592,318	.013	6,940	13.85
Mt. Vernon	233,752	45,619,337	.005	16,382	14.27
Murphysboro	123,384	19,276,607	.006	10,013	12.32
Pinckneyville	39,097	6,375,836	.006	3,377	11.58
Sesser	17,221	2,280,981	.008	2,125	8.10
Shawneetown	27,936	2,661,852	.010	1,742	16.04
Vienna	10,848	2,461,787	.004	1,325	8.19
West City	4,809	817,662	.006	637	7.55
West Frankfort	73,098	11,979,308	.004	8,854	7.91
Zeigler	2,309	1,861,238	.001	1,940	1.19
	2,070,229	309,707,866	.007	155,819	13.28

Sources: Census of Population, 1970, U.S. Bureau of the Census; other information obtained from the Illinois Office of the Comptroller and the Illinois Department of Local Government Affairs

Predictably, Carbondale and Mt. Vernon, the two most populous municipalities in the Region and also highest in most crime categories, had the largest expenditures, \$544,244 and \$233,752 respectively. Zeigler, followed by Golconda and West City had the lowest police expenditure.

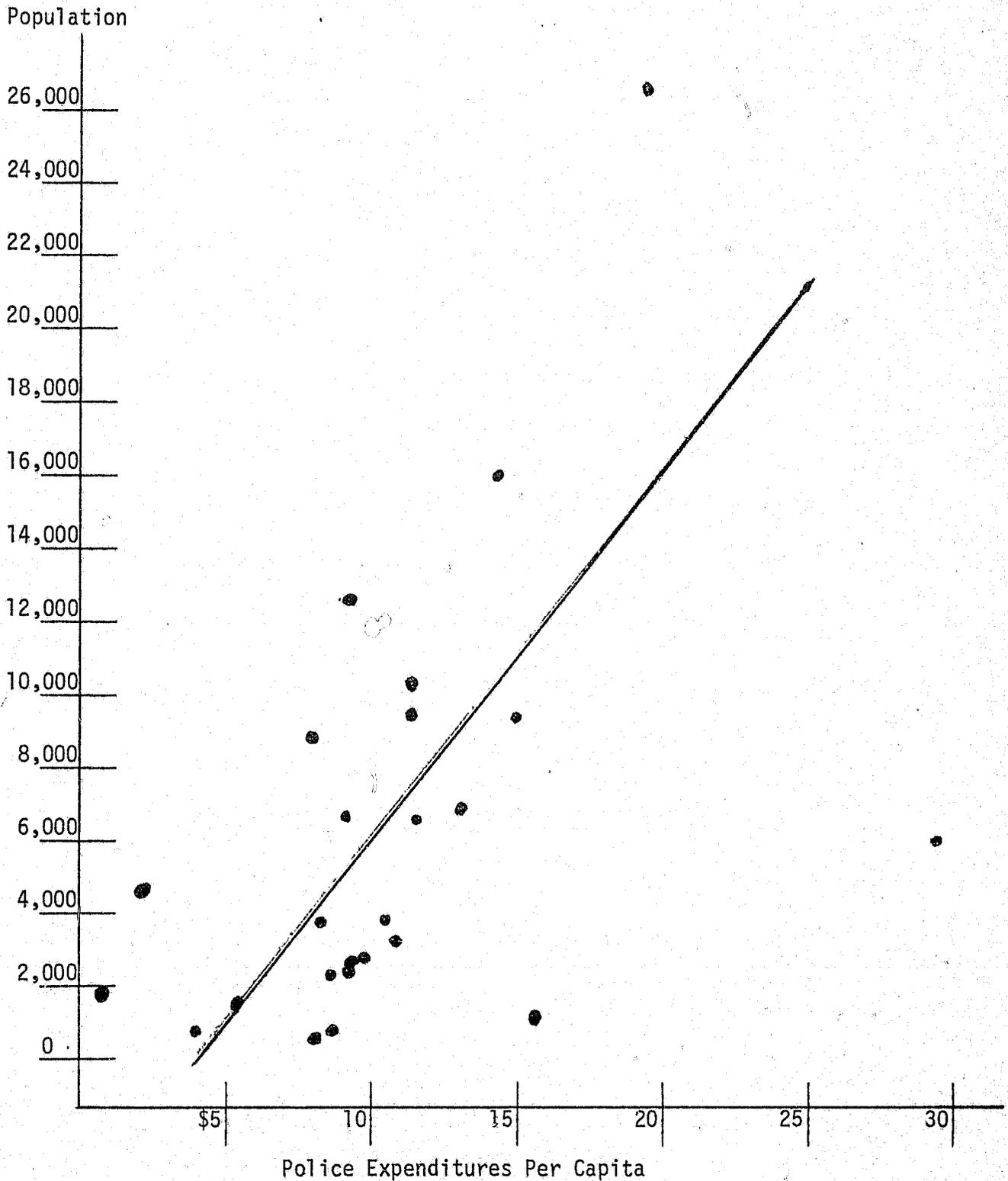
Municipal police expenditures as a per cent of assessed valuations are somewhat more indicative than the percentage figure for the counties. (Again, total revenues or expenditures are not available for 1972.) Cairo and Metropolis had the highest per cent of .13, followed by Carbondale and Shawneetown with .10; these municipalities also had correspondingly high costs per capita. Anna, Golconda, and Zeigler had both the lowest percentage of assessed valuation and the lowest cost per capita.

The law enforcement expenditure per capita of the municipalities, as in the case of the counties, can be a rough indicator of efficiency (again, with qualifications similar to those mentioned with regard to the counties). Some judgment can be made by comparing the expenditure of a municipality with the average of \$13.28. This judgment should be tempered with the fact that municipalities of lesser population tend to have a smaller per capita cost. In contrast to the negative correlation of the counties; Table 53 shows the correlation for municipalities to be positive; the municipalities with less population tend to have a lesser per capita cost, as the direction of the inserted line indicates. But the actual correlation coefficient of .37 is less than the county statistic of .55. This means that the tendency is not as pronounced or that the relationship between population and per capita cost is somewhat more "loose". The probability of the .37 statistic occurring in a purely random distribution is six cases out of 100; so it is somewhat less certain that the municipalities' statistic of .37 is not accidental and that no relationship actually exists.

Table 54 indicates that the municipalities are putting more emphasis on law enforcement than other activities. This point is further stressed in Table 55. Police expenditures from 1967 to 1971 increased 112 per cent, more than double. Other expenditures increased only 37 per cent, less than half. Only Jonesboro decreased its police expenditures. West City multiplied its expenditures six times and Du Quoin more than four times.

It can be seen then that municipalities and counties have very different financial situations. Municipalities have put more emphasis on law enforcement; counties have put less emphasis on criminal justice. The lesser populated municipalities are able to offer some police protection at a

Table 53
ASSOCIATION OF POPULATION AND PER CAPITA POLICE EXPENDITURES
FOR MUNICIPALITIES IN 1972



Sources: Census of the Population, 1970, U.S. Bureau of the Census; other information obtained from the Illinois Office of the Comptroller

Table 54
TREND OF POLICE EXPENDITURES
AND PER CENT OF TOTAL EXPENDITURES FOR MUNICIPALITIES

Municipality	1967	1968	1969	1970	1971
Anna	17,679 (.08)	19,374 (.12)	20,327 (.05)	23,282 (.13)	26,021 (.11)
Benton	33,631 (.11)	61,040 (.15)	54,594 (.09)	50,619 (.11)	60,268 (.15)
Cairo	91,894 (.17)	119,899 (.20)	141,320 (.23)	184,692 (.24)	186,503 (.30)
Carbondale	167,574 (.10)	205,612 (.10)	257,278 (.16)	365,831 (.24)	471,259 (.18)
Cartersville	12,386 (.17)	14,595 (.20)	18,499 (.19)	23,776 (.21)	26,478 (.13)
Christopher	14,777 (.21)	15,772 (.18)	17,584 (.15)	18,266 (.15)	28,240 (.21)
Du Quoin	14,272 (.07)	35,396 (.17)	48,040 (.17)	75,819 (.19)	79,798 (.20)
Eldorado	22,514 (.17)	25,654 (.15)	30,596 (.20)	26,468 (.17)	36,383 (.14)
Golconda	3,197 (.12)	3,047 (.13)	3,300 (.11)	3,243 (.10)	3,530 (.14)
Harrisburg	47,510 (.14)	63,490 (.15)	69,218 (.16)	89,653 (.20)	105,205 (.24)
Herrin	53,036 (.14)	56,579 (.15)	71,688 (.17)	85,995 (.16)	102,680 (.18)
Johnston City	16,796 (.09)	19,034 (.18)	18,098 (.14)	23,090 (.17)	28,197 (.16)
Jonesboro	2,814 (.03)	-- --	1,123 (.02)	13,407 (.14)	432 (.01)
Marion	59,955 (.04)	71,566 (.04)	76,413 (.04)	86,396 (.04)	96,899 (.04)
McLeansboro	21,171 (.24)	20,282 (.23)	21,433 (.16)	22,147 (.17)	25,119 (.11)
Mt. Vernon	114,650 (.16)	122,898 (.14)	136,449 (.12)	167,324 (.17)	230,748 (.18)
Murphysboro	47,865 (.09)	52,629 (.17)	86,962 (.26)	62,650 (.13)	98,144 (.20)
Pinckneyville	12,614 (.08)	13,689 (.13)	14,568 (.10)	25,052 (.13)	39,110 (.15)
Sesser	9,186 (.09)	8,714 (.08)	12,303 (.18)	13,947 (.18)	18,887 (.20)
Shawneetown	8,679 (.21)	10,998 (.27)	12,441 (.23)	12,980 (.23)	17,815 (.24)
Vienna	7,523 (.16)	3,832 (.08)	4,403 (.09)	7,481 (.07)	8,598 (.11)
West City	423 (.03)	1,070 (.06)	1,765 (.12)	2,460 (.13)	2,982 (.13)
West Frankfort	46,071 (.11)	41,522 (.13)	49,089 (.10)	63,362 (.12)	68,713 (.12)
Zeigler	12,499 (.21)	14,819 (.26)	9,257 (.14)	10,284 (.16)	18,242 (.19)
Total	838,896 (.10)	1,003,078 (.12)	1,176,748 (.12)	1,450,224 (.15)	1,780,251 (.15)

Source: Statewide Summary of Municipal Finance in Illinois, 1967-70, Illinois Auditor of Public Accounts; 1971, Illinois Office of the Comptroller

Table 55
COMPARISON OF POLICE EXPENDITURES
AND TOTAL EXPENDITURES IN 1967 AND 1971
FOR MUNICIPALITIES

<u>Municipality</u>	<u>1967 Police Expenditures</u>	<u>1971 Police Expenditures</u>	<u>Percentage Difference</u>	<u>1967 Other Expenditures</u>	<u>1971 Other Expenditures</u>	<u>Percentage Difference</u>
Anna	17,679	26,021	.47	195,241	200,908	.03
Benton	33,631	60,268	.79	261,606	354,256	.35
Cairo	91,894	186,503	1.03	442,130	442,083	.00
Carbondale	167,574	471,259	1.81	1,540,358	2,158,765	.40
Cartersville	12,386	26,478	1.14	58,857	170,577	1.90
Christopher	14,777	28,240	.91	55,633	109,194	.96
Du Quoin	14,272	79,798	4.59	185,771	323,844	.74
Eldorado	22,514	36,383	.62	110,551	215,528	.95
Golconda	3,197	3,530	.10	23,712	79,590	2.36
Harrisburg	47,510	105,205	1.21	298,407	335,847	.13
Herrin	53,036	102,680	.94	338,348	479,715	.42
Johnston City	16,796	28,197	.68	164,557	149,539	-.09
Jonesboro	2,814	432	-.85	81,375	61,090	-.25
Marion	59,955	96,899	.62	1,621,061	2,418,552	.49
McLeansboro	21,171	25,119	.19	66,278	111,243	.68
Mt. Vernon	114,650	230,748	1.01	621,430	1,052,594	.69
Murphysboro	47,865	98,144	1.05	506,643	404,114	-.20
Pinckneyville	12,614	39,110	2.10	155,549	218,507	.40
Sesser	9,186	18,887	1.06	94,681	77,472	-.18
Shawneetown	8,697	17,815	1.05	32,854	55,865	.70
Vienna	7,523	8,598	.14	39,191	71,150	.82
West City	423	2,982	6.05	11,964	20,576	.72
West Frankfort	46,071	68,713	.49	377,385	483,221	.28
Zeigler	12,499	18,242	.46	47,877	79,465	.66
Total	838,896	1,780,251	1.12	7,331,459	10,073,695	.37

Source: Statewide Summary of Municipal Finance in Illinois, 1967, Illinois Auditor of Public Accounts; 1971, Illinois Office of the Comptroller

low cost per capita; lesser populated counties generally maintain criminal justice at a relatively high cost per capita. It should be stressed again, however, that the quality of service is not being discussed here, only the cost.

County and Municipalities Special Criminal Justice Taxes

State law provides counties and municipalities with special taxing power with regard to the financing of criminal justice and law enforcement activities. None of the counties or municipalities in the Greater Egypt Region, however, appear to have enacted these taxes and benefited from the revenue derived there from. Four special taxes are available to Greater Egypt counties which, as already pointed out, have lagged behind in criminal justice expenditures; they pertain to detention homes, jury expenses, sheriff deputies, and police and merit boards. Two special taxes are available to municipalities, pertaining to police protection and to police pension. They are presented here, as taken from the 1973 Illinois Revised Statutes:

23:2685-5. Tax for detention homes:

"The board of county commissioners or the board of supervisors of any county, may, in addition to taxes levied and collected for other county purposes, and in addition to the tax rate of .10% or a greater rate, as the case may be in certain counties, of the value, as equalized or assessed by the Department of Local Government Affairs, now provided for county purposes, annually levy and collect a tax not exceeding .015% or the rate limit in effect on July 1, 1967, whichever is greater, of the value, as equalized or assessed by the Department of Local Government Affairs, upon all property within the county for the purpose of purchasing, erecting, leasing or otherwise providing, establishing, supporting, and maintaining such detention home if this Act has been adopted and the levy and collection of such tax authorized by the legal voters of the county in the manner provided by Section 6 of this Act. However, in counties with over 300,000 but less than 1,000,000 inhabitants that establish a juvenile detention home by majority vote of their county boards, taxes for construction and maintenance of the home may be extended without adoption of this Act by the legal voters of the counties and without a referendum. They may levy and collect a tax not exceeding .04% of the value, as equalized or assessed by the Department of Local Government Affairs, upon all property within the county, for the purpose of constructing a home, and a tax of .02% for the operation of the home.

The foregoing limitations upon tax rates, insofar as they are applicable to counties of less than 1,000,000 population, may be increased or decreased under the referendum provisions of the General Revenue Law of Illinois.

Taxes collected under this Act shall not be expended for any purpose except those purposes authorized by this Act."

34:407. Tax for expense of administering act relating to jury commissioners:

"In counties of less than 500,000 inhabitants, to levy and collect, annually, a tax of not to exceed .005% of the value, as equalized or assessed by the Department of Local Government Affairs, of all the taxable property in the county, for the expense of administering "An Act in relation to jury commissioners and authorizing judges of courts of record to appoint such jury commissioners and to make rules concerning their powers and duties", approved June 15, 1887, as amended. Such tax shall not be included within any statutory limitation of rate or amount for other county purposes, but shall be excluded therefrom and be in addition thereto and in excess thereof.

This tax shall not be levied in any county until the question of its adoption is submitted to the electors thereof and approved by a majority of those voting on the question. This question may be submitted at any general or special election held in the county, but not less than 20 nor more than 90 days after the adoption of a resolution by the county board providing for the submission of the question of the adoption thereof to the electors of the county. Notice of such election shall be given in the same manner and for the same period of time as is required for a special election of county officers. Except as otherwise provided herein the proposition shall be submitted in accordance with Section 28-3 of the Election Code. If a majority of the votes cast on the question is in favor of the levy of such tax, it may thereafter be levied in such county for each succeeding year."

34:409. Tax for salaries of deputy sheriffs acting as highway patrolmen:

"In counties of less than 1,000,000 inhabitants, to levy and collect, annually, a tax of not to exceed .02% of the value, as equalized or assessed by the Department of Local Government Affairs, of all the taxable property in the county, for the payment of salaries of deputy sheriffs assigned to duty as highway patrolmen. Such tax shall not be included within any statutory limitation of rate or amount for other county purposes, but shall be excluded therefrom and be in addition thereto and in excess thereof.

This tax shall not be levied in any county until the question of its adoption is submitted to the electors thereof and approved by a majority of those voting on the question. This question may be submitted at any general or special election held in the county, but not less than 20 nor more than 90 days after the adoption of a resolution by the county board providing for the submission of the question of the adoption thereof to the electors of the county. Notice of such election shall be given in the

same manner and for the same period of time as is required for a special election of county officers. Except as otherwise provided here the proposition shall be submitted in accordance with Section 28-3 of the Election Code. If a majority of the votes cast on the question is in favor of the levy of such tax, it may thereafter be levied in such county for each succeeding year."

125:115. Territory -- taxing authority:

"All territory within a county other than municipalities, as defined in the Illinois Municipal Code, constitutes a single police protection district. The county board is the corporate taxing authority for such police protection district and may levy a special tax on all property within the police protection district for the purpose of financing the county police department and, if it has created a county police department merit board, for the purpose of financing that merit board.

The special tax levied by the county shall not exceed .05% of the value of all property within such police protection district as equalized or assessed by the Department of Local Government Affairs. When territory is annexed to a municipality, that territory automatically is disconnected at the same time from any police protection district in which it was situated."

24:11-1-3. Special tax for police protection:

"The corporate authorities of any city or village containing less than 500,000 inhabitants may levy, annually, a tax not to exceed .075% of the value, as equalized or assessed by the Department of Local Government Affairs of all taxable property therein, to provide revenue for the purpose of police protection in that municipality; providing such municipality shall levy not to exceed .05% of the first year it levies for such purposes and not to exceed an additional .025% in a succeeding year. This tax shall be in addition to and in excess of all taxes authorized by law to be levied and collected in that city or village and shall be in addition to and in excess of the amount authorized to be levied for general purposes as provided by Section 8-3.

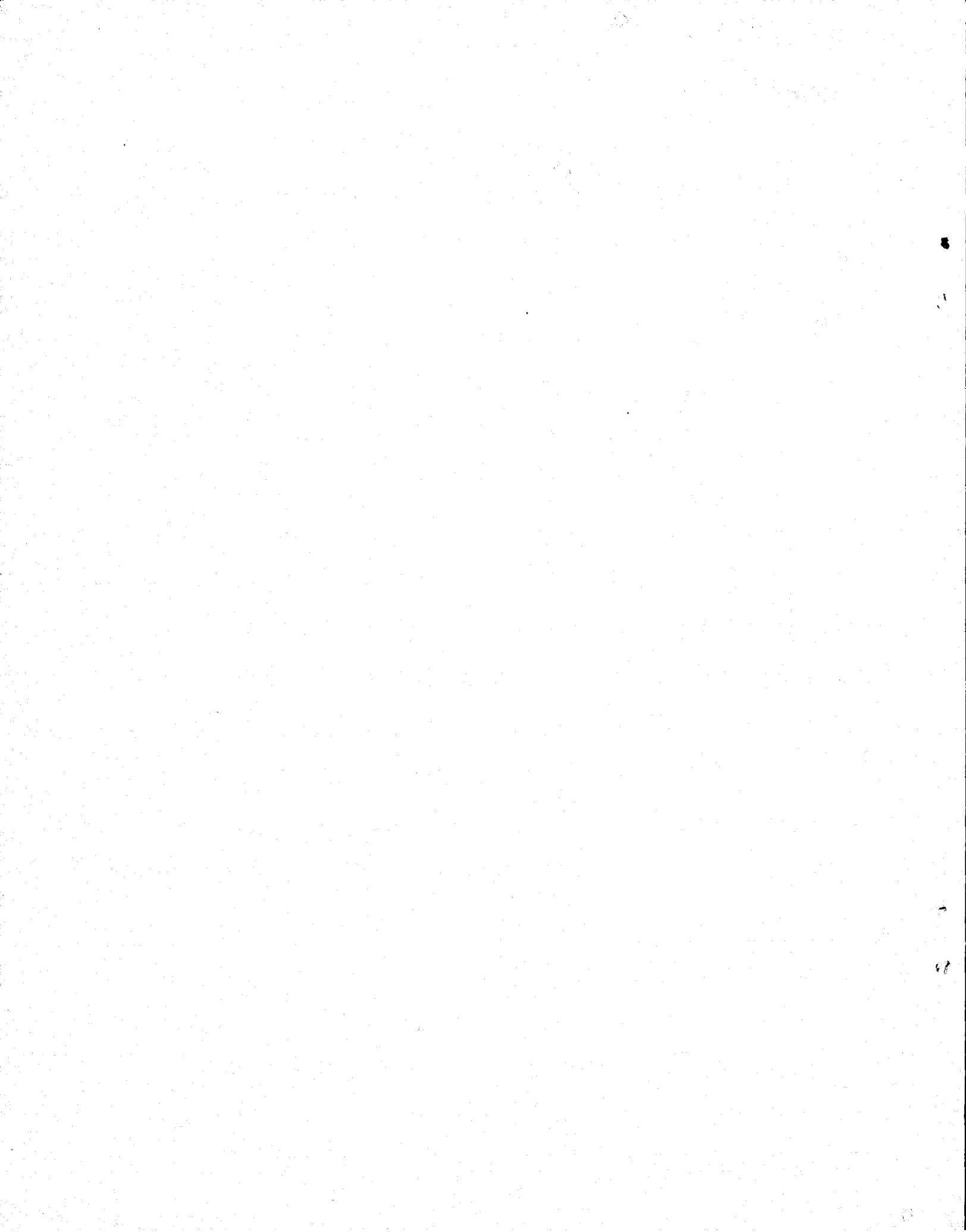
However, municipalities authorized to levy this tax on July 1, 1967 shall have a state limitation of .5% or the rate limitation in effect on July 31, 1969, whichever is greater."

(11-1-5.1) In any municipality which is authorized to levy a tax under Section 11-1-3 of this Division 1, the tax rate limit so authorized may be increased to not to exceed .40% of the value of all the taxable property

in such municipality, provided the proposition of such tax rate increase has been submitted to the electors of that municipality and approved by a majority of those voting on the question. The election authorized by the 16-7 and 28-3 of the Election Code.

1081/2:3-125: Tax for police pension:

"The city council or the board of trustees of the municipality, as the case may be, shall annually levy a tax upon all the taxable property of the municipality at the rate of the dollar which will produce an amount which, when added to the deductions from the salaries and wages of policemen, and receipts available from all other sources as hereinafter referred to, will equal a sum sufficient to meet the annual requirements of the police pension fund. The annual requirements to be provided by such tax levy shall be equal to the reserve prescribed in Section 3-127. The tax shall be levied and collected in like manner with general taxes of the municipality, and shall be in addition to all other taxes now or hereafter authorized to be levied upon all property within such municipality, and shall be in addition to the amount authorized to be levied for general purposes as provided by Section 8-3-1 of the Illinois Municipal Code, approved May 29, 1961, as amended."



APPENDIX 1

CRIME RATES AND COMMUNITY CHARACTERISTICS¹

Crime rates have long been the subject of scientific study. Like most social phenomena, the regularity of their occurrence from year to year and place to place suggests the existence of underlying "causal" factors. But the regularity of crime is currently more apparent than the causes made manifest.

The problem of isolating and identifying causal factors of crime is a most difficult one. Philosophically, it must be recognized that the world is a vast complex of infinite causal relationships, than in contrast scientific study is limited within the confines of a finite matrix of factors. Computer-oriented techniques have now expanded the confines and enabled the systematic analysis of a larger number of factors.

Crime in itself is a complicated phenomenon. In addition to the index crimes of the Uniform Crime Reporting system (UCR), there are numerous other "street" crimes, as well as "white collar" crimes, "folk" and other crimes which may or may not fit research definitions. Furthermore, the knowledge of the magnitude and trends of even UCR crimes is imprecise, frequently wholly inadequate.

The complexity of crime may be seen in the different approaches taken to its study. The most frequent approach has been oriented to the study of offenders. A more recent approach including crime not reported to law enforcement officials has been the victimization studies currently emphasized by the U.S. Department of Justice (Law Enforcement Assistance Administration). Another approach currently receiving more attention is oriented to the circumstances of crime, such as time, place, methods, opportunities, etc.

Cause-oriented (not necessarily exclusive from the approaches just mentioned) have stressed a variety of factors. Individual factors concerned with physiology, psychopathology, psychology, race, sex, age, etc.; institutional settings, usually from the standpoint of deficiencies in the family, church, school, economy, government, mass media, and of course law enforcement itself; social problems such as drugs, poverty, deviant subcultures, anomie or alienation, and community disorganization; also, environmental, cultural and demographic factors.

General Approach and Causal Variables

The present study is limited to 1973 Illinois UCR crime rates and is oriented to 1970 community characteristics mostly demographic and economic. Since some communities have consistently high crime rates and others low rates, it is assumed that the nature of the community itself must be an important general determinant of crime. Many sociological and anthropological theories suggest that the smaller and more traditional community will have less crime. Some empirical studies have been done of crime and the characteristics of urban areas. One such landmark study was done for the National Commission of Law Observance and Enforcement by Shaw and McKay.² British researchers have also been somewhat active in this respect.³

Studies of crime and characteristics of non-metropolitan communities are virtually non-existent, however. This could be a crucial oversight, for the causal theories of crime are almost exclusively drawn from study of urban or metropolitan areas. The causal factors in non-metropolitan communities could be quite different.

This study is thus directed at the characteristics of 42 non-metropolitan communities located in three multi-county law enforcement regions in Illinois.⁴ The 1970 population of the communities ranged between 2,500 and 30,000 with no larger community located in the same county or vicinity.⁵

The characteristics of the communities were represented by 21 variables. With the exception of high school dropout rates, the variables were derived from census data collected by the U.S. Bureau of the Census. They are as follows:

Population variables:

person per household
percentage of population change from 1960 to 1970
population of households with one individual
population density (persons per square mile)
percentage of residents born in Illinois
percentage of residents from same house from 1960 to 1970;

Economic variables:

median income per capita
median income per family
median rent of house or apartment
median value of house purchased
percentage of families below poverty level income
percentage of females unemployed
percentage of males unemployed
percentage of blue collar workers
percentage of lower class workers
percentage of white collar workers

Other variables:

median age
median education
percentage of blacks
percentage of houses built before 1940
(percentage of high school dropouts)

The crimes of the communities were all calculated at an annual rate of crime per 100,000 population. There were eight crimes or crime categories:⁶

burglary
larceny (over \$50)
auto theft
index violent crimes (homicide, rape, aggravated assault, robbery)
non-index crimes against persons (manslaughter, battery, simple assault, possession of a deadly weapon, disorderly conduct, interference with a police officer)
non-index crimes against property (thefts under \$50, arson, deception, other theft, vandalism)
victimless crimes (sex offenses, gambling, drugs, liquor control, drunkenness, child-related)
composite crimes (consisting of all the above crimes and categories).

Submitting the above community characteristics and crime rates to computer and statistical analysis permits the identification of specific characteristics which would seem to have a causal impact on certain crimes in non-metropolitan communities.

Methodology

The first methodological step was the collection of information pertaining to the 21 census variables and 8 crime categories mentioned above and coding for computer analysis. As a result, 184 correlations were available as indicated through the Pearson product-moment correlation coefficient.

The second step consisted of the analysis of the initial correlations. The purpose was to eliminate from further consideration variables having an insufficiently high positive or negative correlation. Any variable not having a correlation higher than $r = \pm 0.50$ was dropped. Two of the crime variables were thus eliminated (non-index crimes against persons and victimless crimes). Of the census variables, 12 were eliminated and the following 9 retained:

- persons per household
- percentage of population change from 1960 to 1970
- percentage of residents in same house from 1960 to 1970
- median value of house purchased
- percentage of blue collar workers
- percentage of white collar workers
- median age
- median education
- percentage of houses built before 1940.

The statistical procedures were then undertaken as the third step. The primary statistical procedure was multiple linear regression, also known as regression analysis or step-wise linear regression. A prediction equation was then tentatively constructed utilizing all nine census variables (or predictors) to predict one of the crime rates (criterion). The weakest of the predictors was then eliminated from the equation and tested with the "F" statistic to determine the amount of predictive ability lost. The process was completed with the second weakest predictor, and so on, until but one (or two or three) of the predictors was isolated without significant loss of predictive ability. The same process of eliminating most of the nine predictors was repeated with respect to the next criterion. Through this overall statistical procedure,

most of the relationships between the nine predictors and six criteria were eliminated without significantly reducing predictive ability.

Verification was the last step in the data analysis. Had the above eliminative procedures been undertaken for all 42 communities, no verification would be possible. Thus analysis of the communities was applied to two groups, those communities of Region 20 and those of Region 1 and 19. The results of Region 20 communities could then be tested with those of Region 1 and 19 communities.

This last step strengthened the results obtained from the statistical procedures of the third step. If results between the communities were very different, then no set or model of predictors would be possible to establish.⁸

Results

The results of all 42 communities are shown in Tables 1 and 2. The Table 1 results were obtained after application of the first methodological step (elimination of low correlation variables). The three remaining predictors were median age, persons per household, and percentage of residents in same house from 1960 to 1970. The four remaining criteria were composite crimes, larceny, auto theft, and non-index crimes against property.

As can be seen, median age has the highest correlation with respect to all four crimes. The negative correlation indicates that communities with a high median age tend to have low rates of the four crimes while communities with a low median age have high rates. A negative correlation also exists for percentage of residents in the same house from 1960 to 1970. A positive correlation exists for persons per household.

The results of Table 2 were obtained after application of the regression procedure (step three). Median age continued as the predictor for the four crimes. Only percentage of persons in same house from 1960 to 1970 is left with regard to non-index crimes against property.

The results of the verification step are presented in Table 3 and 4. Census variables are used to predict composite crime in Table 3. The amount of variance between the results for Region 20 communities and Region 1 and 19 (verification) communities is accounted for with the "R²" statistic.

Table 1
CENSUS AND CRIME VARIABLE CORRELATIONS

Census Variables	Composite	Crime Rate Variables		
		Larceny	Auto Theft	Non-Index Property
Median Age	-.58	-.63	-.56	-.62
Persons Per Household	.49	.54	.48	.53
Percentage of Residents in same house 1960-70	-.44	-.39	-.32	-.54

Table 2
FINAL CENSUS AND CRIME VARIABLES

<u>Census Variables</u>	<u>Crime Variables</u>
Median Age	Composite
Median Age	Larceny
Median Age	Auto Theft
Median Age, Percentage of Residents in same house 1960-70	Non-Index Property

Table 3
COMPOSITE CRIME AND MEDIAN AGE VERIFICATION

<u>Census Predictor</u>	<u>R² Values</u>
Median Age	Region 20 R ² = .49 Verification R ² = .34

Only median age proved effective in the prediction of composite crime. All other census variables failed to provide significant predictive ability. With verification, the amount of variance of Region 20 communities dropped from .49 to .34. Still, median age is worthwhile as a predictor of composite crime; for the correlation of median age and composite crime is $-.70$.

The census variables predictive of the other four crimes are presented in Table 4, accompanied by the R^2 statistic for verification. Correlations are included in parentheses.

The prediction of the index violent crimes was accomplished with knowledge of median age as the most effective predictor. However, the verification data brings about a decrease in the ability to predict (the decrease in R^2 value). The reduced R^2 value is sufficiently low to justify suspicions that the prediction is little improvement over random data.

Burglary was most effectively predicted with knowledge of occupations (white collar, blue collar) and the number of residents in each household. However, the ability to predict burglary decreased with use of the verification data, but perhaps not to the extent that the results reflect more than change occurrences.

Four census variables predicted larceny. Having fairly large correlations, the four variables revealed considerable ability to predict in the Region 20 data ($R^2 = .82$). Again, the verification data did not yield such a large R^2 value as did the Region 20 data. But the R^2 of .45 is large enough to be considered seriously.

The auto theft rate was predicted only through median age. Verification shows a small decrease in ability to predict, which indicates that the prediction is not a change result. Though not having the highest R^2 values, this is the most stable prediction.

Finally, non-index crimes against property were predicted with knowledge of the percentage of residents in same house from 1960 to 1970, median age, and median education. Ability to predict decreased with verification, but not sufficiently to warrant rejection.

Table 4
CRIME AND CENSUS VARIABLE CORRELATION AND VERIFICATION

Crime Variables

Census Predictors	(Correlation)	R ² Values	
Index Violent Crimes		Region 20	R ² = .49
Median Age	(r = -.70)	Verification	R ² = .16
Burglary		Region 20	R ² = .48
Percentage blue collar	(r = -.53)	Verification	R ² = .24
Persons per household	(r = +.47)		
Percentage white collar	(r = +.46)		
Larceny		Region 20	R ² = .82
Percentage blue collar	(r = -.76)	Verification	R ² = .45
Median Age	(r = -.75)		
Percentage white collar	(r = +.66)		
Persons per household	(r = +.55)		
Auto Theft		Region 20	R ² = .37
Median Age	(r = -.61)	Verification	R ² = .31
Non-Index Property Crime		Region 20	R ² = .65
Percentage in same house 1960-70	(r = -.72)		
Median Age	(r = -.68)	Verification	R ² = .45
Median Education	(r = +.57)		

Discussion

Prediction of larceny, burglary and other property crimes retained a sufficiently high R^2 value, which is to say that the predictors for these crimes in Region 20 were also present in the other two regions. Certain census variables proved to be partial predictors of property crimes in all 42 communities.

The most prominent predictor was median age; communities with a high median age have less crime and vice versa. This should come as no surprise. Offenders tend to be more youthful than the general population. The present study additionally shows that offenders are committing crimes mostly in their own communities. The age factor has been stressed in other studies. Pointing to these and the 1967 conclusions of the President's Commission of Law Enforcement and the Administration of Justice, one researcher has stated that "by adjusting for the differential growth in those age categories that account for most of the recorded crime, one could account for a large proportion of the assumed increase in the rate of index crime since 1968."⁹

Keep in mind that the youth of today are not necessarily less law-abiding than those of yesterday. Crime rates began increasing simply because of the increasing number of youth and larger proportion of youth to the rest of the population. Now almost 30 years after the post-World War II baby boom, one could expect crime rates to level off.

The other census variables having some predictive potency make up an interesting and somewhat consistent community profile. Certain crime was higher in communities with a high percentage of white collar and low percentage of blue collar workers, with more persons per household, with fewer persons living in the same house from 1960 to 1970, and with higher median education. To generalize, the more "traditional" communities even among these 42 non-metropolitan communities have less crime. Traditional here refers to communities having an older population, relatively few white collar workers, low transiency (in terms of people moving from their house from 1960 to 1970), and low education. (Only the variable of having more persons per household does not neatly fit this profile.) The advantages of the so-called "modern" or "progressive" community are therefore not all positive, for higher crime rates appear to be one of the results.¹⁰

Implications

Beyond the finding that age and other factors have an apparent causal impact on crime in non-metropolitan communities, the present study has at least three implications.

First, the findings constitute a causal model for crime in other non-metropolitan communities. To what extent the model would be valid for other such communities is of course an empirical question. Other causal factors may be identified in non-metropolitan communities located elsewhere, particularly communities located in other cultures.

Second, the findings could be the beginning of a crime prediction model in such communities. As age and other causal factors would be anticipated to change over time, so crime rates would be expected to have a corresponding increase or decrease. Such prediction equations are not presented here primarily because no test was made for them.

Third, the findings are something of an empirical "test" of general causal theories of crime. The importance of age differential is recognized in many theories. The overall community profile supports theories postulating less crime in more "traditional" communities. There is some support (in communities of Region 19) for theories stressing economic deprivation as a cause of crime.

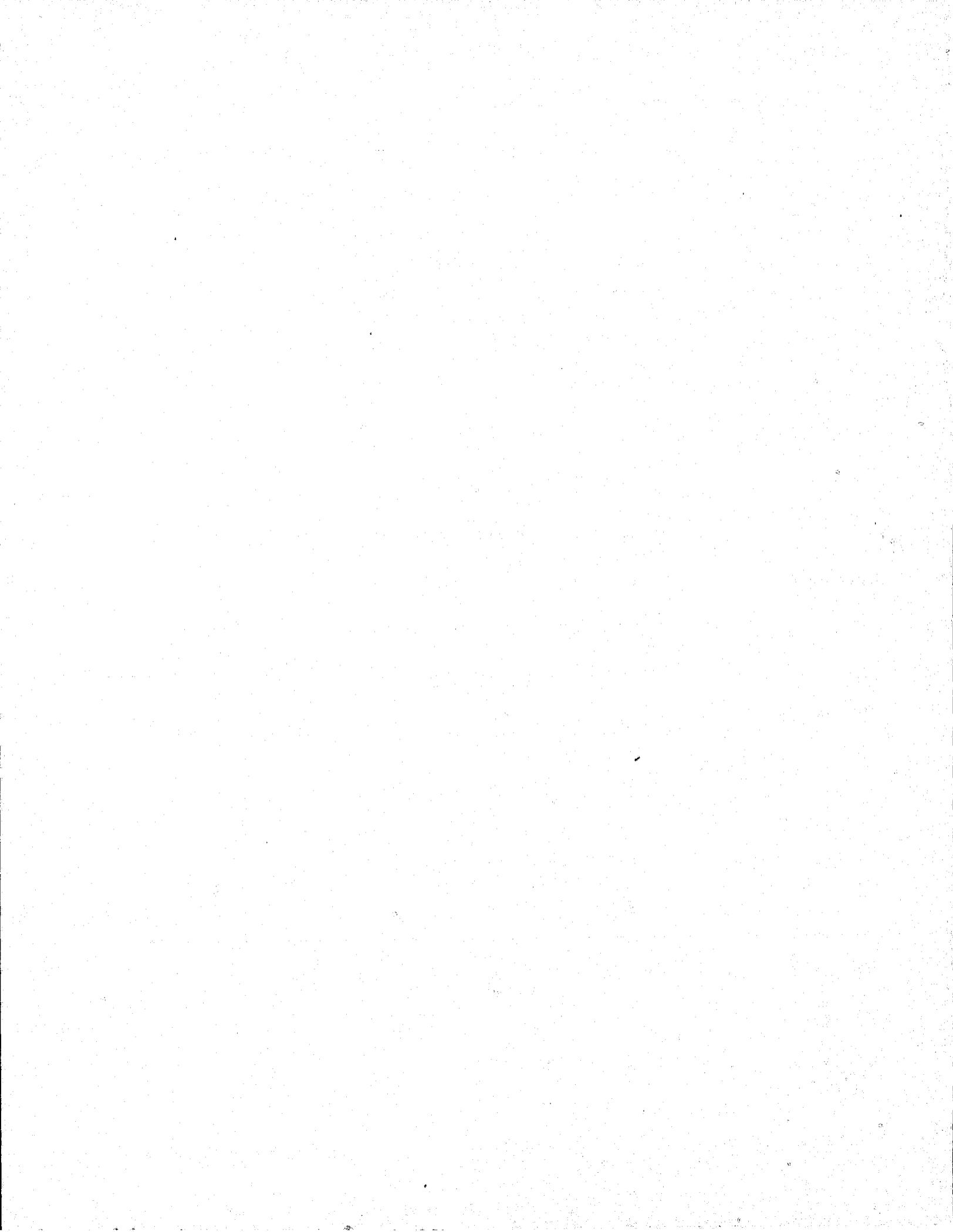
Of course a wide gap remains between the findings of this study and theories and popular conceptions about the causes of crime. The approach of studying community characteristics appears to have promise, and more study in this vein could further our knowledge of crime and what brings it about.

FOOTNOTES

- ¹ This research was done by the authors in 1974 as part of a planning study under the sponsorship of the Greater Egypt Regional Planning and Development Commission, Carbondale, Illinois.
- ² Clifford Shaw and Henry D. McKay, Social Factors in Juvenile Delinquency (Volume 2, Report on the Cause of Crime of the National Commission on Law Observance and Enforcement), Washington, D.C.: U.S. Government Printing Office, 1931.
- ³ A recent study in this regard is: Malcolm J. Brown, J. Wallace McCullough and Julie Hiscox, "Criminal Offenses in an Urban Area and Their Associated Social Variables", British Journal of Criminology, 12 (July, 1972), pp. 250-268.
- ⁴ The regions in which the communities are located are designated by the Illinois Law Enforcement Commission as Region 1 (consisting of 7 counties in the northwest corner of the state), Region 19 (consisting of 12 counties in southeastern Illinois), and Region 20 (consisting of 15 counties in extreme southern Illinois). The communities are:

Region 1: DeKalb, Dixon, Freeport, Fulton, Galena, Genoa, Morrison, Mount Morris, Polo, Rochelle, Rock Falls, Sandwich, Savanna, Sterling, Sycamore;
Region 19: Carmi, Centralia, Effingham, Fairfield, Flora, Lawrenceville, Newton, Olney, Robinson, Salem, Vandalia;
Region 20: Anna, Benton, Cairo, Carbondale, Carterville, Christopher, Du Quoin, Eldorado, Harrisburg, Johnston City, Marion, Metropolis, Mount Vernon, Murphysboro, Pinckneyville, West Frankfort.
- ⁵ No community under 2,500 population was included because of the non-availability of detailed census data.
- ⁶ The crimes for which the rates were devised were taken from those reported by police departments to the Illinois Department of Law Enforcement. Though the Illinois UCR system is one of the most advanced, steps were taken to determine if the crime reported by a given community was somewhat accurate. As a result, four of the communities were eliminated from consideration.
- ⁷ The "F" statistic was considered significant here if the probability was less than .10.
- ⁸ Many researchers using regressive statistical procedures neglect the step of verification. Consequently, they incur the risk that their model of predictors might be due only to chance correlations. This risk is especially present in the analysis of crime rates, which fluctuate widely from time to time often because of inadequacies in the crime reporting system.

- ⁹ Charles F. Wellford, "Age Composition and the Increase in Crime", Crim Criminology, 11 (May, 1973), pp. 61-70.
- ¹⁰ Some of the census variables having no predictive value should be noted. Economic variables were not predictive for Region 20. Separate analysis of Region 19, however, did reveal poverty as having some impact. Percentage of households with one individual, an indicator of the sociological notion of "anomie", had no impact. Other variables having negligible results were residents born in Illinois, percentage of lower class workers, proportion of blacks, and percentage of high school dropouts; these results are partially due to the statistical limitation of these variables varying little from one community to another.



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