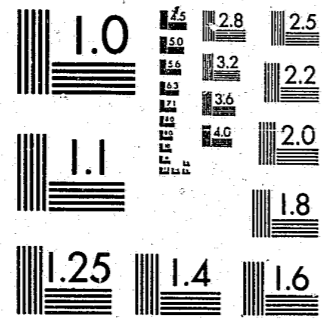


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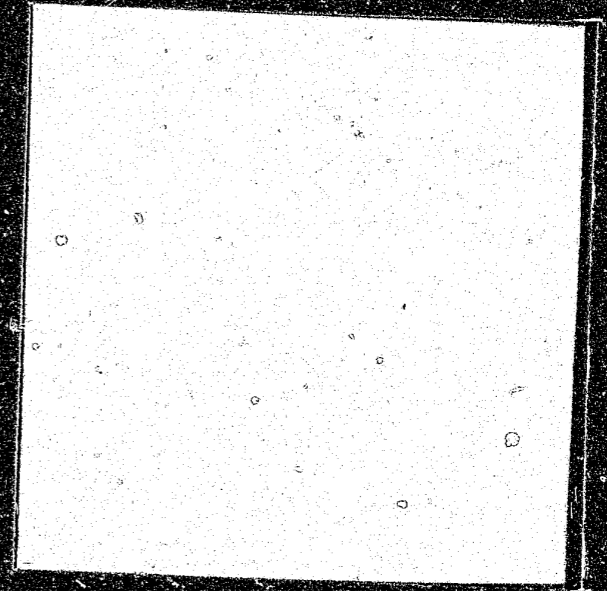
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30 September 1978

SECOND YEAR EVALUATION
OF THE ILLINOIS
URBAN HIGH CRIME REDUCTION PROGRAM

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Prepared for the Illinois Law Enforcement Commission
by Abt Associates under a contract with the City of
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1. INTRODUCTION

This introduction provides an overview of the Urban High Crime Reduction program and our second-year evaluation of that program. The section opens with a brief history and description of the UHCR program, followed by a discussion of the second-year evaluation objectives and activities. Concluding is a review of the first-year evaluation findings.

Section 2 provides an assessment of the local programs under the second-year evaluation period. This section consists of two parts for each city: detailed and objective chronologies of the activities and processes occurring, and evaluative comments based on these chronologies as well as on a re-evaluation of earlier program phases. A synthesis of the four cities concludes this section.

Section 3 contains our preliminary findings with respect to local programs' impact on their respective target crimes. Because no action projects were implemented in East St. Louis, only Champaign, Joliet and Peoria data are analyzed.

Finally, in Section 4, we formulate our conclusions for the second-year evaluation and their implications for the third-year and final evaluation of the program. Lists of the materials examined are given by city in the Appendix.

1.1 UHCR Program Summary

The Illinois Urban High Crime Reduction program, funded by the Illinois Law Enforcement Commission since early 1974, tests the thesis that local governments can plan, implement and evaluate action projects designed to reduce levels of crimes of their own choosing. Each city participating in the program established a Crime Reduction Council consisting of key local criminal justice system administrators, supported by a staff. These Councils were to make major policy and action decisions relating to their respective local programs; generally guide the work of a staff; provide coordination among the elements of the local criminal justice system; and encourage cooperation and coordination among agencies or offices represented on the Council. The Mayor, Chief of Police, State's Attorney, Chief Judge, and a representative of the State

Department of Corrections were required Council members. Up to four additional "citizen" members were to be chosen by the Mayor.

Three major objectives were specified for the local programs:

- (1) To reduce burglary and stranger-to-stranger crime through rational analysis and systematic goal-oriented planning, development and implementation;
- (2) To evaluate the effectiveness of various approaches undertaken by the program, for possible replications elsewhere in the state; and
- (3) To increase coordination among police, courts, and corrections officials in policy development and decision-making at the local level.

In working toward these objectives, each Crime Reduction Council was to select the crime or crimes that the local program would address; develop a plan of action; and monitor and evaluate projects implemented under the plan as well as the local program overall.

1.2 Second-Year Evaluation Objectives

The primary objectives of the first-year evaluation were to examine the program processes in each UHCR city and to collect and analyze baseline data on target crimes. Given the three-year structure and ongoing nature of this evaluation effort, the intents of the second-year evaluation were (1) to continue the first-year efforts by updating our assessment of program efforts and target crime data and (2) to lay the groundwork for the more extensive investigation of program processes and impacts that will occur during the third- and final-year evaluation. As a part of the latter effort, this second-year evaluation also implicitly re-examines many of the first-year conclusions, with regard to program processes.

Two major objectives have guided this second-year evaluation:

- to follow the progress of the UHCR programs and the administration of the UHCR program by ILEC;
- to present preliminary and tentative findings with regard to target crime impact of the UHCR programs.

Also included as a second-year objective were the formulation of plans for evaluating the costs and benefits of the program and its impact on the four local criminal justice systems. These were submitted in June 1978 as a separate product of the second-year evaluation, and were revised prior to their incorporation in our third-year evaluation proposal.

Local UHCR Program Progress and ILEC Administration

One of the major ongoing efforts under this objective was the update of the program chronologies begun in the first-year evaluation. These detailed accounts of program events, activities, and processes provide a basis for our evaluation of processes; they highlight the similarities and differences in approaches taken; and they enable the reader to re-live each program history. The chronologies were developed from a review of program documentation, correspondence, media presentations, and grants materials, as well as telephone interviews with UHCR program participants and site visits to each of the cities.

Another important part of our second-year evaluation was the review and commentary provided on local action project evaluation plans and evaluation reports. This provided an account of local evaluation efforts, which were used in our assessment of processes in each of the sites. Second, it provided feedback, where warranted, to local program staffs thus improving prospects for identifying successful projects and the nature of their success.

We also participated in the UHCR guideline revision process. These revisions, which are still being formulated, will modify the original UHCR program guidelines in such a way that the individual cities may more closely adapt their UHCR planning activities to the needs and constraints of their own locality. Efforts such as this may become increasingly important as the UHCR program, and the funding support provided by the program, draw to a close. If the staff and Crime Reduction Council are permitted at this point to adapt or expand their activities to the more general needs of their communities, they may be able to create a broader base of community support for their activities and ensure some degree of program continuity beyond the expiration of UHCR funding. Thus, participation in this revision process has important implications for understanding the current program processes, for assessing the more

lasting impact of the entire UHCR program on the local criminal justice systems, and for assisting in the continued operations of the advanced practices implied in the UHCR program design.

Preliminary and Tentative Findings on Target Crime Impact

Findings during the second-year evaluation were, of necessity, both preliminary and tentative--preliminary in that they are based on less than the full local program efforts, and tentative in that the final and most effective analysis technique has not yet been conclusively determined. Several activities have been ongoing during the second-year evaluation in response to this objective. Among them were:

- updating monthly target crime;
- updating the flow of information which the local police departments use in compiling monthly crime counts.
- preliminary runs of, and experiments with, the target crime trend model, which will provide one of several factors on which our evaluation of the impact of local programs on target crimes will be based.

1.3 Summary of First-Year Findings and Recommendations

The first-year evaluation provided an opportunity for us to become acquainted with the program and to formulate a plan for analyzing its impact on target crime(s). Major findings of this first-year effort dealt with local program processes relative to the program design as articulated in the guidelines, opportunities for the localities participating in the program, ILEC administration of the UHCR program; and the quality of target crime data.

The evaluation found that the UHCR program had afforded the UHCR cities a unique opportunity to study local crime and criminal justice problems. The program guidelines framed the approach that was to be taken, but otherwise they only minimally stipulated Crime Reduction Council and staff activities. Our evaluation noted the contrast in approaches taken by Peoria and the other three UHCR cities. The Peoria Crime Reduction Council conducted a series of studies to determine how the system has behaved in the past with respect to the target crime of residential burglary. While the studies were

only able to address the adult component of the system within given time constraints, the process of postponing the allocation of resources to action projects until after the completion of a formal empirical analysis was found to reflect most nearly the intent of the guidelines.

The Urban High Crime Reduction program provided local government the opportunity to view criminal justice agencies as part of a system, and to make action recommendations based on this system perspective. The first-year evaluation found that the local programs largely took advantage of this opportunity by examining agency operations and interactions in the context of specific types of crime. Cooperation and coordination of the local criminal justice system improved as a result of UHCR. The Crime Reduction Councils established in each participating city served as a forum for system-wide sharing of problems and ideas. Except in Peoria, where regular meetings of key local criminal justice officials had been convened by the Chief Judge, and interagency committee meetings were held under the Violent Crime Reduction Program, no such precedent existed in these cities prior to UHCR.

The UHCR program also provided local criminal justice agencies with an opportunity to experiment with innovative action projects which would normally be outside the budget limitations. Participating cities were able to implement projects such as team policing or specialized prosecution and to test the feasibility of those projects, in terms of both policy and administration.

Two of the UHCR cities, Joliet and Champaign, had made continuing efforts to keep the public informed through the media or the Crime Reduction Council. The other two UHCR cities did not appear to make such an effort: East St. Louis discussed the issue but little action resulted from these discussions; Peoria maintained a relatively low media profile, possibly due to the non-technical nature of its program approach.

The first-year evaluation found that administrative factors of the program were both complex and time-consuming. These factors delayed the progress of the program to some extent, and impeded the ability of local programs to view themselves as a unit working towards ^{the crime reduction} a common goal.

The first-year evaluation noted an unexpected downward trend in burglary and robbery trends which could have serious implications for the

analysis of action project impact on target crimes. Over the five-year period preceding the first year evaluation, burglary and robbery trends exhibited an increase, followed by a decrease of equal magnitude in the UHCR cities, other Illinois cities, and the nation as a whole.

The evaluation also raised serious questions concerning the reliability of the data. Specifically, it was found that there were serious internal discrepancies within the crime reporting system of the state Department of Law Enforcement and between this system and local crime reporting systems.

Several recommendations were made as a result of the first-year evaluation. In particular, it was strongly urged that steps toward replicating the program be taken cautiously, if at all, since extensive preparatory activities are necessary to ready local governments for participation in such programs, and since the costs and benefits of this approach could not yet be assessed.

2. PROGRAM PROCESSES

This section provides updates of program processes and our assessment of these processes. For each city, a chronology has been prepared which updates the descriptions of the local programs in the interim and final reports submitted in our first-year evaluation. These were derived from our review of program materials and from discussions with the local program directors and the ILEC Program Monitor.* Each city's chronology is followed by our commentary on the course of events during the past year. This reflects our cumulative experience over a two-year period, and is keyed to the synthesis in Section 2.5.

2.1 Champaign

Chronology

By mid-1977, Champaign had completed and received approval of its Phase I Impact Plan and had begun work on Phase II, which was scheduled for completion in July 1977. Residential burglary was chosen as the target crime, and a Team Policing-Residential Burglary Abatement project had been funded since December 1976. By May 1977, the Team Policing Unit had completed a three-day training course and initiated actual operations.

Although technically covered under the first-year evaluation effort, the 11 May 1977 meeting of the CRC has important implications for the second-year evaluation. The CRC and the UHCR Director had previously voiced a concern over the exclusion of the county and the city of Urbana from the UHCR program. In this meeting of the CRC, the Director of the UHCR program, Neil Weisman, described recent efforts to establish a Champaign County Crime Prevention Council, designed to present crime prevention programming information to the metropolitan Champaign-Urbana area. He noted that volunteers from various agencies interested in crime prevention had formed a council that a steering committee of about 10 persons had been established, and that task forces were to be formed to investigate issues of funding, profit status, formulation of by-laws, and membership.

* Materials examined are listed by city in Appendix A.

Also discussed at this meeting was the progress made under Phase II of the program. The staff had begun an offender tracking analysis of burglaries committed in 1975 and 1976, and a preliminary report on these findings was produced on 5 May 1977. Some of the results of this analysis were presented and discussed. In particular, it was noted that 18 percent of the burglary offenders arrested by the Champaign Police Department lived in the team policing target area, while an additional percentage lived in the fringe areas around the target area. Additional types of analysis were also discussed.

Finally, suggestions on Phase II action projects were solicited. A microfilm storage and retrieval system for States Attornies' records was suggested, and Neil Weisman stated that he had already made initial contacts with companies capable of providing equipment for this effort. The possibility of obtaining criminal record information from other counties using a teletype machine was also raised, although State's Attorney Tom Difanis, former UHCR Program Director in Champaign and now a CRC member by virtue of his office, voiced concern that a machine of this nature would have limited utility due to data limitations in other areas. Through a motion of the CRC, Mr. Weisman was instructed to investigate the availability and cost of different types of microfilming/retrieval equipment.

In September 1977, the Phase II Plan was completed. The Plan included discussions of the operation of various court components; preliminary findings of the Champaign Urban High Crime 1975 and 1976 burglary offender tracking project; descriptions of court-related programs operating in Champaign County; and a needs assessment of the courts in Champaign County. The Plan proposes a "Designated Burglary Prosecution Program" as the "most appropriate Phase II project and follow-up to Phase I approach." As described in the Plan, this program would consist of three major components:

- Priority prosecution of designated burglary cases by one designated State's Attorney;
- Liaison with the Team Policing Unit and screening of all arrests filed by that unit;
- Establishment of a microfilm storage and retrieval system for the State's Attorney's case record files to aid in the identification and prosecution of repeat offenders.

Responding to a request for information from Ms. Suzanne Peck of ILEC, Mr. Weisman authored a letter on 13 September 1977 which briefly outlined the activities that could be carried out if \$31,000 in additional planning funds were made available to the Champaign UHCR staff. Mr. Weisman noted that existing funds would support the staff until 20 January 1978, and that the additional funds would enable continued operations through 1 September 1978. Phase I, II, III, and IV activities which could be carried out in this extended period were listed.

On 1 October 1977, the East Central Illinois Criminal Justice Commission, which serves Champaign and Vermillion Counties, was designated a Criminal Justice Coordinating Council.

According to the date indicated on the application, the Phase II action grant application for the Designated Burglary Prosecution Program was completed on 3 October 1977. The application requests \$65,411 in grant funds for the first 10 months of a two-year program period, beginning 1 December 1977. As in the Phase II plan, the Phase II grant application proposes a three-component project, consisting of priority prosecution of burglary cases by a designated attorney for the Team Police Unit; and a microfilm storage and retrieval system for State's Attorney records to allow for the identification and prosecution of repeat offenders. A substantial portion of the funds requested for this project were dedicated to equipment and staff for the records system. Although the Phase II grant application was dated 3 October 1977, documentation from the ILEC Application Review Committee indicates that it was not received for review until 10 October.

On 13 October 1977, Mr. Weisman sent copies of the Phase II Plan and an accompanying letter of transmittal to Mr. Gary Adams, Chairman of the Champaign County Board, Mr. William Holland, Director of the East Central Illinois Criminal Justice Coordinating Council, and Mr. James Zagel, Executive Director of the Illinois Law Enforcement Commission. In his letter, Mr. Weisman reviewed the process that resulted in the Phase II Plan and asked for approval of the Plan.

The next documented meeting of the CRC occurred approximately five months after the 11 May meeting, on 12 October 1977. At that gathering, Neil Wiesman discussed the Phase II project, entitled the Designated

Prosecutor project. Council members raised questions regarding the source of funding after grant expiration and the operation of the criminal records microfilming component of the proposed project. Finally, Sergeant Robert Soucie, head of the Team Policing Unit, reported on the Team's progress. While noting that the community seemed to be responding well to the new program, Sgt. Soucie also observed that there were problems of manpower shortages and heavy workloads.

Six days later, the CRC met a second time. At this meeting, attention was turned once again to the Phase II grant application. Mr. Weisman stressed that the Council's input in the application was necessary so that the staff could submit the application to the County Board, which was to provide the cash match. No problems or issues concerning the contents of the grant application were raised by any Council members. However, issues concerning the presentation of the project to the County Board were later raised by William Holland, Director of the ILEC Regional Office.

After a brief discussion of Phase III of the program, Police Chief Dye expressed concern about the grant timetable for Phase II coinciding with that of the Team Police Unit. He also questioned whether the Team Police Officers understood their role in the UHCR program, or the program in general, and suggested that a briefing on these matters be carried out as soon as possible. Reporting on the status of the Team Police Unit, Sgt. Soucie noted that the situation had improved over that of July, but that administrative problems were becoming apparent.

On 27 October 1977, Director Weisman sent a brief letter to Mr. Owen Fabert, Chairman of the Champaign County Crime Prevention Council. Mr. Weisman reiterated the UHCR Council's support for the CCCPC and expressed the UHCR Council's readiness to lend its assistance.

This letter was followed with a series of letters directed to such individuals as Chief William Dye, Chief Donald Long of the Urbana Police Department, Chief Paul Dollins of the University of Illinois Police, Lt. Colonel R. F. Mottley, Chief of Security Police at the Chanute Air Force Base, and Sheriff Everett Hedrick of Champaign County. Written on 20 October 1977, the letters asked each individual to review the Champaign County Crime Prevention Council's application for a LEAA Community Anti-Crime discretionary

grant, and to submit any comments or questions to Owen Fabert of the CCCPC or Neil Weisman of the Joliet UHCR Program. On the same date, Mr. Weisman also forwarded copies of the grant application for the Designated Burglary Prosecution Program to Chief Long, Chief Dollins, and Sheriff Everett Hedrick with a request that they review and comment on the materials.

With a 31 October 1977 memorandum to Chief Dye, Neil Weisman forwarded a Police Vehicle Utilization Study prepared by Gary Spear, UHCR Analyst. Produced at the request of the police department, this report provided a series of charts and accompanying narrative describing the use of police vehicles in Champaign.

A proposal for continuation funding of the UHCR staff was submitted to UHCR Council Members in a 7 November 1977 memorandum from Neil Weisman. The proposal explains that current funding would expire on 20 January 1978, and that operations could be extended for an additional year (to 19 January 1979) using \$31,000 in supplemental funds made available by ILEC plus \$25,000 from previously allocated ILEC monies. A proposed budget and list of UHCR objectives for 1978-1979 were included in the memorandum. In a 10 November memorandum to City Manager, Eugene Miller, Mr. Weisman explained the request for continuation funding and asked for Mr. Miller's approval to make the additional grant application.

The 16 November 1977 meeting of the Council began with a report by Sgt. Soucie on the Team Police-Burglary Abatement Project. He noted that the manpower problems which occasionally had surfaced during the summer had been resolved, although other problems remained, such as shortages due to departmental training. He also stated that community response to the crime prevention efforts of the team was good, and that two team area schools had expressed an interest in having Team Officers work with their schools.*

Reporting on the status of the Phase II action grant application, Neil Weisman stated the project and plan would not go before the ILEC Planning and Budgeting Committee for approval until December, as the Committee did not hold a November meeting. The projected starting date for the Phase II project was rescheduled for 1 January 1978. Mr. Weisman also noted that the staff had begun collecting data for the Phase III Plan.

*It was noted in two interviews that a "minority element" within the team area made repeated attempts to discredit the Unit.

The meeting continued with a discussion of the UHCR funding request, which would maintain the CRC staff operations until the end of January 1979. Mr. Weisman explained that the application, which was completed on 10 November 1977, would be taken to a City Council study session on 22 November, and that formal approval from that body should be received by 6 December. On 30 November, the application would be presented to the East Central Illinois Criminal Justice Coordinating Council for their approval, and then submitted to ILEC. The continuation request would use \$31,000 in supplemental planning monies provided by ILEC, and \$24,000 that had previously been committed to insure an additional year of staff operation.* The City of Champaign would be required to provide a 5 percent cash match. The Council voted unanimously to approve the request and submit the application to the City Council and appropriate approval authorities. A letter concerning the request for continuation funding was sent to ILEC that same day, 16 November. Documentation from the ILEC Application Review Unit indicates that the application was received on 9 January 1978.

Following up on the progress of the Champaign County Crime Prevention Council, Mr. Weisman noted that it had incorporated and was in the process of obtaining a not-for-profit status. This citizen organization was to assist in and develop community-wide crime prevention activities and information in Champaign County. Mr. Weisman reported that the CCCPC had applied for discretionary funding through LEAA. The Director of the ECICJCC noted that it could be difficult for the CCCPC to obtain these funds due to the high level of competition and political considerations involved in the discretionary grant process.

The meeting closed with a suggestion by Mr. Weisman that a chairman be selected for the Crime Reduction Council. As explained in our first-year Interim Report, the Champaign CRC had been unable to designate a chairman since its inception. At this meeting no decision was reached concerning a chairman, but the Council agreed to continue the discussion on this topic at the next meeting.

According to the City of Champaign Council Bill 77-362, the City Council resolved on 12 December 1977 that the UHCR continuation grant be

*The original estimate of \$25,000 indicated on the previous page was revised.

approved. Copies of this resolution and the grant application were sent to ILEC, and were received there on 22 December 1977.

Also on 12 December 1977, Anne Beard, the ILEC evaluation specialist monitoring the UHCR program, submitted a memorandum to Sally Lambertson of the Application Review Committee, concerning the Phase II Designated Prosecutor grant application. In that memo Ms. Beard indicated that the Assistant State's Attorney component of the project was perhaps justified by the data presented in the application, but she expressed serious reservations over the adequacy of the justification for the proposed microfilm storage and retrieval system for State's Attorney records. In addition, the memo raised several questions concerning the use of microfilming for any project funded under the Urban High Crime Reduction program--given the existence of computerized records systems--as well as the actual value that any such system might have in improving prosecution.

On 21 December 1977, a Crime Reduction Council meeting was held. Mr. Weisman reported that the City Council had passed the continuation funding proposal on 6 December, and the the ECICJCC had passed the proposal on 30 November. According to Mr. Weisman, formal ILEC approval was expected in the first or second week of January.

Sgt. Soucie reported on the Team Policing Unit, stating that the Unit had initiated contacts and interaction with schools in the target area. Sgt. Soucie also described a successful crime prevention effort undertaken by the Team, in which team members were able to halt a rash of burglaries in a mobile home park by conducting a door-to-door canvass where officers informed residents of the burglaries and offered crime prevention tips and assistance. Gary Spear, the Assistant Planner for the Champaign UHCR Program, described the six-month assessment of the Team Policing Unit. Noting that the assessment was not yet completed, Mr. Spear presented some preliminary data, which were discussed by the Council.

Mr. Weisman then raised the issue of the Phase II plan and action grant application. He stated that these had been presented in part to the ILEC Planning and Budgeting Committee, and that the Committee had unanimously approved the priority prosecution and team legal liaison aspects of the project. Stating that problems in obtaining approval of the micro-filming portion of the proposal were anticipated due to the "general

improvement" rather than "burglary specific" nature of the component, Mr. Weisman announced that the presentation on that component would be delayed until February in order to justify it further.

Mr. Weisman reported that little progress had been made on the Phase III plan, and that the Champaign County Crime Prevention Council discretionary grant application was still being reviewed by LEAA. Finally, the discussion again turned to the selection of a Chairman for the CRC; it was decided to determine the direction and nature of the Council prior to selection of the Chairman. Further discussion on the role and structure of the Council then ensued. In particular, the Council members suggested closer ties with the ECICJCC and coordination of future plans for the CRC with the Director of the ECICJCC.

According to ILEC documentation, the continuation grant application for the City of Champaign was received on 9 January 1978. In a separate action, the ILEC Application Review Board made a final decision on the Phase II Designated Prosecutor action grant proposal on or about 10 January 1978. True to the earlier indications, the decision was made to approve funds for the prosecution and team policing liaison functions of the project but to deny funds for the microfilming of State's Attorney records.*

Opening the 25 January meeting, Neil Wiesman reported that the continuation grant for the UHCR program in Champaign had been approved, although the award letter for funding had not yet been received. The new grant was scheduled to begin on 30 January 1978.

Updating the progress on the Team Policing assessment, Gary Spear stated that preliminary analyses seemed to indicate some improvement in the Team's performance. Plans to begin a second citizen survey during the following week were announced at this time. During the remainder of the meeting, Mr. Spear reviewed the preliminary information on calls for service, case files, Part I crimes, and arrests for the Team Policing area.

During February 1978, the second citizen survey was conducted to provide data for an evaluation of the Team Policing effort. Five hundred

* The minutes of the CRC meeting of 25 January 1978 make no mention of ILEC's decision on the Phase II action project. It is not known if the UHCR staff had received formal notification of the decision before this meeting.

Champaign residents living in the target area and 500 Champaign residents living outside the target area were surveyed by telephone during February. Results of these surveys and comparisons with the results of the citizen survey conducted in February 1977 were presented in an evaluation report. No exact date is available concerning the issue of this report, but it seems that it was released some time in May 1978.

On 6 March 1978, the UHCR submitted a report on calls for service manpower to Police Chief Dye. The report had been undertaken at the request of the Chief. In a letter dated 16 March 1978, Mr. Weisman contacted the Information Systems Division of the State Department of Corrections. Mr. Weisman briefly explained the Phase III activities of the UHCR staff and requested that the Corrections Department supply data on the characteristics of parolees, burglary offenders receiving parole, and parolees released to Champaign County residences.

At some point during the period between the 25 January meeting and the 17 March CRC meeting, the Phase II Designated Prosecutor project was initiated. During the 17 March meeting, Neil Weisman announced the initiation of the project and stated that Henry Lazarro had been hired as the Designated Prosecutor. Mr. Weisman explained that Lazarro would focus on burglary or repeat offender cases, although he would also screen all cases generated by the Team Policing Unit and act as a liaison to the Unit. At this time Mr. Weisman also reported that the Phase II microfilm storage and retrieval system was not approved by the Planning and Budgeting Committee, and explained that the Committee found the project inappropriate under the UHCR guidelines, because its expected impact on the target crime of burglary could not be substantiated.* He also mentioned that ILEC recognized the need for such a system and was exploring other funding sources.

Also during the 17 March meeting, Mr. Weisman reported that continuation funding for the Champaign UHCR program had been granted through the end of January 1979. According to Mr. Weisman, \$180,000 was available for action programs in Champaign in addition to those funds spent on the Team Policing Unit and planned for the Designated Prosecutor project.

*The ILEC staff recommendation cited three reasons: inappropriateness for testing crime-specific approach; inessential nature of this equipment to the project; mismatch between microfilming costs and use of this equipment in target cases.

Discussing progress on the Team Policing project, Sgt. Soucie stated that the citizen survey had been completed, and that a preliminary evaluation would most likely be available by 1 May.

He also stated that a grant extension for the Team Policing Unit had been requested through 30 June 1978. When asked by Dr. Ellen Handler, a citizen appointee of the CRC, what would happen to the Unit after 30 June, Chief Dye expressed hope that the project would continue, while noting that this would depend on the results of the evaluation and budgetary matters. Questions concerning expansion of the team concept to other areas, community talks by team members, team officer morale and problems of manpower allocation were also discussed.

Progress on the Phase III Plan was next examined. Mr. Weisman indicated that initial data collection was underway, and mentioned that under Phase III staff had been investigating probation, plea-bargaining, presentence investigations, and public service work with probation. Mr. Weisman also reported that the Champaign County Crime Prevention Council was still awaiting a LEAA decision on its discretionary grant application and that it would be sponsoring a citizens' seminar on crime prevention in conjunction with the Police Training Institute.

Finally, Mr. Weisman announced that there would be a joint meeting of the Urban High Crime Reduction Program Directors in Champaign on 21 and 22 March. At that meeting UHCR programs would be discussed in order to revise guidelines, identify problems, and provide for greater flexibility.

On 5 April 1978, Neil Wiesman visited the Crime Scene Search Unit of the Peoria Police Department. That same day, Mr. Weisman sent a memorandum to Police Chief Dye in which he described the CSSU and suggested that Champaign might wish to undertake a similar effort to improve their crime scene search capabilities, with a concentration on latent fingerprint development and identification. Mr. Weisman stated that such efforts could be funded through the UHCR program and asked permission to study the feasibility of this idea. As no further correspondence on this request was received by the close of the second-year evaluation, it is not known if any action has been taken.

Continuing the investigation of possible Phase III action projects, Gary Spear sent a series of letters to various probation agencies, document sources, research groups, and universities during early April 1978. In these letters Mr. Spear explained the Champaign UHCR program and requested copies of numerous documents dealing with probation issues and programs.

On 7 April 1978, City Manager Eugene Miller sent a letter to Ms. Suzanne Peck of ILEC, in which he explained several proposed modifications to the Urban High Crime program in Champaign. First, Mr. Miller explained that the city would like to submit a continuation grant application for the Team Policing-Burglary Abatement Project, as it was difficult to determine the success of this project within a 12-month funding period. Mr. Miller also stated that if the project appears to meet its goals, the City of Champaign would maintain and perhaps expand it during fiscal year 1980. He indicated that a similar process may be requested for the Designated Prosecutor project.

Several important new directions for the UHCR program in Champaign were next outlined. Mr. Miller stated that in cooperation with the East Central Illinois Criminal Justice Coordinating Council, the UHCR program would, upon completion of Phase III planning, shift its emphasis to monitoring and evaluation of the two action projects. According to Mr. Miller, local assumption of the costs of these projects would rest on these evaluations. He noted that the City was considering key elements of crime specific planning within the Champaign Police Department by fiscal year 1980. Finally, he stated that it was anticipated that the Crime Reduction Council itself would ultimately be phased into the overall structure of the East Central Illinois Criminal Justice Coordinating Council. Closer cooperation between the UHCR and the Coordinating Council regarding monitoring, evaluation, and Phases III and IV of the UHCR program would be initiated within 90 days, according to Mr. Miller.

The next meeting of the CRC, held 28 April 1978, opened with a report on funding for the Team Policing-Burglary Abatement Project. Sgt. Soucie reported that the current grant had been extended until the end of June, but that no word had yet been received from the City Council on their recommendations for the next year.

Henry Lazarro, the Designated Prosecutor for the Phase II action project reported that he was screening all Team cases, that a training program in the law had been started for Team officers, and that the burglary aspect of the project was starting up, with 60 to 70 percent of the burglary cases crossing Mr. Lazarro's desk. May 1 was mentioned as the date that the project would be fully operational.

Neil Wiesman stated that the offender tracking project for all 1977 felonies was nearing completion. Other activities being carried out under Phase III planning were an investigation of social service agencies to see how they affect burglary, a study of probation caseloads, and an analysis of burglaries. Mr. Weisman also reported that following meetings with CETA (Comprehensive Education and Training Act) and Correctional Employment Service representatives, public service monies had been approved by the CETA office to hire a person to identify jobs and provide necessary supervision so that these jobs could be used as public service work for offenders.

According to Mr. Weisman, the Champaign County Crime Prevention Council was still awaiting official notification concerning an LEAA grant application. Starting 4 May 1978, the CCCPC and Police Training Institute would be operating a five-week series of crime prevention seminars. Mr. Weisman then reported some preliminary findings of the citizen survey. He indicated that copies of the completed results would be mailed to Council members and that a meeting would be held one week later to discuss the findings and implications. As no documentation was available on this meeting, it is not known if it was ever actually held.

Continuation funding for the Team Policing Burglary-Abatement Project was next discussed. Mr. Weisman stated that a one-year period was not sufficient to fully evaluate the impact of the project, and added that ILEC had indicated there would be no problem extending the project for a second year, provided that some impact on burglary could be demonstrated and that continued monitoring and evaluation of the program was planned. He also stated that ILEC would like to see 10 percent, rather than 5 percent, match contribution from the City. Mr. Miller, the City Manager, stated that he would recommend continued funding of the Team Policing Unit to the

City Council, but said that he would prefer to continue with the 5 percent match. He also indicated that he felt the UHCR program should hold down its activities, by continuing Phase I and Phase II while not proceeding much further into Phase III. A lengthy discussion of the benefits ensued between Mr. Weisman, Mr. Miller, Mayor Bland, and Chief Dye. Mr. Miller moved that the continuation of the project be recommended to the City Council; the motion was unanimously passed. Mr. Miller noted that the UHCR staff would be working closely with the staff of the East Central Illinois Criminal Justice Coordinating Council in setting up the grant request.

The evaluation report on the Team Policing Unit, entitled "Team Policing in Champaign," was prepared by Peter F. Nardulli of the University of Illinois. No exact date could be found regarding its completion or submission to the UHCR program. The report describes the team policing operations in Champaign, and presents the results of the two citizen surveys undertaken in February 1977 and February 1978.

According to the evaluation report, no clear-cut conclusions regarding the performance and impact of the unit could be shown. It was found that respondents in the target area thought that crime decreased from 1977 as compared to 1976, while the opposite perception was held in control group respondents. However, the evaluation showed that if students were removed from the analysis, the Team appeared to have no effect on victimization rates. Finally, the Team Unit appeared to have little effect on the knowledge and use of crime prevention techniques. The fact that the evaluation covered only a few possible areas of impact and covered only the first nine months of Team operation was offered as a possible explanation of the apparent lack of impact.

The Phase III Plan was completed and presumably submitted to ILEC in July 1978. The plan describes social service agencies serving juveniles and adults in Champaign County, emphasizing their relationship, if any, to the crime of burglary. Based on the analysis of these services, the report recommends that no UHCR funds be expended in this area. An analysis of juvenile offenders and the police is then presented. The Champaign Police Department Juvenile process is described, and statistics on juvenile

offenders, case dispositions, and juvenile case investigations are presented. The report states that at this time no workable program design in this area could be developed, and recommends that no UHCR funds be expended. Finally, the plan turns to a description and analysis of probation services in Champaign County. Included in this section are budget, information, caseload data, a description of new probation programs, statistics on cases processed, a description of the presentence investigation and dispositional report process, and an analysis of the juvenile process in the Champaign County Probation Department. In spite of extremely favorable findings concerning Champaign County Probation Services, the plan recommends that no UHCR funds be provided in this area. This decision was reached because the County had already added three new probation officers through an ILEC grant to improve probation generally, and no evidence could be found that the primary project under consideration--a priority probation officer handling all burglary cases--would have any positive results. This conclusion was reached through contacts with persons operating similar programs in 10 other areas. The final conclusion of the Phase III Plan was that no appropriation of funds be made for Phase III action projects and that the monies be reappropriated into Phase I to continue the Team Policing Project.

On 27 June a meeting was held between Suzanne Peck, Neil Weisman, Gary Spear, William Holland, and Eugene Miller to determine future directions for the UHCR program in Champaign. In telephone conversations with Gary Spear, it was determined that the consensus was to continue the program in its current form for the next three to four months, while applying those funds that would have gone towards Mr. Weisman's salary for student interns, who would collect data on the Team Policing project. After this "holding period," it was decided that the remaining UHCR staff, consisting of the Research Analyst (Gary Spear) and the Secretary, who would work half-time on the UHCR program and half-time for the Police Department.

The Program Director, Neil Weisman, left the program some time during the beginning of July. No documentation concerning the reasons for his departure were available.

Key events in the Champaign program are depicted in the figure on the following page.

Commentary

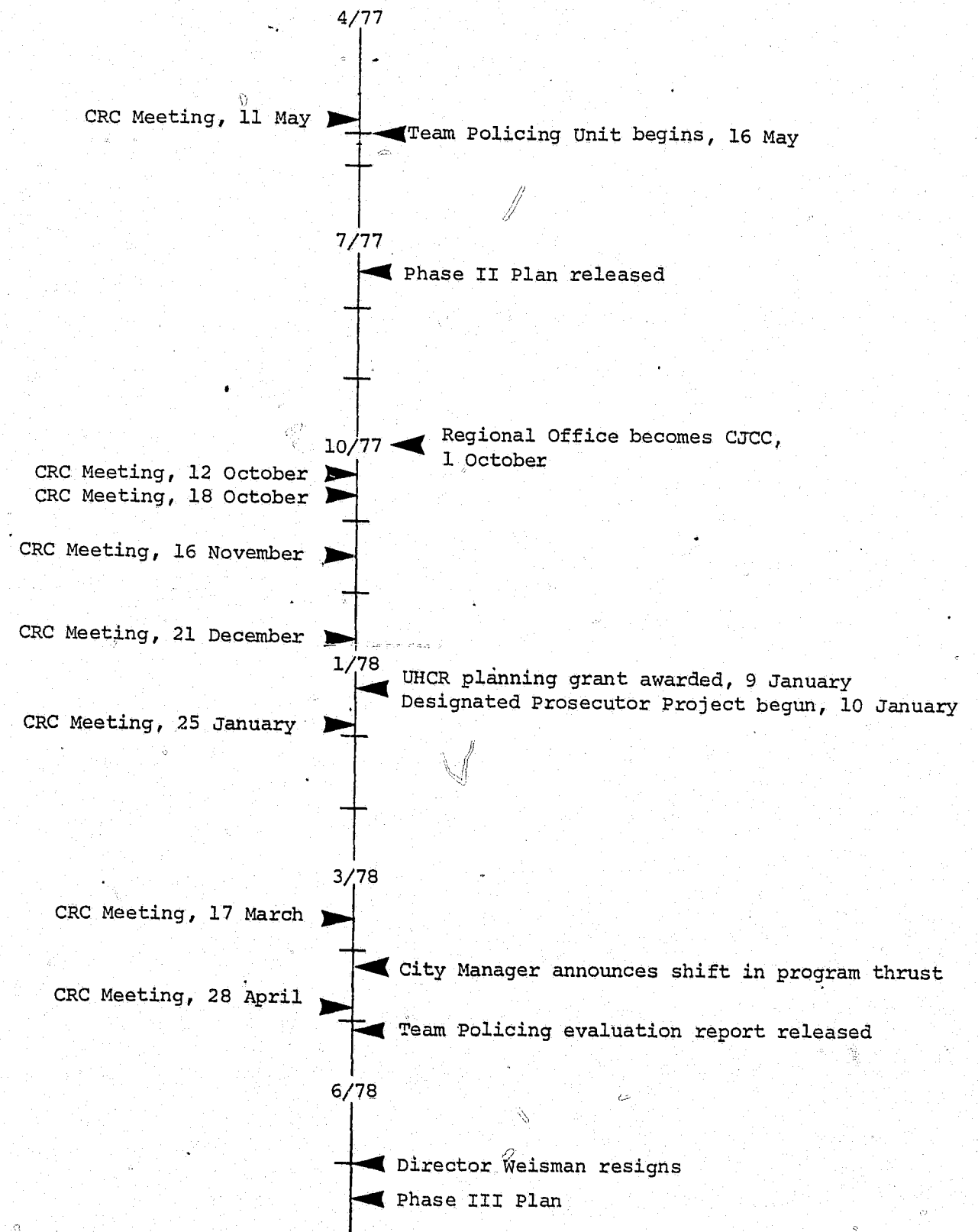
While the first-year evaluation detected several difficulties encountered over the history of the Champaign program, we were unable to be definitive on its direction and tone. Events of the past year, described in the chronology above, began to crystallize in October 1977 around problems with the Phase II action project, leading the City Manager virtually to assume control of the program by May 1978.

The microfilming component of the Designated Prosecutor Project was called into question by the State's Attorney himself in the 11 May 1977 meeting. Concern with the presentation of the project to the County Board was raised by the ILEC Regional Office on 18 October. The ILEC Evaluation Unit questioned the efficacy of microfilming equipment in a 12 December memorandum. The grant process for the project nevertheless proceeded to the December meeting of the Planning and Budgeting Committee, where funding of the microfilming component was denied. The issue came to a head with the City Manager's 7 April 1978 letter to the UHCR Program Monitor. Three main points were made:

- The City planned to submit a grant application to continue team policing operations in the target area, rather than undertake further planning of new projects.
- Program staff would work with the East Central Illinois Criminal Justice Coordinating Council to monitor and evaluate the two action projects.
- Local assumption of project costs would rest on the evaluation.

The City Manager was clearly taking steps to phase out Champaign's participation in the UHCR and was seeking ways to optimize the use of remaining program funds--from the City's perspective--while making provisions to have some information on hand to decide whether or not the projects' cost should be assumed locally. Given the circumstances of the Champaign program, this strikes us as a perfectly sound course of action.

Champaign UHCR Program Highlights, April 1977 - July 1978



The Champaign UHCR program showed several signs that it lacked unity of purpose. Action project personnel were surprisingly unfamiliar with the design of the program and the target crime of residential burglary. The CRC repeatedly found itself unable to designate a chairperson. Crime prevention was the dominant theme of the program, although this strategy for residential burglary reduction was not substantiated relative to other possible strategies. The geographic proximity of Urbana (adjacent to the Team Policing area) and the services of three police departments within the two municipalities are background factors that challenged the decision to make UHCR Champaign's program. We see little hope of reversing the trend at this time.

On the other hand, the remaining program staff has demonstrated a capability to provide assistance to the police department in the form of specialized studies--such as the Police Vehicle Utilization Study and the Analysis of Calls for Service. The plan to combine this function with monitoring and evaluation of the two UHCR action projects makes good use of this capability. Involving the region in the monitoring and evaluation functions seems to be an equally sound notion, given the staff's experience.

Given the City's clear statement of purpose at this stage, it would seem counterproductive to require compliance with the UHCR guidelines as they currently stand. For example, sections of the Phase III Plan which argue against action projects in the corrections/rehabilitation area^{set} are almost moot, given a prior decision by the City Manager to file a continuation grant for Team Policing against remaining UHCR funds. Again, since the lack of summary data on Team activity precluded other than the "global" evaluation based on the two victimization surveys, it seems reasonable to examine Team efforts more carefully in deciding whether this form of police work is suitable for certain areas of the City. While it may be possible to analyze the Team's past efforts from daily activity records, a second year's operation may be necessary to evaluate the project after its "growing pains" have been cured.

2.2 Joliet

Chronology

The Joliet Urban High Crime Reduction Program was originally funded in September 1974. Prior to the initial grant award, city officials had extensively discussed the possibility of establishing a UHCR program in Joliet; a Crime Reduction Council was even established, prior to the grant award, by a City Council Ordinance passed on 4 June 1974. Choosing robbery and burglary as the Joliet URCR Target Crimes, the UHCR staff completed the Phase I Plan by October 1975; the Phase II Plan was finished by December 1976. As part of this planning effort, UHCR staff initiated an Offender Tracking Project in January 1976. The first Tracking Report from this effort was released in June 1976, and subsequent reports have been issued in January 1977, August 1977, and March 1978. At the close of the first year evaluation, work was continuing on the Phase III Plan, which was scheduled for completion in July 1977.

Joliet had received approval for two Phase I action projects by the close of the first year evaluation: a Mobile Crime Prevention Unit, funded from September 1976 through June 1977, and a Neighborhood Crime Prevention Rebate project, which was expected to begin in June 1977. Under Phase II, the Joliet UHCR staff submitted both the Phase II Plan and a Phase II action proposal for a Special Prosecution Unit in December 1976. A grant was awarded (prior to the approval of the Phase II Plan) for the Special Prosecution Unit in March 1977 for the twelve month period of 1 April 1977 to March 1978; however, funding for this project was committed for a two-year period. The Special Prosecution Unit began operations in April 1977.

A meeting of the Joliet Urban High Crime Reduction Council was held on 25 May 1977. The meeting opened with a brief presentation of the status of the Mobile Crime Prevention Unit by Police Chief Frederick Breen. Attention then turned to the Neighborhood Crime Prevention Rebate Project, which had been awarded a grant on 10 February 1977. In this meeting, Mr. Gary Fitzgerald, Director of the Joliet UHCR program, noted that the Rebate project would begin operations on 1 June 1977. Mr. Fitzgerald also noted

that a Parental Responsibility Ordinance for the City of Joliet had been passed by the City Council on 26 April 1977. That Ordinance had been suggested through the UHCR Council.

The meeting continued with a discussion of Phase III projects and research tasks. A UHCR staff member, Mr. Jerry Celmer, described three areas of research included in Phase III: community and social service agencies; operational analyses of correctional resources; and tracking of offenders through the corrections phase. Project areas were then discussed. Among those projects perceived most favorably by the Council members were restitution projects, parent effectiveness and youth effectiveness training, volunteers in probation, job training, and referral (presumably for offenders), and youth services centers.

On 2 June 1977, the Joliet Urban High Crime Reduction Program sponsored a panel discussion on and for victims and witnesses of crime. Of special interest in the discussion was legislation concerning the Illinois Crime Victim Compensation Act, and legislation concerning treatment of victims by police and prosecutors. On 3 June 1977 a news article concerning the panel discussion was printed in the Joliet Herald News.

The UHCR staff continued to examine efforts in the area of victim-witness assistance during the remainder of June. On 14 June 1977, Mr. Fitzgerald authored a memorandum to Edward F. Petka, Will County State's Attorney, concerning the provision of special parking privileges to witnesses subpoenaed to testify in criminal cases. On that same day, Mr. Fitzgerald contacted Angel Lopez, Community Relations Director of Joliet Police Department, concerning the possibility of hiring an individual in the Community Relations Department to assist crime victims and witnesses. In a follow-up memorandum to Mr. Lopez, Mr. Fitzgerald confirmed this request and outlined possible duties for the victim-witness assistant.

On 8 June 1977 a special meeting of the Crime Reduction Council was held in order to continue Council deliberations concerning possible Phase III action projects. Several representatives of local social service or correctional service agencies attended this meeting in order to describe their programs and propose ways in which their activities might be incorporated into the Phase III action effort. Among those represented were the

Joliet Work Release Center, which proposed a program of restitution combined with work release and periodic imprisonment; Youngkin and Associates, which proposed a Parent Effectiveness training program; the Model Ex-offender Program which provides job training and referrals for ex-offenders; and the Community Action Agency of Joliet, which suggested a Youth Services Center for delinquent youth. Mr. Fitzgerald stated that he would contact potential grantees so that they might begin their project development and application process.

On 20 June 1977, Charles H. Rowe, Acting Director of the Illinois Department of Corrections, designated Mr. Dennis J. Wolff, warden of the Joliet Correctional Center, as the Department of Corrections' representative to the Joliet Urban High Crime Reduction Council. Mr. Collins, Chairman of the CRC, was notified by letter of Mr. Wolff's appointment.

During the period between the 8 June CRC meeting and the next meeting held on 25 August 1977, several important developments occurred. On 30 June 1977 the grant for the Mobile Crime Prevention Unit expired, and no additional grant funds were received for that project. Work on the Phase III plan was completed. Finally, the Joliet UHCR received a request from ILEC that expenditures for the Neighborhood Crime Prevention Rebate project be halted, as it was possible that the program would fall within the scope of a 30 June 1977 Legal Opinion by the LEAA Office of General Counsel which proscribed the use of LEAA Part C funds for installation of alarm systems in private residences.

The 25 August 1977 meeting of the Joliet CRC opened with a status report on the UHCR action programs. Mr. Fitzgerald reported on the evaluation of the Mobile Crime Prevention Unit, and described the status of the Special Prosecution Unit. He also reported that the Neighborhood Crime Prevention Rebate grant could be affected by the Legal Opinion of the LEAA General Counsel concerning use of Part C monies for programs of this nature.

The next item of attention was the planning grant extension for the UHCR program in Joliet. According to Mr. Fitzgerald, the extension under discussion would provide funding of the UHCR staff through 17 February 1978. He informed the Council members that they would then have to decide whether or not to apply for the additional \$31,000 in planning funds made available

to Joliet, and added that acquisition of these funds could extend the Joliet planning activities for an additional six to seven months past 17 February.

Turning to other business, the third Offender Tracking Report, dated August 1977, was distributed to Council members. A motion was made and seconded to approve the Phase III Plan. Council members also made a motion to make a six-month grant application for approximately \$25,000 for continuation of the Model Ex-Offender Program. The motion was seconded.

Much of the documented activity of the UHCR staff for the month of September 1977 concerned the Neighborhood Crime Prevention Rebate project. On 16 September 1977, Robert H. Oldland, City Manager, wrote to James B. Zagel, Director of the Illinois Law Enforcement Commission, concerning the suspension of funds for the Rebate program. In that letter Mr. Oldland requested clarification of the decision and asserted that the Joliet program differed significantly from the Tennessee program addressed in the General Counsel's opinion. In a 26 September letter to Mr. Oldland, Mr. Zagel replied that he would examine any materials that might serve to distinguish the Joliet program from the Tennessee program, and would then decide if the suspension of funding would be made permanent. Replying to Mr. Zagel on 28 September, Mr. Oldland restated the differences between the Joliet and Tennessee programs, and requested that in the event of an unfavorable decision by the ILEC, the matter would be submitted to LEAA for consideration. It appears that no further correspondence on this matter occurred until December 1977, and that all activities on this grant were suspended until March 1978.

In a memorandum to the Chief of Police, dated 28 September 1977, Gary Fitzgerald presented summary data on robbery and burglary trends for 1976 and 1977. The memorandum explained that the data presented were drawn from monthly crime bulletins and Illinois Uniform Crime Report counts in order to compare target crime counts between 1976 and 1977 and to "examine counts by zone in per capita terms." Among the trends noted were (1) overall burglary counts had remained stable; (2) residential burglary was slightly decreasing while non-residential burglary was slightly increasing; and (3)

robbery had increased substantially in the first eight months of 1977 over the same period in 1976. It is also noted that the east side and downtown patrol zones had experienced a significantly higher incidence of target crimes than the west side zone, in spite of the higher patrol officer to resident ratio in the east and downtown sections.

In the October 1977 issue of the Journal of the International City Management Association, a brief article appeared on the Joliet Offender Tracking System. The article pointed out many of the findings resulting from the tracking effort, and noted that the Illinois Law Enforcement Commission was planning to implement similar programs throughout the state. Readers were instructed to contact Mr. Fitzgerald for more information. Mr. Fitzgerald noted that numerous requests for information about the Offender Tracking System had been generated from this article.

It appears that during the month of October the UHCR staff initiated a survey of 20 local attorneys concerning case preparation times. In an undated letter sent to these attorneys, Mr. Fitzgerald explained that data on case preparation time was part of the UHCR program effort to examine those resource needs of the public defender's office that might "ensure that indigent criminal defendants receive case preparation and service similar to that rendered by a private attorney." In a second undated letter sent to these same 20 attorneys, Mr. Fitzgerald requested clarification on several of the survey questions, and stressed that information was requested on preparation time only, rather than preparation time and court time. It is presumed that this second letter was mailed out during the month of November 1977.

A meeting of the Urban High Crime Reduction Council was held on 25 October 1977. In a 17 October 1977 memorandum announcing this meeting, Mr. Fitzgerald stated that he would report on the status of the Phase III Plan which had been submitted to ILEC. That plan contained recommendations for projects in the areas of restitution, volunteers in probation, parent effectiveness training, and job placement for ex-offenders. In his memorandum Mr. Fitzgerald also informed the Council members that the ILEC Planning and Budgeting Committee had tabled the Phase III Plan at their 14 October meeting, pending further research into the recommendation to fund the Model

Ex-Offender project. He advised the CRC members that a specific grant application to fund the project should not be undertaken until this process was completed.

In the Director's Report sent to council members with the 17 October memorandum, Mr. Fitzgerald reviewed the status of several UHCR undertakings. He stated that the Neighborhood Services Division was seeking clarification on the ILEC decision to suspend funding for the Neighborhood Crime Prevention Rebate project, and that City Manager Robert Oldland had been in communication with the ILEC regarding this matter. Mr. Fitzgerald next turned to the subject of East Side revitalization. He reported to CRC members that a group of East Side businesspersons had formed an organization to improve Joliet's East Side, and that a task force of city staff members was meeting with this group. He announced that he had submitted a list of crime control suggestions to the East Side organization.

Mr. Fitzgerald stated that several community groups had responded to his publicity concerning the availability of LEAA Community Anti-Crime Funding, and that the Joliet YMCA and Community Action Agency had begun work on grant applications for these funds. He also reported that he had assisted these groups in their application process. The exact role of the UHCR program in this area was not made clear in the report.

The UHCR Director's Report continued with an announcement that UHCR staff would be updating plans previously submitted to ILEC, and outlined two research projects being undertaken at that time: a mail survey of the attitudes and perceptions of crime victims and witnesses, and a mail survey, mentioned above, of private attorneys to gather data for a comparison of case preparation times for private attorneys and public defenders. Other topics considered in the report were robbery and burglary trends for 1976 and 1977 and developments in the UHCR budget. Finally, Mr. Fitzgerald announced that revisions had been made in the Offender Tracking System, specifically: (1) methods of calculating the percentage of defendants released on bail would be revised, and (2) the tracking project would no longer examine suspects arrested for aggravated battery.

On 25 October 1977 the scheduled meeting of the Joliet CRC was held. According to the minutes taken at that meeting, the Director briefly

summarized the Director's Report. This was followed by Mr. Fitzgerald's request for the Council's approval to file an application for continued funding of the Special Prosecution Unit, through April 1979. This request was approved. The CRC next approved a recommendation to the City Council that \$1,632 of city funds be provided to match the \$31,000 in planning funds made available by ILEC to continue the work of the UHCR staff until September 1978.

Concluding the 25 October meeting, Mr. Fitzgerald noted again that the Phase III Plan had been submitted to the ILEC but had been tabled by the ILEC Planning and Budgeting Committee until further research on the job training and placement program could be carried out.

Continuing the extensive press coverage received by the Special Prosecution Unit, a news article on the Unit appeared in the Joliet Herald-News on 26 October 1977. This article reported that the number of burglars and robbers facing a judge had increased while case processing time had decreased. Features of the Special Prosecution Unit were described, and some evaluative data on the unit were presented.

On 3 November 1977, Mr. Fitzgerald sent another memorandum to the Chief of Police concerning target crime trends. In this note Mr. Fitzgerald compared reported robbery and burglary offenses by zone for October 1976 and October 1977. Findings were highlighted concerning the substantial increases in target crimes for some zones in the city.

A substantial amount of grant-related activity took place during November 1977. On 22 November the UHCR submitted a grant application for the \$31,000 in additional planning funds. The application requested support for the UHCR staff during the period of 1 February 1978 to 1 September 1978. On the same date, 22 November, staff completed a continuation grant application for the Special Prosecution Unit. This application requested \$64,924 for twelve months of operation, beginning 1 April 1978. Finally, during November 1977 the staff submitted a proposal for a Neighborhood Victim Assistance Project to the Neighborhood Services Division in Joliet. That proposal suggested that neighborhood organizations on Joliet's East Side might consider engaging in victim assistance efforts, and outlined several activities that could be undertaken by a victim assistance project.

In a memorandum to Mayor Keck on 22 November 1977, City Manager Robert Oldland sought to clarify the duties and responsibilities of the UHCR staff. Specifically, Mr. Oldland stated that he had been informed that Mayor Keck had periodically contacted Mr. Fitzgerald, asking him to "produce results" in the area of crime occurrence. Mr. Oldland went on to state that the role of the planning staff involved research, evaluation, program development, and public education, but did not include actual direction of criminal justice projects. A copy of the 1978 Goals and Objectives for the Criminal Justice Planning Division was included with the memorandum.

Finally, on 23 November 1977, Gary Fitzgerald authored a memorandum to Chief Breen, in which he presented information on the "effectiveness" of arrests made by patrol officers for burglary and robbery. Effectiveness of arrest was defined as the "sticking power" of an arrest charge during later case processing. Information in this memorandum was based on the offenders tracking data gathered as an ongoing effort on the Joliet UHCR program. Mr. Fitzgerald first identified several constraints on the use of this statistical information as a measure of police officer performance. Data were then presented on the robbery and burglary arrests followed in the tracking project from 1 January 1976 through 30 June 1977. Only those officers who participated in three or more arrests were listed. Mr. Fitzgerald asked for Chief Breen's comments and suggested that the Chief consider implementing the analysis on a continuing basis.

According to the documentation made available from Joliet, the possibility of implementing a team policing program in Joliet was first raised in late November or early December 1977. In an undated memorandum to Chief Breen, Gary Fitzgerald referred to a 12 December conversation with the chief in which team policing was discussed. Mr. Fitzgerald stated that he was submitting a draft of proposed performance and effectiveness criteria for use in evaluating team policing, which would be one of the initial steps taken by the UHCR to assess the feasibility of team policing in Joliet. Other initial studies to be undertaken were a manpower allocation study and a beat boundary study. Mr. Fitzgerald urged that if the use of team policing

proved viable in Joliet, a plan of implementation should be drafted. The paper attached to the memorandum proposes citizen involvement and satisfaction, crime statistics, and arrest quality as the criteria for evaluation.

A meeting of the Joliet Urban High Crime Reduction Council was held on 14 December 1977. Mr. Fitzgerald opened the discussion by noting that the Neighborhood Crime Prevention Rebate project was still suspended, and that City Manager Robert Oldland had written to the ILEC requesting clarification of the legal opinion. He further stated that the matter was being forwarded to LEAA for their review.

Mr. Fitzgerald next turned to a discussion of the options for action projects under the UHCR program. Among those noted were: Phase II^{III} - Restitution and job opportunities and placement for ex-offenders; Phase I - Team Policing; and Phase I and Phase II - Victim-Witness project. Finally, the Council heard a presentation from State Representative Harry D. Leinenweber concerning recent Illinois legislation on the death penalty and determinate sentencing.

According to an action grant application written in summer 1978, the Phase III plan for Joliet was approved by the ILEC on 16 December 1977. That plan contained descriptive information on the corrections and social service systems of Joliet and Will County, and recommended that projects be undertaken in the areas of restitution, parent effectiveness training/youth effectiveness training, volunteers in probation, and ex-offender job training and placement.

On 23 December 1977, City Manager Robert Oldland received a reply to his 28 September letter to ILEC Director James Zagel. In this reply Mr. Zagel stated that he could find no compelling reason to alter his earlier decision on the Neighborhood Crime Prevention Rebate project and informed Mr. Oldland that he was forwarding all pertinent information on the matter to LEAA with a request that they issue an opinion on the matter.

Mr. Oldland responded on 4 January 1978 in a letter to Mr. Zagel. He asked Mr. Zagel to provide an estimated date by which a decision on the Rebate project would be reached by LEAA, and noted that an early decision date would be desirable as this would reduce associated problems in action funds planning for the Joliet UHCR. No response was received.

During January 1978 several products were completed by the Joliet UHCR staff. A summary of UHCR activities during 1977 was produced which described the Offender Tracking Project, Victim-Witness Seminar, Special Prosecution Unit, Mobile Crime Prevention Unit, Neighborhood Crime Prevention Rebate Program, and Phase III research and planning efforts. This summary was given to the Joliet Herald-News on 4 January 1978 for a supplement on the Joliet city government. The UHCR staff also issued a Target Crime Report for the fourth quarter of 1977 and completed a draft evaluation plan for the Phase III Restitution and Job Placement Project.

Also in January, the Regional Office serving Will County (the Crescent Regional Criminal Justice Council) released an evaluation of the Will County Special Prosecution Unit which examined the first year of operations of the Unit. Although the evaluation did not focus on the operation of the Unit within the context of Urban High Crime Reduction Program, it did examine the procedures and impact of the Unit in relation to its objectives and operations in Will County.

On 23 January 1978, Gary Fitzgerald sent the CRC members several memoranda in preparation for the scheduled meeting on 26 January. In the first, Mr. Fitzgerald announced the next meeting and called attention to the additional materials supplied in the mailout. In the second, concerning Phase III programming, Mr. Fitzgerald reviewed the steps that had been taken in securing approval of the Phase III Plan and outlined the preferred Phase III action program: a Model Ex-Offender project. In discussing the Plan approval process, Mr. Fitzgerald noted that the Phase III plan had been tabled by the ILEC Planning and Budgeting Committee pending further information on the ex-offender job placement component. Mr. Fitzgerald noted that this information had been gathered and submitted to the committee and that "a modification of the project proposal was arrived at." According to Mr. Fitzgerald, the Committee passed the plan in December, albeit with some reluctance, as they felt that the "job placement project is not sufficiently related to the jurisdiction of the criminal justice system. . . also, the generated work load from referral of robbery and burglary probationers to a restitution specialist was felt not to be large enough to justify a full time individual." Mr. Fitzgerald then described the Model

Ex-Offender project and recommended that the Council approve one year of funding to hire a Job Developer-Restitution Specialist who would provide skills assessment, job referral, placement, follow-ups, and restitution scheduling and follow-up for ex-robbery and burglary offenders from Joliet. A recommended project budget was also included in the memorandum.

In the third memorandum mailed out on 23 January, the UHCR Director discussed several uses for the \$122,800 remaining for action projects as of that date. Two specific areas of programming were suggested: victim-witness assistance and team policing. Discussing the former, the memorandum outlined the UHCR staff research undertaken during the past several months. According to the memorandum, offender tracking cases had been used to obtain the names of robbery and burglary victims and witnesses for the period of December 1976 to summer 1977. A list of 71 such individuals had been compiled, and actual contact was made with 28 victims and/or witnesses. According to Mr. Fitzgerald, this small sample size was due to the fact that (1) relatively few trials were held and (2) prosecutors preferred to use experienced witnesses such as police officers and laboratory experts rather than citizen witnesses. The memorandum summarizes the survey findings regarding victim/witness treatment and perceptions of the system. Based on this study, Mr. Fitzgerald requested in the memorandum that the CRC authorize the staff to draft the survey results into a Phase I Plan update and to draft a grant application for a "Victim-Witness Aide" project in the Joliet Police Department. The Aide would be responsible for informing robbery and burglary victims and witnesses of case developments, arranging for the provision of necessary assistance to crime victims, developing printed material explaining the criminal justice system and the services of the Victim-Witness Aide, and recommended improvements in the handling of victims and witnesses.

The second program area recommended in this memorandum concerned team policing. Mr. Fitzgerald explained that the UHCR staff had studied several factors related to the team policing concept. While admitting that the staff had no empirical data with which to support the implementation of team

policing in Joliet, Mr. Fitzgerald recommended that if, pending further study, the Police Department were to experiment with team policing, support for the team should be provided through UHCR funds.

On 30 January 1978, Anne Beard, ILEC Evaluation Specialist, submitted an evaluation review form on the Special Prosecution Unit to Sally Lambertson of the Application Review Committee. This evaluation review drew heavily on the evaluation of the Special Prosecution Unit completed by the Crescent Regional Criminal Justice Council. In particular, the review suggests that the Special Prosecution Unit's grant "be under the condition that the data and information in the reporting forms...developed by the Joliet Urban High Crime Reduction Project planning staff and the Region 5 evaluators (jointly) must be submitted on a monthly basis to the ILEC Evaluation Unit. If necessary,...fund flow should be dependent on report submission." With regard to the achievements of the Special Prosecution Unit, Ms. Beard concluded that "the necessary data were not available for valid comparisons, or for documenting project performance and accomplishments."

On 31 January 1977, an agreement was signed between the Will County Adult Probation Department and the Model Ex-Offender project. This agreement was drawn in order to "(1) establish procedures for the referral of unemployed adult probationers to the model Ex-offender Program; (2) to establish operational guidelines for the handling of such probationers; and (3) to establish a framework for information reporting."

On 2 February 1978 the Joliet Urban High Crime Reduction Council met to discuss offender tracking, Phase III progress, and use of remaining action funds. Mr. Fitzgerald reported that the Offender Tracking Report would most likely be released within the next month, and that the Neighborhood Crime Prevention Rebate Project was still suspended, pending a decision by LEAA on its legality.

Staff members presented a proposal for a "Job Developer-Restitution Specialist," which was not approved by the Council. Members agreed to discuss this proposal again at the next meeting. However, substantial support was demonstrated for a corrections project involving public service work (symbolic restitution) by offenders. Chief Frederick Breen moved that a

"victim-witness aide" position be established in the Investigations Division of the Joliet Police Department; this motion was approved. Finally, a proposal to designate remaining action funds for the support of a team policing project on Joliet was also approved.

During the first year evaluation of the UHCR program, it had been decided that Abt Associates Inc. would review the UHCR staffs' evaluation plans and materials for UHCR action projects, but would not conduct evaluations of these projects itself. In accordance with this agreement, Richard Ku of Abt Associates directed a memorandum to Anne Beard on 19 February 1978, discussing the evaluation of the Will County Special Prosecution Unit. The memorandum was produced in response to an evaluation plan for the Special Prosecution Unit sent to Mr. Ku by Gary Fitzgerald. In this memorandum Mr. Ku noted several constraints on data sources and the defendant cohorts under study. This memorandum did not address the Crescent Regional Criminal Justice Council's evaluation of the Unit, as it had not been reviewed at the time the memorandum was authored.

On 17 February 1978, Mr. Fitzgerald sent a detailed letter to Ms. Barbara Morrell, Evaluation Specialist at the Crescent Regional Criminal Justice Council. In this letter Mr. Fitzgerald commented on several aspects of the Crescent Regional CJC evaluation of the Special Prosecution Unit. In some cases, Mr. Fitzgerald provided additional information that was not contained in the evaluation report; in others, Mr. Fitzgerald suggested alternate methods of determining certain performance data.

A response to this letter was written by Ms. Morrell on 24 February 1978. In her letter, Ms. Morrell responded to each of the points raised by Mr. Fitzgerald, and argued that the statistical methods utilized in the CRCJC evaluation were the correct methods. She also critiqued several of Mr. Fitzgerald's comments regarding the contents and scope of the evaluation. Ms. Morrell informed Mr. Fitzgerald that copies of her response were being sent to all Joliet Urban High Crime Council members "in order to rectify any misrepresentations which may have eventuated from your letter."

On 1 March 1978 Ms. Morrell prepared a letter to Ms. Anne Beard of the ILEC, explaining the recent correspondence between herself and

Mr. Fitzgerald. She also informed Ms. Beard that the Crescent Regional evaluation staff would be performing an analysis of new, and hopefully more accurate, data on felony dismissals and defendants in the Will County Circuit Court. She requested that Ms. Beard provide her with the names of all individuals who had received the earlier report so that she could forward a copy of this supplemental analysis to those persons.

Ms. Beard responded to this letter on 16 March 1978. In her letter to Ms. Morrell, she listed the individuals who had received a copy of the evaluation report and expressed hope that the difference raised in the correspondence could be resolved in the meeting of the concerned individuals scheduled for 20 March.

This meeting was held on 20 March as scheduled and results of the meeting were detailed in a 30 March memorandum from Abt Associates to Anne Beard. Those in attendance included Richard Ku and Bradford Smith of Abt Associates Inc; Suzanne Peck, Anne Beard and Anne Tatalovitch of the ILEC; Barbara Morell and Mike McDaniel of the Crescent Region; and Gary Fitzgerald of the Joliet UHCR program. The purpose of the meeting was to decide on the data to be collected by the Special Prosecution Unit and the Joliet UHCR so that the Unit's impact on robbery and burglary could be evaluated under its second year grant. At that meeting it was agreed that the offender tracking form would be revised to a closed, rather than open, format; that the completion of monthly reporting forms and their submission to the UHCR Director would be the responsibility of the Special Prosecution Unit; and that the Director of the Joliet UHCR would secure copies of the monthly reporting form of the Circuit Clerk, for the purpose of comparing cases handled by the Special Prosecution Unit with cases handled by the rest of the State's Attorney's Office.

On 21 March 1978, Ms. Morrell directed a letter to Mr. Edward Petka, Will County State's Attorney, regarding the results of the 20 March meeting. Ms. Morrell informed Mr. Petka that a major conclusion of the meeting was the need for more accurate data by which to assess the unit, and that those present at the meeting had concluded that use of two data collection forms recommended by the Crescent Region Evaluators (Form I - Monthly Reporting

Form, and Form II - Individual Case Reporting Form) would capture the necessary data. She also stated that these forms had been slightly modified, and asked Mr. Petka's cooperation in their use.

During March 1978, several developments also occurred with regard to the proposed Victim-Witness Aide project. In early March, the Joliet UHCR prepared and submitted a grant application for that project requesting funds for 3 July 1978 to 31 December 1979. As stated in the grant application, the objective of this project was to keep target crime victims and witnesses informed of the progress of their cases, to provide assistance to victims and witnesses, and to develop a "long-range system-wide service improvement plan." On 17 March 1978, Anne Beard sent a memorandum to Sally Lambertson concerning an evaluation review of the Victim Witness Aide grant application. In this memorandum she noted that the research upon which this application was based studied only a "very small sample of victims and an even smaller sample of victim-witnesses in the City of Joliet." In spite of this, Ms. Beard noted that the issues appeared to have face value. She next observed that the proposed evaluation plan included only part of the objectives and measures necessary for evaluation. Listing the other objectives of the program, Ms. Beard noted that measures of achievement should be developed for these objectives, and that provisions should be made for recording information on the services and activities of the project. In sum, she recommended that "the evaluation plan should be expanded, and data collection forms should be designed to capture all recordable data and information pertinent to the evaluation." In addition to submitting the grant application to the ILEC, copies were apparently given to the Crescent Regional Criminal Justice Council for review. On 22 March 1978, Mr. Michael McDaniel of the Crescent Regional CJC wrote to Ms. Alice Haddix of the Application Review Unit of the ILEC. In his letter he enclosed the Victim-Witness Aide grant application and a suggested evaluation component for the project developed by the Crescent Evaluation Unit. Mr. McDaniel noted that implementation of this evaluation component was a condition of the approval recommendation of the Crescent Regional Criminal Justice Council.

Finally, on 27 March 1978, a significant development occurred in the Phase I Neighborhood Crime Prevention Rebate Project. On that date Mr. Thomas J. Madden, Assistant Administrator for the General Counsel, LEAA, wrote to Mr. James B. Zagel of ILEC to inform him of the LEAA decision concerning the legality of the project. While finding that it was not within the scope of permissible Part C funding under the test established in the earlier LEAA Opinion, the letter goes on to state that funding of the Joliet program would not establish a "situation of substantial noncompliance with the Crime Control Act Restrictions on use of Part C funds, particularly in view of the fact that the funds were awarded prior to the issuance of Legal Opinion 77-23." The letter concludes that while ILEC must apply the provisions of this Opinion to all programs with a private security component subsequent to 20 June 1977, suspension of funding for the Rebate Project could be removed, and the project could resume.

The second year grant for the Special Prosecution Unit began in 1 April 1978. This grant supplied \$64,924 in action funds to support the unit through 1 April 1979.

On 6 April 1978, the Joliet Urban High Crime Reduction Council held a meeting. Members were advised that the staff had changed the location of their offices, and the new UHCR Secretary was introduced. Copies of the Special Prosecution Unit evaluation completed by the Crescent Regional Criminal Justice Council were passed out, and the results of this evaluation were discussed. Mr. Fitzgerald then summarized the results of reports completed by the UHCR staff, including an Offender Tracking Report, the Repeat Offender Study, and the Target Crime Report for the first quarter of 1978.

Continuing with the Director's Report, Mr. Fitzgerald stated that notification had been received that LEAA would allow funds to be spent on the Neighborhood Crime Prevention Rebate Project. Noting that \$19,280 remained in the grant, Mr. Fitzgerald stated that he would seek an extension until 30 September 1978.

Mr. Fitzgerald then reported on the status of the Victim-Witness Aide grant application. He indicated that Suzanne Peck had found that the Phase I Plan update included with the grant application did not justify the

the project under UHCR guidelines. While noting that the application would have to be withdrawn as a result, Mr. Fitzgerald remarked that funds for the project could be sought from 1979 non-UHCR funds.

Finally, Police Chief Frederick Breen reported that a preliminary study of the feasibility of team policing in Joliet had been provided to the City Council in February, and that a final report would be ready by the 18 April 1978 meeting of the City Council. It was also announced at this time that UHCR funding for a team policing program would be unlikely, as ILEC had indicated that it might be applying a stricter interpretation of the UHCR guidelines. According to Chief Breen, the City Council would have to decide whether to fund a team policing project out of the regular budget. Finally, other options for police projects were briefly examined.

On 5 April 1978, ILEC granted the request made on 30 September 1977, to extend the Rebate Project until 30 June 1978 and to modify the range of rebate percentages. This notification, with a comment that the grant could proceed, was received by the City Manager's Office on 10 April, 1978. This information was relayed to the Director of Neighborhood Services, the Project Director of the Rebate Project, in a 13 April memorandum.

A report on the team policing need and feasibility study was sent to the Mayor and City Council on 11 April 1978. Presented in memorandum form, the report reviewed many of the common objectives of team policing, examined how these objectives have been met by team policing efforts, and suggested how team policing in Joliet would be likely to fare relative to these objectives. The success of other cities (Detroit; Lakewood, Colorado; Cincinnati; and Oxnard, California) in implementing team policing projects was also reviewed. Finally, such issues as contractual or police regulation conflicts arising from team policing, training needs, and availability of outside funding were examined. It was concluded that "the City should not adopt a team policing program, per se, but should continue with [its] present operation with improvements planned and include the team policing elements likely to enhance our present operation."

A memorandum from Anne Beard of the ILEC to Gary Fitzgerald was written on 19 April 1978. In this correspondence Ms. Beard informed Mr. Fitzgerald of the Crescent Region's development of forms for the Victim-

Witness Assistance Project, and the condition that they had imposed regarding these forms: approval for project funding was to be contingent on their implementation. Realizing that Mr. Fitzgerald might not have received the final version of these forms, and that he was to review and comment on the forms before their submission to the ILEC, Ms. Beard enclosed copies of the forms with her memorandum.

During April 1978 work on revision of the Offender Tracking procedures was also undertaken. In a letter to Richard Ku of Abt Associates, Mr. Jerry Celmer of the UHCR staff explained that a new form had been developed for collection of offender tracking data. According to Mr. Celmer, the new form was intended to "make the data amenable to computerization." He also explained that the form had to be adaptable to manual data collection and analysis as well, since Joliet did not possess the necessary facilities for computerization of the information at that time.

A meeting of the Crime Reduction Council was held on 27 April 1978. Opening the meeting was Mr. Fitzgerald's report on the steps taken to resume the Neighborhood Crime Prevention Rebate Project. Measures included a public awareness campaign in the target area and a crime prevention training session for block grant representatives from the target area. Elements of the Rebate Project evaluation were explained to Council members.

At this meeting Mr. Fitzgerald also announced that the report on team policing was being sent to the City Council, but that team policing would not be a Urban High Crime Reduction sponsored project. In other business, Mr. Fitzgerald noted that the Parental Responsibility Ordinance, adopted by the City Council in April 1977, would receive its first court test during May.

Issues concerning the proposed Victim-Witness Assistance Project were next raised. Mr. Fitzgerald reported that he had received a letter from Suzanne Peck of ILEC advising that the City reconsider applying for the grant, and copies of the letter were distributed. Following a 23 March 1978 meeting attended by the CRC Chairman, the Deputy City Manager, Mr. Fitzgerald and Ms. Peck, Mr. Fitzgerald asked for and received permission to withdraw the grant application, pending collection of further data. Mr. Fitzgerald also announced that an additional \$50,000 in planning funds would probably be made available by ILEC.

Finally, issues concerned with the Phase III action project were discussed, including liability of agencies supervising probationers performing public service work, operations of the program, and management of the restitution function.

In an undated memorandum, probably written during April or May 1978, Mr. Fitzgerald informed the members of the Joliet Urban High Crime Reduction Council of the availability of \$50,000 in planning funds, and stated that a grant based on these funds would allow 11 additional months of planning staff operation. Mr. Fitzgerald recommended "that the UHCR Council request the City Council to authorize the Mayor to sign a grant application for continuation of the Joliet Urban High Crime Reduction Planning staff." He also added that if approved by the UHCR Council, this item would be placed on the 6 June 1978 meeting of the City Council. Attached with the letter was a planning staff budget for the \$50,000 which would cover the period of 10 September 1978 to 24 August 1979.

In a 1 May 1978 letter, State's Attorney Edward Petka forwarded two Special Prosecution Unit data collection forms to Ms. Suzanne Peck of ILEC for her review and approval. Mr. Petka stated that the secretary to the Chief of the Special Prosecution Unit would be responsible for completing these two forms (the monthly reporting form and the individual case tracking form). Mr. Petka asked for prompt notification of approval for these forms, and noted that he was also forwarding an Implementation Schedule and Expected Expenditure Schedule for the second year grant.

On 8 May 1978 Mr. Petka wrote to State Attorney General William J. Scott, requesting an opinion on the interpretation of an Illinois law (Illinois Revised Statutes 1977, Subsection 10 of Chapter 38, Section 1005-6-3) on public service work as a condition of probation. Specifically, Mr. Petka inquired whether "public service" work, under that statute, could include work done for a private non-for-profit corporation which performs public service work. A reply to this inquiry was given in a 30 June 1978 letter to Mr. Petka, indicating that such work could be included.

On 25 May 1978, the Joliet UHCR Council held a meeting, at which time the Council members were presented with a Phase III action project proposal. This proposal requested \$20,436 for a "Target Crime Restitution"

project. Designed to serve target crime offenders having monetary restitution or public service work as a condition of their probation, conditional discharge, or court supervision, the project was intended to "effect a recidivism rate among those supervised of less than 10 percent." Scheduled to last for 15 months (1 November 1978 to 31 January 1980), the program would involve the hiring of a Restitution Specialist by the Prison Release Ministry to work in the Model Ex-Offender program. The Specialist would, among other things, draw up restitution or public service work agreements with referred target offenders, monitor the program of the referred offender, collect information on the project, and attempt to find full-time employment for the target probationers.

The Crime Reduction Council meeting of 25 May 1978 opened with a brief discussion of the status of the Neighborhood Crime Prevention Rebate project and the implementation schedule established, now that the issue of the program's legality had been resolved. Director Fitzgerald announced that a schedule had been set for the months of June to September for the police crime prevention to visit 17 locations in the target area. It was noted that the maximum rebate under this program might have to be lowered from 40 percent to 30 percent, since the City Council had authorized a maximum 50 percent rebate under the companion HUD-funded rebate program. As this could bring the total rebate given to any one individual over the combined maximum of 80 percent established for this program, Mr. Fitzgerald stated that the reduction might have to be made.

The meeting next turned to a discussion of target crime trends for April 1978. Mr. Fitzgerald stated that the decline in target crime which had been noted in the last quarter of 1977 had continued.

After a brief announcement that UHCR staff member Jerry Celmer would be resigning in June, the Director reported on the Phase III project, to be called the Target Crime Restitution Project. He noted that the project would last for 15 months with a budget of \$20,436. Provision of the project, proposed operations and procedures, and project goals were described to the CRC members. The Director noted that the estimated caseload of the Restitution Specialist over the 15-month period would be 75.

The Director asked for approval to submit a grant application on this project; such approval was given in a unanimous Council vote. Reporting and monitoring procedures for the project were also discussed, and Mr. Roger Logue, Director of the Model Ex-Offender Program, noted that there would be a monthly report on clients and 5, 30, 90, and 180 day follow-ups of each client.

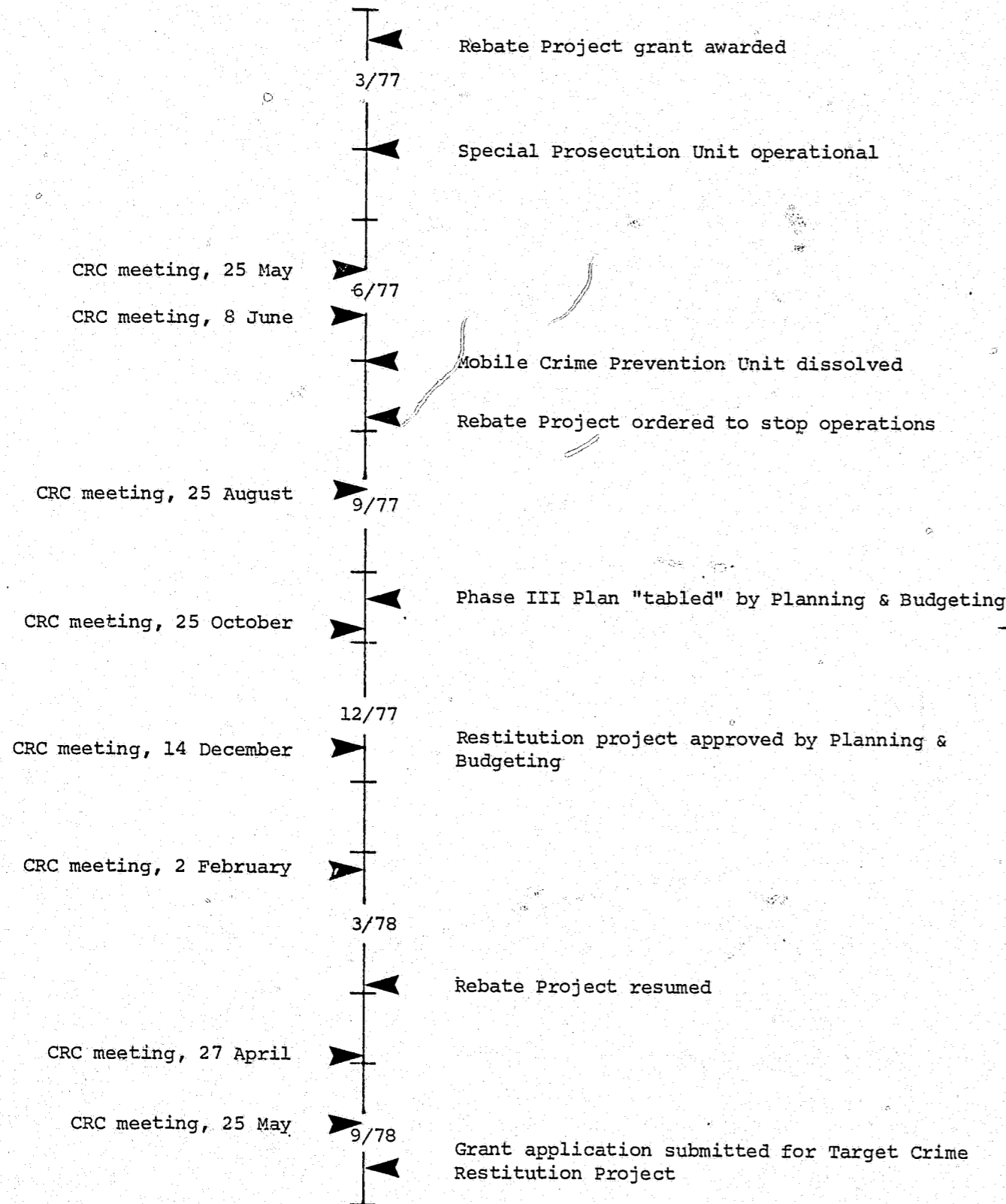
Turning to the issue of staff continuation funding, Mr. Fitzgerald noted that ILEC had made an additional \$50,000 available for planning staff continuation; according to Mr. Fitzgerald, this could extend the planning staff operations until August 1979. He asked for and received approval to go before the City Council on 6 June to ask them to authorize the Mayor to sign the grant application for this funding and to provide the necessary five percent grant match.

On 15 June 1978, a grant application for the Target Crime Restitution project was completed by the Joliet UHCR staff. While substantially reflecting the design outlined in the 25 May proposal to the Crime Reduction Council, the grant application calls for a starting date of 1 October 1978, provides supporting information on the need for and applicability of the program, and presents a more detailed description of the duties of the Restitution Specialist and the operation of the project.

Finally, a grant application for \$50,000 to support the UHCR staff for 11 additional months until 15 August 1979 was submitted on 15 July 1978, and a report on target crime trends in the first half of 1978 was released in July 1978.

The events described above are depicted in the figure on the following page.

Joliet UHCR Program Highlights, February 1977 - July 1978



Commentary

As we noted in our first-year Interim Report and can reiterate at this stage, a prominent characteristic of the Joliet program is its strong action orientation. No fewer than six action projects have received serious consideration at various times by the Joliet program, compared to three for the closest other UHCR city. The UHCR staff also engaged in a number of other related actions, such as the survey of private attorneys on case preparation time; the East-side revitalization effort; and most significantly, its instrumental role in the City Council's passage of the Parental Responsibility Ordinance. The Mayor's alleged insistence that the UHCR program "produce results" is further evidence of the desire for action. Finally, the program's failure to evaluate the Mobile Crime Prevention Unit and the first year's operation of the Special Prosecution Unit provides another indicator of action orientation. In a city where criminal justice needs are readily identified, the call for action is not surprising. In comparison to Peoria and Champaign, Joliet had been and continues to be the recipient of modest amounts of outside funding for criminal justice.

Unlike the Champaign program, the Joliet program succeeded in communicating the fact that robbery and burglary were target crimes to Council members and to those involved in action projects. Persons arrested for robbery and burglary were tracked through the system, and robbery and burglary patterns were described in periodic staff reports. However, as in the first year evaluation, we were unable to determine how these data were used in the selection of action strategies. Their use appears to have been that of identifying or substantiating problem areas and needs, rather than that of informing the selection from among several alternative strategies. Nonetheless, important strides have been made in the City's criminal justice planning and research capabilities. The target crime and offender tracking reports that were produced might find other uses in the future, and the City has been exposed to a broad range of innovative projects and related research. For nearly four years, the Joliet Crime Reduction Council has remained quite active and has established a continuing dialogue within the local criminal

justice community. Finally through the cooperative efforts of the Crescent Region's Evaluator and the UHCR staff, enhanced project and program evaluation and monitoring capabilities and the use of evaluation findings may emerge as lasting benefits of the Joliet UHCR program.

2.3 Peoria

Chronology

The UHCR program in Peoria was different in several respects from the programs operated in the three other UHCR sites. First, Peoria was the beneficiary of two federal grant programs related to UHCR: the LEAA-funded Crime Impact Program, and the ILEC-funded Violent Crime Reduction Program. The Crime Impact funds were absorbed under the UHCR, while the UHCR staff assumed responsibility for monitoring the Violent Crime Reduction Program and for evaluating the program. Second, unlike the other cities under study, Peoria decided not to conduct its program in phases; instead, it opted for completing all planning phases prior to applying for the action grants. The Master Plan was to be completed in two parts--the adult system and the juvenile system. The Adult Master Plan was completed in May 1977. Action programs proposed in that plan included a Criminal Information Center, a Physical Evidence Project, and a Dedicated Prosecution project, all aimed at reducing the target crime of residential burglary. Because the staff was not able to complete the Juvenile Master Plan before obligating remaining Crime Impact funds before their lapse in October, 1977, the Peoria CRC was forced to commit these funds on the basis of an analysis of the adult system alone. The Adult Master Plan was approved by ILEC on 24 June 1977. At the close of the first-year evaluation, action projects were just being initiated, and data collection for the Juvenile Master Plan had begun. It was planned that the Dedicated Prosecution project, operating from the Peoria County State's Attorney's Office, would be supported for approximately 1½ years, until November 1978. The first six months of this project would be funded through Impact funds. The Criminal Information Exchange and Physical Evidence Projects were funded for six months each, beginning May 1977, with a combined budget of approximately \$94,000. Funding for these two projects was to be drawn from LEAA Impact monies. The UHCR staff was supported through an ILEC third-year grant scheduled to expire in December 1977.

For the purpose of this second year evaluation, the chronology of the Peoria UHCR program will begin with the CRC meeting held on 25 May 1977. That meeting opened with the introduction of a new member of the CRC, Dr. Harry

Whitaker, Superintendent of the Peoria Public Schools. Also present at that meeting was Ms. Suzanne Peck of ILEC who offered her comments on the UHCR program and the approval process for the Peoria Adult Master Plan. Ms. Peck noted in particular that ILEC was considering replicating some of the studies done by the Peoria CRC in other areas of the state, and that the plan produced by the CRC could be used as a model for other localities.

The discussion then turned to implementation of the action programs and the funding arrangements for these programs. The Chairman of the Crime Reduction Council, Superintendent Andrews, stated that in an effort to shorten the approval time, copies of the Peoria Adult Master Plan had been forwarded to ILEC and LEAA with a note that the Peoria CRC had not yet given formal approval of the Plan. A discussion of the Master Plan ensued, followed by a Council vote to approve the Plan. Superintendent Andrews noted that he had discussed the Plan with the Police Foundation, and had asked the Foundation to consider funding some evaluation or study of the methodology. A representative of the Foundation visited Peoria and had returned with a favorable recommendation. Continuing the discussion of replicating certain aspects of the Peoria Plan, Ms. Peck added that ILEC was interested in replicating the Time Study, Recidivism Study, and Deterrence Study.

Members of the CRC then turned to a discussion of juvenile offenders. The UHCR Director, Mr. Aubrey Moore, stated that staff would be approaching the question of the juvenile justice system in much the same way as the adult system. The CRC then discussed directions and perceived problems in this study. Mr. Moore noted that data collection was likely to be a major problem. He also suggested that the CRC consider the types of questions that it would like the staff to address prior to proceeding with the development of the juvenile plan. Initial plans for developing the Juvenile Plan and specific data questions concerning juveniles were examined. In a discussion of funds available for work on the Juvenile Master Plan, Ms. Peck informed the CRC that the Planning and Budgeting Committee of the ILEC had committed an additional \$31,000 to the already reserved funds of \$144,911 to ensure that there would be adequate funds for the planning function. An application for these additional funds was not submitted until 27 January 1978; when submitted, it requested the funds for the period of 1 April 1978 to 1 July 1978.

Finally, the UHCR Director reported on the status of the action projects, noting that evaluation designs for the project were in draft form and would be available for review before 31 May; that an additional Crime Scene Search Officer and Assistant State's Attorney had been selected and started; and that the Criminal Information Exchange would become operational in the near future. Information gained during a 9 August 1978 telephone interview with Greg Hochsetter, UHCR Analyst, indicates that the Crime Scene Search Officer and the Dedicated Prosecutor assumed their duties on 10 June 1977.

In a 23 June 1977 memorandum to the members of the Crime Reduction Council, Mr. Moore summarized the results of the Abt Associates victimization survey conducted in Peoria and Joliet. After a brief overview of the survey methodology, Mr. Moore described the trends noted in robbery, aggravated assaults, other assaults, household burglary, residential burglary, household larceny, and citizen attitudes.

On 27 June 1977 Mr. Moore authored a second memorandum to the Crime Reduction Council in which he provided descriptive information regarding the juvenile study population. Based on an analysis of 511 burglary arrests, the memorandum states that 55 percent of the residential burglaries in Peoria are estimated to be committed by juveniles. Based on the same data, it was observed that 73 percent of these incidents occurred within one-half mile of the juvenile's home. Statistics concerning characteristics of juvenile offenders and juvenile burglary offenses are also presented in this memo.

According to the meeting minutes, the first major topics of discussion in the 29 June 1977 meeting of the Crime Reduction Council was the Victimization Survey. In a staff presentation to the Council, the Director first reviewed the purpose and methodology of the survey. In particular, Mr. Moore highlighted the findings that victimization rates in Peoria are approximately the same as national rates and that citizens in Peoria tend to report more crime than citizens in other communities, especially for the offense of household larceny. The Director turned the Council's attention to the comparison of victimization rates between Peoria, Joliet, and national data, pointing out trends for specific crimes. Findings of the citizen attitude section of the survey were also discussed.

A second staff presentation concerning Peoria's juvenile justice system then followed. Explaining that the Adult Master Plan was largely based on an analysis of dwelling burglaries committed by adults, the Chairman stated that a similar process would be carried out for juveniles. The Director then opened the staff presentation by remarking that the current findings were draft only, as the staff was not yet satisfied with its understanding of the juvenile justice system, and noted that several problems unique to the juvenile justice system had been encountered. Specifically, the Director noted the lack of uniformly applied criteria upon which decisions may be made, and the greater discretion at various points. Using a flow chart of the juvenile justice system, staff member Bruce Shepley explained the path by which juveniles of the target population (residential burglary arrestees) may enter and proceed through the system. Following the explanation of the flow chart, Council Members addressed questions and comments to the staff.

In response to Council members' questions voiced in the previous meeting, staff members next provided descriptive information on the juvenile study population. The Director reviewed the findings presented in his 27 June memorandum: 55 percent of the residential burglaries occurring in Peoria were estimated to be committed by juveniles; 73 percent of the incidents for which a juvenile is taken into custody occur within one-half mile of the juvenile's home. Mr. Moore noted that so far the staff had been able to track approximately 400 juvenile cases through the juvenile justice system to the dispositional hearing, and requested Council members to pose any questions that they might like the staff to consider for inclusion in the juvenile justice system study. Mr. Joseph Johnson, Director of the Juvenile Court Services, then addressed the Council regarding the volume and nature of juveniles referred to his office.

Finally, the UHCR Director reported that the ILEC Planning and Budgeting Committee had given its formal approval of the Adult Master Plan on 24 June. A 27 June letter from the chairman of that committee, complimenting the CRC on the quality of the Adult Master Plan was circulated. Mr. Moore also noted that preliminary figures indicated that the Physical Evidence Project had resulted in an increase in both the number and rate of latent fingerprints developed at residential burglary crime scenes.

During July 1977, both of the police action projects--the Criminal Information Exchange and the Physical Evidence Project--began operations. However, it was learned that due to start-up activities the Criminal Information Exchange did not become fully operational until September. In particular, during July 1977 project staff on the Criminal Information Exchange project conducted a site visit to Kansas City to determine how the Kansas City police had implemented a project similar to the Criminal Information Exchange; and site visits to similar programs in Miami and Dallas were also made in August 1977 and November 1977, respectively. On 19 August 1977 Staff Member Bruce Shepley distributed a copy of an "Analysis of the Illinois Juvenile Court Act" to Council members.

The 24 August 1977 Meeting of the Crime Reduction Council opened with Bruce Shepley summarizing progress made under the action projects of the Adult Master Plan. Turning to the Dedicated Prosecution Project, Mr. Shepley noted that the Prosecutor, Mr. Joe Gibson, had processed approximately 25 cases from arrest to indictment. Explaining the role of the CRC staff in this project, Mr. Shepley stated they would monitor Mr. Gibson's activities to determine if project objectives were being realized. Mr. Gibson was also to complete case tracking forms for each case following its final disposition. In this way the CRC staff could work on other tasks while the adult data base would be continually updated.

Mr. Shepley then described progress made on the Criminal Information Exchange, housed in the Peoria Police Department. He noted that project staff had visited similar programs in Kansas City and Miami. Several areas of study under this project were then identified, including: (1) an examination of formal and informal police information sources, to determine how they are used in residential burglary apprehensions and what particular kinds of information prove most useful, and (2) small-scale experiments to determine the effects that new information sources might have on the police department.

Reviewing the progress made on the Physical Evidence Project, Mr. Shepley stated that there had been a significant rise in the percentage of residential burglaries for which latent fingerprints were developed.

He noted that the semi-automated fingerprint searching system would be linked into the existing CADOLIS system at the Police Department, and stated that a preliminary design for the system had been completed and incorporated in a request for proposal, allowing the software bidding process to begin. A telephone interview on 9 August 1978 indicates that the RFP was prepared on 27 September 1977. Mr. Shepley stated that coding of fingerprints would begin the following week. The 9 August 1978 telephone interview information shows that coders were hired in mid-September 1977, and that a contract for production of the software was signed on 26 October 1977. Evaluation of these three projects would be an ongoing process, according to Mr. Shepley.

The discussion next turned to progress on the Juvenile Master Plan. Superintendent Andrews indicated that the Chief Judge had stated that he would give access to juvenile court records for the analysis of juvenile burglary offenses. According to Mr. Andrews, the CRC would provide the Chief Judge with a bond to ensure that employees using these files would maintain the necessary privacy and confidentiality. Problems in the juvenile case data were noted, and the terminology to be used in the study was clarified. Attention was then turned to a Juvenile Information Memorandum that had been mailed to Council Members. Among the topics discussed were trends in juvenile recidivism, the frequency with which families had more than one member arrested or apprehended for residential burglary, and the relationship between locations of Peoria-area schools and residential burglaries committed by juveniles and occurring during schooldays. Mr. Shepley noted that the staff was in the process of collecting data on recidivism for a juvenile recidivism study. A substantial discussion on the implications of family stability and criminality was held, with some CRC members questioning whether any action could be taken in this area even if an important relation was discovered between family traits and juvenile burglaries. The only consensus reached in this discussion was to pursue the analysis further. Finally, Mr. Shepley noted that in general no pattern between school locations and residential burglaries had been found.

Turning to other business, Mr. Shepley stated that ILEC had assigned 10 regions to replicate the time and deterrence studies of the Adult Master Plan for all burglaries (residential and non-residential). Finally, he announced that all necessary commissions had approved the Adult Master Plan and that the staff was drafting a continuation grant for the Designated Prosecution Project.

In a series of memoranda dated 7 October 1977, Aubrey Moore discussed the grant situation for the Peoria Urban High Crime Reduction Program. In the first, dealing with continuation of planning activities, Mr. Moore explained that the existing planning grant would expire on 31 December 1977, and that at most funds would be available to support the staff through 15 April 1978. Mr. Moore added that the analysis of juvenile data might not be completed by that time, and that it was most likely that no juvenile projects would be selected or implemented by that date. After reviewing the reasons for this delay, the memorandum presented three options to the Council:

- Halt production on the Juvenile Master Plan, complete collection of juvenile data, update the Adult Master Plan, prepare rigorous evaluations of the Adult Action Projects, and utilize those action funds intended for juvenile projects to maintain the three adult action projects through the fiscal year.

Mr. Moore commented that while this measure would admit some failure on the part of the CRC, there are no ILEC guidelines prohibiting this approach.

- Accept the planning grant from ILEC and transfer an equal amount from juvenile action funds to planning. This would allow staff to operate until 30 June 1978, would allow for the selection and implementation of some juvenile action projects, and would allow one staff member to continue beyond 30 June.
- Transfer all remaining action funds to support the CRC planning activities, which would continue the office until 1979. The issue of staff activities, including development of a Juvenile Master Plan, would be up to the CRC.

While Mr. Moore did not recommend adoption of any one of these options, he strongly urged that some choices be made.

The second memorandum examined options for continuation of police-related adult action projects. The Dedicated Prosecution Project had

already been guaranteed support through 30 November 1978. Mr. Moore noted that three options were available to the Council: terminate the projects; continue the projects with local funds; and continue the projects with those grant funds being held in reserve for implementation of a Juvenile Master Plan. With respect to the first option, Mr. Moore noted that no evaluation of the Adult Action Projects would be possible if they were to be terminated, as they had not been in operation for a sufficient length of time. Although declining to make any recommendation, Mr. Moore noted that the funds already invested in these projects should weigh heavily in making a decision on their continuation. Finally, the funding support necessary for these projects was detailed on an enclosed chart.

The next meeting of the Crime Reduction Council was held on 12 October 1977. According to the minutes of that meeting, the major item of business examined by the Council members was grant matters for the CRC staff and juvenile action programs. The Director briefly examined the options open to the Council, and stated that ILEC was facing a 30 to 40 percent reduction in funds for continuation of local efforts such as the UHCR. The Director also noted that there would be sufficient funds to support the staff through May 1978, based on the decisions not to fill a staff vacancy.

One of the Council members, Mr. Neumiller, asked how much time was needed to finish the Juvenile Master Plan. Mr. Moore responded that it would be difficult to tell until the staff examined the Juvenile data, and that problems in obtaining this data were occurring due to difficulties in obtaining bonds for the parties involved.

Staff and CRC members next discussed the future of the Crime Reduction Council. The Chairman noted that after completion of all plans and action projects, consideration could be given to continuing the Council's work with local funding. Under such a city-county effort, the staff's function would include the systematization of the criminal justice system. Several members of the Council expressed serious doubts concerning the possibility of obtaining local funding. Other options discussed included funding through non-profit foundations and the transfer of all action funds to the planning functions. The Chairman also suggested the formation

of a city/county Criminal Justice Coordinating Council as a means of obtaining federal funds.

The Director stated that the Council needed to decide whether or not to extend the two police action projects. He said that a request to extend Impact funding for these projects for one month (until 30 November) had been submitted to LEAA but that no decision on this request had been made by LEAA. Thus, at the close of the meeting, the CRC decided to authorize the staff to prepare and submit an application for 60 days of ILEC funding for the two police action projects. It was concluded that this path would allow the Council additional time to consider other options.

On 14 October 1977 a grant application for (ILEC) UHCR funds was completed by the staff. This application requested \$45,623 for 13 months of continued funding for the Dedicated Prosecution Project and two months of additional funding for the police action projects.

On 30 November 1977 the CRC met to discuss current progress on the adult action projects and continuation funding for the police action projects. A brief description was provided of the Crime Scene Unit operations and the work on the Physical Evidence Project which began in June 1977. Data comparing the performance of the Crime Scene Unit for April-October 1977 to April-October 1976 was presented, showing substantial increases in the number of residential burglary crimes processed, the response rate for the Crime Scene Unit, and the percentage of total reported residential burglaries where latent prints were developed. The UHCR Director reported that once the automated fingerprint searching system is made operational, he believed that an increase in identification made from fingerprints would be realized. The CRC chairman, Superintendent Andrews, noted that the Council must address the relative costs and benefits of having the Crime Scene Unit examine a greater percentage of crimes; he concluded that results of the action project would give a basis for determining the benefits of expanding Crime Scene Unit manpower.

Data concerning the performance of the Dedicated Prosecution Project was next examined. Specifically, the Director pointed out that during the first five months of the project's operations, the average time from arrest

to indictment had decreased, while the speed of case processing had increased overall. Comments on the program and these results were made by Mr. Mihm, the State's Attorney, and Mr. Joe Gibson, Assistant State's Attorney assigned to the project.

Finally, Sergeant Gary Poynter, supervisor of the Criminal Information Exchange, reported on the unit's progress. He noted that the unit had contributed to 13 felony arrests since 1 September, and that information generated by the CIE could be used to supplement information on warrants. According to Sgt. Poynter, approximately 60% of the Peoria police officers contributed information to the Exchange, and as an incentive to participation communications were being sent to officers whenever their information helped in apprehending a suspect.

Turning to the issue of continuation funding for police action projects, the Director commented on the information presented in a handout entitled "Available Federal Action Funds." He reported that no decision on the extension request made to LEAA had yet been made. That request asked LEAA to extend the current projects through 30 November 1977 using unspent Impact funds. Mr. Moore then stated that the 14 October application to sustain the Dedicated Prosecution Project through 30 November 1978 and continue the Police Projects through 31 December 1977 was still pending at ILEC. Approval of this award would result in \$112,042 being available as of 1 January 1978 for the juvenile action projects or continuation of the two police projects. Stating that the cost of continuing the two police projects for an additional 6 months (January-June 1978) would be \$42,358 (leaving \$69,714 for juvenile action projects), the Director suggested that this additional funding period would give a sufficient period to conduct an evaluation of these projects. At this point, Mr. Moore noted, the juvenile plan would be near completion, which would allow the Council to decide between continuing the adult action projects and initiating juvenile action projects.

In the ensuing discussion, Mr. Mihm questioned whether other funds for juvenile projects might be available if the adult action projects were continued. Mr. Moore stated that while no other funds would be available under the UHCR program, funds might be available from other LEAA sources. It was noted that the CRC had already developed evidence of its efforts and benefits in the adult projects; thus, a motion was offered and seconded that the Council fund both police projects through 31 December 1978. Possibilities of obtaining local financial support for the projects were examined, and the chance of obtaining other outside funds for action projects was again noted. The CRC then voted to approve funding of the two action projects through 31 December 1978.

Finally, the meeting turned to the issue of funding for the CRC staff once UHCR planning monies are depleted. Superintendent Andrews stated that the City of Peoria was "willing to discuss" supplementing the continued funding of the CRC staff by contributing the Police Department Operations Research budget to the CRC. Contingencies of such an arrangement might be (1) increasing the CRC staff functions to include criminal justice system operations analysis, and (2) assurances that the city would receive a fair share of the benefits of this research function. Possibilities for County contributions were briefly discussed as well.

In a telephone interview conducted on 9 August 1978, it was found that the original 14 October 1977 continuation grant application had been withdrawn and re-submitted in revised form on 9 December 1977. This revised application requested \$115,920 in UHCR funds for all adult action projects through December 31, 1978. The ILEC approved this revised application, and a grant for the three projects was awarded on 6 February 1978.

Opening the 23 February 1978 meeting was the Director's report that funding for the three adult action projects had been approved through the end of December 1978. Mr. Moore also reported that the computer software for the Automated Searching Process of the Physical Evidence Project had been delivered, installed, and tested. Concluding the Director's report, Mr. Moore described the last meeting of the Urban High Crime Directors. According to Mr. Moore, the Directors were in the process of amending the ILEC guidelines on the UHCR program to allow the local staffs

to expand their activities beyond those delineated in the guidelines, as they then existed.

The CRC discussion next turned to progress in the analysis of juvenile data. A final version of the Juvenile Justice Flow Chart was produced for the Council's view; the Director noted that the chart depicted a juvenile population of 390 different individuals accounting for 516 custodies and 600 residential burglaries. A brief description of the flow chart was presented by the Director, and the various processes and decision points in the chart were explained. Council Members discussed certain aspects of the juvenile process, and it was suggested by Chairman Andrews that the juvenile judge for the Peoria area be invited to sit in on the Council.

According to CRC minutes, juvenile arrest records was the next item of discussion. Noting the strong reliance of the Adult Master Plan on an analysis of arrest records, Mr. Moore indicated that several problems had been encountered in trying to produce similar studies of the Juvenile system: chief among these was the inability of the staff to identify an accurate arrest history for the juvenile population. Primary sources of juvenile arrest histories were listed and discussed. These include juvenile probation files, juvenile folders at the Juvenile Division of the Peoria Police Department, the Police Department's On-Line Information System, and the "Flimsy Files" of the Police Department. Limitations of each of these sources were noted, and the Director concluded that before the staff begins analysis based on these arrest histories, the CRC must decide if it is willing to make decisions on the basis of analyses of such data. A brief discussion of this issue ensued. The Director suggested that in the future the staff undertake two studies that are not based on arrest information: a deterrence study and a partial detention study. The Chairman noted that at the next meeting the CRC would have to decide whether or not to collect juvenile arrest information. Finally, several requests that the presentation on the juvenile justice system flow chart be given to other members of the criminal justice community were made. In closing, Mr. Moore announced that data collection for the evaluation of the adult action projects was underway, and that they would

be completed in April.

Interim evaluation reports on the Dedicated Prosecution Project and Physical Evidence Project were completed during April and May 1978, and were presented to the CRC at the 5 June 1978 meeting. According to the Draft Minutes of that meeting, Mr. Moore opened with an introduction to the evaluation reports in which he reminded Council members that the two major objectives of the Adult Master Plan were to increase the risk of apprehension for residential burglars and to speed up the operation of the criminal justice system. The Director then summarized the performance of the Dedicated Prosecution Project in relation to its three major objectives. According to the Interim Evaluation Report, the first objective -- to have all target crime cases into the Circuit Court within 30 days of the target crime arrest -- was met and exceeded. Mr. Moore next observed that the second objective -- to achieve final disposition of all such cases within 60 days of entering Circuit Court -- had not been met, but that substantial progress had been made toward that objective. Specifically, the average time to disposition had been lowered from 133 days to 75 days, and the range of case length had been reduced. Prior to the project, the range was 2 to 661 days, while during the project the range was 3 to 107 days. Finally, the Director noted that the third objective - to decline to enter into plea negotiations within 10 days of the date set for trial - had not been met. Further discussion of the evaluation results, the exhibits submitted in the interim evaluation, and the benefits of the Dedicated Prosecution approach followed.

The Council members next turned to a discussion of the Physical Evidence Project. Mr. Moore stated that evaluation of the project had been complicated by the fact that at the same time the additional Crime Scene Search Officer was assigned to the project, the Superintendent of Police had issued an order that the Crime Scene Unit should be notified of all residential burglaries and respond to as many as possible. While not able to isolate the effects of these two factors, Mr. Moore noted that the evaluation had found that as a result of the Project there had been a 35 percent increase in the number of identifications. Before adjournment of the meeting, Mr. Moore announced that the evaluation of the Criminal

Information Exchange would be provided at the next CRC meeting. At the close of the second-year evaluation, no firm date had yet been set for that meeting.

During the telephone interview conducted on 9 August 1978, it was found that the Physical Evidence Project had begun use of its automated search capability during July 1978. It was also found that the original 27 January 1978 grant application for \$31,000 in planning funds had been modified on 5 July 1978. This revised grant application requested both the original \$31,000 in planning funds and the additional \$50,000 in planning funds made available to each UHCR program by the ILEC in the spring of 1978. Thus, the total revised request was for \$81,000 to support operations from 1 April 1978 to 31 December 1978. The modified request was approved by ILEC on 13 July 1978.

In this same interview it was learned that the evaluation of the CIE was not yet completed, and that the current projected completion date for the Juvenile Master Plan is December 1978. Staff of the Peoria UHCR program currently consists of the Director, two analysts, a secretary, and from two to five student interns.

Peoria highlights are summarized in the figure on the next page.

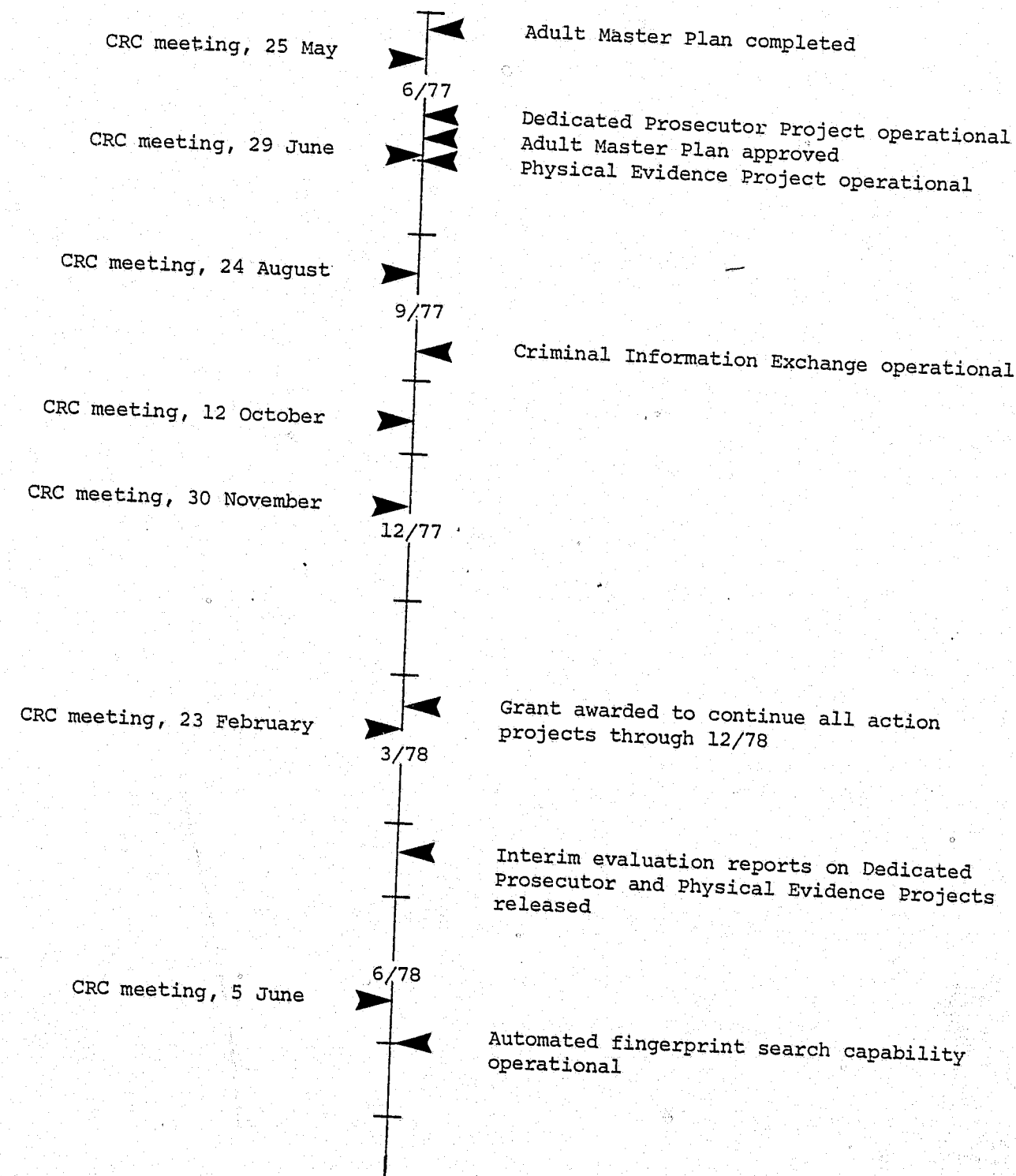
Commentary

The Peoria UHCR program has been thoroughly documented in the materials distributed to CRC members and the minutes of Council meetings. While the development of a Juvenile Master Plan proceeded steadily through the period of our second-year evaluation, the CRC staff spent much of its time monitoring and evaluating action projects. The Council focused its attention on two major areas:

- assessments of trade-offs between the planning function, possible future juvenile system action projects; and continuation of action projects based on the Adult Master Plan alone;
- possible continuation of the Council's and staff's activities after federal funding ends.

Because funds were not sufficient to accomplish all three options named in the first point, the Council had to decide how to allocate the remaining program monies. Informing these decisions were the results of staff activities

Peoria UHCR Program Highlights, March 1977 - July 1978



relating to these areas. Prospects for juvenile action projects emerging from the Juvenile Master Plan were discussed extensively in terms of the complexity in the juvenile justice system; the level of discretion that could be exercised; and the quality and accessibility of juvenile data. These issues were thoroughly researched by the staff. The decision to continue action projects appeared to have rested heavily on preliminary results from monitoring the projects and the evaluation designs that had been prepared by the staff for these projects. The monitoring results were thus timely, and they provided essential information on which the Council made its decision. Our review of the action project evaluations led us to observe that the designs were thoughtfully conceived and faithfully executed by the CRC staff.

Since October 1975 with the arrival of L. Aubrey Moore as Director of the Peoria Crime Reduction Council, the Peoria UHCR program has remained strictly dedicated to the goal of reducing the level of residential burglary in the city. Virtually every action or decision of the CRC has been keyed to the question of whether a reduction in the target crime could be expected to result. Starting with a "program structure" that delineates possible avenues of achieving this goal, the program staff systematically conducted studies of past experience in Peoria with the target crime, the behavior of the system with respect to adults arrested for these offenses, and the subsequent behavior of those who had been convicted of residential burglary. In the Director's own words, the CRC became a Frankenstein; calling into question all statements of a cause/effect nature, and requiring an empirical basis for making its decisions.

We believe that this was the process that the framers of the UHCR Program had in mind some five years ago. A somewhat unique combination of circumstances made this possible. These were discussed in the first-year evaluation final report, but bear reiterating here.

- First, Superintendent of Police Allen Andrews had promoted the UHCR Program when he was Executive Director at ILEC, due to his interest in having decisions affecting the criminal justice system--particularly those relating to the allocation of resources--based on more knowledge than was typically the case. This background placed the Superintendent in a very natural leadership role as Chairman of the Peoria UHCR Program.

- Second, the heavy investment of resources in the staff function that would be required to implement the program was offset by two other factors: the awarding of action funds to city and county agencies under ILEC's Violent Crime Reduction Program, and the awarding of discretionary funds by LEAA under its Crime Impact Program. This would seem to have made the funding of a staff of five for UHCR more palatable to a traditionally action-oriented public. Further, during the Program's first two years of operation, economic conditions were relatively good, facilitating the implementation of an "experimental program" that would likely be a low priority item in more difficult financial times.
- Third, continuity in strong leadership prevailed with the city's re-hiring of L. Aubrey Moore as director.* Mr. Moore shares many of the same aspirations for government decision-making as Superintendent Andrews, and the two complement one another ideally, as Director and Chairman of the Council. The research design skills and the hard work the staff must have done to fulfill these designs were clearly demonstrated in the Adult Master Plan.

Through these circumstances, it was possible for the Peoria program to be under the control of the CRC and its staff, even to the extent that Mr. Moore was designated project director for the three action projects placed into operation to date.** Almost paradoxically, this appears to have promoted a non-threatening environment in which monitoring and evaluation of projects could occur quite routinely.

The failure to complete a Juvenile Master Plan within the anticipated time frame was described as the most notable disappointment to the Director. Had both the Adult and Juvenile Plans been finished before action projects were selected, the alternatives considered and Council's decisions may well have been quite different. The fact that the Council has supported the decision to proceed with the Juvenile Plan (over 700 residential burglaries involving juvenile custodies have been tracked to date), with the intention to seek funding from non-UHCR sources if there are particularly persuasive findings, suggests at least partial acceptance of the program process in Peoria, in addition to demonstrating the feasibility of the process.

* Recall that Mr. Moore prepared the Master Plan Design, under a 90-day contract with the City more than a year before he was hired as Director.

** This stance was facilitated by the fact that the City provided the cash match on the project that is hosted by the State's Attorney's Office, a county agency.

2.4 East St. Louis

Chronology

East St. Louis' participation in the Urban High Crime Reduction Program formally ended with the termination of its second-year planning grant in July 1978. De facto, the program ceased functioning long before--the last Crime Reduction Council meeting was in April 1977. The Phase I Plan, completed in December 1976, never received the approval of the Crime Reduction Council because the Council was unable to achieve its self-imposed quorum. Under the second-year planning grant, the staff was reduced from six to four, and it relocated at the Police Department, where the director, fiscal officer, and secretary shared an office, and space was provided to the statistician in the records room. The move occurred in January 1977.

While no further Impact Plans were produced, the East St. Louis program staff did develop two grant applications for Phase I action projects. The first would involve the establishment of a Crime Analysis Unit within the East St. Louis Police Department. This would be staffed by a director, a fiscal control officer, and a secretary. At a cost of nearly \$100,000, a computer system and a first year's service contract were to be purchased under the grant. The Crime Analysis Unit's chief function was to provide data describing the time and location of burglary and robbery (the target crimes) within East St. Louis--data presumably to be compiled from offense reports by the computer.

With the Crime Analysis Unit operating as described, a Special Tactical Unit, funded under the second grant application reviewed, would be able to be "optimally deployed." According to the grant application, the Tactical Unit would patrol only one area--Police District 10--and would concern itself solely with the target crimes of robbery and burglary. The unit was to be staffed by a ten-man squad, aided by a statistician and a film technician. Only the latter two would have been funded under the grant. The ten police officers were presumably to have been selected from among the existing complement; training was to have been provided at no cost by the Kansas City, Missouri Department.

While neither of the grants was formally acted upon, the stated functions of the Crime Analysis Unit were, until recently, being performed manually by the former UHCR statistician. Pin maps and robbery and burglary tabulations were maintained by this individual.

Commentary

The sketch given above of the East St. Louis UHCR program reflects the only materials sent to us for review in our second-year evaluation. While there may be further relevant documentation in program files, the fact remains that little was accomplished in East St. Louis within the framework of the Urban High Crime Reduction Program during this period. A Phase II Plan was stymied by the lack of access to court files on defendants in East St. Louis robbery and burglary cases. This apparently was due both to the St. Clair County court's barring of the UHCR staff from access to court records and to the inability of the staff to demonstrate why the data were needed.* A tentative plan for the Regional Office to develop the Phase II Plan under contract to the City (using UHCR funds) was never executed.**

The CRC was unable to achieve a quorum after its February 1977 meeting, and the last meeting of the Council was in April 1977. The quorum requirements, which had been established in the bylaws adopted in the second meeting, were five members altogether, with at least two from other than City agencies. Four such individuals were automatically named to the East St. Louis CRC by virtue of the program guidelines: the State's Attorney, the Chief Judge of the Circuit Court, and two representatives from the State Department of Corrections. By the end of 1977, the two Department of

* These viewpoints were offered during interviews with UHCR staff and Regional Office staff, respectively.

** The question of access to court records by the staff of the Southwest Illinois Law Enforcement Commission is presumed to be answered in the affirmative.

Corrections representatives had left their jobs, the jobs were abolished, and no replacements were made to the Crime Reduction Council. Resignation of the State's Attorney in the summer of 1976 also damaged the Council's chances for meeting the required quorum.

CRC meeting attendance by City-based members was also rather dismal. During one interview, we were told that the Mayor was frequently represented by his Administrative Assistant at Council meetings, as well as in communications on other Program matters. Problems with attendance by mayorally appointed CRC members are repeatedly mentioned in the minutes of early CRC meetings. The City was without an appointed police chief from August 1976 to June 1977. The Acting Chief was then made full Chief, but ten months later he was asked to resign, allegedly for the Department's failure to respond quickly enough on a call for service, in what proved to be a violent crime. As of this writing, the Mayor is serving as Police Chief.

By the end of our first-year evaluation it became clear that successful participation in the UHCR Program by the City of East St. Louis would be highly unlikely. In retrospect, it seems clear that--except for the high rate of crime in the city--the UHCR Program was totally inappropriate for East St. Louis. The following factors led to this conclusion.

- In interviews we were told that the City had never performed successfully on an ILEC grant, and that under a previous administration there had been instances of fiscal impropriety alleged (hence, possibly, inclusion of a full-time fiscal officer position in three of the four grant applications we reviewed). The Urban High Crime Reduction Program involved a highly complex administrative process, not to mention its programmatic content. Prospects for a city with poor prior experience on far simpler grants were dim at the outset.
- The racial separateness between the City of East St. Louis (black) and surrounding St. Claire County (white), and the comparatively poverty-stricken government of the City relative to the County, in themselves precluded the possibility of rational allocation of Program funds between City and County agencies, or for that matter, cooperation and coordination among all criminal justice agencies serving the City. With "failure to

communicate" assumed to be on the low end of categorical measures of cooperation or coordination, this more modest goal was not even achieved in the East St. Louis program.

- The City's needs seem to be far more basic than could be fulfilled by the UHCR Program. Its appearance alone--boarded buildings, structures burned to the ground, only a sprinkling of commercial establishments (which appear to have diminished in the past two years, by our experience), and substantial numbers of young people on the street during the day (suggesting a high unemployment rate)--indicates that the high level of crime is not unrelated to other problems confronting East St. Louis, and that simply providing basic municipal services is a serious challenge. In the grant application's own words, training of the ten officers in the Special Tactical Unit would result in their "know[ing] and understand[ing] the laws they are sworn to enforce, and the procedures by which they must abide." For most departments, these are two of the goals of basic training."

The reason for East St. Louis' inclusion as a UHCR participant was its high rate of serious crime--the sole criterion used by ILEC in selecting cities for the program. Even assuming that a totally objective approach to selecting the cities was appropriate, ILEC had frequent signals that the East St. Louis program was struggling. The Council and the program staff had to be reminded on several occasions of the relatively narrow scope of the program, and that business conducted under UHCR grants should stay within the framework. Problems of access to court records for purposes of developing a Phase II Plan were unlikely to change, because of the reasons postulated earlier. Production of the Phase I Plan alone (both Phases I and II having been anticipated) should have been recognized as an unlikely accomplishment without the assistance of an experienced consultant. The significance of the CRC's inability to achieve a quorum should have been recognized.

It was unanimously agreed in our interviews that these signals were detected by ILEC, but there was disagreement over how long a period remedies should be sought. We, too, were exposed to most of the problem signals during the first-year evaluation but largely refrained from passing judgment in our first-year evaluation. This was due in part to our concluding that the problem signals were so prominent as not to need documenting, but also to our own uncertainties about the relative "positions" of the four local problems on our scale of local program performance.

2.5 Synthesis of Program Process Findings

Our synthesis of Program process findings can be organized around five major topics:

- Monitoring of action projects;
- Development of action project evaluation designs;
- Action project evaluation activities;
- Program administration; and
- Local assumption of programs

These are discussed individually below and are followed by a brief summary statement of second-year findings relating to program processes. The assessments are based primarily on Champaign, Joliet, and Peoria experiences with the Program, but illustrations are occasionally drawn from the East St. Louis experience.

Monitoring of Action Projects

Action projects were monitored in all three cities, if by this term it is meant that the local program staff kept their respective Crime Reduction Councils verbally informed of project activities and problem areas. Joliet went one step further than Champaign, by also providing the Council with periodic updates of target crime trends. As noted earlier, the fact that selection of residential burglary as the target crime by the Champaign CRC became obscured in project operations is consistent with our finding that the program staff has been unable to maintain monthly residential burglary counts.

In contrast to these two cities, action project monitoring by the Peoria staff included the timely preparation of project reports that were keyed to questions of whether explicit project objectives were being achieved. Apart from serving as a partial basis for Council members' assessments of where remaining program funds would best be allocated, the monitoring data collected will eventually feed the "explanatory model," developed by the staff, for residential burglary.

The Peoria program staff also monitored its own efforts toward the development of a Juvenile Master Plan. While progress on this plan has been relatively slow, often for reasons beyond the control of the Council, the question of possible juvenile justice projects surfaced over and over again during the past year. Each time, the staff reassessed the efficacy of proceeding

with work on a Juvenile plan, to inform the Council of prospects for significant findings that might warrant holding program funds in reserve for juvenile projects.

The UHCR guidelines originally specified the use of a "performance management system" by the local program staffs to monitor their own work as well as the progress of projects funded under the local UHCR program. Chiefly because neither the cities nor ILEC had any previous experience with the UHCR approach to planning realistic program plans were not developed, and the performance management system--as a formal monitoring device--was abandoned. However, the requirement that the program staff monitor action projects remained. Without such a monitoring function, action projects could not be locally held accountable for operating in accordance with the strategy indicated in the city's Impact Plan. Another purpose of the monitoring function was to ensure the collection of data needed to evaluate action plans.

Whether the types of project monitoring that occurred in Champaign and Joliet is sufficient to fulfill these purposes remains an open question at this time. If the local program directors lack the authority to keep action projects on track, their coordinator role will be greatly diminished. We examine this issue more extensively in our third year evaluation.

Development of Action Project Evaluation Designs

As we noted in our first-year final report, two distinctive types of evaluation designs were received from the local program staffs. Designs for the Joliet program will provide basic information on project performance. Because the achievement of these performance objectives was expected to have an impact on robbery and burglary levels in the City, but these relationships were not cast in an analytic framework, the question of project impact on crime can at best be answered from only a global historical perspective, much as in our own approach to assessing local programs' impact on target crime (described in Section 3.2 below). The unanticipated involvement of the Crescent Regional evaluator holds some promise for "tightening" action project evaluation designs to some extent. The evaluation of the Special Prosecution Unit will be more informative if comparisons of its performance are made with the performance of the State Attorney's Office on similar cases in prior years.*

*More will be said on Regional Office involvement in UHCR programs under the Administration section, below.

Again, the Peoria program, due to the nature of its planning effort, provides an opportunity to move one step beyond this more traditional approach to project evaluations.* Using project performance data as input to the residential burglary "explanatory model," estimates of "expected" residential burglary levels--computed in the model, can be made. Comparing these estimates with observed levels provides a means of validating the model; comparing both of these data sets with residential burglary levels projected from a pre-project time trend (which is tantamount to assuming that no projects were in operation; and examining residential burglary trends over the same time period in other parts of the state, will tighten the confidence that can be placed in the findings of the evaluation to a degree rarely found in the literature. Ironically, the first of these three analytic tasks is already known to be faced with the problem of feeding data to the "explanatory model" that fall outside the range of values that were used to calibrate the model. This occurred because one of the model's explanatory variables is time from arrest to indictment, which fell sharply after the Dedicated Prosecution Project was implemented.**

The Champaign program's evaluation design for the Team Policing Project consisted of lists of criteria and measures that would be considered in the evaluation. However, the lack of structure for this design precluded our understanding of what was actually being planned. Local evaluation plans we have seen for the Designated Prosecution Project are similarly vague.

In sum, our findings with respect to local action project evaluation designs echo those of our first year evaluation: that regardless of how well or when they are executed, little additional insight as to projects' impact on target crime is anticipated, except possibly in Peoria. Even in this case, it may be found that the technical problems confronting the designs will be difficult to overcome.

Action Project Evaluation Activities

Action project evaluation activities have taken place in all three cities having action projects. After missing the chance to evaluate the

* We reiterate that it is the process, and not the analytic techniques, that is the object of this discussion.

** The question at issue here is whether the relationship, between residential burglary and the speed with which adults arrested for that crime are processed through the system, can be expected to hold outside the range of observations.

Mobile Crime Prevention Unit, the Joliet program staff is now receiving monthly tabulations of case information for the Special Prosecution Unit in its second year. However, no assessment of these data have surfaced to date.

As noted earlier, an evaluation of the Team Policing Unit was conducted by a consultant for that Champaign project. This effort was also "global" inasmuch as no data on Team activities were presented in the evaluation.* Rather, the evaluation relied on the results of two telephone surveys--one each in February 1977 and 1978--conducted within and outside the team area. Changes in victimization rates, reporting of crime, fear of crime, and premise security measures taken for the two groups were assessed, and no significant differences were found. Viewed as "preliminary" since it was based only on one year's operations, this evaluation appeared to have had no impact on the City's decision to apply for continuation funding for Team Policing.

The interim evaluations prepared by the Peoria CRC staff for the Dedicated Prosecution Project and the Physical Evidence Project, were comprehensive and carefully documented. As we indicated above, these evaluations speak only to the question of whether these projects are meeting their objectives of speeding up the system with respect to target crime case processing and increasing the number of target crime suspects identified and consequently, the number of arrests for residential burglary.

Administration

In our first-year evaluation, we stated that improvements could be made in the manner that ILEC administers the UHCR Program in the four cities, and we indicated that one of the key difficulties was the lack of a Program Monitor whose primary duties would be to update the Program guidelines as the Program evolved in the four cities; detect and correct, to the extent possible, local program departures from these guidelines; and facilitate the grants administration procedures that have been instituted for all ILEC grants.

The designation of such an individual proved infeasible. As a result, a number of administrative problems were encountered over the course of our second-year evaluation, such as the thirteen-month delay in Joliet's Rebate

*The scope of the evaluation was not intended to include an analysis of Team activities.

project; indecisiveness over the fate of the East St. Louis Program; local uncertainties about what action projects might qualify for funding under the UHCR guidelines; and whether certain types of program staff activities might be permitted within the scope of the Program.

The dual ILEC monitoring structure for the Program (joint monitoring by the UHCR Program Monitor and project area specialist) and the apparent lack of communication between ILEC staff and regional office staff who dealt with Program matters were also sources of administrative difficulty. For example, only shortly before the grant application for Joliet's Victim-Witness Aide project was withdrawn, two documents were prepared regarding evaluation of the project, one of them an evaluation design for the project. While the availability of this design may prove to be of value to other victim-witness projects, this effort might have had a different priority if the regional evaluator had been informed of the possibility that the application would either be withdrawn or denied by the Planning and Budgeting Committee. The involvement of the Crescent regional evaluator in UHCR program matters would have come as less of a surprise (with evaluation of the Special Prosecution Unit), if communications between ILEC and the Crescent Region had been better. We found that instances such as these were detrimental to the morale of local program staff, causing a noticeable degree of cynicism toward the Program. In another example, East St. Louis, after submitting a grant application for the Tactical Unit, received a number of suggestions from ILEC (at times conflicting) for revising the application. In the meantime, the Police Chief was asked to resign, leaving uncertain the specific type of project the department wanted. Ultimately, no satisfactory action project was developed.

Local Assumption of Programs

One of the major issues confronting the UHCR programs in Champaign, Joliet and Peoria during our second-year evaluation has dealt with the future of the program, the UHCR staff, and the Crime Reduction Council, when ILEC funding ceases. This, of course, is an issue faced by any administrator of grant programs or projects, but because of the two-pronged planning/action nature of UHCR, these decisions are more difficult to make.

Whether the local programs, or their component parts will be assumed under local budgets is, in the final analysis, a function of their perceived value by local government officials. Clearly, an assessment of the capabilities of UHCR program staff beyond managing a federal/state program will have to be made in each city, within the context of competing priorities for local funds. As things presently stand, the Champaign program staff is funded through January 1979; the Joliet staff through August 1979, and the Peoria staff, through December 1978.

Because the Program guidelines have at times been narrowly interpreted by ILEC, there have been limits to the activities in which program staff have engaged. These limits, in turn, have not given the local program staffs a full opportunity to demonstrate its value much beyond the scope of what could be achieved within the guidelines. This has been less true for Champaign and Joliet than for Peoria which, as indicated earlier, has taken great precaution to maintain the integrity of its work with regard to the target crime and the decision-making process. The overriding factor that will influence the shape of the local programs after ILEC funding, however, is likely to be the economic conditions within the cities and the financial status of the local governments involved. As noted in one of our interviews, assumption of costs for a local criminal justice planning unit is difficult in the face of lay-offs in fire and police departments.

Finally, we observe that, except in Peoria, the ILEC regional offices appear to have played a more active role in UHCR matters during the second year, than in the first. Whether this is a conscious or unconscious result of steps taken towards institutionalizing some of the UHCR functions within the region can only be surmised. In Champaign, the intent was reasonably clear in the City Manager's 7 April letter: that a greater level of coordination with the East Central Illinois Criminal Justice Coordinating Council on program matters would be sought particularly for the action project monitoring and evaluation functions. Similarly, though reached by a different route, the role of the Crescent Region in the Joliet program has, to date, been in the area of project evaluation designs (as well as the evaluations themselves when the data became available). This compared to what appeared to be a purely administrative (review) role during our first-year evaluation. In East St. Louis,

we already mentioned that consideration had once been given to having the region develop the Phase II Impact Plan under contract to the City. While this never came to pass, the influence of the Southwest Illinois Law Enforcement Commission in criminal justice matters affecting East St. Louis cannot be denied. Although the region serving Peoria continues to be represented at CRC meetings and to receive program materials, we found no indication of an increased level of involvement in decisions affecting the shape of the program after ILEC funding ceases.

Summary

Our second-year evaluation findings have been delineated with far more confidence than was achievable in the first year. While our findings speak to a number of problems with the Program and assert that only Peoria carried out the process originally intended for the Program, we believe that a number of steps can be taken at this juncture to optimize local program efforts in the other two cities over the time remaining.* These are outlined in the conclusions and recommendations provided in Section 4.

*East St. Louis' departure from the Program will release unspent funds that might be applied to continue the other local programs beyond the dates indicated earlier.

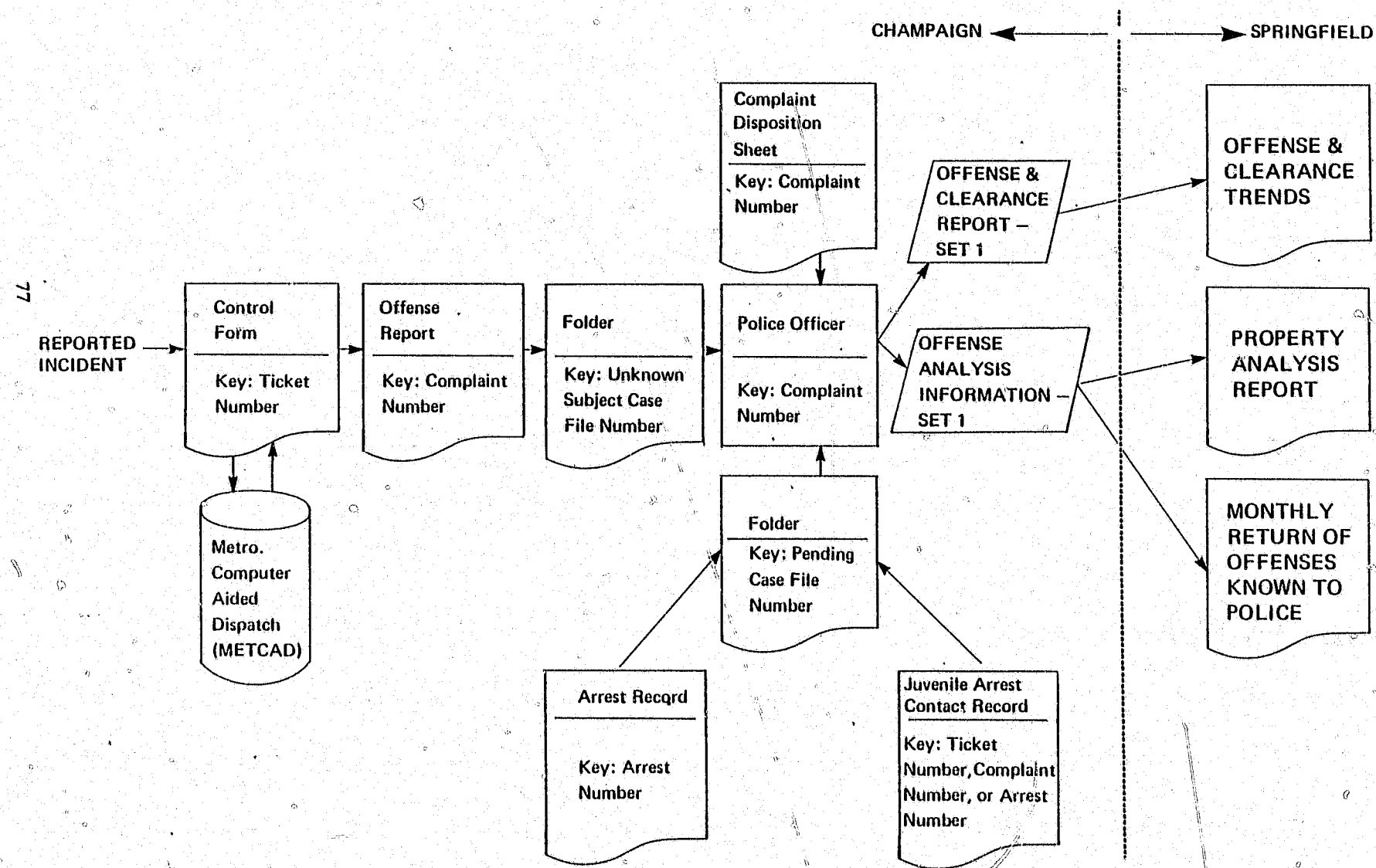
3. ANALYSIS OF TARGET CRIME DATA

This section examines crime trends in relation to local programs. All of the data referred to in this section pertain to crimes coming to the attention of the law enforcement authorities (i.e., the number of reported crimes, rather than the number of actual crimes). Section 3.1 updates from the first-year evaluation the manner in which a complaint made to law enforcement officials is processed and eventually appears in a crime count. A description of our construction of the data base of target crime(s) for each of the UHCR cities and observations concerning the level of confidence we place in the data was included in the first-year evaluation. An update to this description concludes section 3.1. Section 3.2 presents a detailed explanation of the method used to analyze shifts in crime trends when action projects were made operational.

3.1 Data Origins

Beginning in 1972, law enforcement agencies in the state have been submitting monthly crime and agency statistics to the Illinois Department of Law Enforcement's Criminal Justice Information Services (CJIS). Among the data submitted are those that fulfill the reporting needs of the FBI's Uniform Crime Reporting System (UCR), including monthly data for Return A and the Supplement to Return A. These offense and clearance statistics had previously been reported directly to the FBI on standard forms by local and state law enforcement agencies. Offense and clearance counts are carried on Return A for the standard crime categories of the UCR system. The Supplement to Return A provides a more detailed examination of property crimes, including breakouts of residential and non-residential burglary and the type and value of property stolen. Data compiled from these two forms constitute the core crime statistics in the FBI's annual report, Crime in the United States. A general description of the forms used to submit data to CJIS and the output reports they provide was included in the final report of the first-year evaluation. The data flow through the police departments are schematically presented in Figures 3-1 through 3-3. They have in common a reported incident as initial input and three Illinois Uniform Crime Reports (I-UCR) as final output.

Figure 3-1
CHAMPAIGN DATA FLOW



77

Figure 3-2
JOLIET DATA FLOW

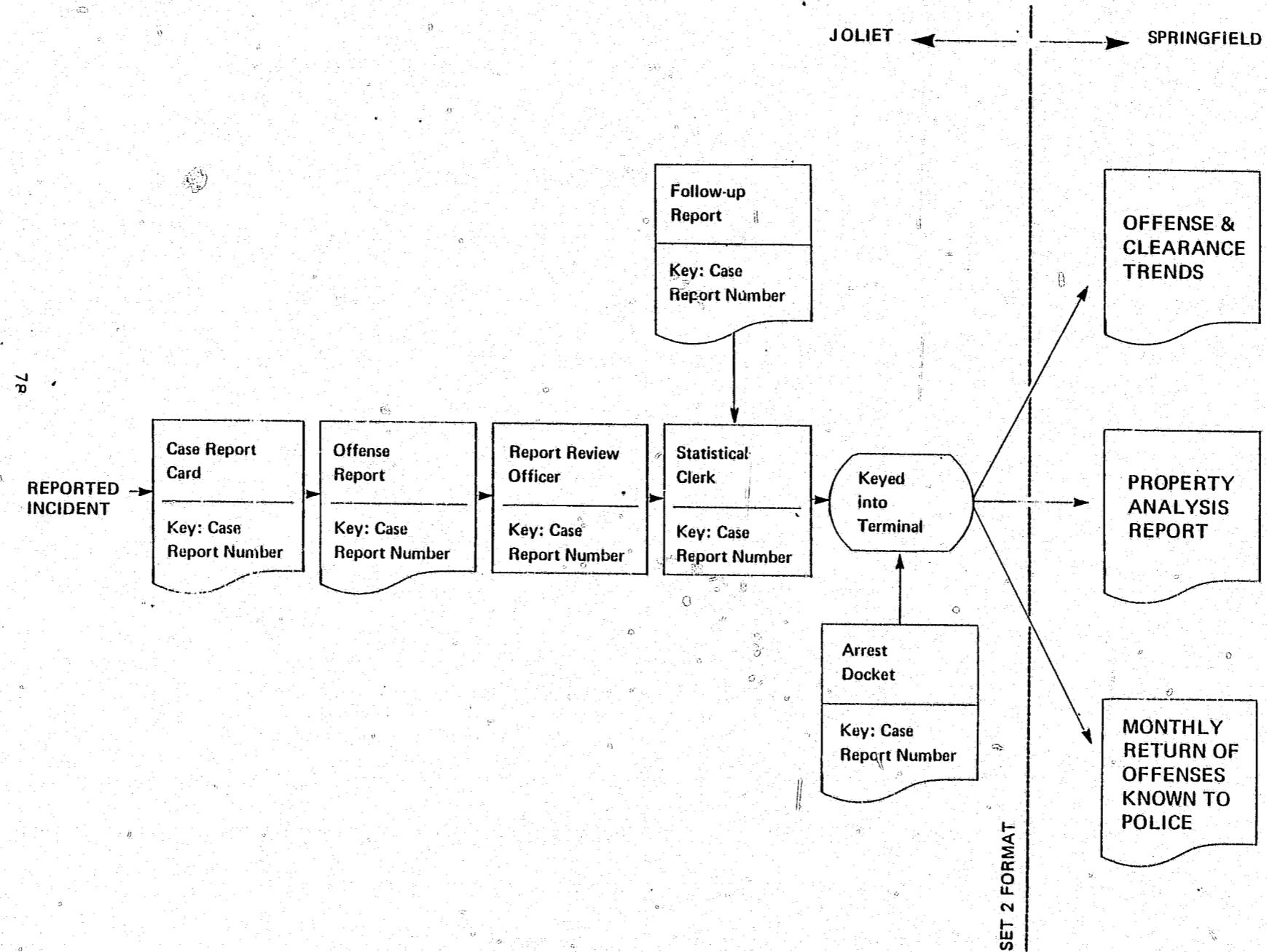
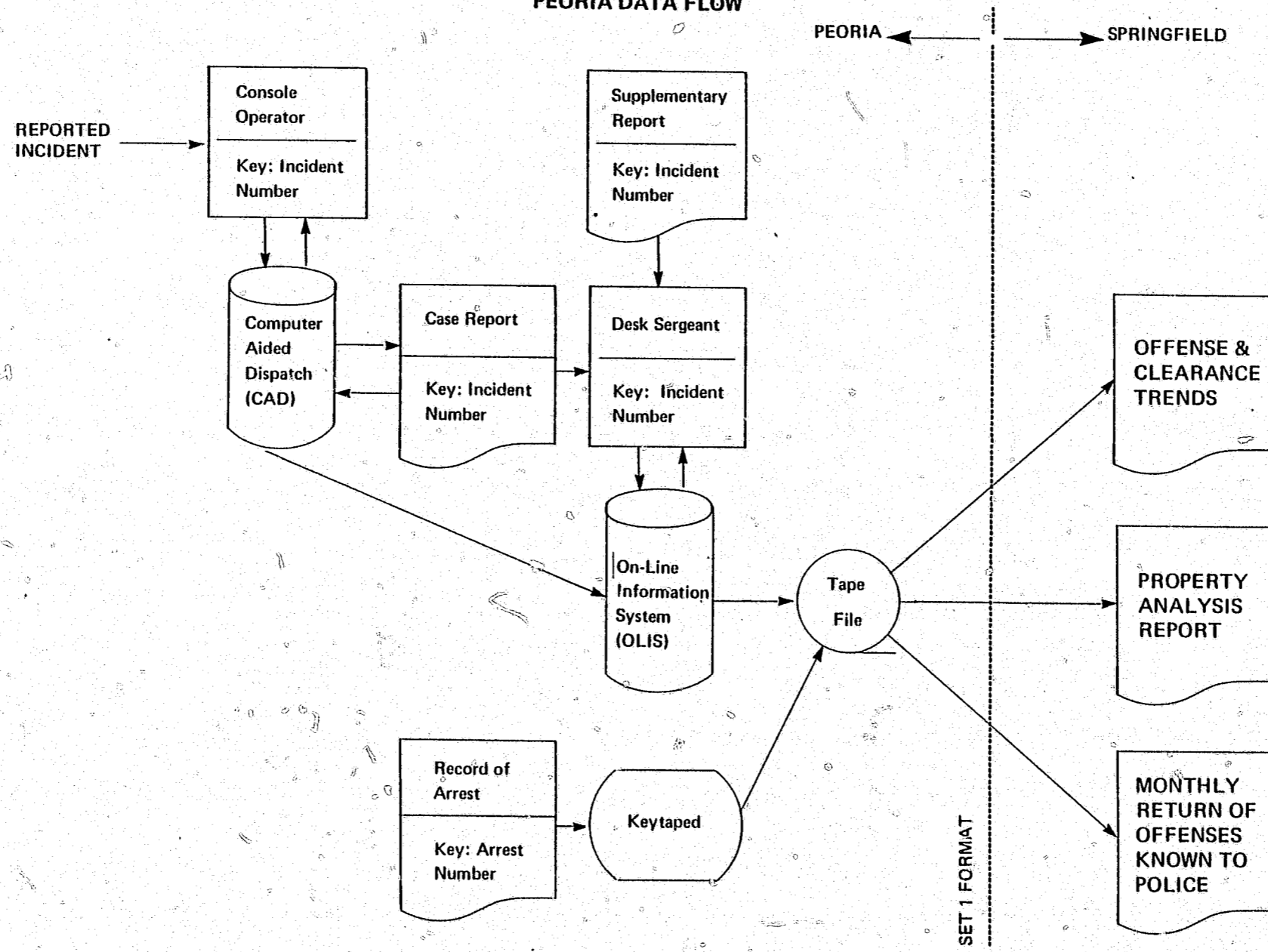


Figure 3-3
PEORIA DATA FLOW



Champaign (Residential Burglary)

Residential burglary counts were estimated for years 1972, 1973, and 1974.* Counts appearing in Monthly Return of Offenses Known to Police reports were used to construct the data base for 1975 through the first five months of 1978. No other counts of residential burglary were available in Champaign.

Joliet (Robbery and Burglary)

Robbery and Burglary counts were obtained from Offense and Clearance Trends reports for the years 1972-1976. Counts for 1977 and 1978 were obtained from the Crime Analysis Unit of the Joliet Police Department. We felt as a result of our process evaluation that these were the most reliable figures. Although there are small differences between these values and counts obtained from Offense and Clearance Trends reports, use of the latter counts would not change any of our conclusions.

Peoria (Residential Burglary)

Residential burglary counts were obtained from the staff of the Crime Reduction Council for 1972; from the Peoria Police Department's On-line Information System for 1973 through 1976; from the Peoria Police Department's Specific Crime Search Program for 1977 and the first three months of 1978; and from the Uniform Crime Report for April, May, and June of 1978. Differences between alternative data sources do not appear to be great and the use of an alternative data source would not change any of our findings. Staff of the Crime Reduction Council called to our attention the fact that we had reversed the counts for April and May of 1976. This error has been corrected for this report.

Monthly crime counts for 1977 and 1978 used in this report and described above are presented in Table 3-1.** Serious questions about the reliability of these time series were presented in the final report of the first-year evaluation. These caveats should be taken into consideration by

*The procedure used for this estimate was given in the final report of the first-year evaluation.

**Monthly crime counts for 1972 through 1976 are included in Appendix B.

TABLE 3-1
INCIDENCE OF TARGET CRIMES BY MONTH FOR 1977-1978

Year and Month	Champaign Residential Burglary	Joliet		Peoria Residential Burglary
		Robbery	Burglary	
<u>1977</u>				
January	48	18	127	108
February	27	34	116	97
March	55	19	161	105
April	36	12	149	135
May	40	18	156	156
June	46	20	119	160
July	79	20	205	191
August	89	17	134	158
September	59	29	161	179
October	86	17	146	189
November	62	22	134	175
December	124	24	116	121
<u>1978</u>				
January	52	16	97	114
February	47	24	117	123
March	45	20	82	110
April	54	14	88	109
May	28	27	128	155
June		9	123	121

the serious reviewer. However, it is our opinion that the substantive conclusions of this report would not shift within the range of error made explicit by alternative data sources. Whether our conclusions would stand, given a more intensive auditing effort than was possible within the scope of the program evaluation, (particularly when incidents are first reported to the police) must still remain an unanswered question.

3.2 Analysis of Crime Trends

Our analysis strategy is to fit the monthly crime counts as closely as possible for secular trend, subtract the fit, and look at the residuals for evidence of a program effect. This entails transformation and representation of the data in an iterative fashion, examining the "significance" of successive iterations to improve the fit to the data. We begin with a description of the models used to fit the four target crimes in the three UHCR cities and conclude with a discussion of the direction in which we are moving to make judgments about "significant" shifts in trends over periods when action projects are operating.

The Descriptive Models

Examination of the crime counts for all four target crimes suggests a general increase from 1972 through 1975, followed by a decline in 1976 and a recent increase. The target crimes all exhibit some level of seasonal variation, with crime counts tending to be lower in the early spring and higher during the summer.

Rather than discuss our model building exercise only at the general level, it may be more helpful to the reader to go through an example taken from one of the UHCR cities. The average for all 78* monthly counts of burglary in Joliet is 134.0. with a standard deviation of 40.3. We note that this is equivalent to stating that the sum of squared residuals (SSR) of the data from the mean value (our first "model") is 124,867. Given no other information,** we would

*January 1972 to June 1978.

**We, of course, do have other information about the crime counts--their sequence.

estimate 134.0 burglaries a month in Joliet. There would be considerable uncertainty about the accuracy of this estimate, as reflected in the standard deviation, because approximately one time out of three the burglary count will be less than 93.7 or greater than 174.3 (134.0 ± 40.3).* The data can be represented using the following model:

$$\hat{Y}(t) = b_0 \quad (t = 1, 2, \dots, 78) \quad (1)$$

where b_0 is the mean of the monthly burglary count in Joliet and $\hat{Y}(t)$ is computed for $t = 1, 2, \dots, 78$. It is of course a constant (i.e., 134.0).

In view of what appeared to be monthly patterns in the level of crime from year to year, the first step of our analysis was to seasonally adjust the raw monthly counts; using the ratio-to-moving-average technique.** This was accomplished by deriving a set of twelve "typical seasonals" which adjust the monthly counts in each year to a hypothetical value absent "seasonality." The number of target crimes has been seasonally adjusted so that changes that occur between consecutive months can be ascribed to other than seasonal factors (e.g., climate, number of days in the month, holidays, whether students are in school, etc.). Application of these factors to the burglary count in Joliet reduced the standard deviation from 40.3 to 36.4, or equivalently, reduced the SSR by 22,890 to 101,977. It is also important to note that the mean of 134.3*** remains the best guess of burglary in Joliet, even though the level of uncertainty has been reduced. Consequently, the first model also applies to the seasonally adjusted data base.

In the next step, the data was modeled as a linear function of time:

$$\hat{Y}(t) = b_0 + b_1 t \quad (t = 1, 2, \dots, 78) \quad (2)$$

where b_0 and b_1 minimize the SSR between $Y(t)$ and $\hat{Y}(t)$; $Y(t)$ is the seasonally adjusted count in month t ; and $\hat{Y}(t)$ is computed from equation (2). Examination of the target crime data suggests that with the exception of burglary in Joliet (with an increase in explained SSR from 18 to 26 percent), there is little linear trend for the remaining target crimes. This is corroborated by the relatively

*It was actually outside the range of the two values 23 times out of 78.

**This procedure was discussed in detail in the final report of the first-year evaluation.

***The mean of the seasonally adjusted data may shift slightly (usually less than one percent) from the mean of the unadjusted data.

small SSR reduction in moving from the seasonally adjusted model (1) to model (2).

Examination of the crime trends suggested that the SSR might be further reduced by using a model containing a second degree polynomial. The next step in our analysis, therefore, represented the data as:

$$\hat{Y}(t) = b_0 + b_1t + b_2t^2 \quad (t = 1, 2, \dots, 78) \quad (3)$$

where again b_0 , b_1 and b_2 were chosen to minimize the SSR between $Y(t)$ and $\hat{Y}(t)$. The use of a model containing a quadratic term reduced the "unexplained" SSR for burglary in Joliet by 38,178 more, to 52,864. With the exception of residential burglary in Champaign, model (3) provided a significant improvement ($p < .001$) in fit over model (2). This reflects (confirmed by examination of the figures) a generally increasing level of target crime from 1972 to 1975 and a generally declining level of crime from 1975 to the present.

The apparent upturn of reported crime over the last year suggested the use of a model containing a cubic term. This model took the following form:

$$\hat{Y}(t) = b_0 + b_1t + b_2t^2 + b_3t^3 \quad (t = 1, 2, \dots, 78) \quad (4)$$

with b_0 , b_1 , b_2 and b_3 chosen to minimize the SSR between $Y(t)$ and $\hat{Y}(t)$. This model resulted in an SSR reduction of 2,692, with a remaining unexplained SSR of 51,698 for burglary in Joliet. Model (4) provided a significant improvement ($p < .05$) in fit over Model (3) for both burglary and robbery in Joliet. There was no significant improvement ($p > .05$) in fit for residential burglary in Champaign and Peoria.

Inspection of the reported residential burglary counts in Champaign suggested three turns in the series: a decline from the beginning of 1972 to the beginning of 1973, an increase from the beginning of 1973 to the beginning of 1975, a decline from the beginning of 1975 to the beginning of 1977, and an increase from the beginning of 1977 to the beginning of 1978. We applied a model containing a fourth degree polynomial to represent the data:

$$\hat{Y}(t) = b_0 + b_1t + b_2t^2 + b_3t^3 + b_4t^4 \quad (t = 1, 2, \dots, 78) \quad (5)$$

with b_0 , b_1 , b_2 , b_3 , and b_4 again chosen to minimize the SSR between $Y(t)$ and $\hat{Y}(t)$. The results for Champaign are both dramatic (compare the relatively unchanging models in Figures 3-4 through 3-5 with Figure 3-9) and significant ($p < .001$). Although no similar patterns could be seen for the remaining three target crimes, we nevertheless applied model (5) to the data. No significant improvements ($p > .05$) in fit were found nor was any significant

improvement ($p > .05$) in fit found by attempting to fit the Champaign data with a model containing a fifth degree term.

The fitting of a model to data, for which we cannot see the pattern it is meant to represent, suggests that what we are doing may in part be based on judgment rather than replicative rules. For example, another researcher, finding no improvement in fit using linear, quadratic, and cubic models may, for reasons of parsimony, decide that the best model is simply the mean of the seasonally adjusted data. "Seeing" three turns in the data requires a judgment. Not "seeing" three or four turns in the series of reported crimes also requires a judgment. The analysis of data is in part, after all, an art.

After fitting a model to the data that was both a "significant" improvement over a model with one less term and that looked reasonable when graphed against the reported crime counts, a binary (dummy) variable-- representing the presence (value 1) or absence (value 0) of action projects-- was added.* If a "significant" reduction in the SSR were to occur at this stage, such a finding would add evidence to the possibility of a program effect in the overall evaluation of the UHCR programs. With this term in the model having unit value for the months of October, November, and December 1976 and after, and zero values elsewhere as in equation (5) below, the "unexplained" SSR for burglary was reduced in Joliet by 4,972 to 46,727.

The final model for the Joliet burglary data can be written as:

$$Y(t) = b_0 + b_1t + b_2t^2 + b_3t^3 + b_4x \quad (t = 1, 2, \dots, 78) \quad (6)$$

where b_0 , b_1 , b_2 , and b_3 are as before and $x = 0$ for $t = 1, 2, \dots, 57$ and $x = 1$ for $t = 58, 59, \dots, 78$.

Table 3-2 summarizes the discussion above for burglary in Joliet as well as the other three target crimes. For each equation, the unexplained SSR, the increase in explained SSR obtained by using a model incorporating the next higher order polynomial, the cumulative explained SSR, and the cumulative percent of the explained SSR have been provided. It should be noted that the sum of the "Unexplained SSR" and the "Cumulative explained SSR" is always equal to the "Unexplained SSR" for the unadjusted data of equation (1) 124,867 for

*Champaign's residential burglary data was fitted by a quartic model, both robbery and burglary in Joliet by a cubic model, and a quadratic model for residential burglary in Peoria.

TABLE 3-2
 DESCRIPTIVE MODELS OF MONTHLY CRIME COUNTS AND SUMMARY OF SSR
 REDUCTION FOR THE FOUR TARGET CRIMES IN THE THREE UHCR CITIES

Models	Un- explained SSR	Increase in explained SSR	Cumulative explained SSR	Cumulative percent of explained SSR (i.e., R ²)
Champaign				
Residential burglary				
(1) $\hat{Y}(t) = 60.7$ (Unadjusted data)	21,667		0	0%
(1) $\hat{Y}(t) = 61.4$ (Seasonally adjusted data)	20,069	1,598	1,598	7
(2) $\hat{Y}(t) = 63.7 - .059t$	19,934	135	1,733	8
(3) $\hat{Y}(t) = 61.7 + .089t - .002t^2$	19,879	55	1,788	8
(4) $\hat{Y}(t) = 63.0 - .095t + .22t^2 - .0005t^3$	19,865	14	1,802	8
(5) $\hat{Y}(t) = 79.0 - 4.0t + .22t^2 - .004t^3 + .00003t^4$	18,174	1,691	3,493	16
(6) $\hat{Y}(t) = 80.6 - 4.3t + 23t^2 - .004t^3 + .00002t^4 + 39.3x$	15,330	2,844	6,337	29
Joliet				
Robbery				
(1) $\hat{Y}(t) = 20.3$ (Unadjusted data)	4,467		0	0%
(1) $\hat{Y}(t) = 20.6$ (Seasonally adjusted data)	4,395	72	72	2
(2) $\hat{Y}(t) = 19.5 + .028t$	4,364	31	103	2
(3) $\hat{Y}(t) = 14.3 + .42t - .005t^2$	3,968	396	499	11
(4) $\hat{Y}(t) = 7.2 + 1.4t - .037t^2 + .0003t^3$	3,500	468	967	22
(5) $\hat{Y}(t) = 6.6 + 1.5t - .039t^2 + .0003t^3 + 5.1x$	3,420	80	1,047	23
Burglary				
(1) $\hat{Y}(t) = 134.0$ (Unadjusted data)	124,867		0	0%
(1) $\hat{Y}(t) = 134.3$ (Seasonally adjusted data)	101,977	22,890	22,890	18
(2) $\hat{Y}(t) = 115.0 + .49t$	92,568	9,409	32,299	26
(3) $\hat{Y}(t) = 63.6 + 4.3t - .049t^2$	54,390	38,178	70,477	56
(4) $\hat{Y}(t) = 46.8 + 6.8t - .13t^2 + .0007t^3$	51,698	2,692	73,169	59
(5) $\hat{Y}(t) = 42.0 + 7.5t - .14t^2 + .0006t^3 + 40.3x$	46,727	4,972	78,141	63
Peoria				
Residential Burglary				
(1) $\hat{Y}(t) = 159.3$ (Unadjusted data)	141,349		0	0%
(1) $\hat{Y}(t) = 161.0$ (Seasonally adjusted data)	115,279	26,070	26,070	18
(2) $\hat{Y}(t) = 157.0 + .10t$	114,867	412	26,482	19
(3) $\hat{Y}(t) = 105.4 + 4.0t - .049t^2$	76,391	38,476	64,958	46
(4) $\hat{Y}(t) = 96.3 + 5.0t - .067t^2 + 40.2x$	71,521	4,870	69,828	49

burglary in Joliet. Each successive model moves some of the SSR from the "Unexplained" to the "Explained" column. The question we address below is whether a "significant" amount of the SSR has moved from the "Unexplained" to the "Explained" column.

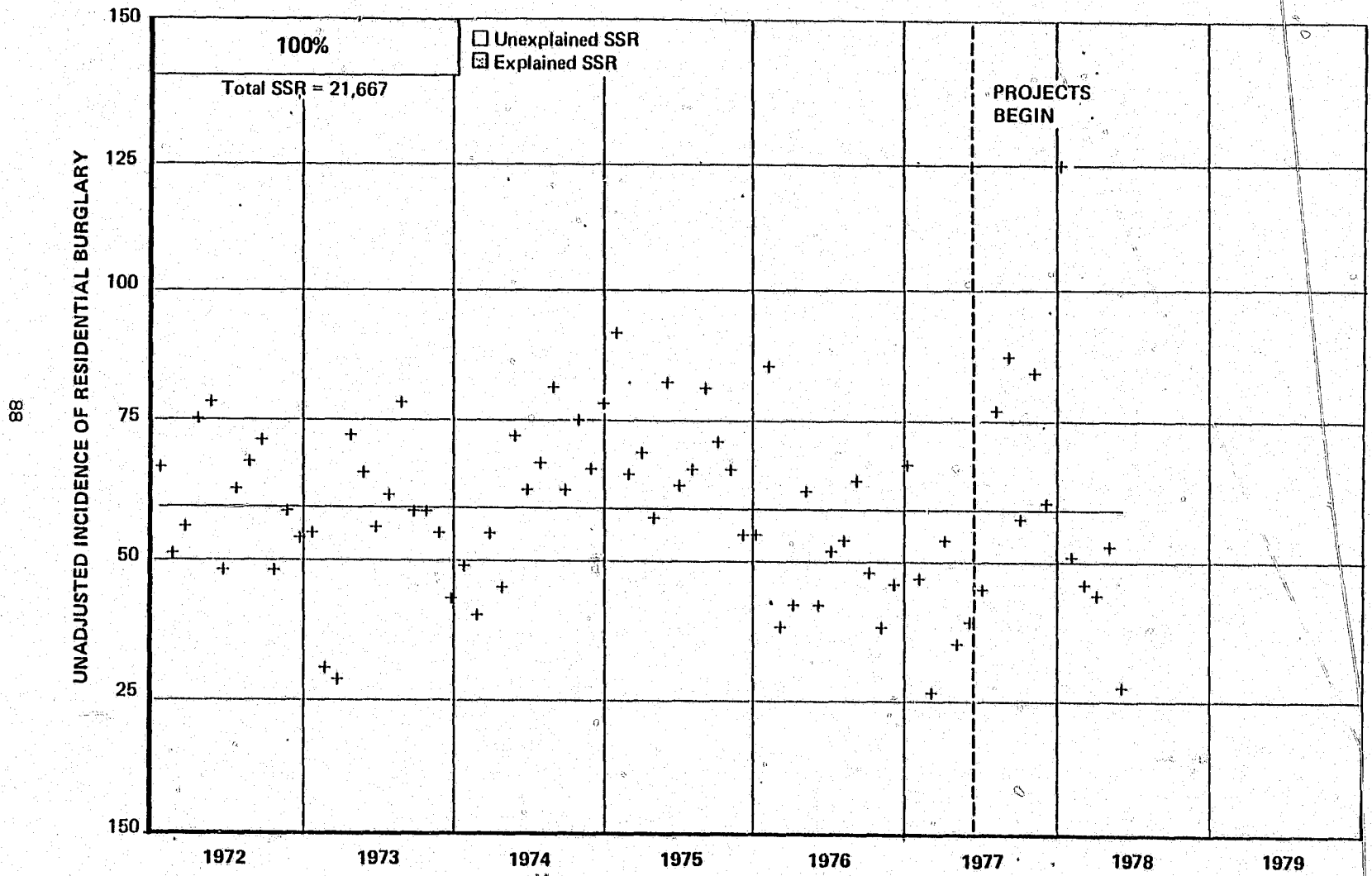
In addition to Table 3-2, Figures 3-4 to 3-27 provide a graphic presentation of the successively improved models used to fit the data for each of the target crimes. They also provide the percentage of unexplained and explained SSR for each of the fitted models.

Significance of Successive Models

We turn now to the question of judging "significance" at each step of the analysis described above. The regression procedures we have described to this point may be properly viewed as descriptive, but techniques used to judge significance are couched in the language of inferential statistics. By inferential statistics, we refer to analysis performed on sample data that will be generalized to a population (i.e., estimating population parameters from sample regression statistics or testing statistical hypothesis about population parameters). For statistical inference in regression analysis, stochastic error terms--assumed to have normal distributions with mean zero--are postulated for the model. This in effect requires treatment of the model's parameters (the b's in the previous equations) as stochastic variables of which the given data set provides mean and variance estimates. We have in this report also used the usual hierarchical method of decomposition to test the improvement in fit using models of higher order polynomials. However, we have used it as an estimate of a significance test described below, that does not assume that we are making inferences from a sample to a population, but makes reference only to the properties of the given crime data. This non-parametric approach has considerable intuitive appeal, treating the data base as a population rather than as a sample from some population (whose conceptualization we found elusive).* Our measure of significance with the

*See Morrison and Henkel, The Significance Test Controversy, for a historical treatment of the philosophical and methodological issues in this regard. Especially relevant is the article by Hagood, "The Notion of a Hypothetical Universe."

FIGURE 3-4
 MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (1):
 $\hat{Y} = 60.7$



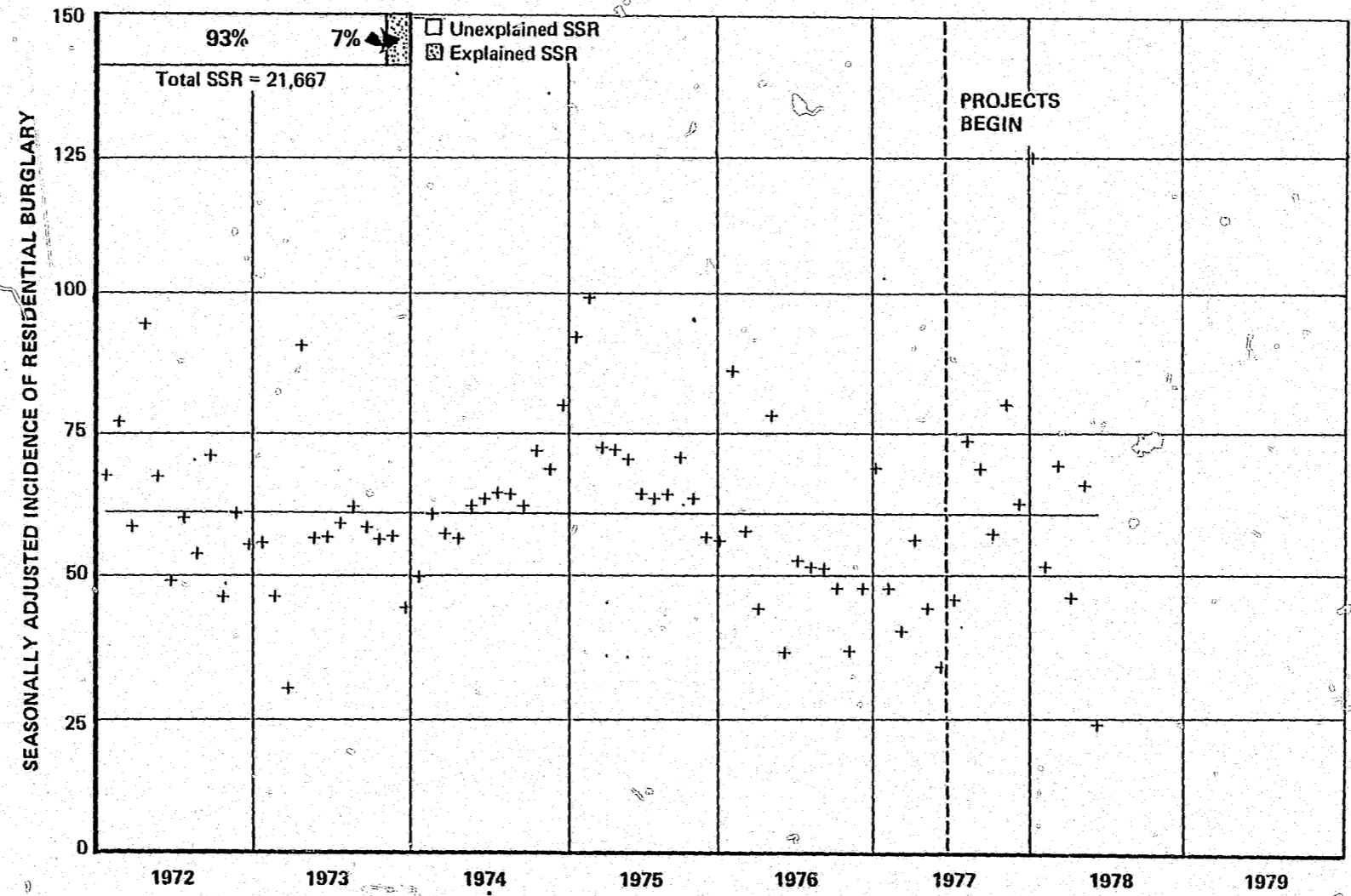
Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
 Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

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1 OF 2

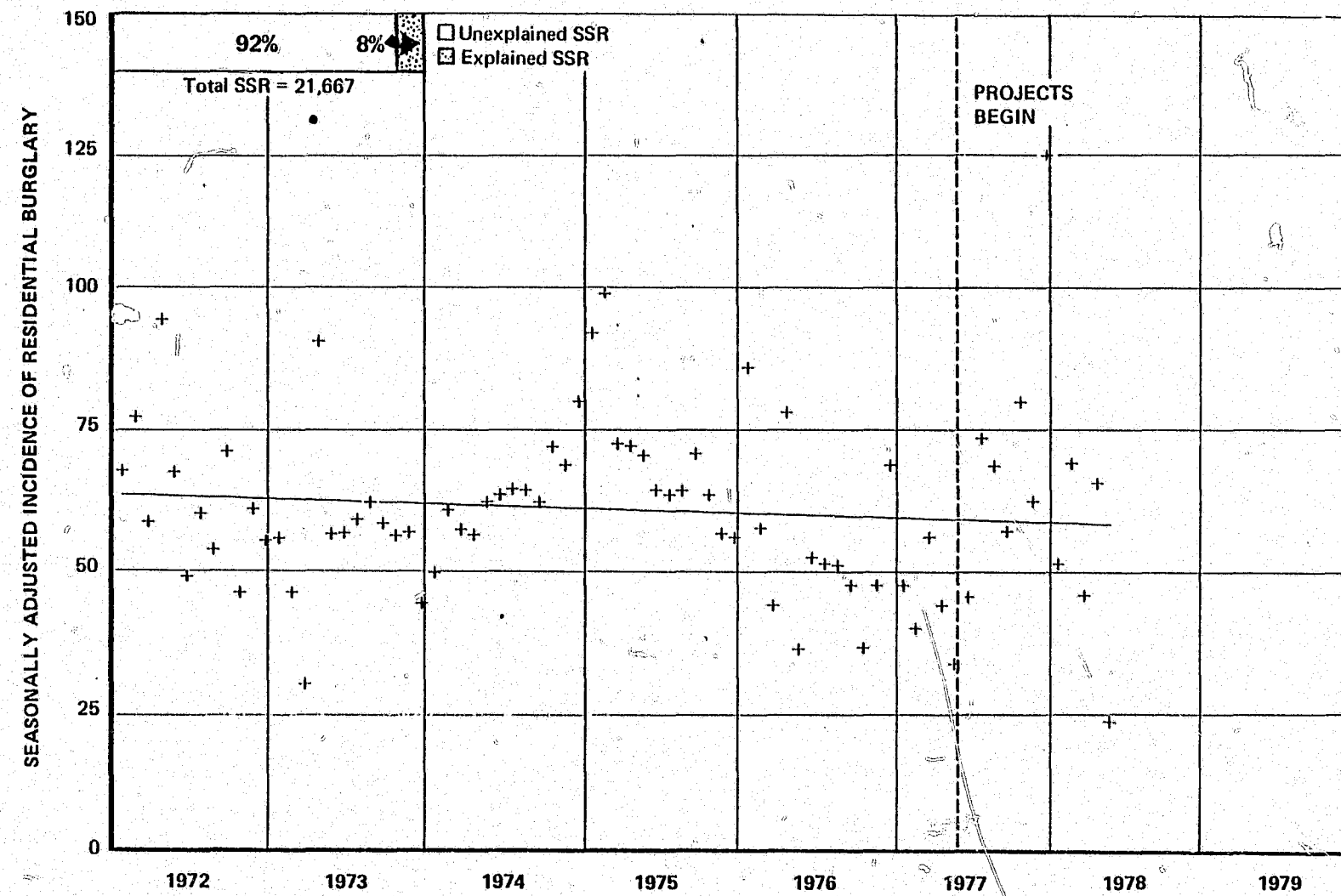
FIGURE 3-5
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (1):

$\hat{Y} = 61.4$



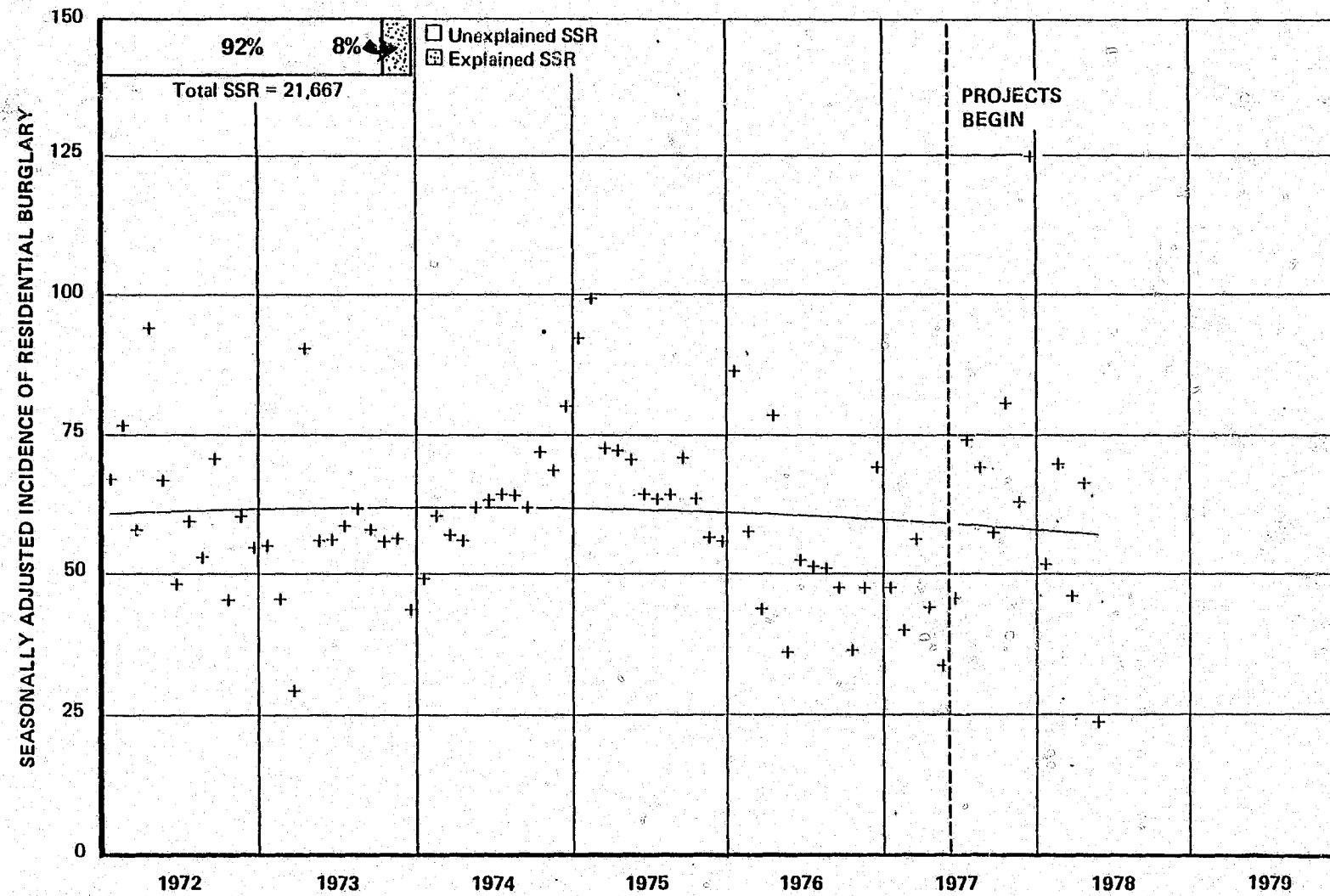
Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
 Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3-6
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (2):
 $\hat{Y}(t) = 63.7 - .059t$



Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
 Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3.7
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (3):
 $\hat{Y} = 61.7 + .089t - .002t^2$

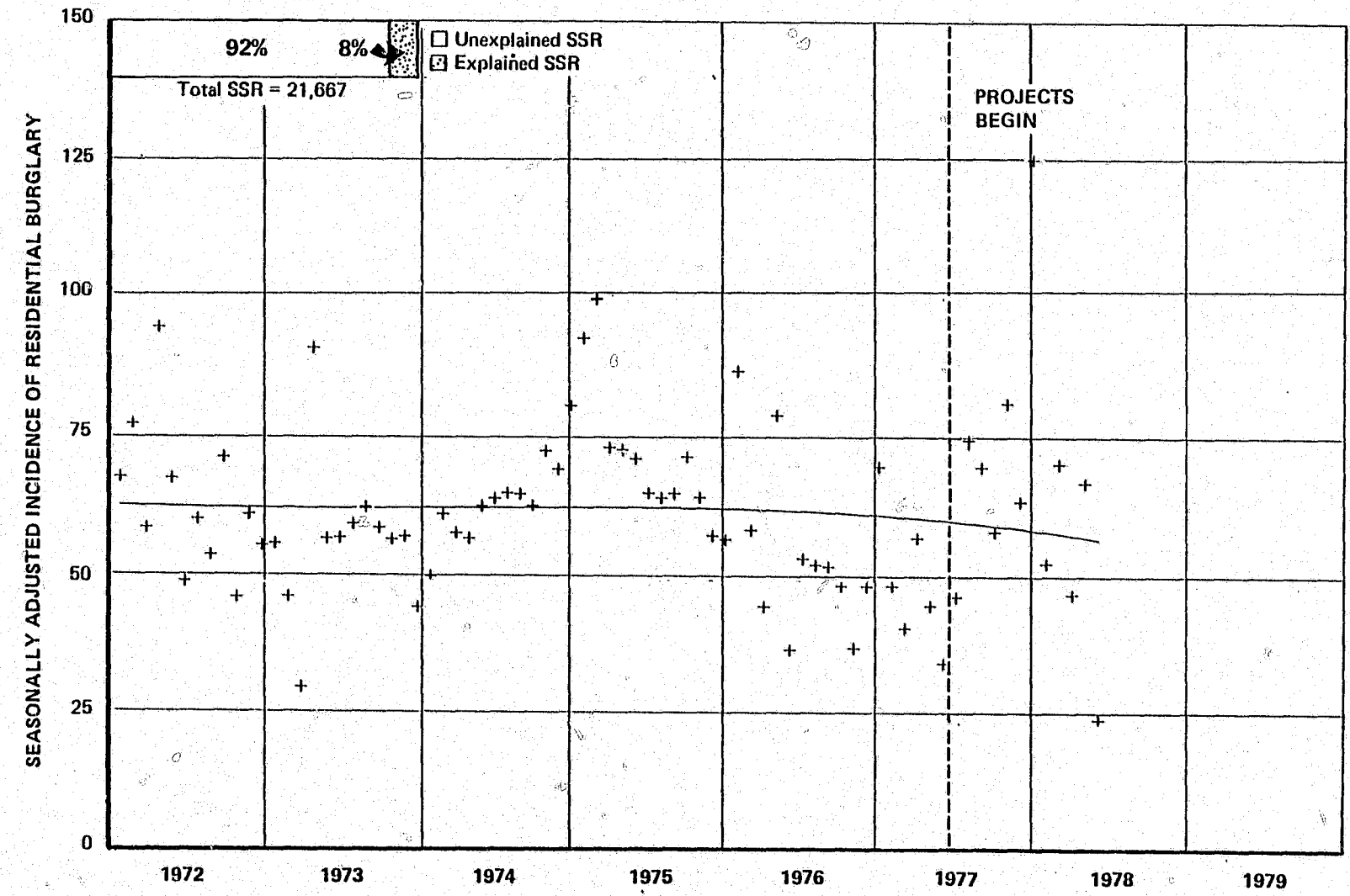


Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
 Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3-8

SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (4):

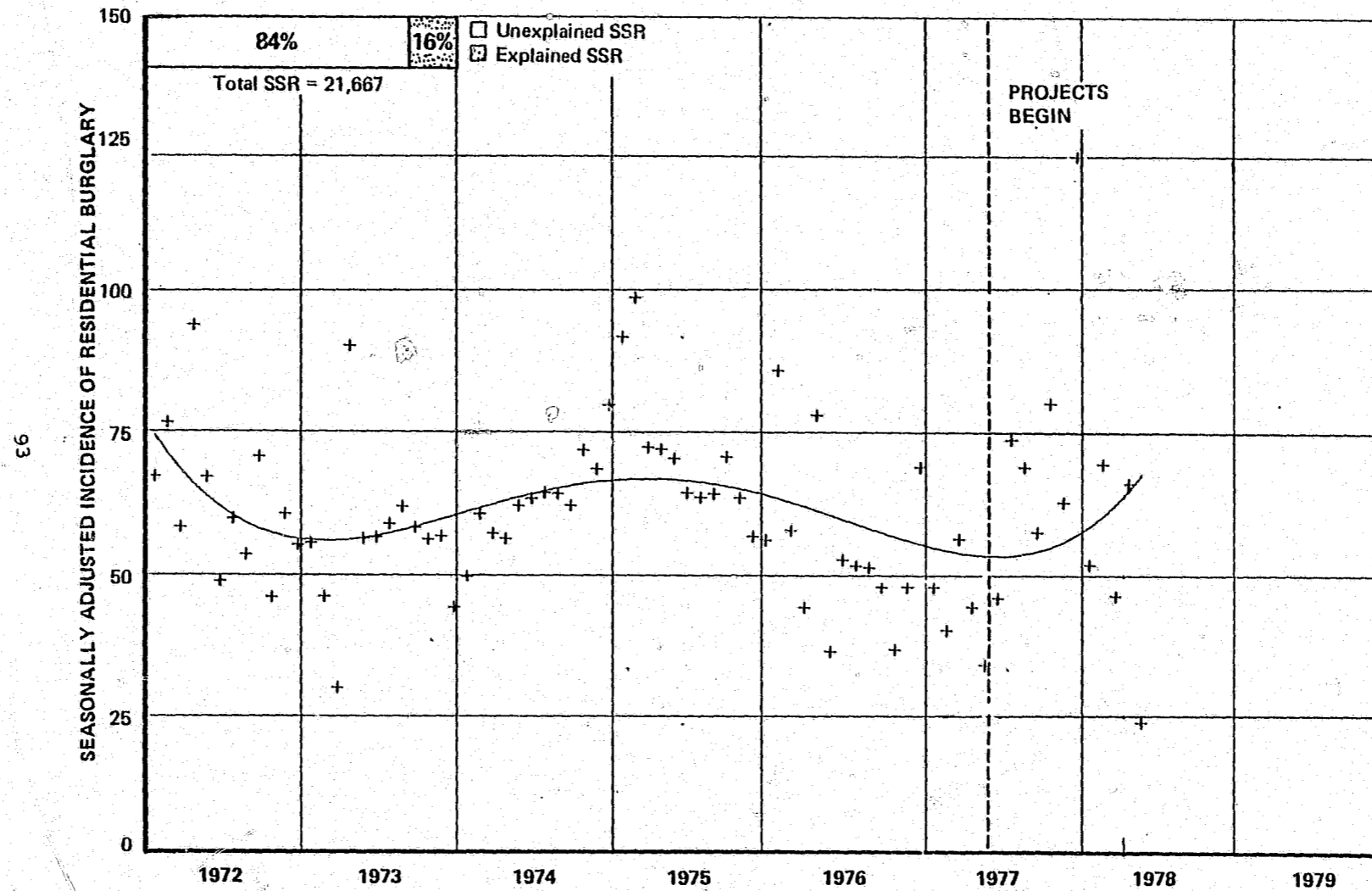
$$\hat{Y}(t) = 63.0 - .095t + .004t^2 - .00005t^3$$



Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3-9
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (5)

$$\hat{Y}(t) = 79.0 - 4.0t + .22t^2 - .004t^3 + .00003t^4$$

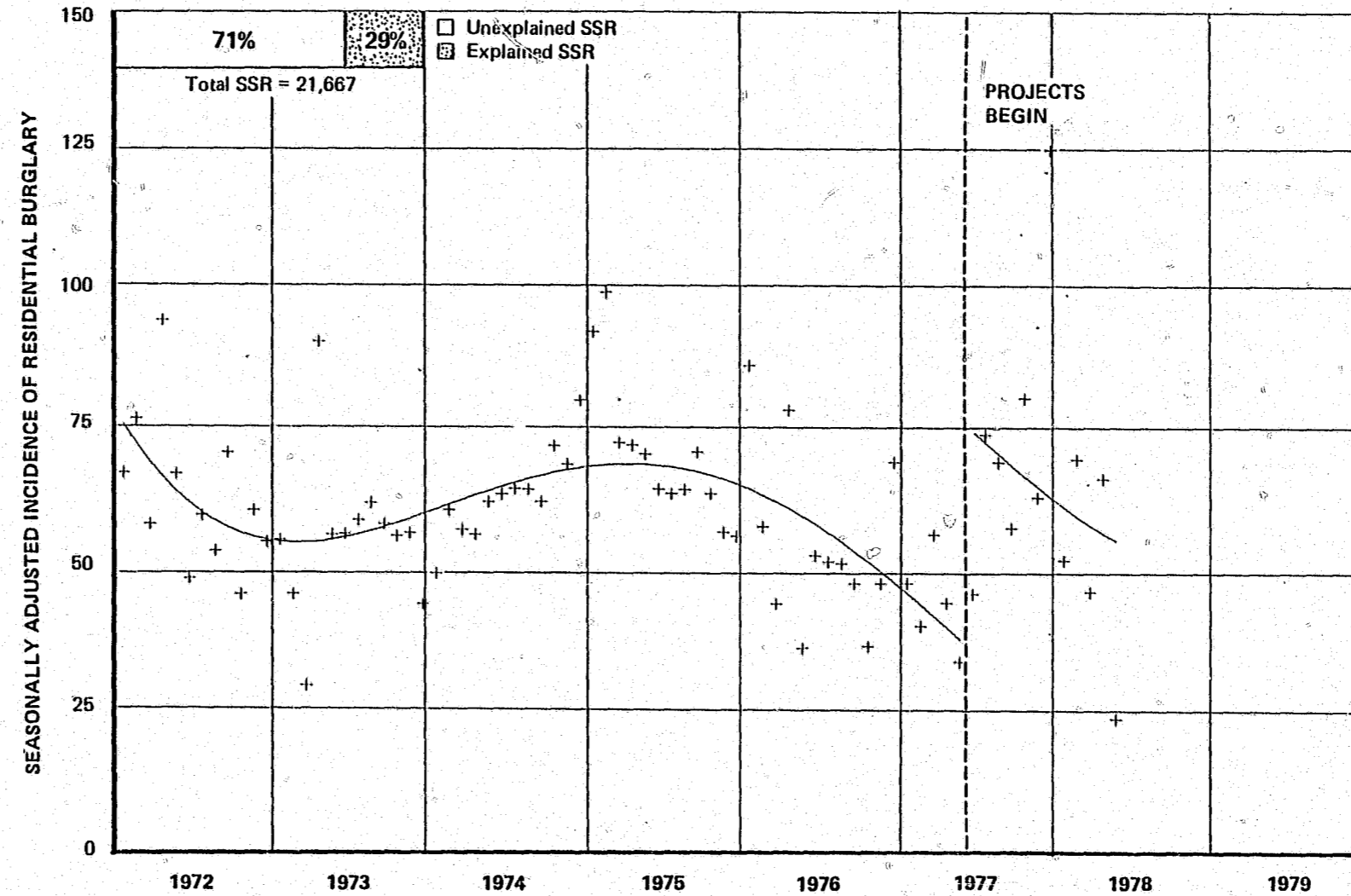


Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
 Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3-10

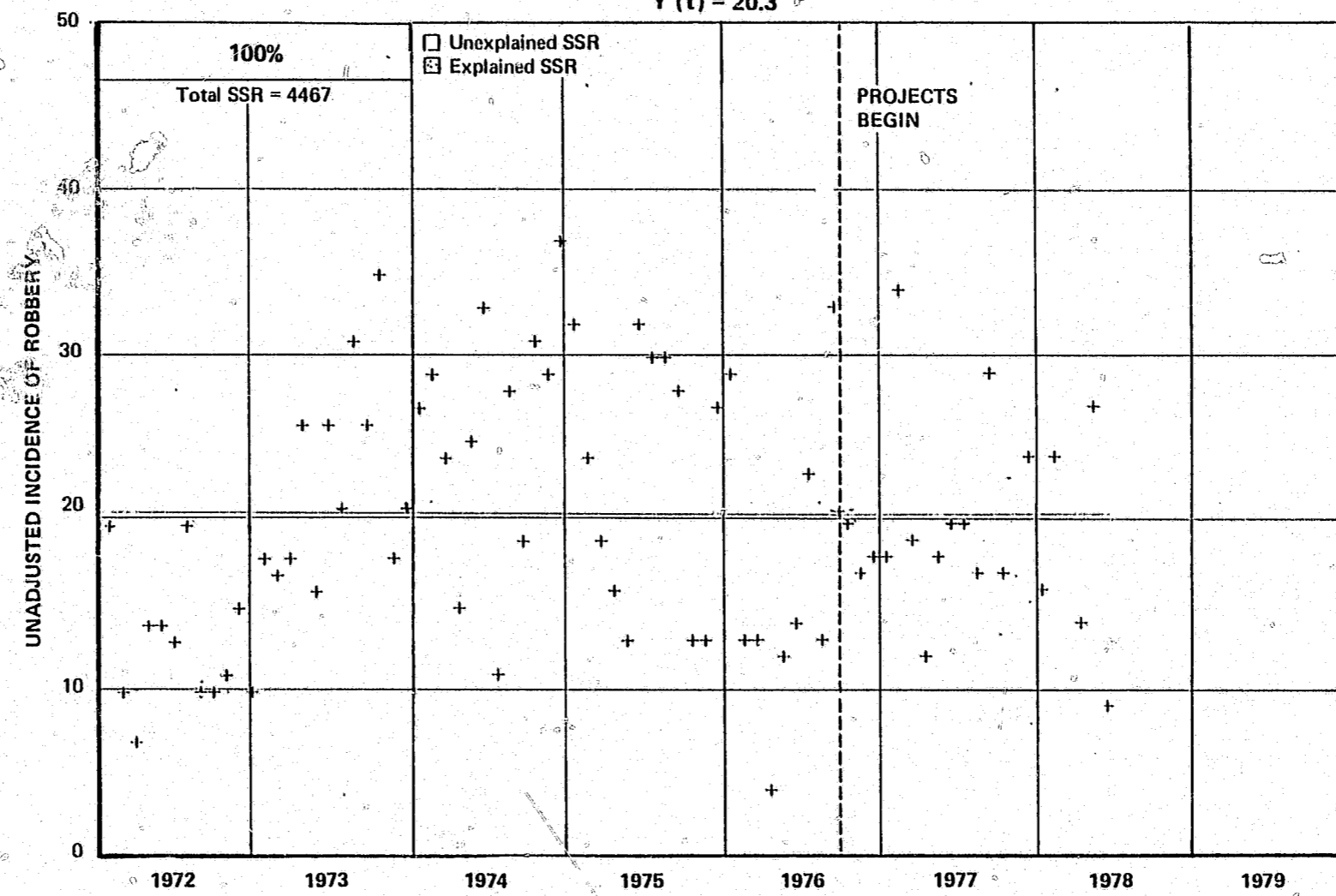
SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN CHAMPAIGN WITH MODEL (6):

$$\hat{Y}(t) = 80.6 - 4.3t + .23t^2 - .004t^3 + .00002t^4 + 39.3x$$



Data Sources: Estimates using Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1974)
Monthly Return of Offenses Known to Police reports, Criminal Justice Information Services (1975-1978)

FIGURE 3-11
 MONTHLY ROBBERY IN JOLIET WITH MODEL (1):
 $\hat{Y}(t) = 20.3$

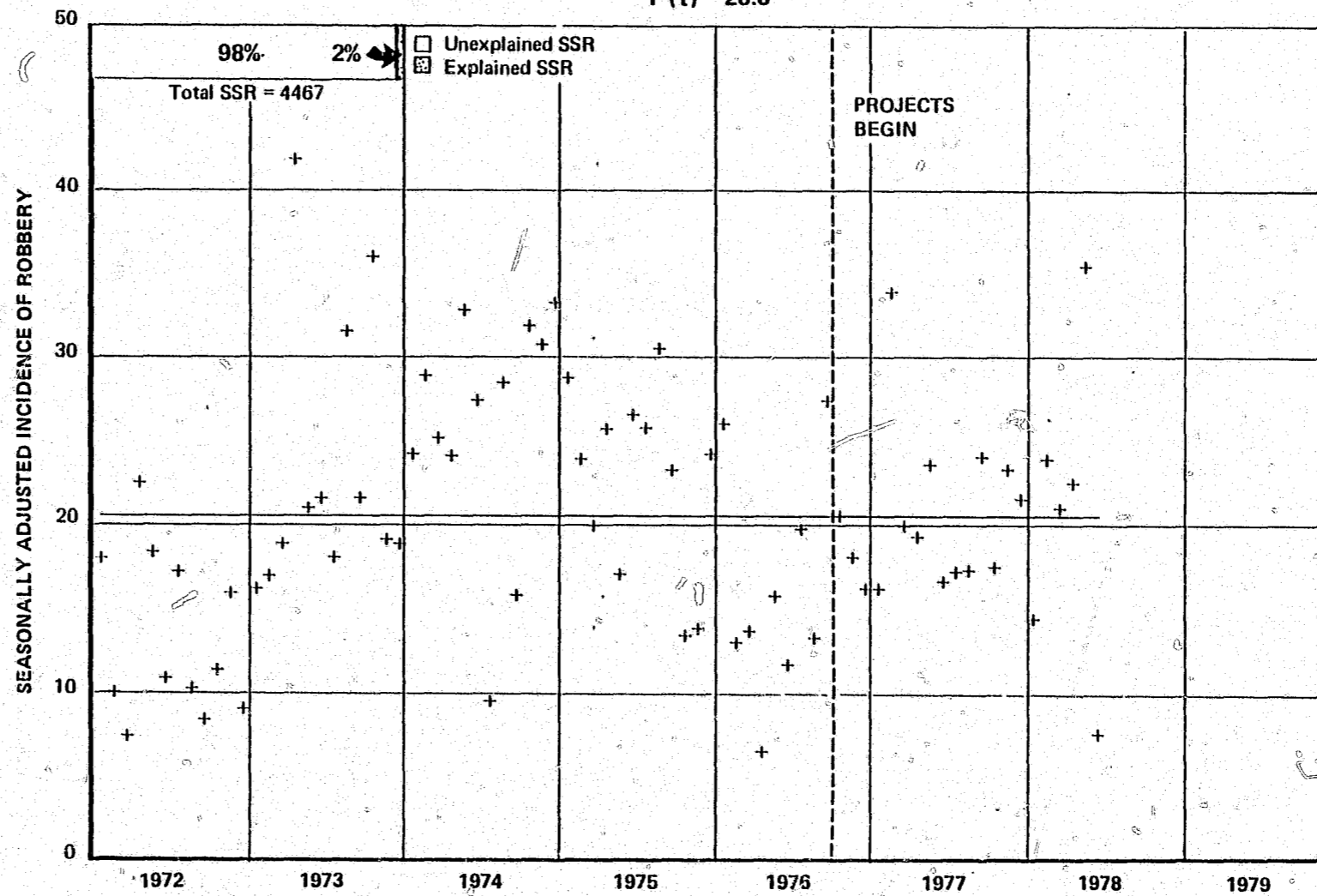


Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

S6

FIGURE 3-12
SEASONALLY ADJUSTED MONTHLY ROBBERY IN JOLIET WITH MODEL (1):

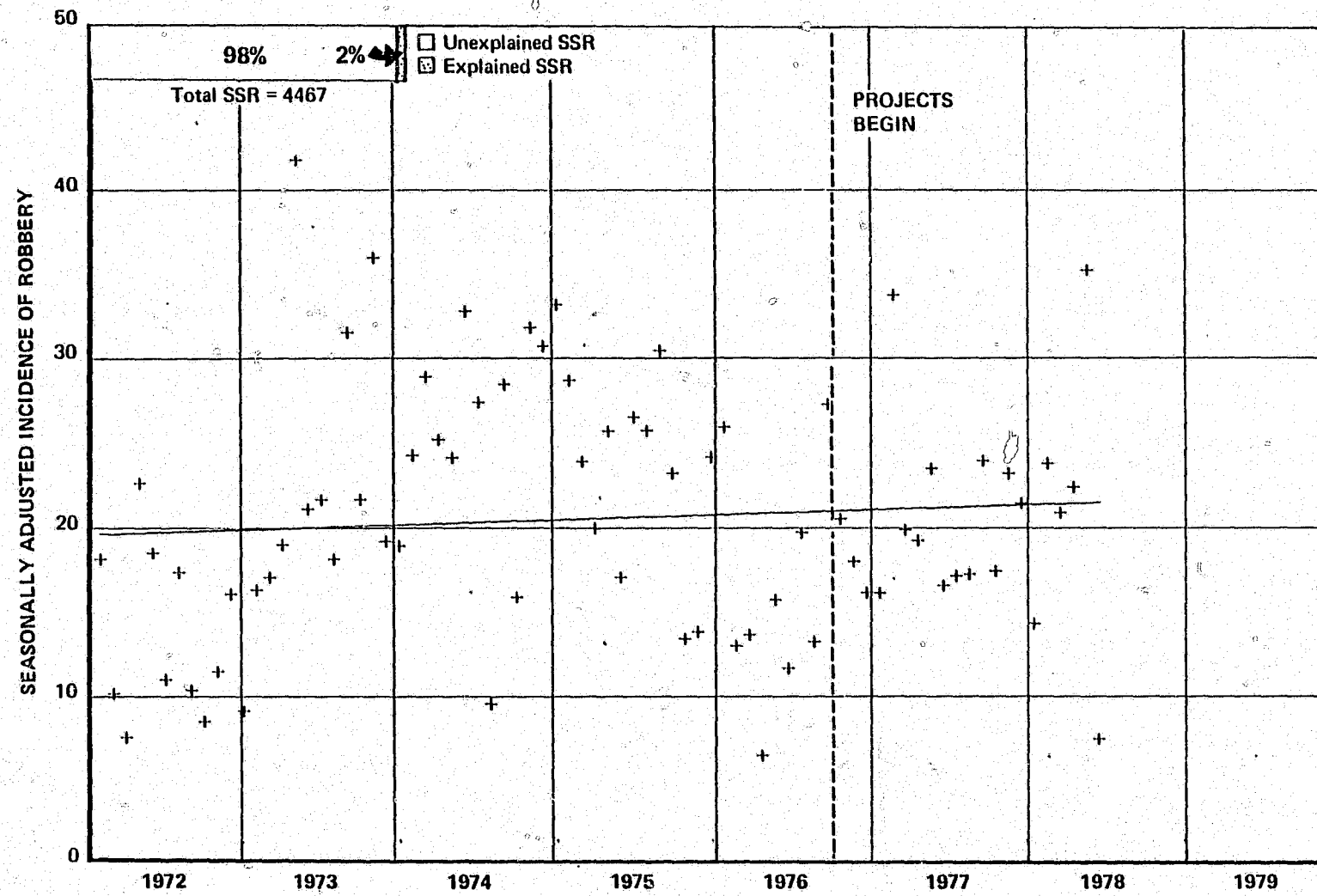
$\hat{Y}(t) = 20.6$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976),
Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-13
SEASONALLY ADJUSTED MONTHLY ROBBERY IN JOLIET WITH MODEL (2):

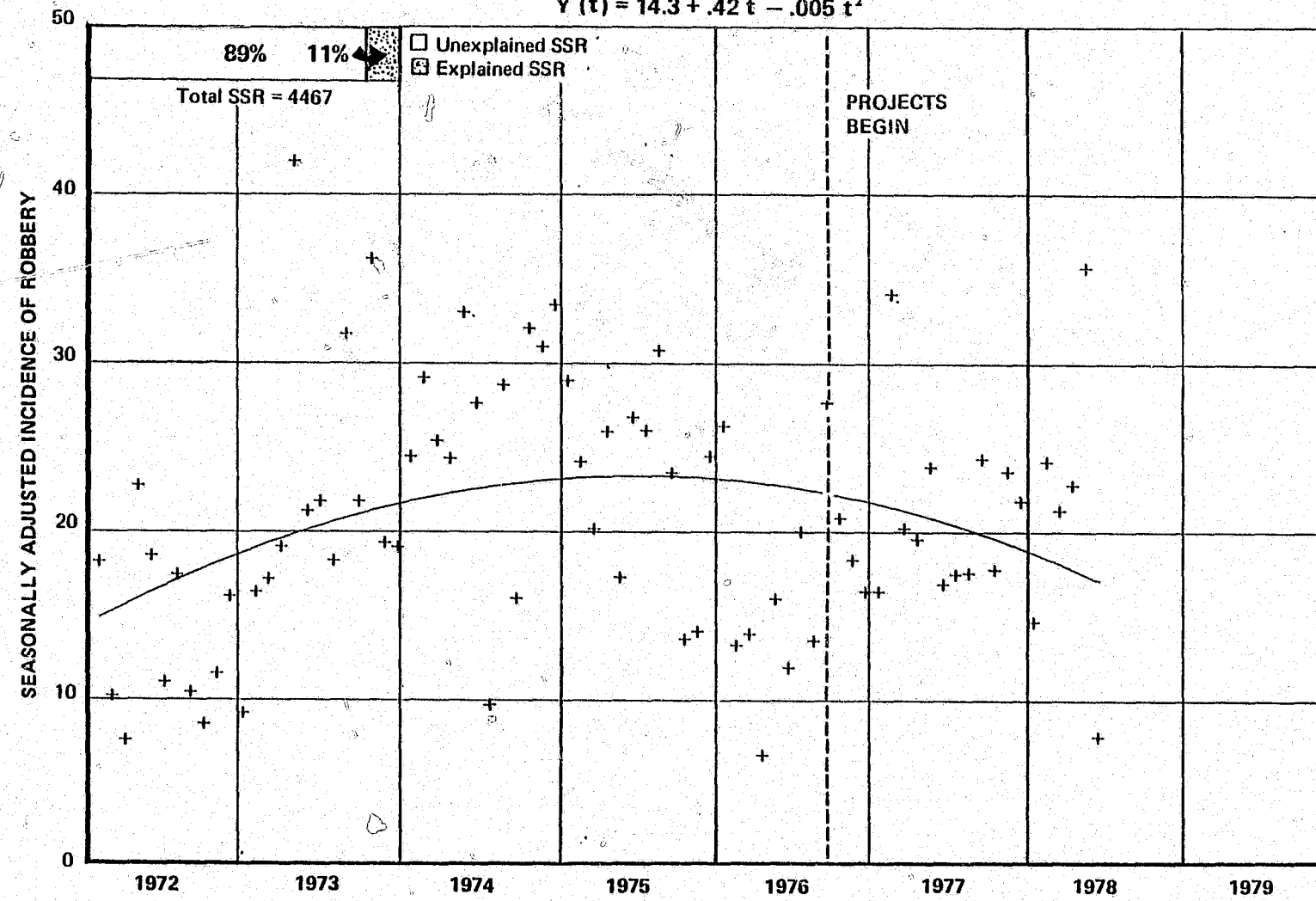
$$\hat{Y}(t) = 19.5 + .028 t$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-14
 SEASONALLY MONTHLY ROBBERY IN JOLIET WITH MODEL (3):

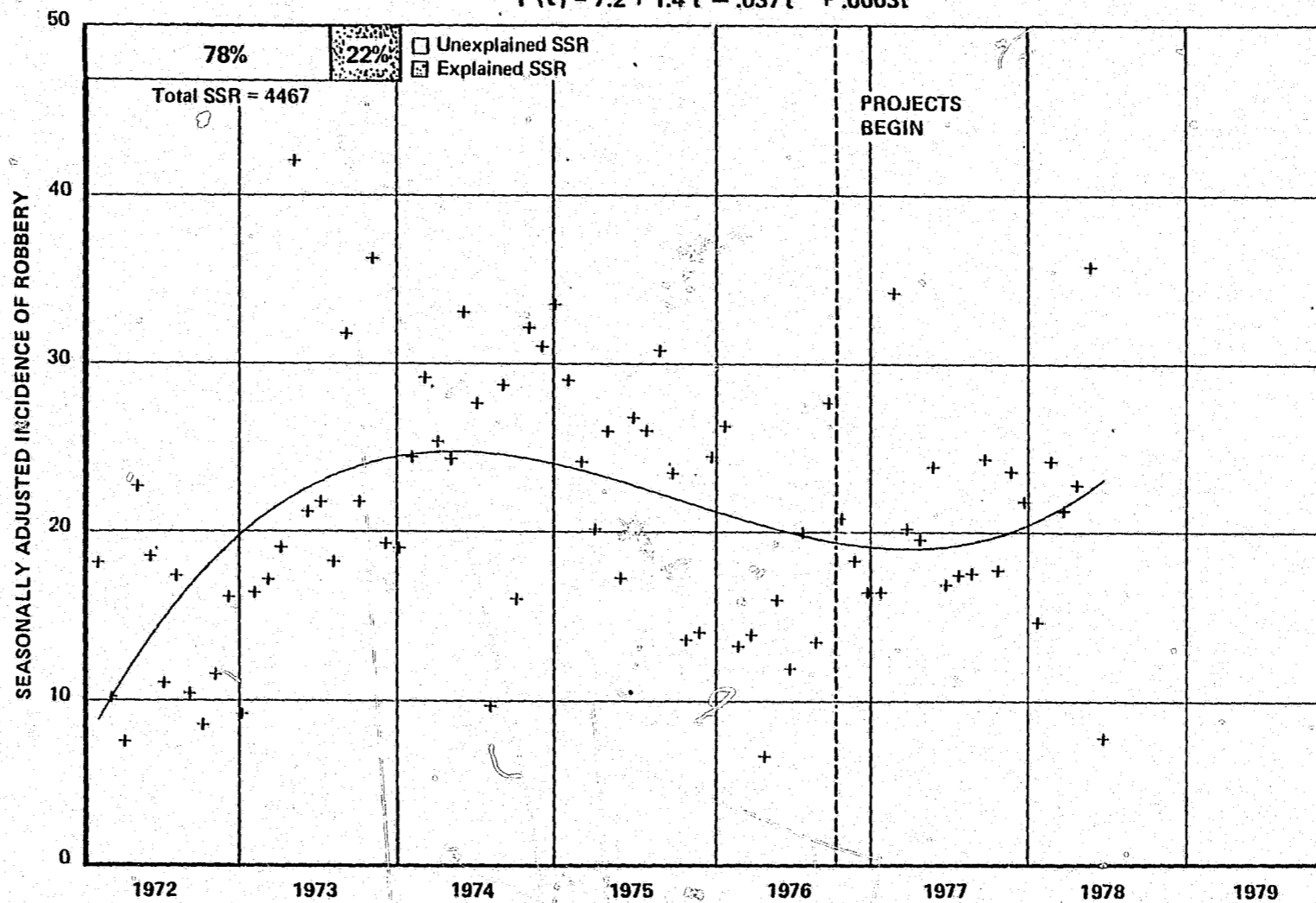
$$\hat{Y}(t) = 14.3 + .42t - .005t^2$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-15
SEASONALLY ADJUSTED MONTHLY ROBBERY IN JOLIET WITH MODEL (4):

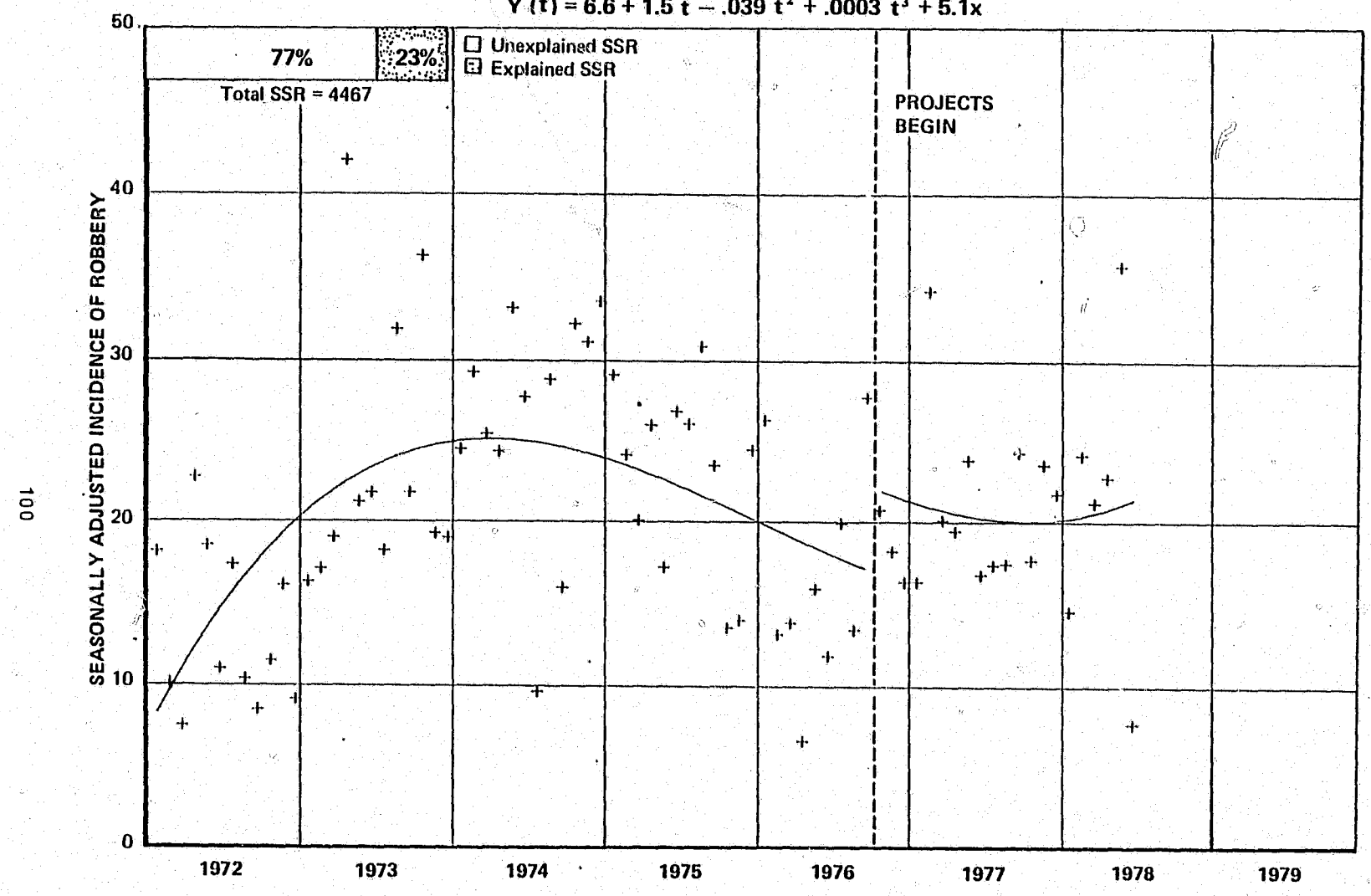
$$\hat{Y}(t) = 7.2 + 1.4t - .037t^2 + .0003t^3$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-16
 SEASONALLY ADJUSTED MONTHLY ROBBERY IN JOLIET WITH MODEL (5):

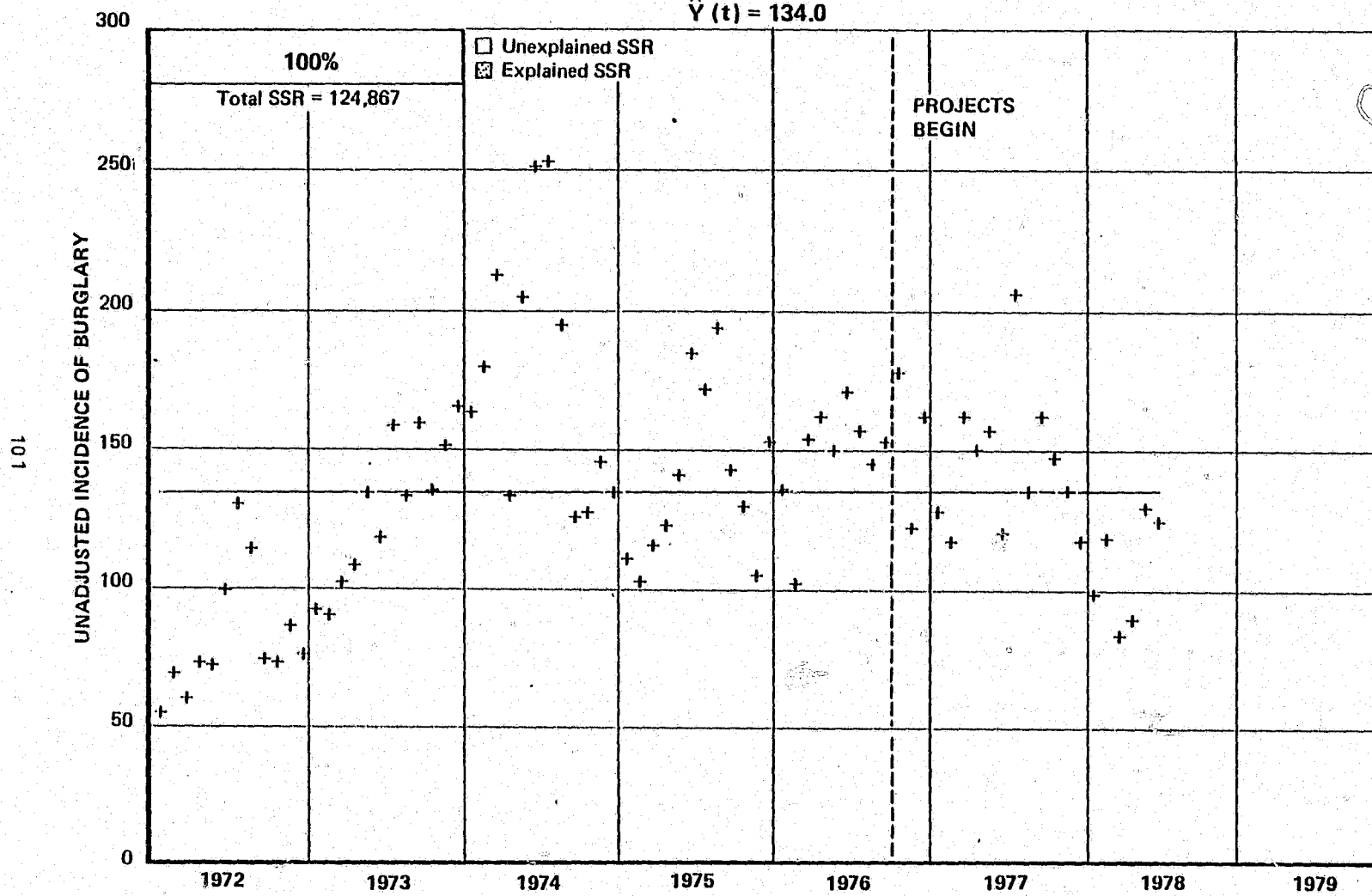
$$\hat{Y}(t) = 6.6 + 1.5t - .039t^2 + .0003t^3 + 5.1x$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-17
MONTHLY BURGLARY IN JOLIET WITH MODEL (1):

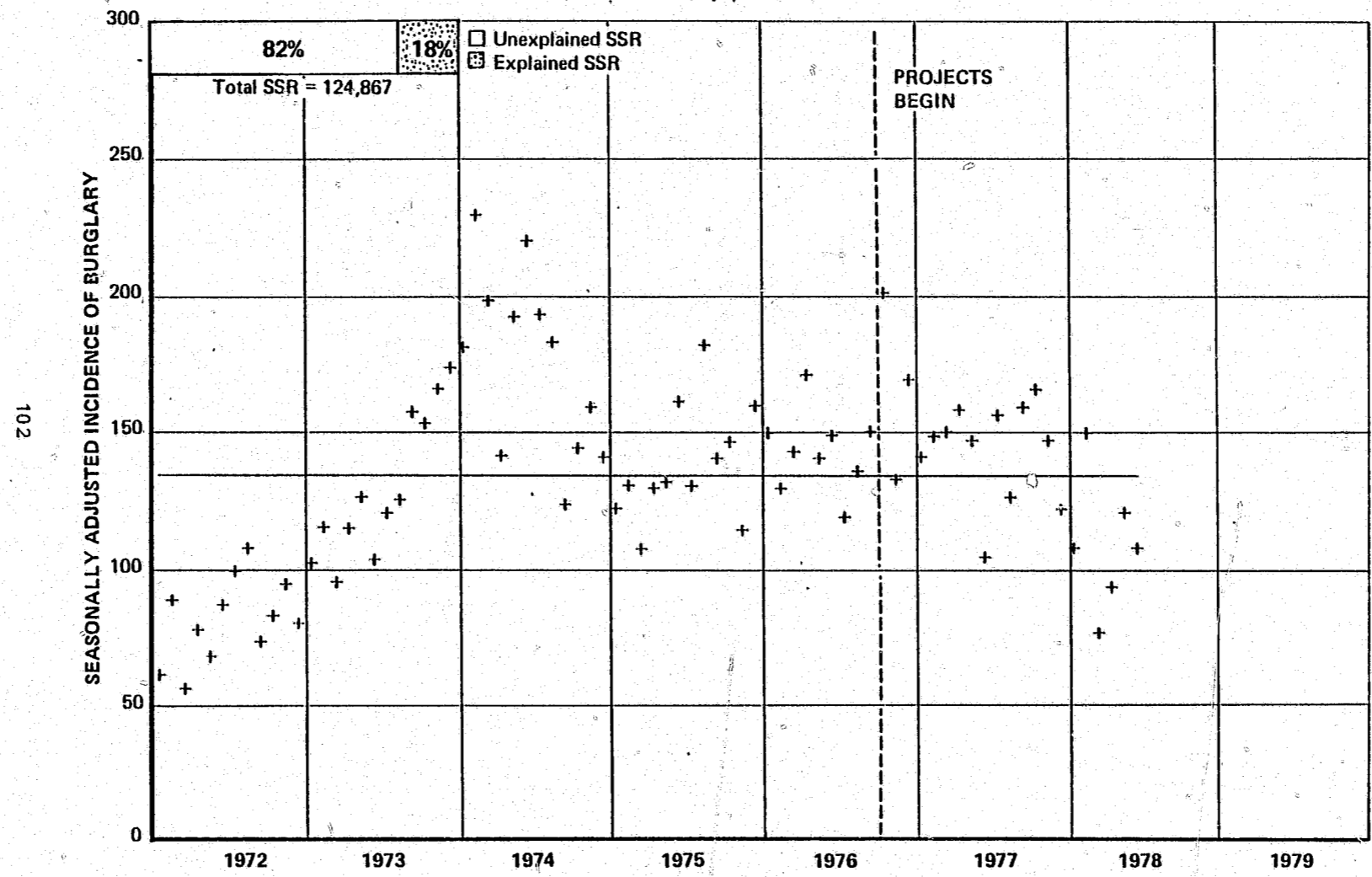
$$\hat{Y}(t) = 134.0$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
Crime Analysis Unit, Joliet Police Department (1977-1978)

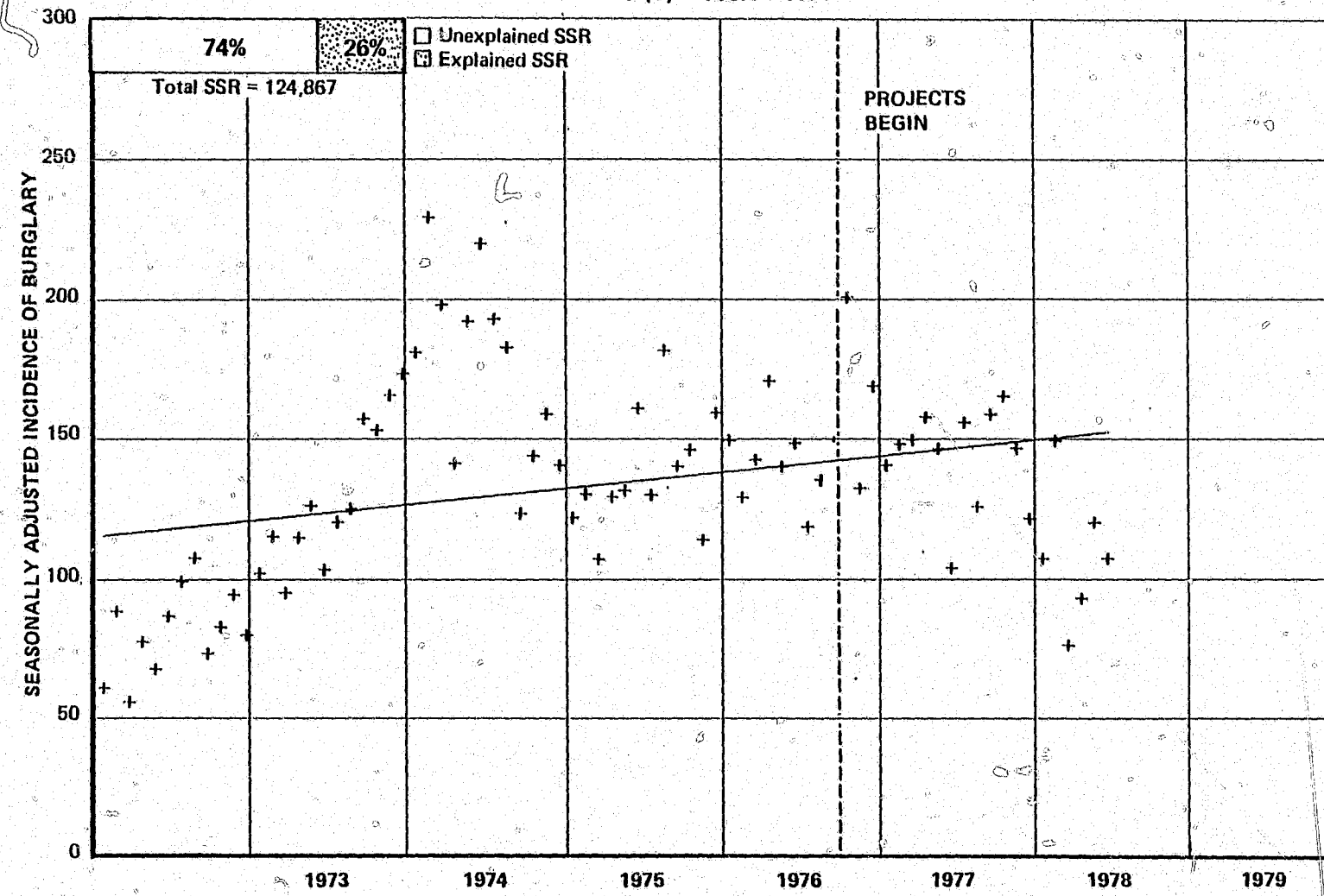
FIGURE 3-18
 SEASONALLY ADJUSTED MONTHLY BURGLARY IN JOLIET WITH MODEL (1):

$\hat{Y}(t) = 134.3$



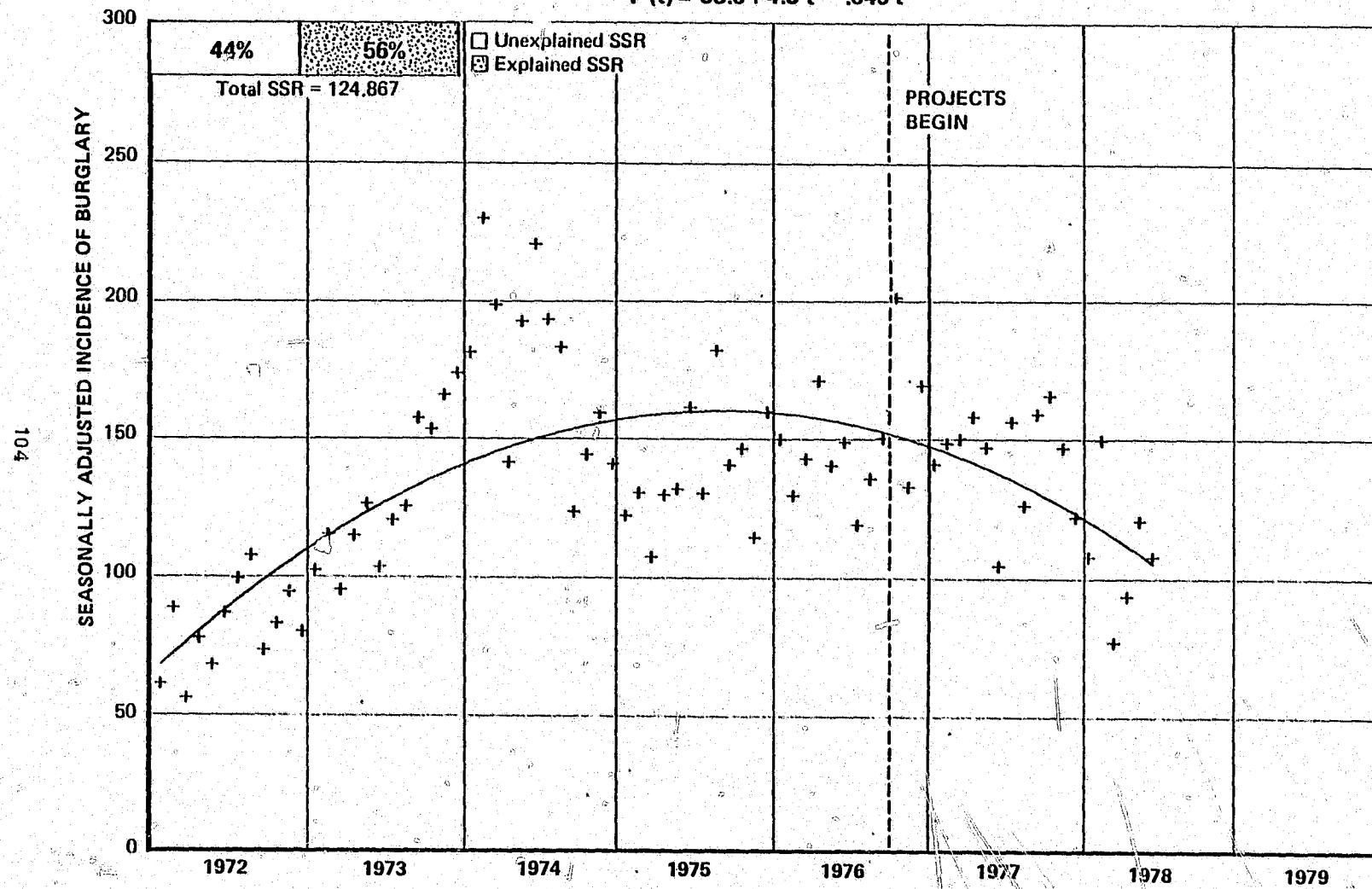
Data Sources: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1977)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-19
 SEASONALLY ADJUSTED MONTHLY BURGLARY IN JOLIET WITH MODEL (2):
 $Y(t) = 115.0 + .49t$



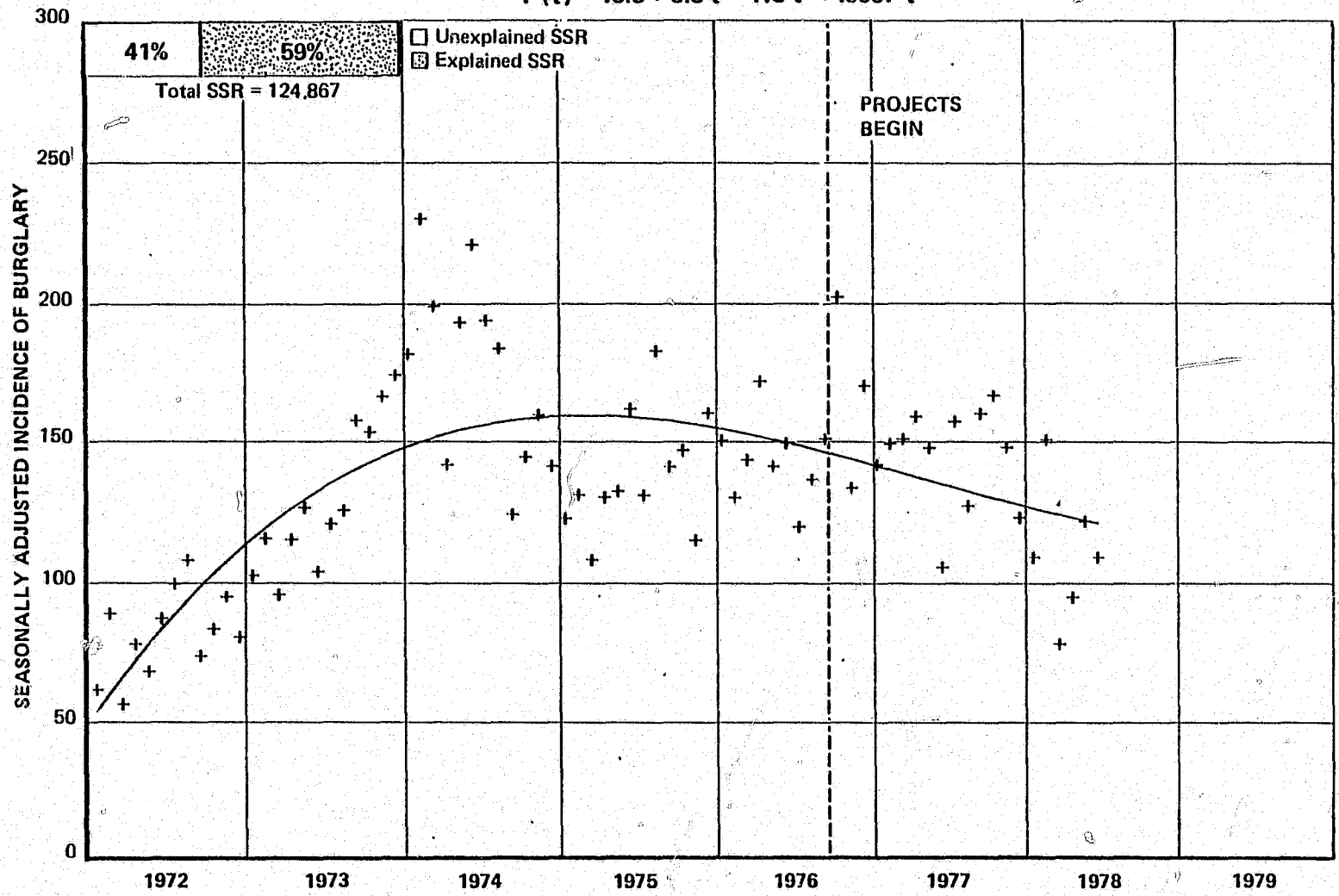
Data Sources: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-20
 SEASONALLY ADJUSTED MONTHLY BURGLARY IN JOLIET WITH MODEL (3):
 $\hat{Y}(t) = 63.6 + 4.3t - .049t^2$



Data Sources: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1977)
 Crime Analysis Unit, Joliet Police Department (1977-1978)

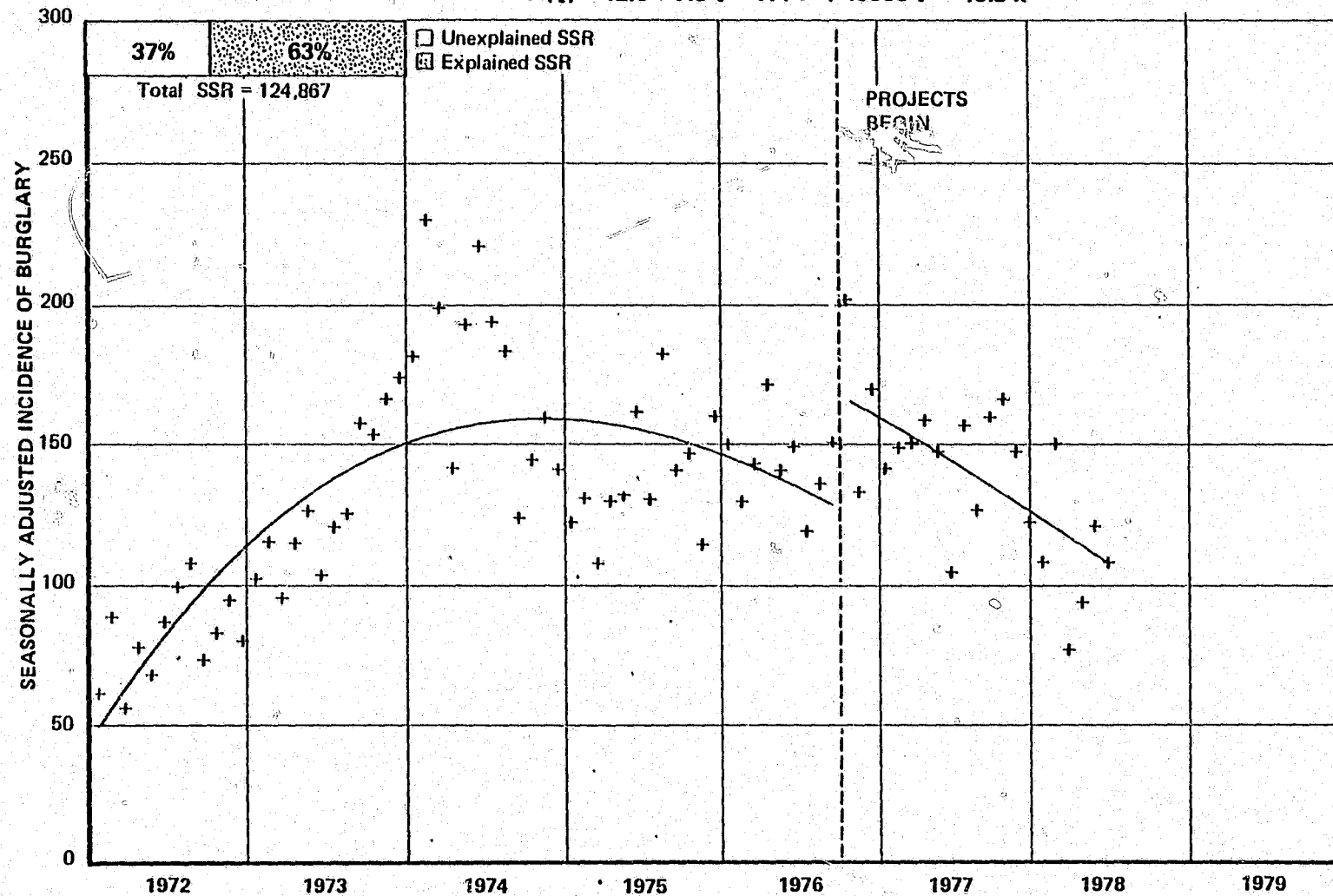
FIGURE 3-21
SEASONALLY MONTHLY BURGLARY IN JOLIET WITH MODEL (4):
 $\hat{Y}(t) = 46.8 + 6.8t - .13t^2 + .0007t^3$



Data Sources: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-22
SEASONALLY ADJUSTED MONTHLY BURGLARY IN JOLIET WITH MODEL (5):

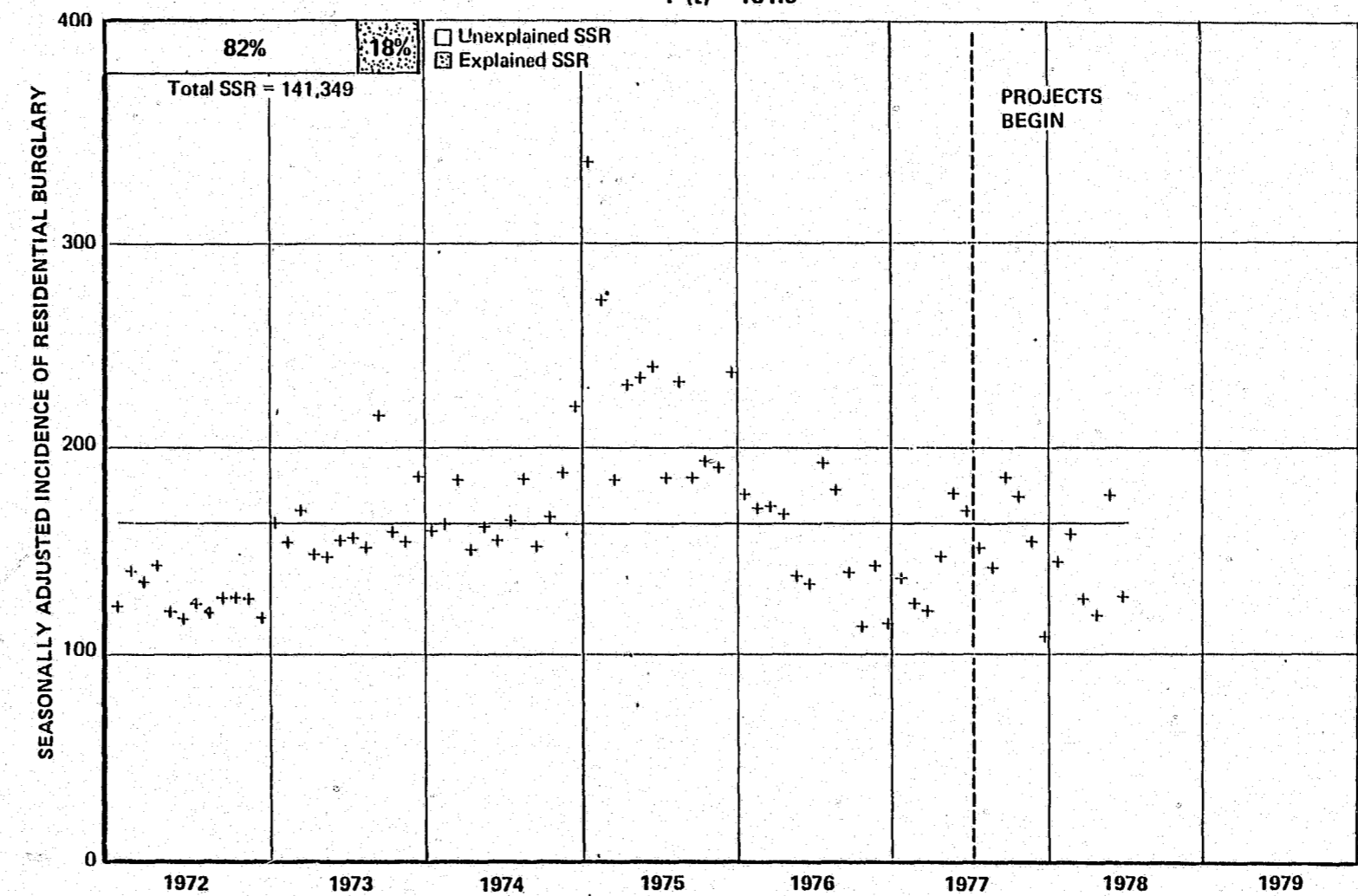
$$\hat{Y}(t) = 42.0 + 7.5t - .14t^2 + .0006t^3 + 40.3x$$



Data Source: Offense and Clearance Trends reports, Criminal Justice Information Services (1972-1976)
Crime Analysis Unit, Joliet Police Department (1977-1978)

FIGURE 3-24
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN PEORIA WITH MODEL (1):

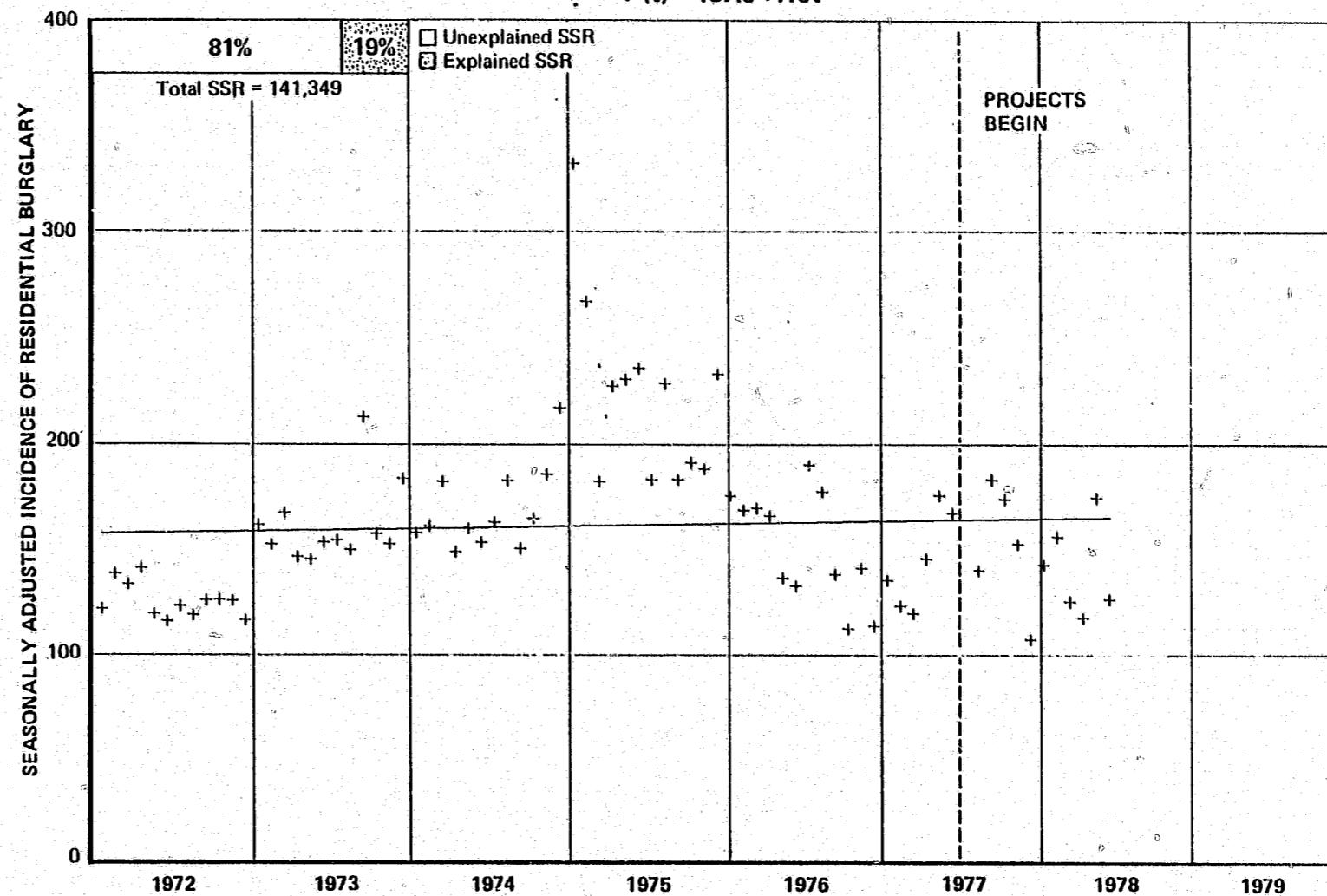
$\hat{Y}(t) = 161.0$



Data Sources: Program Coordination Unit (1972)
 On-Line Information System, Peoria Police Department (1973-1976; April, May, June, 1978)
 Specific Crime Search Program, Peoria Police Department (1977; Jan., Feb., March, 1978)

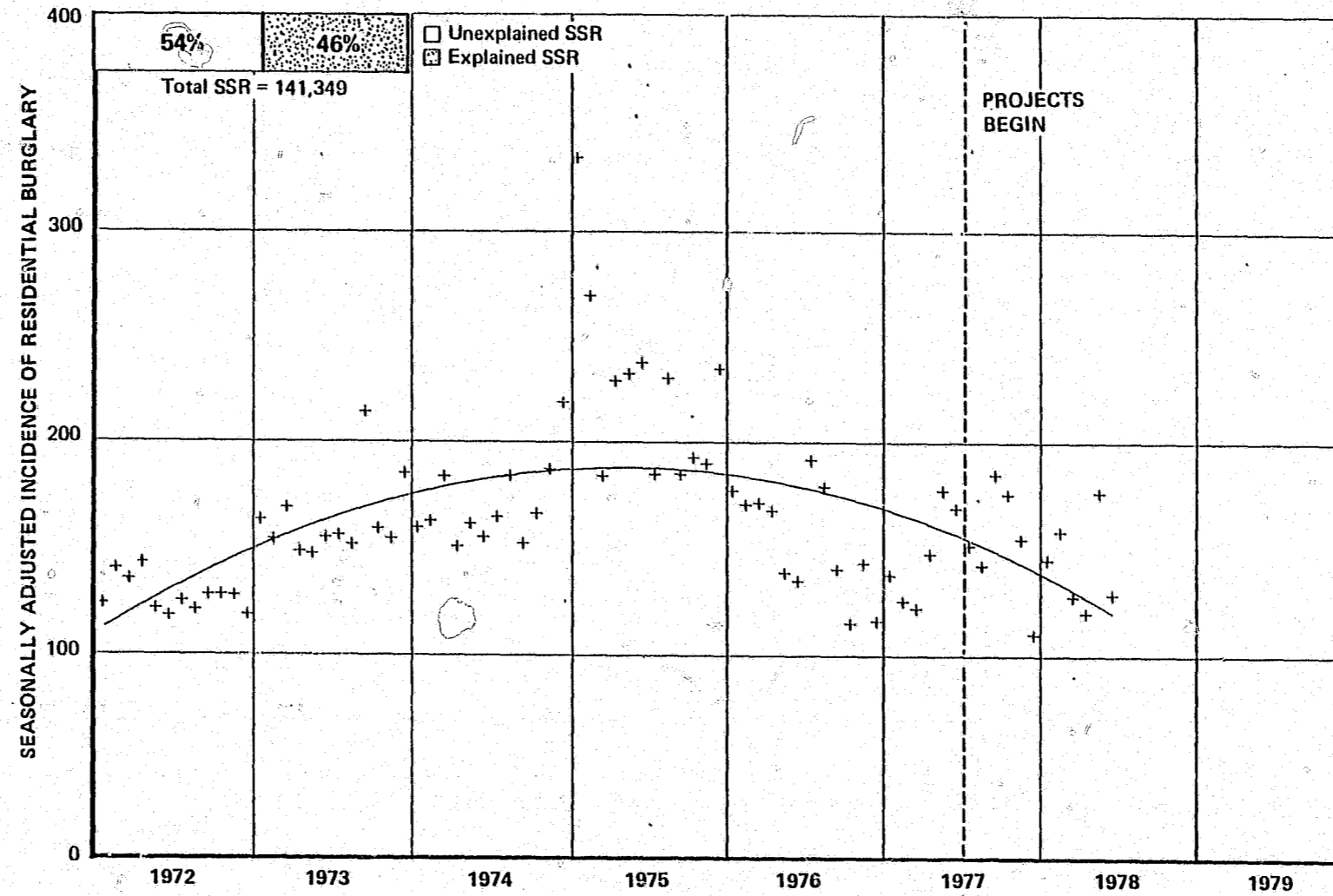
FIGURE 3-25
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN PEORIA WITH MODEL (2):

$$\hat{Y}(t) = 157.0 + .10t$$



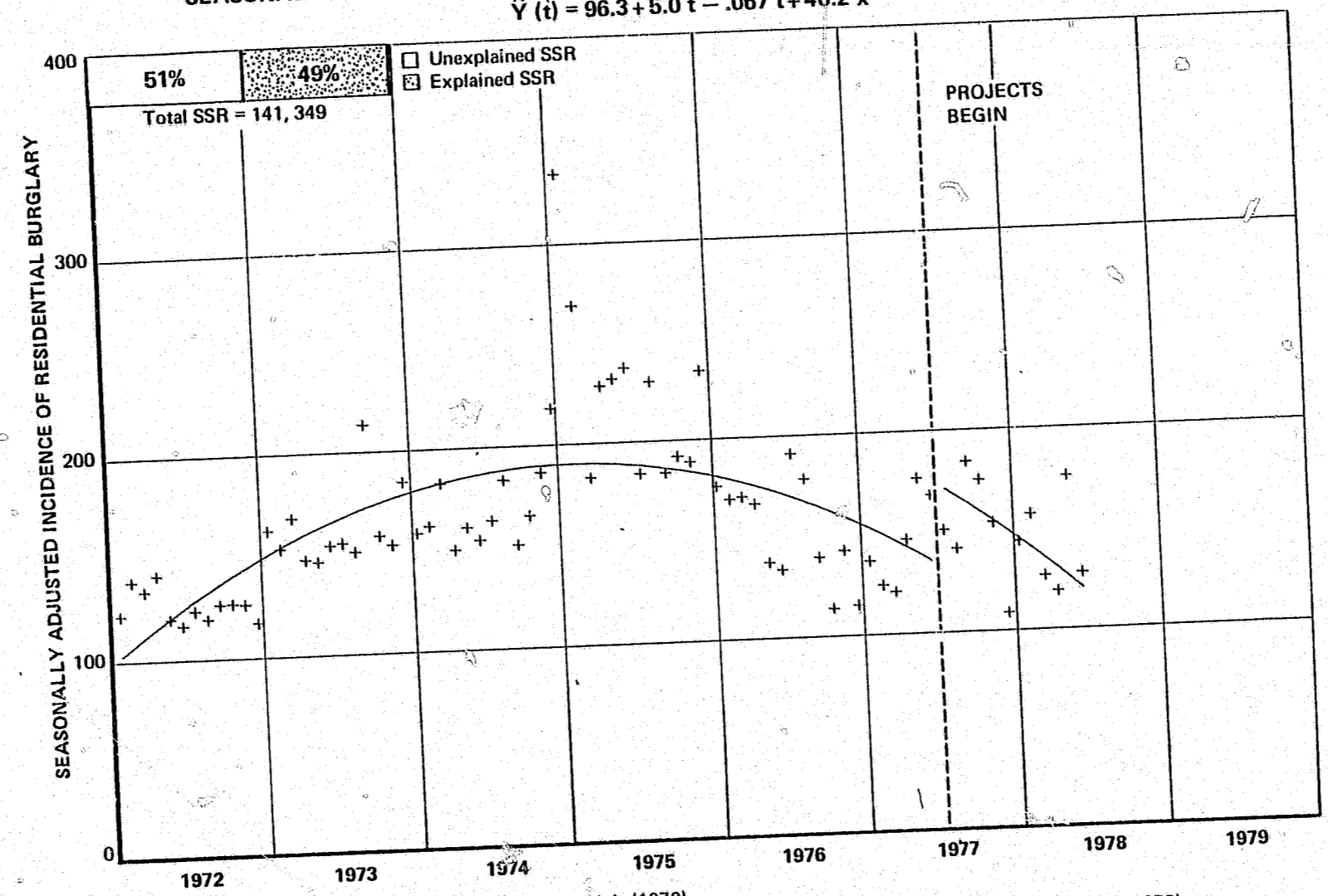
Data Sources: Program Coordination Unit (1972)
 On-Line Information System, Peoria Police Department (1973-1976; April, May, June, 1978)
 Specific Crime Search Program, Peoria Police Department (1977; Jan., Feb., March, 1978)

FIGURE 3-26
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN PEORIA WITH MODEL (3):
 $Y(t) = 105.4 + 4.0t - .049t^2$



Data Sources: Program Coordination Unit (1972)
 On-Line Information System, Peoria Police Department (1973-1976; April, May, June, 1978)
 Specific Crime Search Program, Peoria Police Department (1977; Jan., Feb., March, 1978)

FIGURE 3-27
 SEASONALLY ADJUSTED MONTHLY RESIDENTIAL BURGLARY IN PEORIA WITH MODEL (4):
 $\hat{Y}(t) = 96.3 + 5.0t - .067t^2 + 40.2x$



Data Sources: Program Coordination Unit (1972)
 On-Line Information System, Peoria Police Department (1973-1976; April, May, June, 1978)
 Specific Crime Search Program, Peoria Police Department (1977; Jan., Feb., March, 1978)

introduction of each new model is based on the increase in explained SSR over the model with one less term. Each new model is evaluated by the F ratio.

$$F = \frac{\text{Incremental SSR due to new model} / 1}{\text{Unexplained SSR} / (N-k-1)}$$

where K is the number of independent variables in the equation, and N is the sample size (or, as conceived below, the population size). Models of higher order polynomials were retained if they provided a significantly better fit (at the conventional .05 level) over models with one less term. Three of the models that represented the crime data as a linear function of time did not significantly improve the fit over the mean of the seasonally adjusted data. In all but Champaign, the introduction of the quadratic model dramatically increased the level of explained variation. It should be noted that the quadratic term includes not just t^2 , but t as well.

We turn now to our own method, which treats the crime data as a population and generates its own comparison frame for judging significance. It is our intention to develop and, if it proves reasonable, utilize this technique in the third year evaluation. The technique is straightforward: with each successive model of higher order polynomial, we locate the increase in explained SSR within the context of increases in explained SSR that result from the randomly-generated permutations of the (in this case) 78 data points. Thus, if we set our significance level at five percent, the increase in explained SSR for the actual sequence of reported crime counts must be larger than the increase in explained SSR for other permutations more than 95 percent of the time. Clearly, the set of all possible permutations is too large to consider calculating the increase in explained SSR for all its members. With the aid of computers, however, performing the calculation for a random sample of, say, 10,000 of the 78! possible permutations of the 78 monthly crime counts is perfectly feasible. For a sample of this size, the increase in explained SSR for the given data would have to be larger than those resulting from randomly generated permutations in at least 9,500 cases. A demonstration of "significance" is seen as reducing the probability of a chance relationship between the monthly counts of crime, time, and the dummy variable representing the presence or absence of action projects. The conventional test of significance used in this report is viewed as an approximation of this procedure. This new procedure

would be statistically more conservative, that is, it would not find significance in some cases where conventional statistical tests that assume such parameters as normality, independence, and sampling from an infinite universe, might.

To conclude, none of the dummy variables used to measure the impact of action programs detected a reduction in target crime. To the contrary, they all provided significantly better fits while exhibiting upward shifts in target crimes. However, just as we cautioned attributing statistically significant reductions in the level of target crimes to program effects, these increases may also be caused by other factors. The argument that either an increase or decrease in crime was due to program effects rests on additional monthly data and further analyses of these data (such as by lagging the dummy variable's interruption point); the findings of the victimization survey battery (Joliet and Peoria only); and on judgments relating to action project performance and other qualitative and quantitative project characteristics.

4. CONCLUSIONS AND RECOMMENDATIONS

Our central conclusion about the processes of the Urban High Crime Reduction Program separates the four cities into three groups.

- Peoria, which due to a unique combination of circumstances, was able to carry out the UHCR processes (planning and analysis, project monitoring, and project evaluation) as conceived in the design of the program.
- Joliet and Champaign, which found themselves in the middle of a mismatch between the UHCR design and local criminal justice system needs.
- East St. Louis, which was simply unable to cope with the program.

The Peoria program demonstrates that the process can work, albeit only rarely. At the outset of our first-year evaluation, we would have been quite skeptical about reaching such a conclusion. At the other end of the spectrum, the UHCR design was simply a poor match with the needs of East St. Louis. General improvement funds would be far more appropriate.

In between lay the Joliet and Champaign programs, which were confronted with tension between the program design and local needs. However, this tension was insufficient to snap the program tie with ILEC, as had occurred in East St. Louis. We felt that the planning approach in both cities put the cart before the horse: project areas were examined, then ways were explored to tailor the top-ranking project to the target crime; suspects and defendants in target crime cases; or people convicted of target crimes. Data presented as part of the planning effort were left to speak for themselves. As a result, interpretations of the data by Council members tended to reflect their experience and preferences, and were generally left unstated. Many people find it difficult to interpret statistical and tabular data, for the purpose of providing or suggesting answers to questions. Organizing the data in a manner that can be utilized in speaking to questions is the key to analysis. These are difficult and challenging tasks that were not successfully met in Joliet or Champaign. Champaign was one step further removed from the program design, in that the target crime of residential burglary seemed at times almost incidental.

At the close of our first-year evaluation, it was evident that Champaign, Joliet and Peoria had viewed the UHCR program differently. All three perceived

local determination of problems and needs, within a limited range, and the allocation of program funds to these, as underlying program elements. Peoria adopted the guidelines quite strictly, keying virtually all its program activities and decisions to the question of their probable impact on the incidence of residential burglary, and subjecting this question to empirical test where possible. By planning action projects in phases, the Champaign and Joliet programs essentially answered at the outset some of the questions posed by the Peoria program. Thus, for example, while Peoria studies were being undertaken to determine, among other things, the relative effectiveness of increasing the speed of case processing and reducing recidivism in reducing the incidence of residential burglary, before deciding on the allocation of action funds, Joliet was studying recidivism, among other things, after program funds had already been expended on or committed to action projects in earlier phases. Given the Champaign City Manager's decision to use remaining UHCR funds to continue operating the Team Policing Unit prior to the completion of the Phase III Plan, that city's ability to rest funding decisions upon comparisons of empirically-based analyses was similarly limited.

In the final analysis, the Champaign and Joliet programs may be more realistic examples of the local criminal justice planning function in the context of a grant program. Indeed, we noted previously that the Peoria program resulted from a unique set of circumstances. In our view, the Peoria program successfully distinguished the UHCR design from more typical crime impact efforts. Whether Peoria's crime impact can also be distinguished from those of the other cities; whether the Peoria approach to project planning can be justified on other than crime reduction grounds; and whether other program benefits outweigh costs in each of the cities remain to be addressed in the third and final year evaluation.

Recommendations

The second-year evaluation finds the Urban High Crime Reduction program in the following situation:

- East St. Louis participation in the program was terminated, due in large measure to this city's inability to convene its Crime Reduction Council.

- While the other three cities have remained in the program, only one has captured the essence of the program design.
- Whether target crime has declined significantly since the implementation of action projects needs further analysis; whether a decline, if identified, can be attributed to the program (and its component projects) remains to be answered.
- All three cities are faced with the question of what form, if any, the UHCR program should take when state funding stops.

Based on these observations, our first recommendation is to utilize that portion of the unexpended East St. Louis program funds to maintain local program staffs in the other three cities until ILEC funding of action projects ends. This is a necessary (though not sufficient) condition to having projects continue their operations towards the common goal of reducing target crime. Any funds remaining after this should be allocated equally to the three cities, to bolster planning, monitoring or project evaluation efforts, to continue action projects in operation, or to fund new action projects.

Our second recommendation is that greater emphasis be given to local monitoring and evaluation of action projects in the time that remains, since we will rely in part on the findings of local action project evaluations in our overall evaluation of impact on target crimes. Keeping the programs intact through monitoring is one of the main reasons why our first recommendation was made to continue funding of the local program offices. If action projects were to operate as though they were not part of a larger program, then there would be little need for a program staff component.

Our third recommendation calls for the scope of allowable staff functions to be expanded, thereby providing an opportunity for the staff to demonstrate its capabilities beyond the UHCR design. These might include:

- technical assistance to line agencies (but not to supplement general line agency staff work);
- service as an interagency or intergovernmental liaison within the local criminal justice system, and between this system, other municipal functions, and community organizations; or
- service as a local criminal justice research agent, to conduct studies and evaluations;

The expanded scope of activities notwithstanding, our fourth recommendation is that Crime Reduction Council meetings continue to be held, and plan updates prepared, for the allocation of remaining UHCR action funds. The formal local program decision-making should not be discontinued.

Finally, program guidelines should be amended, alluded to earlier, to permit immediate implementation of these recommendations.

APPENDICES

APPENDIX A
LIST OF MATERIALS EXAMINED

MATERIAL EXAMINED: CHAMPAIGN

Crime Reduction Council Minutes

3 March 1977
11 May 1977
12 October 1977
18 October 1977
16 November 1977
21 December 1977
25 January 1978
17 March 1978
28 April 1978

Correspondence and Memoranda

6 May 1977: N. Weisman to CRC members, re: Possible Phase II programs to be discussed at 11 May 1977 CRC meeting
13 September 1977: N. Weisman to S. Peck, re: Activities that could be undertaken with \$31,000 in additional planning funds
13 October 1977: N. Weisman to G. Adams, re: Transmittal of Phase II Plan
13 October 1977: N. Weisman to W. Holland, re: Transmittal of Phase II Plan
13 October 1977: N. Weisman to J. Zagel, re: Transmittal of Phase II Plan
27 October 1977: N. Weisman to O. Fabert, re: UHCR support for Champaign County Crime Prevention Council
28 October 1977: N. Weisman to W. Dye, re: Review of Champaign County Crime Prevention Council discretionary grant application
28 October 1977: N. Weisman to D. Long, re: Review of Champaign County Crime Prevention Council discretionary grant application
28 October 1977: N. Weisman to P. Dollins, re: Review of Champaign County Crime Prevention Council discretionary grant application
28 October 1977: N. Weisman to R. F. Mottley, re: Review of Champaign County Crime Prevention Council discretionary grant application
28 October 1977: N. Weisman to E. Hedrick, re: Review of Champaign County Crime Prevention discretionary grant application
28 October 1977: N. Weisman to D. Long, re: Review of Designated Prosecutor grant application
28 October 1977: N. Weisman to P. Dollins, re: Review of Designated Prosecutor grant application
28 October 1977: N. Weisman to E. Hedrick, re: Review of Designated Prosecutor grant application
31 October 1977: N. Weisman to F. Dye, re: Transmittal of Police Vehicle Utilization Study
7 November 1977: N. Weisman to CRC members, re: Proposal for continuation of funding
10 November 1977: N. Weisman to E. Miller, re: Approval to make application to the ILEC for continuation funding of the UHCR program

16 November 1977: E. Miller to ILEC, re: Request for Continuation Funding
17 November 1977: E. Miller to Mayor and City Council, re: Application for Continuation of UHCR program
12 December 1977: A. Beard to S. Lamberton, re: Review of Designated Burglary Prosecution grant application
6 March 1978: UHCR Staff to F. Dye, re: Calls for service analysis
16 March 1978: N. Weisman to P. Mateson, re: Collection of data on parolees in Champaign County
6 April 1978: N. Weisman to P. Gerontes, re: Briefing on Peoria Police Department Crime Scene Search Unit
6 April 1978: N. Weisman to F. Dye, re: Visit to Peoria's Crime Scene Search Unit and possibility of such a unit in Champaign
3, 4, 6 and 7 April 1978: G. Spear to various sources of documentation on probation services, re: Possibility of obtaining documents on probation issues and services
7 April 1978: E. Miller to S. Peck, re: Modifications to the Champaign Urban High Crime Program

Program Documents

Phase II Plan - Adjudication, dated September 1977
Champaign Urban High Crime Program Burglary Offender Tracking Project, 1975 and 1976 Preliminary Report, 5 May 1977
"Preliminary Findings from Initial Citizen Survey," by Peter F. Nardulli, University of Illinois, undated
Champaign Urban High Crime Citizen Survey Instrument, February 1977
"Team Policing in Champaign," by Peter F. Nardulli, University of Illinois, undated
Preliminary Report - Combined Police Services
Phase III Plan - Social Services and Corrections, dated July 1978

Other

News article: "Lazarro Makes Switch from Lawman to Lawyer," Champaign Morning Courier, undated
Police Vehicle Utilization Study, produced by UHCR staff, 31 October 1977

Grant Applications and Authorizations

Statement of grant award for Team Policing - Burglary Abatement Program, dated 10 December 1976, for the grant period 1 January 1977 to 31 March 1978
Grant application for Team Policing - Burglary Abatement Program, prepared 10 June 1976 for the period 30 September 1976 to 30 September 1977
Grant application (revised) for Team Policing - Burglary Abatement Program, prepared 10 June 1976 for the period 1 January 1977 to 31 March 1978
Grant application for Designated Burglary Prosecution Program, prepared 3 October 1977 for the period 1 December 1977 to 30 September 1978

City Council Bill 77-362 Authorizing City Manager to Execute an Application to Illinois Law Enforcement Commission for the Urban High Crime Impact Project, dated 6 December 1977

Application Review of Designated Burglary Prosecution Program received 28 October 1977 for the grant period 1 December 1977 to 30 September 1978
UHCR grant application prepared 10 November 1977 for the period 1 January 1978 to 1 January 1979.

MATERIAL EXAMINED: JOLIET

Crime Reduction Council Minutes

15 December 1976
23 March 1977
25 May 1977
8 June 1977
25 August 1977
25 October 1977
2 February 1978
6 April 1978
25 May 1978

Correspondence and Memoranda

5 January 1977: S. Lamberton to B. Gerhart, re: Neighborhood Crime Prevention Rebate Program

24 January 1977: B. Gerhart to S. Lamberton, re: Response to questions on grant application for Neighborhood Crime Prevention Program

25 January 1977: F. Breen to G. Gersey, re: request for one month grant extension for Mobile Crime Prevention Unit

10 February 1977: D. Fogel, ILEC Director to N. Reck, Mayor, re: Award of grant for Neighborhood Crime Prevention Rebate Program

15 February 1977: G. Fitzgerald to CRC members not present at 14 February 1977 meeting, re: proceedings of 14 February meeting

3 March 1977: G. Fitzgerald to F. Breen, re: Application for criminal justice information for research purposes

7 March 1977: F. Breen to G. Gersey, re: explanation of request for grant adjustment for Mobile Crime Prevention Unit

8 March 1977: S. Peck to M. Collins, re: completion of Phase II Plan and submission of the Phase II action grant application

11 March 1977: A. Beard to G. Gersey via J. R. Oksas, re: Condition of award for the Neighborhood Crime Prevention Rebate Program

11 March 1977: G. Fitzgerald and B. Gerhart to S. Peck and G. Gersey, re: revised budget for Neighborhood Crime Prevention Rebate Program

21 March 1977: E. Petka to S. Peck, re: purchase of a typewriter for the Special Prosecution Unit

23 March 1977: G. Fitzgerald to R. Feeley, Corporation Council, re: Parental responsibility ordinance

23 April 1977: G. Fitzgerald to A. Beard, re: proposed evaluation design for the Special Prosecution Unit

27 April 1977: G. Fitzgerald to CRC members, re: proposed workshop-seminar on crime victim and witness assistance

12 May 1977: G. Fitzgerald to Sgt. J. Grace, Supervisor of Mobile Crime Prevention Unit, re: performance of the Selective Enforcement Unit

6 June 1977: G. Fitzgerald to K. Heyman, re: news coverage of seminar on UHCR

14 June 1977: G. Fitzgerald to E. Petka, re: special parking privileges for witnesses in criminal cases

15 June 1977: G. Fitzgerald to A. Lopez, Community Relations Director, re: hiring of a Victim-Witness Advocate in the Community Relations Department

20 June 1977: C. Rowe to M. Collins, re: appointment of Dennis J. Wolff, Warden of Joliet Correctional Center to the CRC

1 August 1977: G. Fitzgerald to F. Breen, re: nonappearance of defendants at scheduled court proceedings

1 August 1977: G. Fitzgerald to N. Keck, re: "Operation Jaws"

9 September 1977: G. Fitzgerald to G. Mueller, re: east side revitalization and crime control suggestions

14 September 1977: G. Fitzgerald to E. Petka, re: offender based tracking bond figures

15 September 1977: G. Fitzgerald to City Manager, re: permissibility of Neighborhood Crime Prevention Rebate Program

16 September 1977: R. Oldland, City Manager to J. Zagel, Executive Director of ILEC, re: clarification of use of LEAA funds for Neighborhood Crime Prevention Rebate Program

22 September 1977: G. Fitzgerald to Chief Judge Orenic, re: access to traffic records and on-line computer criminal records for the courts

26 September 1977: J. Zagel to R. Oldland, re: legality of Neighborhood Crime Prevention Rebate Program

28 September 1977: G. Fitzgerald to Chief of Police, re: robbery and burglary trends

28 September 1977: R. Oldland to J. Zagel, re: legality of Neighborhood Crime Prevention Rebate Program

4 October 1977: G. Fitzgerald to Lt. T. Trevison, re: privacy regulations

3 November 1977: G. Fitzgerald to Chief of Police, re: target crime trends, October 1976 and October 1977

8 November 1977: G. Fitzgerald to F. Albert, Director of Community Development, re: Evaluation of SENO Street Light Program

22 November 1977: City Manager to Mayor Peck, re: role of Criminal Justice Planning Division

23 November 1977: G. Fitzgerald to F. Breen, re: data on patrol officer effectiveness

13 December 1977: G. Fitzgerald to R. Colvin, Joliet Region Chamber of Commerce, re: encouraging businessmen to enable employees to cooperate with law enforcement and criminal justice agencies

23 December 1977: J. Zagel, Executive Director of ILEC to R. Oldland, City Manager, re: Neighborhood Crime Prevention Rebate Program compliance with LEAA guidelines

4 January 1978: R. Oldland, City Manager to J. Zagel, Executive Director of ILEC, re: Neighborhood Crime Prevention Rebate Program compliance with LEAA guidelines

23 January 1978: G. Fitzgerald to CRC members, re: Phase III programming

23 January 1978: G. Fitzgerald to CRC members, re: Project area recommendations for use of remaining funds

30 January 1978: A. Beard to S. Lamberton, re: Evaluation Review-continuation grant for the Special Prosecutor Unit

17 February 1978: G. Fitzgerald to B. Morrell, re: specific responses to items in the Evaluation of the Special Prosecution Unit

24 February 1978: B. Morrell to G. Fitzgerald, re: response to Mr. Fitzgerald 17 February letter

1 March 1978: B. Morrell to A. Beard, re: Mr. Fitzgerald's response to the evaluation of the Special Prosecution Unit

18 March 1978: W. Scott, Attorney General to T. Difanis, Champaign County States Attorney, re: liability to a governmental entity to a juvenile performing public service work as a condition of probation

16 March 1978: A. Beard to B. Morrell, re: correspondence concerning the crescent region evaluation of the Special Prosecution Unit

17 March 1978: A. Beard to S. Lamberton via R. Sullivan, re: evaluation review of the City of Joliet's Grant Application for Victim-Witness Aide Project

21 March 1978: B. Morrell to E. Petka, re: data forms for the Special Prosecution Unit

22 March 1978: M. McDaniel to A. Maddox, re: transmitted letter for grant application with note concerning evaluation component for Victim-Witness Assistance Project

30 March 1978: T. Maddox, Assistant Administrator to General Council of LEAA to J. Zagel, Executive Director of ILEC, re: review of Neighborhood Crime Prevention Rebate Program regarding compliance with Crime Control Act restrictions on Part C funds

11 April 1978: R. Oldland to Mayor and City Council, re: report on Team Policing Need and Feasibility Study

13 April 1978: G. Fitzgerald to Director of Neighborhood Services, re: Re-implementation of Neighborhood Crime Prevention Rebate Program

19 April 1978: A. Beard to G. Fitzgerald, re: Evaluation Component-Joliet Victim Witness Assistance Project

26 April 1978: S. Peck to G. Fitzgerald, re: Appropriateness of the victim-witness aide project as a UHCR funded effort

1 May 1978: E. Petka to S. Peck, re: approval of data collection forms for the Special Prosecutor Unit

1 May 1978: G. Fitzgerald to S. Peck, re: actions taken in response to S. Peck's letter on victim-witness aide grant application

8 May 1978: E. Petka to W. J. Scott, Attorney General, re: Illinois statutes regarding public service work on probation

18 May 1978: S. Lamberton to N. Keck, re: acknowledgement of the withdrawal of the victim-witness aide grant application

Spring 1978: G. Fitzgerald to CRC members, re: availability of additional \$50,000 for UHCR planning

Undated: G. Fitzgerald to F. Breen, re: proposed performance measures for team police

Undated: G. Fitzgerald to local attorneys, re: survey on case preparation time

Undated: G. Fitzgerald to local attorneys, re: survey responses from local attorneys

Program Documents

Offender-Based Tracking Report, January 1977
Phase II Proposal, Special Prosecution Unit, 1 February 1977
Phase III Impact Plan, August 1977
Offender Based Tracking Report, 25 August 1977
Director's Report for Meeting of 25 October 1977
Proposal for a Neighborhood Victim Assistance Project given to Neighborhood Services Division, November 1977
Addendum to Evaluation Plan for Neighborhood Crime Prevention Rebate Program, 17 November 1977
Statement of Goals for 1978 for the Joliet UHCR Program, prepared by the Office of City Manager, Division of Criminal Justice Planning
Goals and Objectives, Criminal Justice Planning Division, 1978
Evaluation Plan Outline Draft Phase III Corrections, January 1978
Offender Tracking Form II for Defendant Demographic Data
Target Crime Report, Fourth Quarter 1977, released January 1978
Phase III Proposal, 25 May 1978

Other

News Article: "Special Prosecution Unit Funds Sought," 24 November 1976
News Article: "Prosecution Unit Praised," (Herald-News) 30 April 1977
News Article: "Two Convicted in \$21,000 Robbery," (Herald-News) 30 April 1977
News Article: "Punch Sought for Crime Victims Act," (Herald-News) 3 June 1977
News Article: "40 Officers Sweep Area for Suspects," (Herald-News) 22 July 1977
News Article: "Number of Robbers Facing Judge Doubles," (Herald-News) 26 October 1977
Journal Article: "Offender Tracking System Pinpoints Problems," (International City Management Association) Vol. 6, Issue 9, October 1977
News Article: "Ex-Offender Program Mandatory for Jobless on Probation," (Herald-News) 1 January 1978
News Article: "Massive Crackdown on Burglars," (Herald-News)
Memorandum to SPA Directors concerning "Use of Block Grant funds for Security Systems" 13 July 1977
November 1976 Joliet Police Department Monthly Crime Bulletin
December 1976 Joliet Police Department Monthly Crime Bulletin
January 1977 Joliet Police Department Monthly Crime Bulletin
February 1977 Joliet Police Department Monthly Crime Bulletin
March 1977 Joliet Police Department Monthly Crime Bulletin
26 November 1976 Resolution of County Board, re: Approving Application for a Special Prosecution Unit
1977 Highlights, Criminal Justice Planning Division, City Manager's Office
Outline on Joliet Urban High Crime Reduction Program Phase III Corrections
Non-disclosure of Criminal Justice Information Agreement between the Metropolitan Area Narcotics Squad and the Joliet Criminal Justice Planning Division
Non-disclosure of Criminal Justice Information Agreement between the Joliet Police Department and the Joliet Criminal Justice Planning Division
An Agreement between the Will County Adult Probation Department and the Model Ex-Offender Program, 31 January 1978
An Evaluation of the Special Prosecution Unit, prepared by the Crescent Regional Criminal Justice Council, January 1978

Grant Applications and Authorization

Grant Application for Neighborhood Crime Prevention Rebate Program dated 1 November 1976 for the period 1 January 1977 to 1 October 1977
Statement of Grant Award, Neighborhood Crime Prevention Rebate Program dated 10 February 1977 for the period 1 February 1977 to 30 November 1977
Statement of Grant Award for Special Prosecution Unit dated 8 March 1977 for the period 1 April 1977 to 31 March 1978
Request for Grant Adjustment for the Neighborhood Crime Prevention Rebate Program asking for extension from 30 November 1977 to 30 June 1978
Grant Application for the Special Prosecutor's Unit, prepared 22 November 1977 for the period 1 April 1978 to 1 April 1979
UHCR grant application, prepared 22 November 1977 for the period 1 February 1978 to 1 September 1978
Grant Application for the Victim-Witness Aide Project, prepared 23 February 1978 for the period 3 July 1978 to 3 January 1980
Grant Application for the Victim-Witness Aide Program, prepared March 1978 for the period 3 July 1978 to 31 December 1979
Request for Grant Adjustment, Mobile Crime Prevention Unit, 1 March 1977
ILEC response to Grant Adjustment request for the Neighborhood Crime Prevention Rebate Program 5 April 1978, approving grant extension from 30 November 1977 to 30 June 1978
Grant Application for the Target Crime Restitution program, prepared 1 July 1978 for the period of 1 October 1978 to 1 January 1980
UHCR grant application, prepared 15 July 1978 for the period of 16 September 1978 to 16 August 1979.

MATERIALS EXAMINED: PEORIA

Crime Reduction Council Minutes

19 January 1977
3 March 1977
30 March 1977
25 May 1977
29 June 1977
24 August 1977
12 October 1977
30 November 1977
23 February 1978
5 June 1978 (Draft)

Correspondence and Memoranda

27 June 1977: R. Mills to A. Moore, re: congratulations on Adult Master Plan
9 May 1977: A. Moore to R. Sommerfeld, re: proposed budgets for Peoria Action Projects
1 July 1977: A. Moore to S. Hendron, re: proposed evaluation plan for Adult Master Plan Projects
* 2 March 1977 A. Moore to CRC members, re: summary of police project recommendations
1 March 1977: A. Moore to CRC members, re: Police tactical operations related to residential burglary
1 March 1977: A. Moore to CRC members, re: Physical Evidence Project
27 March 1977: A. Moore to CRC members, re: Anti-fencing operations
27 March 1977: A. Moore to CRC members, re: Criminal Information Center goals and potential operations
27 March 1977: A. Moore to CRC members, re: Automated Fingerprint Searching Project
23 June 1977: A. Moore to CRC members, re: Summary of Victimization Survey
27 June 1977: A. Moore to CRC members, re: Descriptive Information Regarding Juvenile Study Population
19 August 1977: B. Shepley to CRC members, re: An Analysis of the Illinois Juvenile Court Act
7 October 1977: A. Moore to CRC members, re: Grant Matters
7 October 1977: A. Moore to CRC members, re: continuation of planning activities
7 October 1977: A. Moore to CRC members, re: continuation of adult action projects

Program Documents

May 1977 Crime Impact Action Projects - Operating Budgets
Undated - Adult Master Plan Projects: Evaluation Plan
June 1978 Dedicated Prosecution Project, Interim Report
June 1978 Physical Evidence Project, Interim Report

Other

Manella, Frank L. "An Analysis of the Illinois Juvenile Court Act," in Youth and the Law. Champaign-Urbana: Police Training Institute, University of Illinois, 1976.
28 November 1977 Crime Scene Unit Operations, Pre and Post Project Performance Data
28 November 1977 Dedicated Prosecution Project, Processed Residential Burglary Defendants, June 10 1977 to November 13, 1977
Crime Reduction Council Resolution, re: provision of funds to extend two police action projects through 31 December 1978

Grant Applications and Authorization

UHCR grant application, prepared 12 October 1976 for the period from 1 December 1976 to 31 December 1977
Statement of grant award, dated 4 January 1977 for the term 1 December 1976 to 31 December 1977
UHCR Action Project grant application revised 16 December 1977 for the period 1 December 1977 to 31 December 1978
Statement of grant award for adult master plan action projects dated 6 February 1978 for the term 1 December 1977 to 31 January 1979

APPENDIX B

TABLE B
INCIDENCE OF TARGET CRIMES BY MONTH FOR 1972-1976

Year and Month	Champaign Residential Burglary	Joliet		Peoria Residential Burglary
		Robbery	Burglary	
<u>1972</u>				
January	68	20	55	97
February	52	10	69	109
March	57	7	60	117
April	77	14	73	131
May	80	14	72	106
June	49	13	99	111
July	64	20	130	157
August	69	10	114	134
September	73	10	74	123
October	49	11	73	137
November	60	15	86	144
December	55	10	76	131
<u>1973</u>				
January	56	18	92	129
February	31	17	90	120
March	29	18	102	147
April	74	26	108	136
May	67	16	134	129
June	57	26	118	147
July	63	21	158	197
August	80	31	133	169
September	60	26	159	208
October	60	35	135	171
November	56	18	151	175
December	44	21	165	207
<u>1974</u>				
January	50	27	163	126
February	41	29	179	127
March	56	24	212	160
April	46	15	133	138
May	74	25	204	142
June	64	33	251	147
July	69	11	253	208
August	83	28	194	206
September	64	19	125	147
October	77	31	127	179
November	68	29	145	213
December	80	37	128	245
<u>1975</u>				
January	93	32	110	266
February	67	24	102	211
March	71	19	115	160
April	59	16	122	211
May	84	13	140	205
June	65	32	184	226
July	68	30	171	234
August	83	30	193	258
September	73	28	142	179
October	68	13	129	208
November	56	13	104	216
December	56	27	152	263
<u>1976</u>				
January	87	29	135	140
February	39	13	101	133
March	43	13	153	149
April	64	4	161	154
May	43	12	149	121
June	53	14	170	127
July	55	23	156	243
August	66	13	144	200
September	49	33	152	135
October	39	20	177	122
November	47	17	121	162
December	69	18	157	128

END