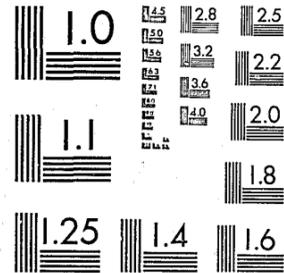


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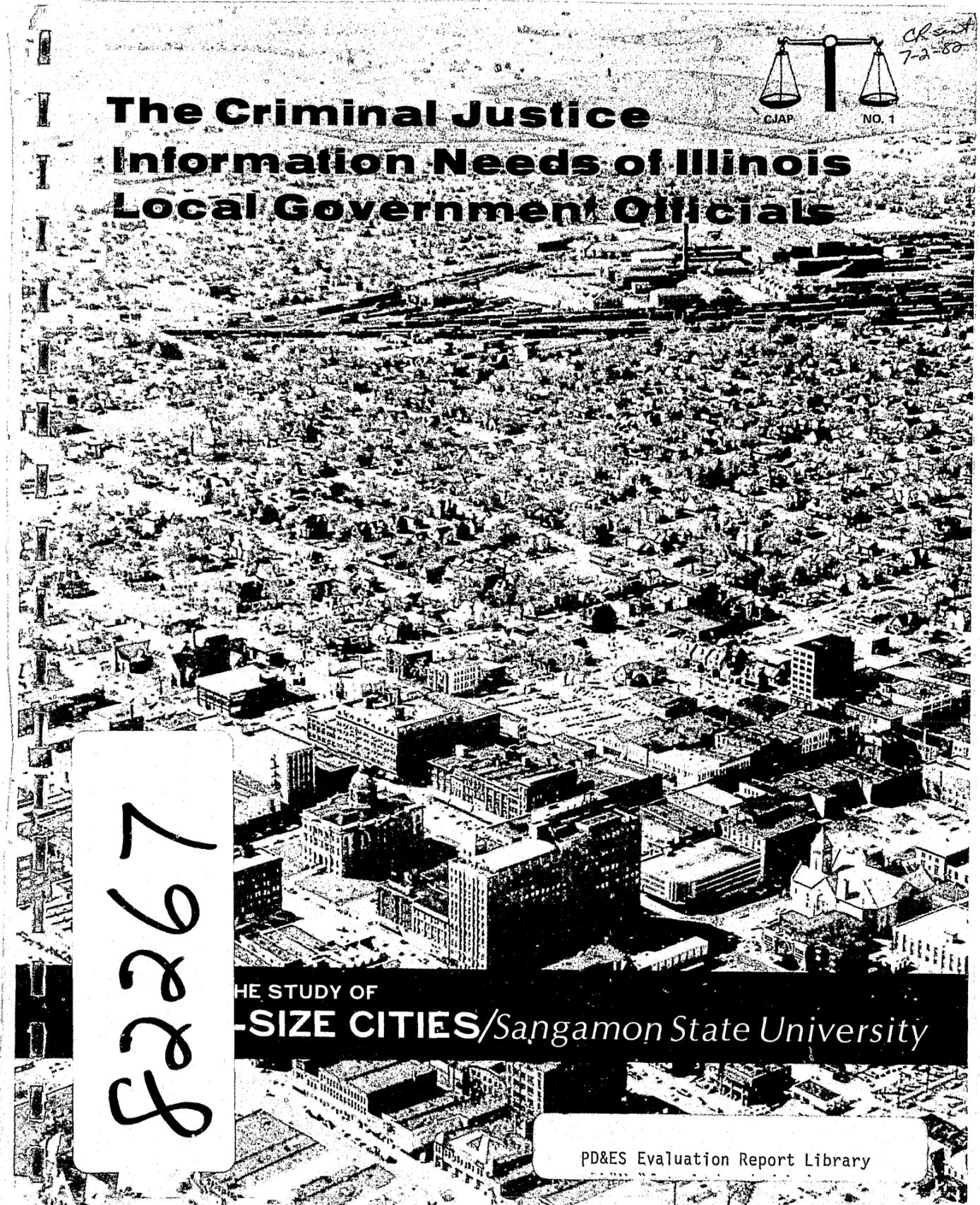
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The Criminal Justice Information Needs of Illinois Local Government Officials

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THE [✓]CRIMINAL JUSTICE INFORMATION NEEDS
OF
ILLINOIS LOCAL GOVERNMENT OFFICIALS

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JACKSONVILLE, ILLINOIS
AND
ILLINOIS LAW ENFORCEMENT COMMISSION

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TABLE OF CONTENTS

	Page
PREFACE	i
FOREWORD	ii
LIST OF TABLES	iv
SECTION	
I: INTRODUCTION	1
Statement of the Problem	1
Theoretical Perspectives	6
Literature Review	9
Hypotheses	13
Operational Definitions	13
II: RESEARCH PROCEDURES	15
Procedures Employed in Phase I	16
Survey of Practitioners (Questionnaire)	16
Panel of Experts (Workshop)	17
Procedures Employed in Phase II	18
Interview Guide	18
Sampling Procedures	19
Selection of Respondents	25
Data Collection	27
Response Rate	27
III: A KNOWLEDGE BASE FOR LOCAL GOVERNMENT OFFICIALS	29
Questionnaire Results	30
Workshop Results	40
The Knowledge Base	44
IV: A PROFILE OF LOCAL GOVERNMENT OFFICIALS	46
V: INFORMATION NEEDS ASSESSMENT AND ITS RESULTS	64
Setting of Local Government Officials	66
Knowledge of Local Government Officials	78
Attitudes and Perceptions of Local Government Officials	103
VI: SUMMARY OF HYPOTHESIS TESTING	112
VII: SUMMARY AND RECOMMENDATIONS	130
APPENDIXES	141
A. Survey Questionnaire	141
B. Nominal Group Process	148
C. Interview Guide	152
D. Scales	163
E. Statistics	166
BIBLIOGRAPHY	167

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*The consultants served as a "panel of experts" which assisted in defining
the criminal justice knowledge base of local government officials.

PREFACE

Local government officials are playing an increasingly important role in the criminal justice system. While that role is not always easily or clearly recognized, their responsibilities for planning, budgeting and the development of policy is fundamental to the administration of justice on the local level.

The major objective of this report and the monographs and materials to follow is to assist local government officials by providing them with the information they need to make sound criminal justice decisions.

The Criminal Justice Information Needs of Illinois Local Government Officials is the first of the Criminal Justice Awareness Project series prepared by the Center for the Study of Middle-size Cities of Sangamon State University. Support for this project was obtained through a grant by the Illinois Law Enforcement Commission to the Crime Prevention Commission of Jacksonville, Illinois. Sangamon State University entered into a contract with the Crime Prevention Commission to carry out these activities.

To accomplish this objective the following three major activities have been undertaken: (1) to determine the nature and extent of the criminal justice information needs of local government officials, (2) to organize, develop and publish in a usable format relevant documents, reports and materials, and, (3) to plan and field test alternative delivery systems for enabling local government officials to have optimum access to criminal justice information. These activities are referred to as the Criminal Justice Awareness Project.

Daniel M. Johnson
Director
Center for the Study of Middle-size Cities

FOREWORD

Any report is the product of a number of persons. Without the assistance of local government officials, criminal justice planners, and members of professional organizations affiliated with criminal justice in the State of Illinois, this report would not have been possible. These persons gave fully of their time to answer the numerous questions posed of them. For their cooperation and the many courtesies they extended to the Project staff, we are very grateful.

Special thanks are extended to the consultants to the Project (referred to in the text as the 'panel of experts') who helped the staff to explore the question, What do local government officials need to know in order to make sound decisions about criminal justice matters? A special word of appreciation is also extended to three colleagues in the Social Justice Professions at Sangamon State University: Robert M. Crane, Sidney Burrell, and Frank Kopecky and to Jack Baldwin, Director of the Crime Prevention Commission.

Dave Schachtsiek served as Research Specialist for the Project. He ably supervised the field operations, the coding operations and otherwise assisted in all phases of the research component. The field and library research was done by the Project staff: Larry Bianchi, Karen Guimond, Rhonda Kirkpatrick, Marcia Langsjoen, JoEllyn Reeder and Bob Wesley.

Assistance in the design and conceptualization of this study was provided by Dan Johnson, Director of The Center for the Study of Middle-size Cities and Contract Director for the Criminal Justice Awareness Project, and Norman Langhoff, Associate Director for Training for the Project. The typing of this report, and the voluminous correspondence associated with it, was ably done by Sara Dobron and Libby Williams.

The points of view expressed herein do not necessarily reflect those of Sangamon State University, the Crime Prevention Commission, nor the Illinois Law Enforcement Commission. Ultimate responsibility for the analysis and interpretation of the data remains with the writers of this report.

S. Burkett Milner
Associate Director for Research

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Research Specialist

LIST OF TABLES

Table	Page
II - 1. Characteristics of Questionnaire Respondents (Phase I)	17a
2. A Comparison of County Sample Mean and State Mean	20
3. A Comparison of County Sample and the State	20
4. A Comparison of Municipal Sample Mean with State Mean	21
5. A Comparison of Municipal Sample with the State	21
6. Municipalities and Counties Selected for Sample	23
7. Regional Distribution of Local Government Officials in the Sample	25
8. Response Rate for City and County Officials	28
9. A Comparison of the Population of the Respondents' Jurisdictions with the State	28
III - 1. Ratings of Concepts by Total Respondents	31
2. Percent of Respondent Subgroups Rating Top Ten Concepts as Important	32
3. Ratings of Techniques by Total Respondents	34
4. Percent of Respondent Subgroups Rating Techniques as Should be Understood and Used	35
5. Ratings of Legislation by Total Respondents	36
6. Percent of Respondent Subgroups Rating Legislation as Essential	37
IV - 1. A Comparison of City and County Officials by Length of State Residence	47
2. A Comparison of Local Government Officials by Title and Length of State Residence	48
3. A Comparison of City and County Officials by Length of Residence in Jurisdiction	49
4. A Comparison of Local Government Officials by Title and Length of Residence in Jurisdiction	49
5. A Comparison of City and County Officials by Age	51
6. A Comparison of Local Government Officials by Title and Age	51

LIST OF TABLES CON'T.

IV - 7.	A Comparison of City and County Officials by Education	53
8.	College Majors of Local Government Officials	54
9.	A Comparison of City and County Officials by Exposure to Criminal Justice Courses	55
10.	A Comparison of Local Government Officials by Title and Education	56
11.	A Comparison of Local Government Officials by Title and College Major	57
12.	A Comparison of Local Government Officials by Title and Exposure to Criminal Justice Courses	58
13.	A Comparison of City and County Officials by Occupation	60
14.	A Comparison of City and County Officials by Criminal Justice Work Experience	62
15.	A Comparison of Local Government Officials by Title and Criminal Justice Work Experience	62
V - 1.	Frequency Count of Criminal Justice Activities of Local Government Officials	69
2.	A Comparison of City and County Officials by Criminal Justice Activities	70
3.	Local Government Officials by Title and Criminal Justice Activities	71
4.	Respondent Subgroups by Participation in Regional Criminal Justice Planning	72
5.	City and County Officials by Knowledge of System Processes	79
6.	Respondent Subgroups by Knowledge of System Processes	80
7.	A Comparison of City and County Officials by Exposure to Facilities	82
8.	A Comparison of City and County Officials by Contact with Criminal Justice Personnel	84
9.	A Comparison of Subgroups of Local Government Officials by Contact with System Personnel	85
10.	Types of Agencies Consulted by City and County Officials	87
11.	City and County Officials by Knowledge of Criminal Justice Planner	89
12.	City and County Officials by Awareness of Federal Information Sources	91

LIST OF TABLES CON'T.

V - 13.	City and County Officials by Knowledge of Documents	93
14.	A Comparison of Respondent Subgroups by Conference Attendance	95
15.	A Comparison of City and County Officials by Perception of Number of Crimes	99
16.	A Comparison of City and County Officials by Perception of Type of Crime	100
17.	A Comparison of City and County Officials by Knowledge of Legislation	102
VI - 1.	A Comparison of City and County Officials by Knowledge Scale Scores	113
2.	A Comparison of Types of Local Government by Knowledge Scale Scores	115
3.	ANOVA Summary Tables of Knowledge Scales Yielding Non-Significant Differences	117
4.	ANOVA Summary Table of Local Facilities Familiarity Index by Type of Government	118
5.	ANOVA Summary Table of Publications Index by Type of Government	119
6.	ANOVA Summary Table of Legal Knowledge Index by Type of Government	120
7a.	A Comparison of City and County Officials by Attitude Toward Intergovernmental Cooperation	121
7b.	A Comparison of City and County Officials by Attitude Toward Intergovernment Cooperation	122
8.	A Comparison of Local Government Officials by Knowledge Scale Scores	123
9.	ANOVA Summary Table of Observation Index by Respondent Subgroups	124
10.	ANOVA Summary Table of the Contact Index by Respondent Subgroups	124
11.	ANOVA Summary Table of Local System Familiarity Index by Respondent Subgroups	125
12.	ANOVA Summary Table of Publication Index by Respondent Subgroups	125
13.	Correlation Matrix of Knowledge Scales by Age	126
14.	Correlation Matrix of Knowledge Scales by Education	128

SECTION I: INTRODUCTION

According to the results of a Gallup opinion survey done in June, 1975, crime is regarded as the most important local problem by the residents of large-, middle- and small-size American cities. Only in small towns and rural areas is crime superseded by the problems of unemployment and transportation. The rate of crime is seen as increasing from year to year by half of all Americans and nearly half register fear for their personal safety.¹ The growth of the private security industry, the increased use of electronic security devices and the emergence of criminal justice task forces, institutes and curricula also attest to the prominence given crime on the public agenda.

Debate on how to reduce crime usually focuses on the role of the police, courts, and corrections. Occasionally the role of citizens is considered but seldom is the role of local government officials.

This study was based upon two assumptions: that the budgetary and other decisions of local government officials directly affect the efficiency and effectiveness of local criminal justice operations; and that sufficient knowledge is vital to sound local governmental decision making.

Statement of the Problem

The problem on which this study is based had four parts: 1) low public confidence in government; 2) inefficiency in government; 3) lack of sufficient background for sound decision making; and 4) the need for role clarification.

Public opinion polls have indicated the low level of public confidence in

¹"Fear of crime, victimization now common to many Americans," The Gallup Opinion Index, Report No. 124, October, 1975. pp. 6-17.

government.² Although it does not extend to all government units, it includes the productivity of the government unit and the efficiency and effectiveness of the criminal justice services it provides.

.....concern about productivity and the evidence of its current status depend largely upon what people expect and feel they are getting from government. Public opinion polls indicate that a large majority of the American people do not think that they get their money's worth from the taxes they pay, yet most people believe that state and local government can be well run. It is the gap between what people expect from government and what they believe it is delivering that ultimately defines public perceptions of government productivity.³

Inefficiency in providing criminal justice services is demonstrated by the duplication of personnel, equipment and facilities often within only a few miles of one another. Further, efficiency is often defeated by the diffusion of criminal justice responsibility to several different levels of government. This, together with the existence of overlapping jurisdictions and the fragmentation of criminal justice services, often impedes an effective response to local problems. Inefficiency in a time of high inflation and scarce resources concerns both citizens and criminal justice professionals. According to The Committee on Economic Development (CED),

Persistent inflation, compounded by an onerous recession, has intensified public concern with the cost and performance of government and has threatened the ability of even the most affluent jurisdictions to continue to function and fulfill their obligations.⁴

² Cf., Committee on Government Operations, U. S. Senate, "Confidence and Concern: Citizen's View American Government", Washington: U. S. Government Printing Office, 1973, and Current Opinion, November, 1975.

³ Committee for Economic Development, Improving Productivity in State and Local Government (New York: Committee for Economic Development, 1976), p. 39.

⁴ Ibid., p. 7.

With respect to decision making, the CED notes:

Government policies and decisions tend to evolve through the planning and budgetary process, which sets the agenda for top decision makers. Yet, final policy decisions are usually taken without systematic analysis of various alternatives in terms of their likely costs and benefits.⁵

Each year, over 20,000 budgets are prepared for local criminal justice operations.⁶

The budget process at the local government level is largely controlled by laymen, that is persons who may lack the experience and information to make complex budget decisions. This contrasts with professional staffs who prepare budgets for the executive and legislative branches of state and federal government. Since budget decisions are in effect policy decisions in that they determine which programs will prevail and which will founder, it becomes a question whether only lay input into the local budget process is adequate.

It is often asserted among criminal justice professionals that there is a relationship between politics in a local community and the community's perceptions of criminal justice services. Trojanowicz and Dixon elaborate this point:

The Criminal Justice System is greatly affected by politics and its process of decision making, within the community: decision makers and political representatives by and large determine the quantity of resources allocated to the system. In addition, the amount of political interference and manipulation affect the quality and quantity of services provided by the criminal justice system; and the quality and quantity of services, in turn, determine the way the system is perceived by community residents. If a system is perceived positively, there will be little friction between it and the community. If the system is perceived negatively by the community, or some segments of the community, then a great deal of friction will be predictable.⁷

⁵ Ibid., p. 44.

⁶ There are 18,000 municipal and 3,050 county governments with criminal justice agencies. Cf: Reducing Crime and Assuring Justice, Committee for Economic Development, New York, 1972, p. 81.

⁷ Robert C. Trojanowicz and Samuel L. Dixon, Criminal Justice and The Community (Englewood Cliffs: Prentice-Hall, 1974), p. 106.

The consequences of political manipulation for the system and the citizens it serves include: low morale and productivity of system employees; their isolation from the general public; their cynicism; inconsistency in the application of the law; and injustice for certain social categories in the community.

The observers cited have suggested that local government officials are directly involved in the distribution of justice in the local community. Klonski and Mendelsohn state:

A basic assumption is our belief that political considerations, broadly conceived, explain to a large extent who gets - and in what amounts and how - the "good" justice that is produced by the legal system in the setting of the local community. Considerations we view as political include the power to influence decisions affecting the direction of the community's growth and development, roles played by community influentials, and the prevailing ethos within which the community life functions. All of these are either immediately or potentially available as resources to shape the face of justice in the community.⁸

Criminal justice services are organized,⁹ administered¹⁰ and financed¹¹ largely at the local government level. This, together with the fact that, in terms of budget preparation, the decision makers are largely laymen in reference to

⁸ James R. Klonski and Robert I. Mendelsohn, The Politics of Local Justice (Boston: Little, Brown and Co., 1970), p. xx.

⁹ The distribution of criminal justice agencies indicates the level at which criminal justice services are organized. With the exception of juvenile corrections agencies and those specialized agencies such as identification bureaus, state planning agencies and court administrators, criminal justice agencies are located predominantly at the local level of government. See: U.S. Department of Justice, Criminal Justice Agencies in the United States, Summary Report 1970 (Washington, D.C.: U.S. Government Printing Office, 1970).

¹⁰ The distribution of criminal justice employees indicates the level at which criminal justice services are administered. Employment data indicate a majority of those persons working full time in a criminal justice occupation are employed by local government. See: U.S. Department of Justice and U.S. Department of Commerce, Expenditure and Employment Data for the Criminal Justice System 1974 (Washington, D.C.: U.S. Government Printing Office, 1976), pp. 46-49.

¹¹ The distribution of criminal justice expenditures indicates the level at which criminal justice services are financed. Expenditure data indicate that during fiscal year 1974, local governments accounted for over 60 percent of all expenditures for criminal justice activities. See: Ibid., pp. 26-29.

Criminal Justice, leads to the question: do local government officials have adequate information to make sound decisions about criminal justice matters?

The need for role clarification is one dimension of the problem on which this research is based. The fact that Criminal Justice is funded by several levels of government complicates the issue. Most of the laws to be enforced are state or federal laws. Nevertheless, the local governments (city and county) are expected to finance the enforcement of these laws, the trying of offenders, the legal defense of indigenous persons, and often the supervision of detained, or incarceration of convicted persons. Within the past decade, some states have established minimum standards to be met by local criminal justice personnel and facilities. Moreover, the federal government has authorized commissions to recommend standards for criminal justice operations at the local level. Some view the participation of state and federal government as meaning local government is to pay the bill while higher levels of government prescribe what ought to be done. Thus, it is likely that the local decision maker finds his role ambiguous.

The need for role clarification may also exist at the level of the individual official. A local government official is expected to make decisions about a myriad of problems such as sewers, the dog pound, jail, roads, personnel selection, and salaries. This poses the questions, Is it possible for an individual to make well informed decisions on each problem? What are the duties of local government officials in relation to each area of responsibility? Can it be assumed that the necessary knowledge to perform these duties can be gained solely through experience in the office? A 1973 survey by the National League of Cities reported that, "...67 percent of the respondents agreed that a program of specialized training sessions for elected officials would be very helpful."¹²

¹² "The 1973 National League of Cities Survey on Municipal Elected Officials," Nation's Cities, Washington, D. C., April 1974.

In summary, the problem that stimulated this research is based upon the increasing necessity to assemble technical information prior to specifying objectives, setting priorities and allocating scarce resources, such as personnel, tax dollars, and time. The research problem was therefore, to determine what local government decision makers need insofar as technical information, skills and attitudes to enable them to make these decisions with regard to criminal justice services.

Theoretical Perspectives

Three perspectives have provided a means for conceptualizing the major variables involved in the research. The "systems model" has helped discern the systemic features of Criminal Justice. Each of the system components, police, courts and corrections, has been viewed as an organizational subsystem. Finally, the "exchange model" has been used to depict criminal justice decision making as a product of the system's interaction with its environment.

George F. Cole has described two parallel analytical perspectives: one views Criminal Justice as a bureaucracy while the other views it as a system.¹³ The bureaucratic or rational model was developed by Max Weber as an ideal type. It depicts those organizations that subordinate the informal group to the formal, and the goals of the individuals that comprise an organization to those of the organization itself. The model emphasizes the rational, mechanistic design of organizational structure. Its major features are: 1) the organization is a mechanism designed to achieve expressly stated goals; 2) the positions and roles in the organization, and the relationships between them, are highly specified; 3) "authority" is an attribute of an office; 4) the components of the organization are functionally coordinated in order to maximize efficiency of the whole; and 5) success of the organization is measured by the degree to which it achieves its stated goals.¹⁴

¹³ George F. Cole, The American System of Criminal Justice (North Scituate, Mass.: Duxbury Press, 1975), p. 133 ff.

¹⁴ Ibid., p. 134.

Although Weber looked upon the administration of justice as a prime example of the rational model, many theorists today seem to consider bureaucracy, as a conceptual model, to be incomplete. As organizational subsystems, criminal justice agencies seem to these theorists to conform somewhat more with the "systems model." The systems model is considered more complete analytically in that it takes into account the needs an organization must satisfy to be effective other than those represented by the formal goals, and the adaptive rather than prescribed responses the organization must make to satisfy them. The systems approach recognizes that either the needs of groups in the environment or those of the individuals that comprise an organization, or both, may be incongruent with the stated goals and requirements of the organization. According to this view, to disregard these competing needs lessens organizational effectiveness. Thus, according to the systems model, adaptation may be more crucial to realizing organizational effectiveness than adherence to formal rules. Also, since any organization as a system exists in, and is dependent upon, an environment, cooperation and exchange are also crucial.

As a system, Criminal Justice has four major features. First, it consists of identifiable subsystem components, namely, police, courts and corrections each having its own particular goals. Second, as parts of the system, each is also guided by a set of objectives held in common with the others. Third, in order to accomplish the system's objectives, the components are functionally interrelated and interdependent, meaning a change in one will effect a corresponding change in all the others. Fourth, the criminal justice system is an open system, meaning it is affected by its sociopolitical environment. Both the community and the elected local government have an impact upon whether resources are supplied or withheld and whether policy and legislation are constraining or facilitating.

The subsystems must exchange resources and products with one another and

with groups in the environment to achieve the system's objectives. Resources exchanged among criminal justice subsystems typically include personnel, equipment, information, policy commitments, and support for decisions made. Items exchanged with the sociopolitical environment could include votes, money, citizen support, time, influence, publicity and policy pledges.

Not only does need dictate that exchange relationships be developed with local government but also the law requires local government officials to make decisions on funds to be allocated, facilities to be provided and so forth. As public agencies, criminal justice agencies operate in an economy of limited resources. Thus, each must try through exchange to maintain an advantageous position vis-à-vis local government.

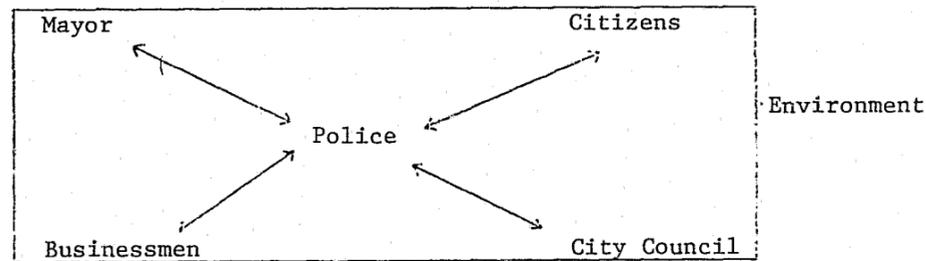
A criminal justice decision is a product of the system having exchanged some benefit for some resource within the sociopolitical environment. The following hypothetical case illustrates the relationship between decision making and exchange.

The downtown business merchants felt that the number of officers patrolling their area should be doubled. They submitted a request accordingly to the chief of police. He in turn submitted the proposal to the city council's police and fire committee. Serving on this committee were some of those members who speak for the interests of the residents of the city's subsidized housing. They were apprehensive that doubling the number of patrolmen downtown would necessitate cutting back the number patrolling the lower income area since funds to hire additional officers were not available. The finance committee submitted its resolution to deny the request to the full council. Prior to voting on the resolution, the mayor addressed the council. He favored the proposal not only for its merit but because the businessmen supported his campaign for re-election and so he, in turn, wished to satisfy their request. The council voted to return the resolution to the finance committee for review.

Figure I-1 identifies the exchange relationships involved in this case between the police as a subsystem and the local government officials, citizens and community influentials who contribute to the criminal justice decision making process.

Figure I-1

Selected Exchange Relationships of Police



In summary, Criminal Justice may be viewed as a system comprised of three organizational subsystems: police, courts and corrections. The system exists in a sociopolitical environment wherein the system's formal objectives must be reconciled with the objectives of the local government and the local community. In order to achieve its objectives, the system must transact with its environment, exchanging services for needed resources. Criminal justice decisions result from these exchanges.

Literature Review: Decision Making Studies

The availability of information on criminal justice decision making will be discussed in this subsection. Studies focusing on the decision making of criminal justice personnel will be noted, as well as studies on the political decision making of local government officials. No information is available, however, on the criminal justice decision making of local government officials.

Decision Making by Criminal Justice Personnel

The inordinate discretion granted actors within the criminal justice system would seem to be an obvious subject for inquiry. It is one of the most distinctive features of American criminal justice. Unlike most organizations, the amount of discretion an individual can use seems inversely related to his position within a criminal justice agency. Discretion largely resides with the patrolman, for example, rather than with the police administrator.¹⁵ Citizens, criminal justice professionals and theorists frequently question the rationality of criminal justice decision making. Yet little empirical information is available on the subject. Some information exists on the attitudes and behavior of members of the subsystem components. However, few studies explore the rationale of decision makers in a way that would disclose their perceptions of offenders, offenses and alternative resources.¹⁶

Most research on criminal justice decision making has sought the situational factors which may sway an actor's decision with respect to a particular individual. These include: 1) the nature of the offense; 2) attitudes of the actor; 3) attitudes of significant others such as supervisors and citizens; 4) characteristics of the offenders; and 5) options available to the actor. There is also considerable information on decision making by police,¹⁷

¹⁵ Kenneth Culp Davis, Police Discretion (St. Paul: West Publishing Company, 1975).

¹⁶ Richard K. Brautigan, "Criminal Justice Decision-Making: An Exploratory Empirical Study," Howard Journal of Penology and Crime Prevention, Vol. 14, 1974, p. 55.

¹⁷ H. E. Pepinsky, Police Decision to Report Offenses (Philadelphia: University of Pennsylvania Press, 1972).

prosecutors,¹⁸ judges,¹⁹ probation officers,²⁰ wardens,²¹ parole boards,²² and parole officers.²³ Studies also exist on the decision of citizens to report or not report crimes. However little or no research has focused on the important role of local government officials as criminal justice decision makers. The absence of information on local government officials as allocators of criminal justice resources is noteworthy inasmuch as this would seem to be a conspicuous area for research.

¹⁸ P. W. Greenwood, Prosecution of Adult Felony Defendants in Los Angeles County (Santa Monica, Calif.: Rand Corporation, 1973).

¹⁹ T. P. Thornbert, "Race, Socioeconomic Status and Sentencing in the Juvenile Justice System," Journal of Criminal Law and Criminology, Vol. 64, 1973, pp. 90-98; H. Jacob and K. Vines, Judicial Decision Making (New York: The Free Press, 1963); K. M. Delebeau, "Decision Making in Urban Trial Courts," Trial Courts in Urban Politics (New York: Wiley & Sons, 1967).

²⁰ D. M. Gottfredson and G. D. Gottfredson, "Decision Maker Attitudes and Juvenile Detention," Journal of Research in Crime and Delinquency, Vol. 6, No. 2, 1969, pp. 177-183.

²¹ W. T. Gore, Administrative Decision-Making (in corrections) (New York: Wiley & Sons, 1964).

²² E. W. Burgess, The Working of the Indeterminate Sentence Law and the Parole System in Illinois (Springfield, Ill.: Illinois Parole Board, Chapt. 28-30).

²³ D. M. Gottfredson, et. al., Summarizing Experience for Parole Decision-Making (Davis, Calif.: National Council on Crime and Delinquency Research Center, 1972).

Decision Making of Local Government Officials

In contrast to the dearth of information on the criminal justice role of local government officials, their role as political decision makers has been widely studied. A number of independent variables that may influence an official's decision have been identified. Some of these are the power to call upon information resources,²⁴ tenure in office,²⁵ skills brought to the office,²⁶ personal interests and those of influential others,²⁷ status in the community,²⁸ and age.²⁹

The fact that no previous studies examined the role that the Criminal Justice Awareness Project took as its focus, meant the entire area was uncharted: the manner in which the statutory authority of local government officials is used to make budget and other decisions which directly affect criminal justice operations was not known. Local government officials do make decisions crucial to the administration of justice. The process, assumptions, knowledge base and setting within which local governmental criminal justice decision making occurs all became the subject of this study.

²⁴ Robert A. Dahl, Who Governs? Democracy and Power in an American City (New Haven, Conn.: Yale University Press, 1961).

²⁵ Aaron Wildavsky, The Politics of the Budgetary Process (Boston: Little, Brown & Co., 1964).

²⁶ Richard Bolan and Ronald Nuttall, Urban Planning and Politics (Lexington, Mass.: Lexington Books, 1975).

²⁷ Edward Banfield, Big City Politics: A Comparative Guide to the Political Systems of Nine American Cities (New York: Random House, 1965).

²⁸ Nelson Polsby, Community Power and Political Theory (New Haven, Conn.: Yale University Press, 1963).

²⁹ James C. Simons and Nathaniel Heintz, Local Government Administration: An Empirical Evaluation (Los Angeles, Calif.: Pilgrim Press, 1968).

Hypotheses

One of the major concerns that motivated this research was the question, to what extent is there a gap between what local government officials should know about Criminal Justice and what they do know? To address this question, a series of hypotheses were posed for study. They are:

- 1) City and County officials differ in their knowledge of Criminal Justice;
- 2) Knowledge of Criminal Justice held by local government officials is related to the type of government with which they are affiliated;
- 3) City and county officials differ in their attitude toward inter-government cooperation;
- 4) Members of criminal justice committees differ from other local government officials in knowledge of Criminal Justice; and
- 5) Knowledge of Criminal Justice held by local government officials is related to the demographic factors, age and education.

These hypotheses were developed with the needs of the training phase of the Project in mind. They were to determine any significant differences that may exist among local government officials in attitudes, knowledge level and demographic characteristics that would affect curriculum design. This report is limited to that training context. Other hypotheses, as to the size or rural/urban character of the respondent's community, for example, are not dealt with in this report.

Operational Definitions

Local government refers to political representation units known as counties, municipalities, cities, and villages.

Local Government Officials refers to the body of elected representatives, (boards, councils, or commissions), and appointed chief administrators (city managers, county managers, or county administrators), that constitutes the

governing authority of a local government political unit.

Criminal Justice refers to the functions and activities of police, courts, probation, parole, and corrections.

Knowledge refers to a condition of being aware of a fact, concept, technique, or process that may be gained through experience or instruction. Persons who said they were familiar with a concept, had observed a process and cited correct sources of information were considered more knowledgeable than those who said they were unfamiliar, had not observed, and were unable to cite correct information sources.

Intergovernment Cooperation refers to contracts and joint agreements in which a) one government unit performs a service or provides a facility for one or more other governments; or b) two or more government units jointly perform a function or operate a facility.

Section II: RESEARCH PROCEDURES

The research phase of the Criminal Justice Awareness Project sought empirical data to determine, What are the criminal justice information needs of local government officials? To accomplish this, two prior questions had to be answered. They were:

- 1) What should local government officials* know about Criminal Justice?
and
- 2) What do they know about Criminal Justice?

To determine the information needs of local government officials it was first necessary to limit a body of knowledge to that which might conceivably be related to their tasks and over which they might be tested. This task was complicated by the fact Criminal Justice is a relatively new discipline without an agreed upon body of knowledge. Academics involved in criminal justice education do not agree on the competencies to be achieved. A check of the criminal justice curricula of colleges and universities finds great diversity in curricular philosophies, emphases and practices. The themes of two recent national meetings of criminal justice practitioners reflect the need for an agreed upon body of knowledge. The theme of the March, 1975 meeting of the Academy of Criminal Justice Sciences was, "On Developing a Scientific Body of Knowledge for Criminal Justice," and the meeting of the American Association for Professional Law Enforcement in October, 1975 discussed the need for a body of knowledge related to Criminal Justice. Neither meeting resolved the problem.

* See definition on page 13 of this report.

This lack of an agreed upon body of criminal justice knowledge presented an interesting challenge to determining the information needs of local government officials in the State. It required that an attempt be made to derive a knowledge base empirically.

Phase I: Determining What Local Government Officials Should Know

Methodology

Delimiting the body of knowledge to that related to the decision areas that confront local government officials was accomplished by using two methods of judgment sampling in tandem. They were: a) a survey questionnaire and b) a panel of experts.

a) Survey of Practitioners

The survey questionnaire was designed to elicit the judgment of criminal justice practitioners as to how important a selected concept, standard, technique, and act of legislation is for local government officials to know. Questionnaire items were decided upon after an examination of the literature and discussions with knowledgeable persons. There is no claim that the particular items were objectively determined. They were determined subjectively by the Project staff and its consultants.

The instrument was divided into six sections: concepts, standards, skills and techniques, legislation, personal opinions, and demographic information. Rating scales were employed in the first four sections; several types of question formats were used in the latter sections. A copy of the instrument is found in Appendix A.

The questionnaire, accompanied by a cover letter explaining the Project's objectives and a prepaid return envelope, was mailed to all Illinois members of three groups of criminal justice practitioners. The groups were:
1) Illinois Academy of Criminology; 2) Academy of Criminal Justice Sciences;

and 3) regional planners affiliated with the Illinois Law Enforcement Commission. Anonymity was guaranteed to all respondents. Ten days after the initial mailing, follow-up letters were sent to members of the sample encouraging completion and return of the questionnaire.

Two hundred thirty-seven (237) questionnaires were distributed. One hundred four (104) or 43.9 percent of the respondents returned completed questionnaires. Since the characteristics of the population are unknown, and there was a low rate of return for two of the three groups, no claim is made that the sample is representative.

Characteristics of Respondents (Phase I)

Respondents are typically described in terms of major demographic characteristics. The characteristics (self-reported) of the questionnaire respondents are summarized in Table II-1.

b) Panel of experts

To supplement the information obtained from the survey of practitioners, eight criminal justice experts, four Social Justice faculty and two criminal justice planners were invited to participate in a workshop in Springfield, Illinois. A deliberate effort was made to assemble a panel that would represent all phases of the criminal justice process.

The participants were asked at the workshop to consider the question, "What do local government officials need to know in order to make sound decisions about criminal justice matters?" The key words were operationally defined and it was emphasized that they were to consider what local government officials should know, not what they do know. The data gathering process was structured according to the technique known as Nominal Group Process. A description of the technique and how it was used by this study is found in Appendix B.

Table II-1

Characteristics of Questionnaire Respondents (Phase I)

Age	N	%
Under 20	0	0.0
21 - 30	28	26.9
31 - 40	29	27.9
41 - 50	22	21.1
51 - 60	11	10.6
61 - 70	8	7.7
Over 70	1	1.0
NA	5	4.8
Total	104	100.0
Education	N	%
High school graduate	1	1.0
Some college	4	3.9
College graduate with Bachelor's	5	4.8
Some work toward Master's	18	17.3
Master's degree completed	21	20.2
Some work beyond Master's	36	34.6
Ph.D., Ed.D. (earned doctorate)	12	11.5
NA	7	6.7
Total	104	100.0
Occupation	N	%
Director of ILEC region	17	16.3
College educator	23	22.1
Police administrator	5	4.6
Police officer	4	3.9
Corrections employee	24	23.1
Psychiatrist/psychologist	4	3.9
Criminologist	2	1.9
Student	1	1.0
Courts employee	4	3.9
Social services employee	5	4.6
Planner	1	1.0
Other	2	1.9
NA	12	11.8
Total	104	100.0
Affiliation	N	%
ILEC Regional Planner	17	16.4
Academy of Criminal Justice Sciences	12	11.5
Illinois Academy of Criminology	75	72.1
Total	104	100.0

Phase II: Determining What Local Government Officials Do Know

Interview Guide

Using the knowledge base defined by the questionnaire respondents and workshop participants as a benchmark, an interview guide was developed and administered to local government officials. The interview guide, reproduced in Appendix C, contained both fixed-choice and open-ended items. The items dealt with the following factors:

- a) Demographic variables
- b) Extent of contact with criminal justice facilities and processes
- c) Types of skills, tasks and activities involved in serving as a local government official
- d) Awareness of criminal justice information sources
- e) Information used in making criminal justice decisions
- f) Major problems in the local criminal justice system
- g) Projective items: alternative positions on current criminal justice issues
- h) Standards and legislation related to Criminal Justice
- i) Role of local government officials related to Criminal Justice
- j) Attitudes toward intergovernment cooperation

Nine indices were included in the interview guide. Each was formed on the basis of one or more of the items selected by the members of the judgment samples. Each index captures a particular dimension of knowledge related to local governmental criminal justice decision making. The indices were treated as summative scales, that is, the total score for any one index was found by scoring the responses for all its items. Scoring assigned one point for each correct response to each question associated with a given index. A description of each scale appears in Appendix D.

Sampling Procedures

Two samples of local government officials were selected: one of municipal officials and the other of county officials. In each case, a population-based, stratified random sample was selected. Each sample was geographically representative of the State excluding Cook County. The study excluded all local governments, both municipal and county, found within Cook County at the suggestion of the funding agency.

1) County sample

The 101 counties were divided into population quartiles starting with the most populous and moving toward the least populous. Each quartile was to approximate 1,405,465 in population or 25% of the total population. A county was not placed in a quartile unless more than half of its population fell within the boundaries of that quartile. Those excluded were placed in the next quartile. After each quartile was determined, the names of the counties were arranged in alphabetical order within each separate quartile. Using a table of random numbers, approximately 25 percent of the total number of counties in each quartile were chosen. To ensure representativeness, the difference-between-two-means test was used to compare the sample mean with the statewide mean (see Table II-2). No significant difference was found. It was therefore concluded the county sample was representative of the state in terms of population and geography. (See Table II-3 for the comparison.)

Table II-2

A Comparison of County Sample Mean and State Mean

	<u>Mean population</u>	<u>Standard deviation</u>	<u>Number</u>	
State	55,662.00	82,353.00	101	t = .287
Sample	61,159.69	103,609.90	26	n.s.

Table II-3

A Comparison of County Sample and the State

<u>Quartile</u>	<u>Number of counties in state</u>	<u>Total population in quartile</u>	<u>Number of counties picked for sample</u>
Q #1	4	1,410,701	1
Q #2	7	1,433,723	2
Q #3	19	1,415,475	5
Q #4	71	1,361,963	18
Total	101	11,114,231	26

2) Municipal sample

In addition to excluding all municipal governments found in Cook County, the sample of municipalities excludes all cities under 5,000 in population. The 151 municipalities that have populations of 5,000 or over were divided into population quartiles starting with the most populous and moving toward the least populous. Each quartile was to approximate 742,875 in population or 25 percent of the total population. A municipality was not placed in a quartile unless more than half its population fell within the boundaries of that quartile. If not, it was placed in the next quartile. After each quartile was determined, the names of the municipalities were arranged in alphabetical order within each separate quartile. Using a table of random numbers, approximately 33 percent of the total number of municipalities in each quartile were chosen.

Officials in two of the municipalities originally picked declined to participate in the study. Therefore two additional municipalities were selected as replacements. The replacements were selected at random from the lists of remaining municipalities within each respective quartile.

To insure representativeness of the sample, the difference-between-two-means test again was used to compare the sample mean with the state statistics (see Table II-4). No significant difference was found. It was therefore concluded the municipal sample was representative of the state in terms of population and geography. (See Table II-5 for the comparison.)

Table II-4

A Comparison of Municipal Sample Mean with State Mean

	<u>Mean population</u>	<u>Standard deviation</u>	<u>Number</u>	
State	19,618	22,000	151	t = .04
Sample	19,794	22,305	50	n.s.

Table II-5

A Comparison of Municipal Sample with the State

<u>Quartile</u>	<u>Number of municipalities in state</u>	<u>Total population in quartile</u>	<u>Number of municipalities picked for sample</u>
Q #1	8	744,682	3
Q #2	18	758,718	6
Q #3	36	739,026	12
Q #4	89	729,075	29
Total	151	2,971,501	50

The sample cities and counties are indicated in Table II-6. These units are geographically displayed on a state map in Chart II-1. Cities included in the sample are identified with a dot (•) and counties are highlighted by heavy black outline. In Table II-7, the regional distribution of local governments included in the sample is reported. The study used the same regions as those employed by the Illinois Law Enforcement Commission.

Table II-6

<u>Municipalities and Counties Selected for Sample</u>			
<u>City Sample</u>	<u>1970 Population*</u>	<u>County Sample</u>	<u>1970 Population**</u>
Aurora	74,182	Boone	25,440
Batavia	8,994	Brown	5,586
Beardstown	6,222	Christian	35,948
Bensenville	13,628	Clay	14,735
Benton	6,833	Clinton	28,315
Bolingbrook	8,504	Coles	47,815
Bourbonnais	5,909	DeKalb	71,654
Carbondale	26,857	DeWitt	16,975
Centreville	11,378	DuPage	491,882
Centralia	15,966	Edgar	21,591
Champaign	56,837	Ford	16,382
Clarendon Hills	7,552	Franklin	38,329
Crest Hill	7,460	Jasper	10,741
East Moline	20,832	Johnson	7,550
Fairview Heights	14,591	Knox	61,280
Flora	5,283	Lawrence	17,522
Galesburg	36,290	Marshall	13,302
Geneseo	5,840	Mason	16,161
Geneva	9,115	Massac	13,889
Glen Ellyn	21,909	McDonough	36,653
Herrin	9,623	Ogle	42,867
Highland	5,981	Pulaski	8,741
Highland Park	32,263	Sangamon	161,335
Jerseyville	7,446	Tazewill	118,649
Kewanee	15,762	White	17,312
Lawrenceville	5,863	Will	249,498
Lombard	34,043		
Macomb	19,643		
Madison	7,042		
Mascoutah	5,045		
Metropolis	6,940		
Mount Carmel	8,096		
Mt. Vernon	16,382		
Naperville	22,617		
Ottawa	18,716		
Peoria	126,963		
Quincy	45,288		
Rantoul	25,562		
Robinson	7,178		
Rock Island	50,166		
Roselle	6,207		
Streator	15,600		
Sycamore	7,843		
Taylorville	10,644		
Washington	7,722		
Washington Park	9,524		
Waukegan	65,134		
Wood Dale	8,831		
Wood River	13,186		
Woodstock	10,226		

* Figures taken from 1970 U.S. Census, reported in Counties and Incorporated Municipalities in Illinois, published by the Office of the Secretary of State, Springfield, Illinois, March 1, 1976.

** Ibid.

Chart II-1
Geographic Distribution of Sample

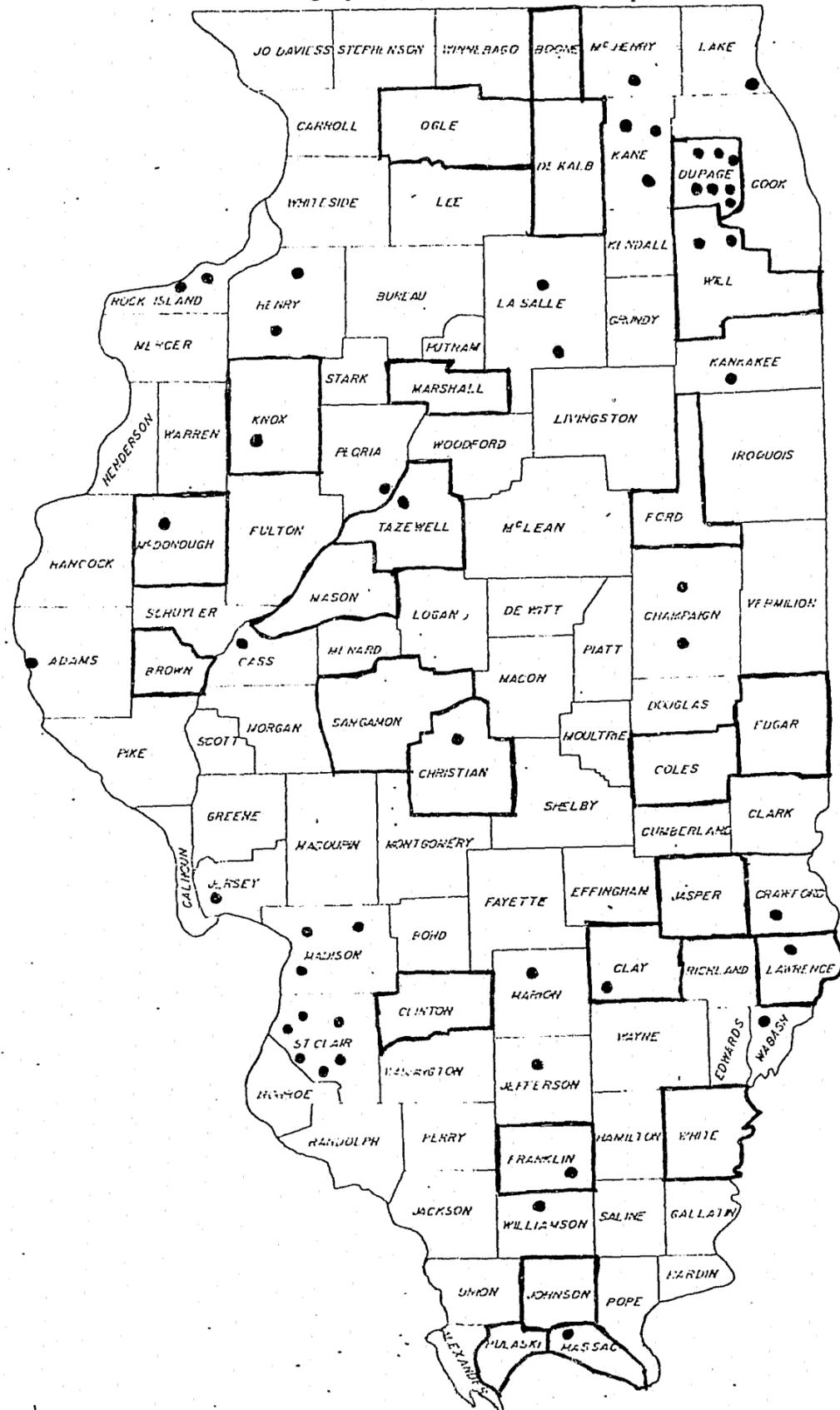


Table II-7

Regional Distribution of Local Government Officials in the Sample

ILEC Region	Number of County Officials	Number of City Officials	Total
1	6	3	9
2	3	0	3
4	0	3	3
5	6	38	44
7	0	11	11
8	3	5	8
10	6	5	11
11	2	5	7
12	3	0	3
13	3	3	6
14	6	3	9
15	3	0	3
16	0	5	5
17	3	6	9
18	3	18	21
19	10	14	24
20	12	10	22
22	6	0	6
Total	75	129	204

Selection of Respondents

For the purposes of this study, members of local governments were divided into the following three subgroups:

- 1) Chief administrators: refers to persons with the titles, City Manager, County Administrator, County Board Chairman, Village President, or Mayor. In the city manager form of government, the mayor is not considered to be the Chief Administrator.
- 2) Members of criminal justice committees: refers to elected members of local government units who serve on the jail committee, sheriff's committee, police and fire commission, civil defense, judicial, or courts committee.
- 3) Other local government officials: refers to all elected members of local government units who do not fall into either of the above two groups. Members of the finance, building and grounds or streets and highways committee, for example, fell into this third group.

The respondents were selected as follows: 1) the chief administrator for each jurisdiction appearing in the sample was automatically selected; 2) then, for each local government unit in the sample, the members of criminal justice committees were identified, their names arranged alphabetically, and one selected at random; 3) finally, from an alphabetical list of other local government officials, one member was picked randomly. In this manner, three members of each local government included in the sample were selected at random to be interviewed. In the cases where the local government unit did not have criminal justice committees, only two respondents were selected, the chief administrator and the at-large or "other" member.

Using the above procedures, seventy-five (75) county officials and one hundred twenty-nine (129) municipal officials were selected to be included in the final sample. To provide an entree and ensure cooperation, the regional criminal justice planners contacted the local government officials in their area and urged their participation. Some planners telephoned the officials while others corresponded by mail. Many made appointments for interviews on behalf of the interviewers.

All instruments used in this study were pretested prior to their being administered to the final samples. Following the first pretest, the results were studied and the instrument revised in light of them. A second pretest was then conducted using the revised version. This procedure was repeated until the pretest results showed no major problems with the instrument remained.

All pretests were conducted with groups similar to those in the samples. The mailed questionnaire used with the first judgment sample was pretested with former local government officials and university faculty. Then several drafts of the interview guide were pretested with local government officials

in Central Illinois whose jurisdictions were not included in the municipal and county samples. No contamination of pretest respondents and the study respondents occurred.

Data Collection

Data for Phase II (i.e., determining what local government officials do know) were gathered by means of interviews. Appointments for interviews were made in advance at the time and place of the respondent's convenience. The place was typically the county courthouse or city hall in the respondent's locale. A call-back was made if a respondent failed to appear for the interview. The average length of an interview was sixty minutes. All interviewers had received intensive training in proper interview techniques. Following each interview, the completed interview guide was logged in and checked by a supervisor for thoroughness and legibility.

To facilitate computer analysis, a code was derived empirically (i.e., on the basis of, and in conformity with, the obtained responses) to translate interview data into numerical form. All instruments were coded by two persons and checked by another pair. Following the coding check, all data were key punched onto computer cards. Each punched card was verified using a key punch verifier. Following verification, the researchers manually checked random cards against the original interview guides. These steps were taken to insure the accuracy of the data.

Response Rate

Table II-8 reports the response rate for city and county officials. Ninety-one percent of the total number of interviews sought were obtained.

Table II-8

Response Rate for City and County Officials

	<u>Sought</u>	<u>Obtained</u>	<u>Response rate</u>
County officials	75	65	86.7%
City officials	129	121	93.8%
Total	204	186	91.2%

The mean population of the jurisdictions of those local government officials from whom interviews were obtained (the respondents) was compared with the mean population of all those jurisdictions in the State that had been included in the sampling frame (the universe). According to the difference-between-two-means test, the respondents' jurisdictions were found to be representative in terms of population. This analysis is summarized in Table II-9.

Table II-9

A Comparison of the Population of the Respondents' Jurisdictions with the State

<u>County sample</u>	<u>Mean Population</u>	<u>Standard deviation</u>	<u>Number</u>	
Respondents' jurisdictions	63,432	108,152	65	t = .49
State	55,662	82,353	101	n.s.
<u>City sample</u>				
Respondents' jurisdictions	22,211	30,057	121	t = .79
State	19,618	22,009	151	n.s.

SECTION III: A KNOWLEDGE BASE FOR LOCAL GOVERNMENT OFFICIALS

The major objective of this study was to determine the level of knowledge of the field of criminal justice with which municipal and county officials were approaching local criminal justice planning and decision making. This was required in order to assess the information needs of local government officials.

To measure knowledge level, a benchmark had to be specified. Both the state of the field of criminal justice and the nature of the research case called for the use of a special technique for delimiting the body of knowledge to be inventoried.

There is as yet no unified theory of criminal justice. This is due primarily to the comparative newness of the field. As a result, a textual paradigm or standard against which knowledge level can be compared is not available. The three groups which comprise those experienced in the field, i.e., planners, practitioners and educators, vary in the perspective from which they view the criminal justice system and in the degree of systematization of their analysis of it. The literature in the field reflects this disparity of views making a standard difficult to derive from it. It was therefore necessary to devise a means of obtaining a plurality of opinion as to what are the important facets of knowledge within the field with which local government officials should be familiar.

In addition to the disparate views of the field held by those in it, the defining of a benchmark had to take into account the practical limits on specialized knowledge expected of the individual official (the research case). The question of what local government officials actually need to know in order to function effectively in their roles had to be considered. Even though a large proportion of the local budget is allocated for law enforcement-related

expenditures, city and county administrators also engage in planning and decision making in the areas of finance and taxes, ordinances, zoning, utilities, roads, maintenance of buildings, compliance with environmental regulations, animal control and so forth. Recognizing this, the point of reference sought from which measurements of knowledge level could be made was one that reflected the likely reliance of local administrators upon subordinate agency heads who, having the operational responsibilities, would be expected to know and provide specific information.

In sum, a method was needed for selecting and obtaining consensus on those facets of knowledge local officials should know to enable measurement of what they do know. The method of judgment sampling was used to meet the need for a benchmark.

Questionnaire Results

The first judgment sample surveyed the opinions of members of three professional groups in the field of criminal justice. The procedures used in this survey were described in the preceding section of this report. A questionnaire containing some 115 items was developed to obtain: 1) ratings of selected concepts, standards, techniques, and legislation, and; 2) respondents' personal opinions and demographic characteristics. Respondents were asked to rate the items in terms of how important each is for local government officials (LGO's) to know. The section on concepts used a four-point rating scale. The scale and scoring were:

- 1 = Of major importance
- 2 = Important
- 3 = Of minor importance
- 4 = Of no importance

The ratings given each concept are reported in Table III-1.

Table III-1

Ratings of Concepts by Total Respondents (N = 104*)

	Of major importance		Important		Of minor importance		Of no importance	
	N	%	N	%	N	%	N	%
Criminal Justice System	77	74.8	20	19.4	3	2.9	3	2.9
Complaint	21	20.7	36	35.6	37	36.6	7	7.0
Comm. Based Corrections	49	47.6	43	41.7	8	7.8	3	2.9
Crime Prevention	58	56.3	34	33.0	10	9.7	1	1.0
Decriminalization	25	24.3	51	49.5	22	21.4	5	4.8
Diversion	40	39.6	45	44.5	12	11.9	4	4.0
Due Process	57	55.3	36	35.0	8	7.8	2	1.9
Felony	31	31.1	51	49.5	17	16.5	3	2.9
Goal	34	34.3	41	41.4	17	17.2	7	7.1
Habeus Corpus	14	13.9	29	28.7	44	43.5	14	13.9
Home Rule	45	44.1	35	34.3	16	15.7	6	5.9
Index Crime	16	15.6	47	45.6	34	33.0	6	5.8
Indictment	17	16.5	51	49.5	29	28.2	6	5.8
In-Service Training	41	39.8	38	36.9	24	23.3	0	0.0
Jurisdiction	37	36.3	48	47.0	15	14.7	2	2.0
Juvenile Justice System	62	60.2	30	29.1	9	8.7	2	2.0
Lateral Entry	16	15.9	38	37.6	40	39.6	7	6.9
Line Unit	11	11.2	34	34.7	40	40.8	13	13.3
Mgmt. by Objectives	39	38.6	38	37.6	21	20.8	3	3.0
Metro. Enforcement Unit	15	14.9	47	46.5	31	30.7	8	7.9
Misdemeanor	24	23.3	42	40.8	33	32.0	4	3.9
Model Penal Code	23	22.6	53	52.0	23	22.5	3	2.9
Mutual Aid Plan	26	26.3	46	46.5	21	21.2	6	6.0
Neighborhood Citizen Cncl.	19	19.0	45	45.0	31	31.0	5	5.0
Objective	30	30.9	45	46.4	18	18.6	4	4.1
Ombudsman	15	15.0	40	40.0	40	40.0	5	5.0
Parole	34	33.6	42	41.6	20	19.8	5	5.0
Participatory Management	30	30.0	37	37.0	30	30.0	3	3.0
Planning Process	51	52.0	30	30.6	17	17.4	0	0.0
Plea Bargaining	30	29.7	46	45.5	24	23.8	1	1.0
Police Service Unit	21	21.2	51	51.5	24	24.3	3	3.0
Police Union	22	22.2	33	33.3	34	34.4	10	10.1
Private Police	7	7.0	36	36.4	40	40.4	16	16.2
Probation	45	44.6	45	44.6	11	10.8	0	0.0
Released on Recognizance	32	31.7	54	53.4	14	13.9	1	1.0
Ris management	20	20.6	43	44.3	31	32.0	3	3.1
Staff Unit	8	8.4	34	35.8	44	46.3	9	9.5
Standard	26	27.7	37	39.4	27	28.7	4	4.2
Special Crime Tactics Unit	13	13.1	33	33.3	39	39.4	14	14.2
Team Policing	18	18.6	47	48.4	26	26.8	6	6.2
Uniform Crime Reporting	33	33.3	42	42.4	23	23.2	1	1.0
Unreported Crime	37	37.8	40	40.8	19	19.4	2	2.0
Youth Service Bureau	35	35.0	47	47.0	18	18.0	0	0.0

* The total number of respondents was 104. In some cases however, not all 104 responded to a question. The total number responding to a question was used in computing the percentages reported in this and the other tables in this Section.

Theoretically, the responses of the judges could have followed one of four possible distributions. They are:

- 1) A J distribution or a reverse J with most of the judges falling at one end of the distribution;
- 2) A normal or skewed normal curve with the highest frequencies located in the center;
- 3) A U shaped distribution indicating a bimodal distribution; or
- 4) Equal frequencies in all intervals indicating chance was operating.

A distribution of type 3 or 4 would indicate the lack of common judgment among the respondents. A normal or a J distribution would indicate substantial agreement on the importance of these concepts. Since the data reported in Table III-1 comprise either normal or J distributions, the practitioners seem to agree on the importance of these concepts for the local government official.

Thirty-eight of the forty-three concepts were considered by a majority of the respondents to be "of major importance" or "important" for local government officials to know. The ten concepts having the lowest mean score, indicating they were of greatest importance, became constituents of the knowledge base or benchmark being defined for the study.

Table III-2

	Percent of Respondent Subgroups Rating Top Ten Concepts as Important			
	ILEC Planners (N = 17)	Academy of CJ Sciences (N = 12)	Il. Academy of Criminology (N = 75)	Total (N = 104)
	%	%	%	%
Criminal Justice System	88.2	100.0	94.6	94.3
Due Process	64.7	100.0	94.6	90.3
Juvenile Justice System	82.4	91.7	90.5	89.3
Crime Prevention	88.2	100.0	87.8	89.3
Community Based Corrections	82.4	75.0	93.2	89.3
Probation	81.3	72.7	93.2	89.1
Diversion	76.5	83.3	86.1	84.2
Planning Process	93.3	100.0	77.8	82.7
Youth Service Bureau	80.0	81.8	82.4	82.0
Unreported Crime	66.7	72.7	81.9	78.6

Table III-2 presents these ten concepts and the percent of respondents in each subgroup who rated them as important for local government officials to know. The ten items are rank ordered according to the rating assigned them by all respondents. The total column reports the percentage of all respondents who rated a given concept as important.

The subgroups did not differ significantly in their rating. While there was general agreement among them, some concepts were considered more important by some groups than by others. For example, Illinois members of the Academy of Criminal Justice Sciences and members of the Illinois Academy of Criminology gave the concept "Criminal Justice System" the top rating, where ILEC planning directors rated the concept "planning process" highest. Of the ten concepts, the regional planning directors rated the term "due process" lowest while the other groups rated it the same as they did the term, "Criminal Justice System." Members of the Academy of Criminology considered the term "planning process" to be much less important than did either of the other groups.

Table III-3 reports the rating by all respondents of the techniques included in the questionnaire. This section employed a three-point rating scale:

- 1 = LGO's should be able to understand and use
- 2 = LGO's should be able to understand, but need not be able to use
- 3 = Non-essential for LGO's

Table III-3

Ratings of Techniques by Total Respondents

Techniques	Understand & use		Understand, not use		Non-essential	
	N	%	N	%	N	%
Cost Benefit Analysis	52	51.5	48	47.5	1	1.0
Clear and Concise Writing Ability	72	71.3	25	24.8	4	4.0
Crime Analysis	22	21.8	64	63.4	15	14.9
Effectiveness in Oral Communication	78	76.5	20	19.6	4	3.9
Fault Tree Analysis	5	5.6	52	57.8	33	36.7
Government Statistics	39	38.6	56	55.4	6	5.9
Interviewing Techniques	38	37.6	48	47.5	15	14.9
Nominal Group Process	20	20.6	57	58.8	20	20.6
Performance Evaluation Review Technique	34	34.3	54	54.5	11	11.1
Program Evaluation Techniques	51	50.0	49	48.0	2	2.0
Program Planning Budgeting System	50	49.0	47	46.1	5	4.9
Program Planning Techniques	62	61.4	36	35.6	3	3.0
Rational Decision Making Techniques	75	74.3	25	24.8	1	1.0
Resources to Identify Alternatives	60	58.8	41	40.1	1	1.0
Small Group Process	24	24.2	58	58.6	17	17.2
Social Survey	17	16.8	69	68.3	15	14.4
Statistic Techniques	17	16.5	72	69.9	14	13.6
Techniques to Select Among Alternatives	59	58.4	36	35.6	6	5.9

This list was reduced by using a mean of 1.5 (denoting local government officials should be able to understand and use the technique) as the cutting point. The five items that received a mean score of 1.5 or less became constituents of the knowledge inventory. They included the techniques of effectiveness in oral communication, rational decision making, clear and concise writing ability, program planning, and developing resources to identify program alternatives. In fact, these were the only techniques that the majority of all three subgroups indicated local government officials "should be able to understand and use."

(See Table III-4)

Table III-4

Percent of Respondent Subgroups Rating Techniques as Should be Understood and Used

	ILEC Planners (N = 17)	Academy of CJ Sciences (N = 12)	Il Academy of Criminology (N = 75)	Total (N = 104)
	%	%	%	%
Effectiveness in Oral Communication	68.8	83.3	77.0	76.5
Rational Decision-Making Techniques	75.0	75.0	74.0	74.4
Clear and Concise Writing Ability	37.5	91.7	75.3	71.3
Program Planning Techniques	50.0	58.3	64.4	61.4
Resources to Identify Program Alternatives	62.5	66.7	50.0	58.8
Techniques to Select Among Alternatives	41.1	75.0	59.7	58.4
Cost-Benefit Analysis	64.7	41.7	50.0	51.5
Program Evaluation Techniques	31.3	50.0	54.1	50.0
Program Planning Budgeting System	70.6	33.3	46.6	49.0
Government Statistics	29.4	45.5	39.4	38.6
Interviewing Techniques	31.3	41.7	38.4	37.6
Program Evaluation Review Techniques	56.4	16.7	32.4	34.3
Small Group Process	20.0	33.3	23.6	24.2
Crime Analysis	23.5	9.1	23.3	21.8
Nominal Group Process	1.0	25.0	24.6	20.6
Social Survey	25.0	8.3	16.4	16.8
Statistic Techniques	17.6	0	18.9	16.5
Fault Tree Analysis	6.3	18.2	3.2	5.6

Table III-6

Percent of Respondent Subgroups
Rating Legislation as Essential

	ILEC Planners (N = 17)	Academy of CJ Sciences (N = 12)	IL Academy of Criminology (N = 75)	Total (N = 104)
	%	%	%	%
Child Abuse Act	66.7	75.0	70.7	70.6
Federal Equal Employment Laws	87.5	66.7	65.3	69.0
Hatch Act	64.7	75.0	61.6	63.7
Juvenile Court Act	50.0	25.0	70.7	63.0
Municipal Ordinances	81.3	75.0	56.2	62.4
County Ordinances	50.0	66.7	63.4	61.6
Illinois Criminal Code	43.8	41.7	67.6	60.8
Illinois Corrections Code	43.8	25.0	61.6	54.5
Omnibus Crime Control Act	68.8	41.7	50.0	52.0
Intergovernmental Coopera- tion Act	70.6	83.3	41.4	51.5
County Department of Corrections Act	29.4	33.3	58.9	51.0
Police Training Act	58.8	75.0	40.6	48.0
Illinois Revised Statutes	33.3	33.3	50.7	45.9
Illinois Uniform Crime Reporting Program Act	56.3	33.3	32.3	36.4
Highway Safety Act	31.3	41.7	20.8	25.0
Illinois Vehicle Code	18.8	16.7	27.8	25.0

Although there was considerable agreement among the subgroups, there were also noteworthy differences. (Responses by subgroups are reported in Table III-6.) Five of the seven top items were judged essential by a majority of each of the groups. The Juvenile Court Act was considered essential by only a quarter of the respondents from the Academy of Criminal Justice (ACJS). Only two-fifths of the ILEC planning directors and ACJS members felt the Criminal Code was essential. Of those items not rated among the top seven, two of the three response groups considered the Police Training Act and the Intergovernmental Cooperation Act to be essential.

Limitations of Questionnaire Method

There were two advantages gained by using a mailed questionnaire that was relatively short in length and consisted of forced-choice items. It permitted a large sample size without at the same time entailing excessive cost in collecting the data. And it increased the likelihood of obtaining an acceptable rate of response since the time involved to complete the instrument was designed to be relatively minimal.

The procedure also had limitations, however. An important one was with respect to the design of the instrument. While the simple rating by respondents of items on a scale meant that rapid and straightforward analysis could be accomplished, the fixed-choice format yielded a limited type of data i.e., unidimensional. In responding to any given item, only one attribute or dimension was considered. In the case of rating the concept "criminal justice system" for example, in terms of how important it is for all local government officials to know, a determination was made on the basis of only one aspect, namely the systemic definition, and excluded the importance or unimportance of knowing how the system functions in theory or in practice.

In fact, one has no way of knowing which aspect the respondent was referring to in determining his rating. A concept may have several sub-sets of factors associated with it or a term, several definitions. As a result, what one respondent had in mind by a particular item may not correspond at all with what that item brings to the mind of another respondent. For example, "management by objectives" may connote a procedure for collaborative goal setting, or a set of assumptions about man's capacity for self-direction, or both.

In sum, a survey instrument comprised of rating scales, wherein there is no control over which characteristic of an item a respondent perceives as salient, will yield abundant but only partially refined data. Such was the case with the mailed questionnaire.

A further procedural limitation was the sample. Not all of the members of the three response groups are recognized as experts. As a panel of judges, it fell somewhat short of its purpose i.e., having those with widely recognized credentials in the field determine the facets of knowledge local government officials should possess.

To provide an additional source of input for a benchmark, a second panel of judges was planned. The members of this panel included experts in the field with "national reputations" who were familiar with Illinois legislation and government.

This panel of judges was intended to supplement and partially compensate for the limitations of the first. The format used with the experts permitted them to identify in their view the essential facets of knowledge. It also provided for elaborating and clarifying all of the features of an item so there would be agreement on what are its salient characteristics. Finally, in order for the panel to perform its role of delimiting those items, a rating procedure was included. This format required bringing the members of the panel into face-to-face interaction at a workshop and presenting them with a single, broadly stated, open-ended question.

At this stage the problem was how to structure the workshop situation in such a way that each participant had equal input and an opportunity to make independent individual judgments, that an optimal blend of quantity and quality of items in response to the one broad question was generated, and that a plurality of opinion as to what are the most important items would be the principle product. A technique for structuring small group interaction called Nominal Group Process was decided upon as a way of treating this problem. It is described in Appendix B.

Sp Results

Below are the items local government officials (LGO's) need to know, according to the panel of experts, in order to make sound decisions about criminal justice matters. Accompanying each item is a summation of the clarification provided by its author.

Nominal Group Workshop Items

Rank	Item	Clarification
(1)	How the criminal justice system actually works	Assumes common notions about system are at odds with how it actually works. Since there is a relationship between how people perceive the system and how they respond to it, LGO's need to know how system actually works.
(2)	How to identify and ask the "right" questions	By "right questions" is meant those that will provide choices and data needed to make an informed decision. A critical skill for decision makers who must always operate with less than complete knowledge.
(3)	Citizen involvement	LGO's need to know there are citizen groups that are or could be organized for helping in planning and evaluation. Citizens should be made aware of facts and implications of decisions.
(4)	Arbitrary nature of the criminal justice process	Screening process is selective resulting in system bearing down on those 10% without power or alternative resources. LGO's need to look at why the other 90% are screened out.
(5)	Crime climate	Prior to making decisions, LGO's must have broad data base including geographic, demographic, social, political, economic, ethnic, racial, cultural climates in their locale.
(6)	Priority setting	What financial, organizational, administrative priorities to set and according to whose advice. Includes issue of whether county or municipality, or neither, is appropriate unit of government for organizing and financing such services as detention.
(7)	Mythological assumptions about the criminal justice system	Some decision makers are governed in choices by myths e.g., that punishment is an effective deterrent to crime, that it rehabilitates, and that there is a direct relationship between police and crime rates.

(8)	Actual nature of system-offender transactions	Knowing actual nature of the arrest/jail/prison experience enables LGO's to assess, is this what society really means to do to the offender?
(9)	System impact of decision making process	LGO's need to know what impact their decisions have had on total system. Some do not realize that decisions on education or health matters, for ex., affect criminal justice subsystems.
(10)	Structure of the criminal justice system	If LGO's knew what each part of the system is responsible for functionally, where they/others fit in, then conflict in zones across subsystems would be reduced.
(11)	Alternatives to criminal justice process and their effects	Knowledge of 1) alternatives to incarceration, juvenile detention, arrest and 2) cost-benefit effects of diversion.
(12)	Evaluating research and utilizing findings	Facilitating research utilization by two-way communication between academics and practitioners.
(13)	System interrelationships	LGO's need to understand the relationships between system components: where courts or corrections fall in the system in relation to law enforcement.
(14)	Systemic legal constraints and requirements	LGO's are not expected to know the details of the Criminal Code but should know substantive statements that identify constraints and requirements that apply to their role and subordinate roles.
(15)	Municipal, county and regional planning process	Knowledge of intergovernmental planning process: how and why LGO's should make input into the process.
(16)	Broad spectrum of anti-social behavior	By "broad spectrum" is meant the public offender in relation to the white collar/political/professional criminal. If LGO's were more aware of the fact that crime is a problem in all segments of society, public offender would be viewed appropriately.
(17)	Information feedback to individual decision makers regarding rule compliance	Providing decision makers with cost-benefit information on results of their decisions would enhance accountability and reduce inconsistency in decision making.

The Nominal Group Process agenda included a sequence of votes designed to reduce the broad list of items originally proposed to a list of priority items. Some key items were filtered out as a result. They were:

- Role of the local government official: responsibility and authority.
- Budgeting: developing and allocating financial, technical, physical and personnel resources.
- Criminal justice terminology.
- Federal, state and local sources of information.
- Judicial system: performance requirements in terms of due process, public defense, sentencing, plea-bargaining, bail-bonding.
- Comparative experiences: cross-region, state, country.
- Management principles and styles.
- Methods of program evaluation: cost-benefit analysis.
- Community-based mode of providing programs and services.

Many more items were also eliminated through voting but most of those were not discrete and were subsumed under one or more of the final items. For example, the final item "broad spectrum of antisocial behavior" devolved from the following earlier items:

- Broad spectrum of crime
- Characteristics and origins of criminal justice clients
- Criminal victimology
- Improve criminal justice selection procedures
- Relationship of power and resources to screening process
- Demographic information

The panelists' views were sought on whether the list they had derived was a generic one, or whether the knowledge base needed by local government officials varies by size of jurisdiction, type of government, by city and county, or by the role they exercise. The consensus was there is generic information every local official needs to know regardless of the size of his jurisdiction or the nature of the other variables. Although the degree of need for services varies by size and demography, a certain basic minimum level of services must be provided uniformly throughout the state. This implies that knowledge of the system is required whether the jurisdiction is an urban or rural county, a large or small municipality, a home rule or

non-home rule unit, a city manager or aldermanic form of government, and so forth. Likewise, whether he is a monitor of criminal justice functions, a budget decision maker, a manager of resources, a lobbyist on behalf of his community, an interpreter of state policy, or an arbiter between contending interest groups, the local government official needs a certain knowledge base in order to be an effective decision maker.

Workshop and Questionnaire Results Compared

The seventeen final items selected by the panel of experts coincided with in some cases, and complimented in others, the top items selected by the survey respondents. The combined results provided a broad yet clearly defined standard by which to assess local government officials' knowledge level.

The groups agreed on which items are the most important. "Criminal justice system," the most important concept according to the survey respondents, compares with "how the system actually works," the item ranked first by the workshop participants. (A systems orientation underlayed many of the nominal group items in fact.) Effective communication and rational decision making were the techniques rated highest by the practitioners surveyed; the nominal group item ranked second, "how to identify and ask the right questions," included both. Some further examples of comparable top items are:

<u>Nominal Group Item</u>	<u>Survey Item</u>
Legal constraints and requirements	Illinois Revised Statutes
Utilizing research	Resources to identify program alternatives
Intergovernmental planning process	Planning process
Alternatives to criminal justice process	Diversion
Citizen involvement	Communication between pertinent groups
Crime climate	Government statistics
Priority setting	Techniques to select among alternatives

There were also items rated as being of major importance by the practitioners who were surveyed that did not appear in the workshop panel's final list. Some of these are:

<u>Concepts</u>	<u>Survey Items</u>	<u>Standards</u>
Crime prevention		Policies to reduce occurrence of specific crimes
Due process		Pre- and in-service training
Unreported crime		Juvenile detention
Community based corrections		Public defender services
Probation		
<u>Techniques</u>		<u>Legislation</u>
Cost-benefit analysis		Omnibus Crime Control Act
		Juvenile Court Act
		Illinois Corrections Code

Overall, the final list of items selected by the workshop panel emphasizes the broad aspects of the structure and process of the criminal justice system. Specific techniques, legislative acts, concepts and standards were by and large filtered out as a result of the sequence of votes. Where the survey items have somewhat more of a practical or operational focus, the nominal group items reflect the panel's striving for a larger, generic approach to local governmental planning and decision making with respect to criminal justice. Together, the two judgment samples satisfied the need for a benchmark.

The Knowledge Base

As defined by a plurality of the two judgment samples, the knowledge base local government officials need in order to make sound decisions about criminal justice matters consists of the inventory of concepts, processes, laws and

techniques presented below.* Accordingly, these items were incorporated in the interview guide.

Concepts

Criminal Justice system and its environment
 Crime climate
 Crime prevention
 Due process
 System interrelationships
 Systemic legal constraints and requirements
 Unreported crime
 Myths about the system
 System-wide impact of decisions
 Community based corrections
 Probation
 Juvenile justice system
 Broad spectrum of antisocial behavior
 Accountability in decision making

Techniques

Priority setting
 Seeking varied sources of decision input
 Arraying and selecting among alternatives
 Program planning
 Cost-benefit analysis
 Effective communication
 Rational decision making
 Utilizing research
 How to identify and ask the "right" questions

Laws

Statutory definition of role
 Juvenile Court Act
 Equal Employment Laws
 Hatch Act
 Local ordinances
 Illinois Criminal Code
 Child Abuse Act

Processes

Multijurisdictional planning process
 Personal review of system-offender transactions
 Intergovernment cooperation
 Citizen involvement
 Youth Service Bureau
 Diversion
 Arbitrary screening process

* The distinction being drawn in this classification between processes and techniques is that process refers to a continuous series of actions or operations leading to an end, while techniques refers to one strategy of action or operation in that series.

SECTION IV: A PROFILE OF LOCAL GOVERNMENT OFFICIALS

The data obtained from the interviews with LGO's permitted the development of a profile of local government officials. This description is limited to demographic characteristics. Since most of the demographic data about the universe of local government officials is unknown, it was not possible to determine the representativeness of the sample. However, since the population of cities and counties in the state was available, it was possible to compare the size of the respondents' jurisdictions with the statewide figures.

According to the difference-between-two-means test, the county and the city respondents were both representative of the state in terms of population of their jurisdiction.

The following description of the characteristics of local government officials in the state of Illinois is intended to serve two purposes. It will aid the reader in interpreting the data presented later in this report. And it will be useful in making decisions on curriculum matters in that it describes the target group.

The respondents will first be described as a whole and then as subgroups. The subgroup comparisons will include: 1) city officials with county officials; and 2) chief administrators with members of criminal justice committees, with members at large.

Length of State Residence

Approximately seventy-five percent of the local government officials interviewed have lived in the State of Illinois for more than thirty years. Such a lengthy tenure in the State provides an opportunity to gain familiarity

with the State, its institutions, including Criminal Justice, and the expectations of State residents. A comparison of city and county officials, in terms of length of state residence, is reported in Table IV-1. Although the majority of both groups have lived in Illinois over 30 years, a significantly greater percentage of county officials have lived in the State for that length of time than have city officials.

Table IV-1

A Comparison of City and County Officials by Length of State Residence

	City		County		Total	
	N	%	N	%	N	%
Less than 5 years	5	4.1	0	0	5	2.7
5 - 10 years	8	6.6	0	0	8	4.3
11 - 15 years	4	3.3	0	0	4	2.1
16 - 20 years	5	4.1	0	0	5	2.7
21 - 25 years	5	4.1	1	1.5	6	3.2
26 - 30 years	12	9.9	1	1.5	13	7.0
Over 30 years	82	67.9	63	97.0	145	78.0
Total	121	100.0	65	100.0	186	100.0

A comparison of local government officials by title and length of state residence is reported in Table IV-2. As the Table indicates, there is a tendency for chief administrators to have lived within the State a shorter period of time. This may be due to the fact the category "chief administrator" includes city managers who are more mobile.

Table IV-2

A Comparison of Local Government Officials by Title and Length of State Residence

	Chief administrators		CJ committee members		Others		Total	
	N	%	N	%	N	%	N	%
	Less than 5 years	5	6.9	0	0	0	0	5
5 - 10 years	3	4.1	2	4.3	3	4.5	8	4.2
11 - 15 years	3	4.1	1	2.1	0	0	4	2.2
16 - 20 years	1	1.4	3	6.4	1	1.5	5	2.7
21 - 25 years	2	2.7	0	0	4	6.1	6	3.2
26 - 30 years	6	8.2	4	8.5	3	4.5	13	7.0
Over 30 years	53	72.6	37	78.7	55	83.4	145	78.0
Total	73	100.0	47	100.0	66	100.0	186	100.0

Length of Residence in Jurisdiction

Although untested, it is likely that length of residence in an area is highly correlated with knowledge of that area, with awareness of local problems, and also with knowledge of citizen expectations.

A comparison of city and county officials in terms of length of residence in their present jurisdiction appears in Table IV-3. Slightly more than fifty percent of all respondents have lived in their present jurisdiction for more than thirty years. However, seventy-eight percent of the county officials have lived more than thirty years within the county in which they now serve whereas only forty percent of city officials have lived that length of time in the city where they now serve. In doing the interviews, it was noted that a large number of respondents, primarily county officials, said they had lived all their lives in the same area. In summary, most local government officials are not highly mobile.

Table IV-3

A Comparison of City and County Officials by Length of Residence in Jurisdiction

	City		County		Total	
	N	%	N	%	N	%
	Less than 5 years	11	9.1	0	0	11
5 - 10 years	13	10.7	3	4.6	16	8.6
11 - 15 years	15	12.4	1	1.5	16	8.6
16 - 20 years	12	9.9	4	6.2	16	8.6
21 - 25 years	9	7.4	3	4.6	12	6.4
26 - 30 years	12	9.9	3	4.6	15	8.1
Over 30 years	49	40.6	51	78.5	100	53.8
Total	121	100.0	65	100.0	186	100.0

Within some government units, committee assignments are based upon seniority rather than knowledge or expertise in a particular area. Some observers have suggested that length of residence in a jurisdiction is an important factor in determining committee assignments on boards or councils at the local level. Information was sought to determine whether members of criminal justice committees differ from other local government officials in length of residence in their present jurisdiction. The relevant data are reported in Table IV-4.

Table IV-4

A Comparison of Local Government Officials by Title and Length of Residence in Jurisdiction

	Chief administrators		CJ committee members		Others		Total	
	N	%	N	%	N	%	N	%
	Less than 5 years	9	12.3	1	2.1	1	1.5	11
5 - 10 years	5	6.9	5	10.6	6	9.1	16	8.6
11 - 15 years	6	8.2	6	12.8	4	6.1	16	8.6
16 - 20 years	4	5.5	3	6.4	9	13.6	16	8.6
21 - 25 years	3	4.1	4	8.5	5	7.6	12	6.4
26 - 30 years	5	6.8	3	6.4	7	10.6	15	8.1
Over 30 years	41	56.2	25	53.2	34	51.5	100	53.8
Total	73	100.0	47	100.0	66	100.0	186	100.0

In terms of length of residence in the jurisdiction, members of criminal justice committees do not differ from either chief administrators or other local government officials. More than half in each category have lived over thirty years in their jurisdiction while fewer than a third in each have lived there twenty years or less. This suggests that length of residence is not used, or not used universally, as the criterion for assigning persons to committees. It is interesting to note that most members of criminal justice committees (87%) have resided in the local jurisdiction long enough (over 10 years) to gain familiarity with the local criminal justice system, but this is not to say they are necessarily aware of local criminal justice operations.

Age

Age is a useful demographic characteristic in that it can help indicate the attitudes of an age cohort, as well as the type of activity engaged in by members of the cohort. In terms of Criminal Justice, age is an especially important variable. The rise in juvenile delinquency, the high proportion of crime committed by young persons, and the increasing number of young adults employed by criminal justice agencies at the local level, suggest the importance of age in understanding the attitudes of those involved in the system.

A comparison of city and county officials in terms of age is reported in Table IV-5. City officials tend to be somewhat younger than county officials. The mean age of city officials was slightly over 47, whereas the mean age for county officials was almost 55. According to the Chi square test, this age difference is statistically significant.

Table IV-5

A Comparison of City and County Officials by Age

	<u>City</u>		<u>County</u>		<u>Total</u>	
	N	%	N	%	N	%
20 - 29	3	2.5	1	1.6	4	2.2
30 - 39	31	25.6	5	7.8	36	19.5
40 - 49	34	28.1	13	20.3	47	25.4
50 - 59	33	27.3	20	31.2	53	28.6
60 - 69	18	14.9	22	34.4	40	21.6
70 and over	2	1.6	3	4.7	5	2.7
<u>Total</u>	<u>121</u>	<u>100.0</u>	<u>64</u>	<u>100.0</u>	<u>185</u>	<u>100.0</u>

Chi-square = 16.95

df = 5

p < .01

Since local government officials are not all equally involved in Criminal Justice, it was questioned whether persons directly involved in making criminal justice decisions differ in age from other local government officials. The relevant data are reported in Table IV-6.

Table IV-6

A Comparison of Local Government Officials by Title and Age

	<u>Chief administrators</u>		<u>CJ committee members</u>		<u>Others</u>		<u>Total</u>	
	N	%	N	%	N	%	N	%
20 - 29	1	1.4	1	2.1	2	3.1	4	2.2
30 - 39	13	17.8	12	25.5	11	16.9	36	19.5
40 - 49	17	23.3	12	25.5	18	27.7	47	25.4
50 - 59	22	30.1	15	31.9	16	24.6	53	28.6
60 - 69	19	26.0	5	10.7	16	24.6	40	21.6
70 or over	1	1.4	2	4.3	2	3.1	5	2.7
<u>Total</u>	<u>73</u>	<u>100.0</u>	<u>47</u>	<u>100.0</u>	<u>65</u>	<u>100.0</u>	<u>185</u>	<u>100.0</u>

Chi-square = 7.18

df = 10

p < .80

ns

The mean ages of chief administrators, members of criminal justice committees, and other local government officials were 51, 48, and 50, respectively.

Members of criminal justice committees tend to be slightly younger than other local government officials but these age differences are not significant.

Education

In a needs assessment study such as this, education is an especially important factor in profiling the target group. The level and type of education attained by the subjects frequently prescribes the amount of technical language that will be appropriate.

Education is one avenue for achieving competency in decision making. A common goal of educational institutions is to encourage the individual to reflect upon his values, develop an understanding of human behavior, an adaptability to change, an awareness of and proficiency in using information resources, an aptitude for insightful thinking and informed decision making and improve self-discipline and communication skills. In this study education is considered to be one of the background factors that may be related to sound decision making by LGO's.

The level of education attained by local government officials is reported in Table IV-7. According to the Chi square test of independence, city and county officials differ significantly in the amount of education attained. More than fifty percent of the county officials received a high school education or less. By comparison, over sixty percent of city officials had done some college work or more and nearly twenty percent had obtained a graduate degree.* Of all LGO's, almost a third hold at least a Bachelor's degree.

* LGO's for cities include city managers and city administrators and they tend to have graduate degrees. Of the fifteen such officials interviewed, ten had completed a graduate degree.

Table IV-7

A Comparison of City and County Officials by Education

	<u>City</u>		<u>County</u>		<u>Total</u>	
	N	%	N	%	N	%
Grade school graduation or less	2	1.7	6	9.2	8	4.2
Some high school, but not graduation	6	5.0	5	7.7	11	5.9
High school graduation	33	27.3	27	41.5	60	32.3
Some college, but not graduation	32	26.4	14	21.6	46	24.7
College graduation with a Bachelor's degree	15	12.4	8	12.3	23	12.4
Some work towards a graduate degree	9	7.4	1	1.5	10	5.4
Graduate degree completed	24	19.8	4	6.2	28	15.1
<u>Total</u>	<u>121</u>	<u>100.0</u>	<u>65</u>	<u>100.0</u>	<u>186</u>	<u>100.0</u>

Chi-square = 17.254

df = 6

p < .01

The academic majors of the sixty-one college graduates among LGO's are reported in Table IV-8. The modal fields were Business Administration, Engineering and Political Sciences.

Table IV-8

College Majors of Local Government Officials

N	Major
2	Accounting
9	Business Administration
1	Marketing
1	Personnel Administration
1	English
1	Journalism
3	Social Sciences
1	History
1	Sociology
1	Economics
8	Political Science
1	Government
1	Public Administration
1	Law
1	General Science
2	Math
2	Chemistry
9	Engineering
2	Medicine/Pre-Medicine
2	Pharmacy
5	Education
1	Physical Education
3	Liberal Arts
1	Agriculture
1	Forestry
<hr/>	
61	Total

Those who had completed college courses were asked if they had ever taken any college courses directly related to Criminal Justice. The responses of city and county officials to this question are reported in Table IV-9.

Table IV-9

A Comparison of City and County Officials by Exposure to Criminal Justice Courses

Question:	Have you ever taken any college courses directly related to Criminal Justice such as Criminology, Police Science, Administration of Justice, Social Justice, Corrections, Penology, Juvenile Delinquency, or Law?					
	City		County		Total	
	N	%	N	%	N	%
No	74	82.2	43	87.8	117	84.2
Yes	14	15.6	6	12.2	20	14.4
Uncertain	2	2.2	0	0	2	1.4
Total	90	100.0	49	100.0	139	100.0

Fourteen percent of the respondents had taken a college course related to Criminal Justice. But eleven of the local government officials had concentrations in business or accounting and the fact that these persons were required to complete a business law course may have inflated the number of affirmative responses to this question. Most business law courses do not introduce the student to Criminal Justice. It is likely that most local government officials have not been exposed to a conceptual analysis of the criminal justice system and its procedures.

Do members of criminal justice committees differ significantly in education from other local government officials? The relevant data are reported in Table IV-10.

Table IV-10

A Comparison of Local Government Officials by Title and Education

	<u>Chief administrators</u>		<u>CJ committee members</u>		<u>Others</u>		<u>Total</u>	
	N	%	N	%	N	%	N	%
Less than high school graduation*	7	9.6	4	8.5	8	12.1	19	10.1
High school graduation	23	31.5	15	31.9	22	33.3	60	32.3
Some college, but not graduation	11	15.1	13	27.7	22	33.3	46	24.7
College graduation with a Bachelor's degree	12	16.4	8	17.0	3	4.6	23	12.4
Some work towards a graduate degree	4	5.5	4	8.5	2	3.0	10	5.4
Graduate degree completed	16	21.9	3	6.4	9	13.7	28	15.1
<u>Total</u>	<u>73</u>	<u>100.0</u>	<u>47</u>	<u>100.0</u>	<u>66</u>	<u>100.0</u>	<u>186</u>	<u>100.0</u>

Chi-square = 16.65

df = 10

p < .10

* Note: Two categories have been combined.

As a group chief administrators (43% of whom were college graduates) were slightly better educated than were other local government officials. Members of criminal justice committees (31% of whom were college graduates) were less likely to be college graduates than were chief administrators, but more likely to be so than other local government officials (21% of whom were college graduates).

The college majors for each subgroup of local government officials are reported in Table IV-11. None of the groups seems to be clustered in one particular major. Further, none of the members of criminal justice committees had majored in an area that was directly related to his current assignment.

Table IV-11

A Comparison of Local Government Officials by Title and College Major

	<u>Chief administrators</u>		<u>CJ committee members</u>		<u>Others</u>		<u>Total</u>	
	N	%	N	%	N	%	N	%
Accounting	0		2		0		2	
Business Administration	4		4		1		9	
Marketing	0		1		0		1	
Personnel Administration	1		0		0		1	
English	1		0		0		1	
Journalism	0		0		1		1	
Social Sciences	2		0		1		3	
History	0		0		1		1	
Sociology	0		1		0		1	
Economics	1		0		0		1	
Political Science	6		0		2		8	
Government	0		1		0		1	
Public Administration	1		0		0		1	
Law	1		0		0		1	
General Science	1		0		0		1	
Math	0		1		1		2	
Chemistry	0		1		1		2	
Engineering	6		0		3		9	
Medicine/Pre-Medicine	1		0		1		2	
Pharmacy	2		0		0		2	
Education	2		2		1		5	
Physical Education	1		0		0		1	
Liberal Arts	1		1		1		3	
Agriculture	1		0		0		1	
Forestry	0		1		0		1	
<u>Total</u>	<u>32</u>		<u>15</u>		<u>14</u>		<u>61</u>	

Since members of criminal justice committees are directly involved in decision making related to police, courts and corrections, exposure to criminal justice information in the form of college courses would be a valuable background to bring to that role. According to the data presented in Table IV-12, members of criminal justice committees were in fact slightly more likely to have been enrolled in criminal justice courses than were other local government officials.

Table IV-12

A Comparison of Local Government Officials by Title and Exposure to Criminal Justice Courses

Question:	Chief administrators		CJ committee members		Others		Total	
	N	%	N	%	N	%	N	%
Have you ever taken any college courses directly related to Criminal Justice . . . ?								
No	49	81.7	27	77.1	41	93.2	117	84.2
Yes	9	15.0	8	22.9	3	6.8	20	14.4
Uncertain	2	3.3	0	0	0	0	2	1.4
Total	60	100.0	35	100.0	44	100.0	139	100.0

Occupation

Like education, occupation may have an effect upon decision making ability. The technical training, experience and skills acquired in connection with a particular occupational role provide the individual with information that can be used in making decisions in that technical area. In relation to Criminal Justice for example, a local government official with a law degree presumably has more legal knowledge to draw upon than one who has, say, an engineering degree.

The occupations of participants are to be considered in developing a training program. Since programs often succeed or fail on the basis of whether they appeal to the groups involved, knowledge of the participants' occupations should help in identifying topics of interest.

Of the 186 local government officials interviewed, 37 were employed full time as such. Of these, 31 were city officials and six (6) were affiliated with county government.

The occupations of city and county officials are reported in Table IV-13. The modal occupation of city officials was "business manager" while farming

was the modal occupation of county officials. Twelve percent of city officials, as compared to five percent of county officials, were in occupations classified as professional/technical. The percent of city officials and county officials classified as managers was 24 and 17, respectively. One in ten local government officials were store owners. Twelve percent of all LGO's were retired.

Table IV-13

A Comparison of City and County Officials by Occupation

	City		County		Total	
	N	%	N	%	N	%
Professional, Technical						
Accountant	1	1.1	0	0.0	1	0.7
College instructor	3	3.3	1	1.7	4	2.7
Doctor/dentist	2	2.2	0	0.0	2	1.3
Funeral director	1	1.1	0	0.0	1	0.7
Lawyer	2	2.2	2	3.4	4	2.7
Engineer/draftsman	1	1.1	0	0.0	1	0.7
School teacher	1	1.1	0	0.0	1	0.7
Farmers						
Farmer	2	2.2	15	25.4	17	11.4
Managers, Officials, Proprietors						
Government employees	6	6.7	4	6.8	10	6.7
Union official/lobbyist	0	0.0	1	1.7	1	0.7
Railroad conductor	1	1.1	0	0.0	1	0.7
Business manager	13	14.4	4	6.8	17	11.4
Banker	2	2.2	1	1.7	3	2.0
Clerical						
Bookkeeper	1	1.1	0	0.0	1	0.7
Sales						
Salesman	2	2.2	1	1.7	3	2.0
Insurance agent	5	5.6	3	5.1	8	5.4
Real estate agent	2	2.2	2	3.4	4	2.7
Restaurant/motel	0	0.0	1	1.7	1	0.7
Store owner	9	10.0	6	10.2	15	10.1
Grocer/meat cutter	1	1.1	0	0.0	1	0.7
Dept. store employee	1	1.1	0	0.0	1	0.7
Craftsmen, Foremen						
Craftsman	3	3.3	1	1.7	4	2.7
Electrician/utility worker	4	4.4	1	1.7	5	3.4
Contractor	2	2.2	2	3.4	4	2.7
Factory worker	2	2.2	0	0.0	2	1.3
Operatives						
Truck driver	1	1.1	0	0.0	1	0.7
Railroad employee	1	1.1	1	1.7	2	1.3
Mechanic	0	0.0	1	1.7	1	0.7
Service Workers						
Private policeman	0	0.0	1	1.7	1	0.7
Maintenance engineer	1	1.1	0	0.0	1	0.7
Postal worker	2	2.2	1	1.7	3	2.0
Private						
Homemaker	3	3.3	1	1.7	4	2.7
Writer	1	1.1	0	0.0	1	0.7
Student	1	1.1	0	0.0	1	0.7
Unemployed	1	1.1	1	1.7	2	1.3
Retired	11	12.2	8	11.6	19	12.8
Other	1	1.1	0	0.0	1	0.7
Total	90	100.0	59	100.0	149	100.0

Given that occupation implies a certain set of skills, the data indicate that local government seems well-supplied with persons having expertise in business matters but under-supplied with persons have expertise in criminal justice matters. Whether business expertise suffices for the management of local government's service delivery functions is problematic. The sale of goods for profit on the one hand, and the delivery of public services on the other, involve different priorities, objectives, economies, resources and organization. This would imply that managing a private business and managing a public service agency may not require the same set of skills.

Prior Criminal Justice Employment

In making a decision, a person may draw upon more than the skills, knowledge and attitudes acquired through his education and occupation. Presumably knowledge derived from previous employment experiences is not lost when one assumes a new role. Accordingly, respondents were asked whether they had served as a full time employee of the criminal justice system. Only twelve persons, or approximately six percent of the respondents, had prior work experience in Criminal Justice. Of the twelve, eight had served as police officers, three as employees of the courts, and one had worked in corrections.

The criminal justice work experience of city and county officials is compared in Table IV-14. The two groups were similar in the proportion of members reporting prior employment in the field.

Table IV-14

A Comparison of City and County Officials by Criminal Justice Work Experience

	City		County		Total	
	N	%	N	%	N	%
No	114	94.2	61	93.8	175	94.1
Yes	7	5.8	4	6.2	11	5.9
Total	121	100.0	65	100.0	186	100.0

Are local government officials with criminal justice experience typically assigned to criminal justice committees? The relevant data are reported in Table IV-15.

Table IV-15

A Comparison of Local Government Officials by Title and Criminal Justice Work Experience

	Chief administrators		CJ committee members		Others		Total	
	N	%	N	%	N	%	N	%
No	71	97.3	43	91.5	61	92.4	175	94.1
Yes	2	2.7	4	8.5	5	7.6	11	5.9
Total	73	100.0	47	100.0	66	100.0	186	100.0

Chi-square = 2.21
ns

df = 2

p < .50

According to the responses, this is not the case. Fewer than half of all officials with prior employment in Criminal Justice were currently serving on a criminal justice committee. Apparently some of the available criminal justice expertise is not being used by local governments.

Summary Profile

A demographic profile of local government officials was presented. The purpose of the profile was to describe the subjects in terms of relevant characteristics. Since this study deals with Criminal Justice and anticipates a training program for local government officials, the relevant characteristics were those which have an effect upon: 1) criminal justice decision making and 2) what is appropriate for curriculum content and presentation. They included length of state and local residence, age, education, occupation and previous criminal justice employment. The profile is summarized below.

Summary Profile of Local Government Officials

- Three of four local government officials have lived in Illinois more than thirty years.
- County officials tend to have lived longer in Illinois than have city officials.
- County officials tend to have lived longer in their present jurisdiction than have city officials.
- City officials tend to be somewhat younger than county officials. (The average age of city officials was 47; county officials, 55.)
- City officials tend to have had somewhat more formal education than have county officials. (The median education level of city officials was contained in the response category "some college, but not graduation," whereas high school graduation was the median education level of county officials.)
- Only one of nine local government officials has taken college courses directly related to Criminal Justice.
- Using present occupation as an indicator, local government seems to be well-supplied with persons in business.
- Only one in sixteen local government officials has been previously employed in the field of Criminal Justice.

SECTION V: INFORMATION NEEDS ASSESSMENT AND ITS RESULTS

The assessment of the criminal justice information needs of local government officials was made with two factors in mind: that local government officials play a crucial role in criminal justice planning and policy making; and a training program for local government officials might be undertaken on the basis of the results of the needs assessment. The categories setting, knowledge, and attitudes were devised to present the results in a way that might be useful to curriculum development.

The results of the needs assessment are noted below. (See the page indicated in parenthesis for discussion of the finding.)

Setting

1. 43% of LGO's reported they do not make criminal justice decisions (p.66).
2. LGO's consider their role relative to Criminal Justice to be indirect and unimportant (p. 67).
3. There is a need for role clarification (p.67).
4. LGO's are more involved in criminal justice than they realize (p.69).
5. Fewer than 18% of LGO's have served on a regional criminal justice planning commission but a majority are willing to serve (p.72).
6. According to respondents, an LGO is a generalist whose job requires "no real skills" (p.74).

Knowledge

7. A greater proportion of city officials than county officials have observed each criminal justice process (p. 79).
8. LGO's are more familiar with court processes than police and corrections processes (p.79).
9. More than 50% of the respondents have observed three or fewer criminal

justice processes (p.81).

10. Over 80% of the officials have visited the criminal justice facilities operated by their unit of government (p.82).
11. County officials have a wider range of contact with system personnel than do city officials (p.84).
12. Approximately 30% of persons with direct responsibility for local law enforcement have had no contact with a police official (since assuming office) (p.85).
13. 28% of the respondents said they did not consult agencies in making criminal justice decisions (p.86).
14. LGO's tend to rely on local agencies to provide information needed on criminal justice matters (p.86).
15. LGO's seek advice in criminal justice decision making from only a small circle of intimates (p.87).
16. Only 37% of the respondents knew the name of their local criminal justice planner (p.89).
17. Only 27% of the LGO's correctly identified their local criminal justice region (p.89).
18. 50% of the respondents correctly identified their judicial court (p.90).
19. 56% of the LGO's reported they do not consult publications in making criminal justice decisions (p.91).
20. 51% of LGO's are unfamiliar with the National Advisory Commission on Criminal Justice Standards and Goals (p.91).
21. Only 1 of 9 LGO's are familiar with the National Criminal Justice Reference Service (p.92).
22. LGO's do not know which documents to use to obtain information (p.93).
23. Fewer than 40% of the respondents have attended a conference, workshop or seminar related to Criminal Justice (p.94).

Attitudes

24. LGO's support intergovernmental cooperation at the local level but with reservations (p. 104).
25. City and county officials do not differ in their orientations toward decision making (p. 105).
26. A majority of LGO's are satisfied with the delivery of criminal justice services in their areas (p. 107).
27. LGO's want orientation training (p.110).
28. LGO's recommend a newsletter as a method for getting information to them (p. 110).

I. Setting of Local Government Officials

A. Role

According to the Statutes of the State of Illinois, local government officials have a definite role related to Criminal Justice. Social scientists frequently note the disparity between how the law defines a given role and what individual actors perceive the role to be. In the criminal justice system, this disparity may have negative consequences for the agencies involved and the citizens served.

The role of LGO's related to Criminal Justice is neither foremost in the minds of officials nor deemed to be important by many of them. When asked, "As a local government official, what kinds of criminal justice decisions do you make?", seventy-eight or 43 percent of the officials reported that they do not make criminal justice decisions. Other officials reported that they approve recommendations, but indicated that they regarded this as insignificant. One LGO commented: "My role amounts to so little, it doesn't really matter" (R 101).

A number of local government officials reported that they have a minimal or indirect role in criminal justice. Some of these responses reflected a concept of agency management. Some local governments give the responsibility for overseeing specific agencies to committees. In these cases, committee members have a great deal of influence in relation to specific agency policies, practices, and resources, whereas LGO's not on the committee have little, if any, say about the agency. The role of the latter may be limited to reviewing the committee's recommendations. In commission forms of government, this responsibility may be placed upon a single commissioner with the commission rarely modifying the recommendations of that commissioner.

The comment of one local government official about his criminal justice role is representative of several comments by the respondents. He said: "I try to be as little involved as possible. I don't believe in infringing on the department heads." (R 019). Since agency-head positions within counties tend to be elective offices, this comment seems more typical of county than city officials. LGO's taking this view tend to see a role only in relation to the budget. It is wondered whether this view concerning the role of local government officials might account for some shortcomings in delivery of criminal justice services.

Training Implication

(1) Need for role clarification

Local government officials need to know the specific requirements of their role in Criminal Justice as dictated by the Statutes of the State of Illinois. Members of local government would also find it helpful to know how various other local government officials perceive their role and what approaches they take to it. The advantages and disadvantages of each role definition might be discussed.

(2) Importance of the role

The role of local government officials relative to Criminal Justice should not be minimized or exercised by only a few. Since the welfare of every citizen is affected by the quality of justice in the local community, it is essential that local government officials view their role as important.

(3) Need to feel qualified

One LGO stated that in relation to Criminal Justice, "I don't feel that I'm qualified." (R 151). Another said: "(There) needs to be . . . some type of course for newly elected city officials who deal directly with the police department." (R 059). Although similar comments were not made by all respondents, the underlying sentiment was evident.

Local government officials tend to be laymen in relation to Criminal Justice. Since most laymen have a limited knowledge of Criminal Justice and since some of this knowledge may include myths and half-truths, there is a need for an orientation to Criminal Justice for local government officials.

It was indicated earlier that many local government officials defer decisions to agency administrators or at least depend upon their judgment. Perhaps this is due to the differences in technical qualifications. Increasing local government officials' knowledge of Criminal Justice might result in improved criminal justice decision making.

B. Activities of Local Government Officials

A role is an abstraction that cannot be observed and verified empirically because it consists of the occupant's perception of the requirements of his position plus his perception of others' expectations of him. One can, however, gather information about a person's role perceptions by observing what that person does. Role refers then to what a person does as an occupant of a specific position.

Earlier it was mentioned that local government officials learn their role while serving in the position. Since most LGO's do not receive any training or orientation to their role, they gain an understanding of what is required by observing other LGO's. The role of the local government official is therefore defined in the past by the activities of former LGO's.

It was anticipated that LGO's would feel that they had very little to do with Criminal Justice. To test this assumption, a checklist-type question containing eleven planning activities was included in the interview guide. The results are reported in Table V-1.

Table V-1

Frequency Count of Criminal Justice Activities of Local Government Officials

Question:	As a local government official, do you engage in any of the following activities in relation to Criminal Justice matters?					
	<u>No</u>		<u>Yes</u>		<u>Don't Know</u>	
	N	%	N	%	N	%
Budget preparation	28	15.2	156	84.8	0	0.0
Problem identification	86	46.2	96	51.6	4	2.2
Goal setting	76	40.9	107	57.5	3	1.6
Priority setting	65	34.9	121	65.1	0	0.0
Project or program development	75	40.5	110	59.5	0	0.0
Long range planning	62	33.5	122	66.0	1	0.5
Short range planning	51	27.4	135	72.6	0	0.0
Project or program evaluation	80	43.2	105	56.8	0	0.0
Personnel decisions	81	43.6	104	55.9	1	0.5
Seeking grants	49	26.4	136	73.1	1	0.5
Monitoring agencies and programs	93	50.5	90	49.0	1	0.5

The majority of the respondents reported they engaged in each activity with the exception of "monitoring agencies and programs." Budget preparation was the activity in which the greatest number of respondents were involved. Almost three of four local government officials were involved in "seeking grants" and "short range planning." Thus, local government officials are more involved in criminal

justice activities than most of them realize.

Since city and county governments tend to be somewhat different organizationally, it was wondered whether the criminal justice activities of these officials differed significantly. The differences are shown in Table V-2.

Table V-2

A Comparison of City and County Officials by Criminal Justice Activities

Question: As a local government official, do you engage in any of the following activities in relation to Criminal Justice matters?

	Percent Yes			Significance level*
	City (N=121)	County (N=65)	Total (N=186)	
Budget preparation	82.5	89.1	84.8	ns
Problem identification	57.9	40.0	51.6	.05
Goal setting	66.9	40.0	57.5	.005
Priority setting	71.9	52.3	65.1	.01
Project or program development	62.8	53.1	59.4	ns
Long range planning	70.2	57.8	65.9	ns
Short range planning	71.1	75.4	72.6	.05
Project or program evaluation	61.1	48.4	56.7	ns
Personnel decisions	60.3	47.7	55.9	ns
Seeking grants	68.6	81.5	73.1	.05
Monitoring agencies and programs	49.2	43.4	48.9	ns

* Note: Level of significance is based upon the results of a Chi square test of independence applied to bi-variate data. Affiliation of the officials was treated as the independent variable and responses (yes or no) were treated as the dependent variable.

The extent of involvement in criminal justice activities, as reported by city and county officials, was found to be significantly different in only five of the eleven items. The significant items were: problem identification, goal setting, priority setting, short range planning and seeking grants. With the exception of the last two, a higher percentage of city officials reported they were involved in these activities than did county officials. City governments tend to involve a higher proportion of their membership in criminal justice

planning than do county governments.

Since local government officials are not equally involved in criminal justice activities, who is most involved? The activities of three subgroups of LGO's are compared in Table V-3.

Table V-3

Local Government Officials by Title and Criminal Justice Activities

Question: As a local government official, do you engage in any of the following activities in relation to criminal justice matters?

	Percent Yes				Significance level*
	Chief administrators (N=73)	CJ committee members (N=47)	Others (N=66)	Total (N=186)	
Budget preparation	94.5	95.5	66.7	84.8	.0001
Problem identification	67.1	51.1	34.8	51.6	.001
Goal setting	69.9	63.8	39.4	57.5	.005
Priority setting	72.6	74.5	50.0	65.1	.01
Project or program development	72.6	61.7	43.1	59.5	.005
Long range planning	78.1	68.1	50.7	65.9	.025
Short range planning	84.9	78.7	54.5	72.6	.0001
Project or program development	65.8	65.9	40.0	56.8	.005
Personnel decisions	65.7	53.2	46.9	55.9	ns
Seeking grants	84.9	65.9	65.1	73.1	.025
Monitoring agencies and programs	61.1	45.7	37.9	48.9	.05

* See note at bottom of Table V-2.

The criminal justice planning activities of the subgroups were found to be significantly different in ten of the eleven items examined. Chief administrators and members of criminal justice committees were more involved in criminal justice activities than were other local government officials. It is noteworthy that less than half of the criminal justice committee members are involved in monitoring agencies and programs.

Training Implication

Local government officials are engaged in a number of planning activities but they appear to be operating without knowledge of criminal justice planning. Their approach to Criminal Justice appears to differ little from that taken toward non-criminal justice matters. A number of respondents reiterated throughout their interview that criminal justice is just one public service area among many for which they are responsible. Local government officials could benefit from formal exposure to the criminal justice planning process.

Participation in regional criminal justice planning

LEAA and ILEC require that regional criminal justice planning commissions involve local government officials in their activities. These agencies view LGO's involvement as very important. However, slightly less than eighteen percent of the respondents said they had served as a member of such a commission. Twenty-five percent of county officials have been involved in regional planning while only fourteen percent of city officials have been. Participation of respondent subgroups is compared in Table V-4.

Table V-4

Respondent Subgroups by Participation in Regional Criminal Justice Planning

Question:	Have you served as a member of a Regional Criminal Justice Planning Commission?							
	Percent Yes							
	Chief administrators (N=73)		CJ committee members (N=47)		Others (N=66)		Total (N=186)	
	N	%	N	%	N	%	N	%
No	52	73.2	42	89.4	57	86.4	151	82.1
Yes	19	26.8	5	10.6	9	13.6	33	17.9
Total	71	100.0	47	100.0	66	100.0	184	100.0

Chi square = 6.286

df = 2

p < .05

According to the data, LGO's have not been equally involved in regional planning. Chief administrators e.g., mayors and county board chairmen were more likely to have served on regional planning commissions than were other local government officials. Members of criminal justice committees were less likely to have served than were other LGO's. If members of criminal justice committees are found to be more knowledgeable about criminal justice, this pattern of participation should be re-examined.

Those local government officials not serving on a regional criminal justice commission were asked if they would be willing to serve. Eighty-one percent of city officials and slightly less than sixty-seven percent of county officials responded "yes." A greater proportion of criminal justice committee members than of the other two subgroups were willing to serve. Thus regional planning commissions do not lack persons willing to participate.

C. Tasks of Local Government Officials

Respondents were asked to specify what tasks their job as a local government official involved. The modal response was a task related to their financial duties such as reviewing tax rates or preparing the budget. Tasks involving general administration were mentioned next most frequently. LGO's named the following tasks as those they perform:

Tasks involving financial matters

- Study tax rates
- Establish tax rates
- Prepare budget
- Establish budget
- Make changes in budget
- Establish priorities
- Set salaries
- Negotiate contracts
- Prepare bond referendum
- Develop investment plan
- Plan new buildings/facilities
- Monitor buildings/facilities
- Review bills submitted for payment
- Review requests for purchasing
- See that audit is completed

Tasks involving citizens

- Accept complaints
 - Build good relations
 - Mediate squabbles
 - Report on views of citizens
- Tasks involving legislation
- Review state/federal laws
 - Develop new ordinances
 - Repeal old ordinances
 - Revise ordinances
 - Approve legislation by vote

Tasks involving general administration

Coordinate agencies/programs
 Serve as liaison between committees
 Monitor existing agencies/programs
 Inspect facilities
 Answer correspondence
 Sign official papers
 Sign checks
 Prepare agendas for meetings
 Assign members to committees
 Supervise personnel
 Represent the government unit
 at other functions
 Establish policy
 Lead discussion
 Chair meetings

Tasks involving other government units

Maintain liaison
 Attend meetings
 Cooperate with other government units
 Testify before other government
 agencies/commissions/boards

Tasks involved in running local government

Attend board/council meetings
 Gather information
 Chair committees
 Report complaints/inquiries
 Make recommendations
 Mediate squabbles

Tasks involved in committee work

Attend meetings
 Gather information
 Investigate situations/problems
 Lead discussion
 Mediate squabbles
 Monitor specific agencies/programs

Tasks involving public personnel

Make appointments
 Set salaries
 Hire personnel
 Fire personnel

An attempt was made to identify other important tasks that were not mentioned. Some of these are:

- a. Developing personnel review system
- b. Developing job performance standards
- c. Evaluating programs and agencies
- d. Planning
- e. Facilitating intergovernment cooperation
- f. Facilitating intra-agency cooperation and coordination

D. Skills of Local Government Officials

Respondents were asked what skills their job as a local government official involved. Several respondents remarked that "no real skills" are required. Others articulated similar notions: "a local government official is a generalist" or "a jack of all trades." Many LGO's listed personality and behavioral traits they felt were necessary for effective performance e.g., common sense, good judgment, open-mindedness, tact, tolerance, objectivity and good listening

skills. Rarely did a respondent mention a technical skill first. Evidently, technical skills are not foremost in the minds of LGO's as prerequisites for effective performance. The skills mentioned were:

Leadership skills

Ability to plan
 Ability to organize
 Ability to coordinate several activities

Human relation skills

Interpersonal relationship skills
 Labor relations
 Public relations
 Understanding people
 Diplomacy
 Negotiating
 Bartering
 Political
 Peacemaker
 Leadership

Technical skills

Business
 Legal
 Cost accounting
 Management
 Administrative
 Bookkeeping
 Financial/investment
 Research
 Engineering

General education skills

Ability to read
 Ability to write
 Ability to speak and persuade others
 Knowledge of local area
 Knowledge of local government

An attempt was made to identify some important skills not mentioned by the respondents. Team building, asking the "right" questions, and cost-benefit analysis are three such skills.

E. Criminal Justice Decisions of Local Government Officials

Respondents were asked what kinds of criminal justice decisions they make as a local government official. The decisions mentioned were:

Fiscal decisions

Budget approval
 Decide on source of funds
 Approve/disapprove grant applications
 Set salaries
 Set expense levels for agencies and personnel
 Pay bills
 Maintain/repair facilities
 Purchase new equipment
 Decide on replacement plan for equipment
 Amend budget

Personnel decisions

Determine staff size
 Allocate manpower within agency
 Develop personnel policy
 Fund training for employees
 Recruit new employees
 Appoint personnel e.g., chief of police, public defender, probation officer

Legislative decisions

Creating, revising, or abolishing ordinances

Administrative decisions

Determine policy for use of facilities
 Determine extent of cooperation with
 other units of government

Determine whether a new ordinance is
 needed
 Establish traffic patterns, parking
 zones, fines; speed limit

Fiscal decisions were by far the most common type of criminal justice decision mentioned by the respondents. Balancing the budget seemed to be the prime concern of LGO's. They strive to provide the best level of service within the limits of the budget. Although no attempt was made to determine the effectiveness of the LGO's, several officials stated that they were proud they had been able to balance the budget in a period of high inflation. Some of these officials added that to balance the budget without revenue sharing would be impossible.

Training Implication

LGO's are more involved with the police subsystem than they are with the other criminal justice subsystems. This is determined somewhat by the fact that a) police services are largely city funded while other criminal justice services are funded by the county; b) salaries of judges and state's attorneys are fixed by state law; and c) police are the most visible part of the criminal justice system. Since local government officials tend to view supervision and control of Criminal Justice in terms of funding, they feel they have little to do with the courts and prosecutor's office. In actual fact, LGO's have more control over local criminal justice operations than they are aware. Despite the fact certain salaries are set by law, local government units have the power to set expense levels and to determine the number of support staff. These decisions can have a great effect upon the level of services in a local community. Perhaps local government officials could benefit from a workshop session on the general topic, "Budget Making as Policy Making for Criminal Justice Services."

Chart V-1

Derivation of Criminal Justice Knowledge Inventory

<u>Standard^a</u>	<u>Indices^b</u>	<u>Interview Questions^c</u>
<u>Broad facets of knowledge base identified by experts</u>	<u>Indices derived from knowledge base</u>	<u>Items comprising indices (factors)</u>
Concepts System	{ Local System Familiarity Index	{ Q16 ILEC region Q17 Planner Q20 Judicial circuit
Crime climate	{ Crime Index	{ Q35 Modal crime Q36 Number of crimes
Techniques Decision making Data utilization Advice seeking	{ Publication Index Reference Service Index Contact Index	{ Q31 Documents Q25 National reference sources Q15 Local system personnel
Processes System-offender transactions	{ Observation Index	{ Q14 Personal review of system processes
Planning Intergovernment cooperation	{ Facilities Familiarity Indexes	{ Q13 Facilities visited
Laws and Standards National Advisory Commission Illinois Revised Statutes Juvenile Court Act Equal Employment Laws	{ Legal Knowledge Index	{ Q50 Standards legally binding on local operations

^a See Section III, esp. pp. 44-45 for a description of the knowledge base.

^b See Appendix D for a description of the indices.

^c See Appendix C for a copy of the interview guide.

II. Criminal Justice Knowledge of Local Government Officials

The distribution of criminal justice knowledge among local government officials was examined according to the standard defined for the study by the panel of experts and the survey respondents. (See Section II of the report for the procedures used in this sampling of knowledgeable persons.) Nine indices were derived from the standard. Eleven questions in the interview guide formed the indices. Chart V-1 on the preceding page outlines the knowledge inventory.

A. Knowledge of Criminal Justice Processes

The panel of experts felt that local government should be familiar with the processes of the criminal justice system. They emphasized that LGO's should know how the system actually works as well as how it is supposed to work in theory. Respondents were asked whether they had observed in person such processes as arrest, booking and preliminary hearing. The responses of city and county officials are compared in Table V-5.

Table V-5

City and County Officials by Knowledge of System Processes

Question:	Have you ever observed in person any of the following processes? (Percent)					
	<u>No</u>		<u>Yes</u>		<u>Don't Know</u>	
	<u>City*</u>	<u>County*</u>	<u>City</u>	<u>County</u>	<u>City</u>	<u>County</u>
An arrest other than traffic	40.5	60.9	59.5	34.4	0.0	4.7
Booking	37.2	58.5	62.8	41.5	0.0	0.0
Bail setting	66.9	73.8	33.1	24.6	0.0	1.0
Preliminary hearing	53.7	55.4	46.3	44.6	0.0	0.0
Bench trial	33.9	41.5	65.3	56.9	0.8	1.5
Jury trial	31.4	23.1	68.6	75.4	0.0	1.5
Sentencing	57.0	49.2	42.1	50.8	0.8	0.0
Parole board hearing	91.7	92.2	8.3	7.8	0.0	0.0

* Unless otherwise indicated, the N for city officials was 121 and the N for county officials was 65.

Four observations can be drawn from Table V-5. They are:

- 1) Excepting a jury trial and sentencing, a higher proportion of city than county officials have observed each process.
- 2) Almost three-fourths of the LGO's have witnessed a jury trial. (This may be due to persons being called to serve on a jury which is not the case with other system processes.)
- 3) LGO's are more familiar with court processes than they are with police and corrections processes. (Although LGO's know about court processes, they only make a few decisions about court matters.)
- 4) Over half of the city officials have observed the processes, arrest, booking, bench trial and jury trial. Over half of the county officials have observed a sentencing, a bench trial and a jury trial.

Table V-6

Respondent Subgroups by Knowledge of System Processes

Question: Have you ever observed in person, any of the following processes?

(Percent)

	<u>No</u>			<u>Yes</u>			<u>Don't Know</u>		
	<u>CA</u>	<u>CJC</u>	<u>O</u>	<u>CA</u>	<u>CJC</u>	<u>O</u>	<u>CA</u>	<u>CJC</u>	<u>O</u>
Arrest other than traffic	36.1	46.8	60.6	62.5	51.1	37.9	1.4	2.1	1.5
Booking	31.5	38.3	63.6	68.5	61.7	36.3	0.0	0.0	0.0
Bail setting	61.6	70.2	77.3	38.4	29.8	21.2	0.0	0.0	1.5
Preliminary Hearing	45.2	55.3	63.6	54.8	44.7	36.4	0.0	0.0	0.0
Bench trial	32.9	36.2	40.9	65.8	61.7	59.1	1.4	2.1	0.0
Jury trial	24.7	38.3	25.8	74.0	61.7	74.2	1.4	0.0	0.0
Sentencing	45.2	57.4	62.1	54.8	40.4	37.9	0.0	2.1	0.0
Parole board hearing	93.1	87.2	93.8	6.8	12.7	6.2	0.0	0.0	0.0

Note: CA - Chief Administrators (N=73)
 CJC - Members of Criminal Justice Committees (N=47)
 O - Other Local Government Officials (N=66)

CONTINUED

1 OF 2

Since LGO's are not equally involved in Criminal Justice, it may not be necessary for all of them to have the same level of knowledge. The question was posed, were members of criminal justice committees more knowledgeable about system processes than chief administrators or other LGO's? According to the data reported in Table V-6, members of criminal justice committees were less likely to have observed a system process (with the exception of a parole hearing) than chief administrators but more likely to have done so than other LGO's. The majority of committee members had observed only four of the eight selected processes.

In this analysis each process was examined separately. For a system-wide treatment, an additive index was formed to reflect the sum of exposure to the intra-system processes. More than fifty percent of the LGO's had observed three or fewer processes. The mean number of processes witnessed by city officials was 3.91 and by county officials, 3.38. (See Table VI-1.) According to the difference-between-two-means test, the differences are not significant.

Training Implication

The evidence is that LGO's need to become more familiar with the processes of the criminal justice system. In addition to an orientation to what happens and why, special emphases should be given to features of the processes which are under the direct control of local government. These features include: standards for facilities, required equipment, and number and training of personnel.

B. Knowledge of Criminal Justice Facilities

Local government officials are legally responsible for the maintenance of facilities operated by the local government unit. Any proposed repair or alteration must be approved by the board, council or commission and funds authorized. In order to make informed decisions about such proposals, it is necessary for the LGO to have visited the facilities. Table V-7 indicates the

extent of exposure to criminal justice facilities that city and county officials have had.

Table V-7

A Comparison of City and County Officials by Exposure to Facilities

Question:	Have you ever visited any of the following facilities?						Significance level
	(Percent)						
	No		Yes		Yes/Local		
	City	County	City	County	City	County	
Police station	1.6	15.4	5.8	6.2	92.6	78.5	.005
Sheriff's station	15.7	0.0	4.1	7.7	80.2	92.3	.005
City jail or lock up	10.7	26.2	8.3	6.2	81.0	67.7	.025
County jail	19.0	0.0	9.9	9.2	71.1	90.8	.001
State prison	60.8	56.9	39.2	43.1	0.0	0.0	ns
Federal prison	83.5	93.8	14.9	6.2	0.0	0.0	ns
Juvenile detention facility	53.8	60.0	28.6	26.2	17.6	13.8	ns

Three observations can be drawn from Table V-7. They are:

- 1) With the exception of a juvenile detention facility, a sizable majority of LGO's reported that they had visited each local facility. That a small percentage of officials had visited juvenile detention facilities is probably due to the fact most local governments do not have such facilities.
- 2) More than ninety percent of the county officials had visited each of the county's facilities.
- 3) More than eighty percent of the city officials had visited each of the city's facilities.

No significant differences were found between chief administrators, members of criminal justice committees, and other LGO's in terms of familiarity with facilities.

By assigning one point to each facility visited, and summing across the

system, a score for the Facilities Index was obtained. The mean score for city officials was 4.54 and for county officials, 4.47. According to the "student's t" test, the differences are not significant. Exposure to local facilities was separated out to yield the Local Facilities Index. The mean score on this index for city officials was 3.56 and for county officials, 3.75. According to the difference-between-two-means test, the differences are not significant. (See Table VI-1.)

C. Contact with Criminal Justice Personnel

Local governments that empower laymen to make decisions assume that they have or can acquire the necessary information to make sound decisions. The information may be obtained through reading, education, training or interaction with knowledgeable persons.

Interaction between local government officials and criminal justice personnel has clear benefits. It offers system employees an opportunity to comment on, and possibly influence the outcome of, important criminal justice matters. And it provides an opportunity for LGO's and criminal justice personnel to join in problem solving and explore one another's views. Through such interaction, local government officials may gain a greater realization of the problems and needs of the criminal justice system and criminal justice personnel may come to a greater understanding of the constraints under which the local government is operating.

Determining the extent of interaction between local government officials and criminal justice personnel was based upon two postulates: 1) that a process that increases understanding in one direction is likely to have a reciprocal effect; and 2) a policy developed through interaction between LGO's and system personnel is more likely to be successful and supported than one developed apart from such interaction. Table V-8 indicates the proportion of city and

county officials who have interacted with system personnel.

Table V-8

A Comparison of City and County Officials by Contact with Criminal Justice Personnel

Question:	Since assuming your present office in local government, have you had occasion to confer about Criminal Justice matters with someone <u>now</u> serving as a local ?			
	City	County	df	Significance level*
Law enforcement officer	90.9	78.5	1	.05
Prosecutor	70.2	75.4	1	ns
Public defender	36.4	53.1	1	.05
Judge	49.2	69.2	1	.01
Probation officer	33.9	73.8	1	.001

* Note: Significance level reflects the outcome of a Chi square test of independence performed on the raw data.

According to the data, the majority of county officials have conferred with local system personnel. The majority of city officials though have had an opportunity to confer only with a local police officer and prosecutor. Some of the differences between city and county LGO's may be accounted for by the differences in their responsibilities. In most cases, the decision making purview of city officials does not include the functions of public defense, the judiciary or probation. With the opportunity for contact with a wider range of criminal justice personnel, county officials are more likely to obtain a system's view of Criminal Justice.

The responsibilities of any two local government officials are not identical. Because members of criminal justice committees have special duties related to criminal justice facilities and services, it might be expected that they have the widest contact with system personnel. Table V-9 reports the contacts of subgroups of LGO's.

Table V-9

A Comparison of Subgroups of Local Government Officials by Contact with System Personnel

Question:	Since assuming your present office in local government, have you had occasion to confer about Criminal Justice matters with someone <u>now</u> serving as a local ?				
	Percent Yes			df	Significance level
	Chief administrators (N=75)	CJ committee members (N=47)	Others (N=66)		
Law Enforcement Officer	97.3	72.3	84.8	2	.001
Prosecutor	89.0	70.2	54.5	2	.001
Public defender	60.3	41.3	22.7	2	.001
Judge	76.7	48.9	38.5	2	.001
Probation officer	61.6	46.8	33.3	2	.01

According to the data, chief administrators were more likely to have had contact with system personnel than were committee members or other LGO's. Almost one-third of those LGO's with direct (committee) responsibilities for law enforcement have conferred with a police official since assuming office. It does not appear that a system-wide orientation characterizes criminal justice committee members.

This analysis treated interactions between LGO's and specific system personnel individually. Interaction can also be treated cumulatively. The Contact Index was developed to examine range of interaction. A score of five on this index represented contact reported with all five types of personnel presented in the interview item. The mean score for city officials was 2.82 and for county officials, 3.49. Statistically, these differences are significant. (See Table VI-1.) The majority of LGO's have not had contact with all types of system personnel. Only twenty-seven percent of city and county officials together had a score of five on the index. One-tenth of LGO's have had no contact with criminal justice personnel.

The three subgroups of LGO's differ in amount of contact with system employees. The mean contact score for chief administrators was 3.84; for members of criminal justice committees, 2.78; and for other LGO's, 2.37. These differences are statistically significant.

Training Implication

There is a lack of system-wide contact between LGO's and criminal justice personnel. All local government officials, and members of criminal justice committees in particular, should be encouraged to have contact with personnel throughout the system as one means of exchanging information about problems and needs. This contact should not be limited to those personnel who fall directly under the supervision of the LGO's unit of government.

D. Agencies and Persons Consulted in Decision Making

A series of questions was posed of the respondents to determine which agencies and persons now provide them information when they are making criminal justice decisions. The first question asked the LGO what specific agencies at any level he consults in making decisions about criminal justice matters. Twenty-eight percent of the respondents stated they do not consult any agency in making decisions. Of the 115 who said they did consult agencies, county officials tended to mention slightly more agencies than did city officials. The mean number of agencies mentioned by city officials was 2.6 and by county officials, 2.7. The types of agencies named are reported in Table V-10. The majority of both city and county officials mentioned only local agencies, although a greater proportion of county than city officials did so. Only a small number of LGO's reported consulting either a state or federal agency. Thus local government officials rely on local agencies to provide information for decision making.

Table V-10

Types of Agencies Consulted by City and County Officials

Question:	What specific agencies at any level, if any, do you <u>now</u> consult in making decisions about criminal justice matters?					
	City		County		Total	
	N	%	N	%	N	%
Local only	37	55.2	34	70.8	71	61.7
State only	6	8.9	3	6.3	9	7.8
Local and state	15	22.4	9	18.8	24	20.9
State and federal	1	1.5	1	2.1	2	1.7
Local, state and federal	8	11.9	1	2.1	9	7.8
Total	67	100.0	48	100.0	115	100.0
Chi square = 5.07	df = 4		p < .30			

The second question in the series asked the respondent what specific persons presently employed by the criminal justice system he consults in making decisions about criminal justice matters. One in eleven LGO's responded that they do not consult such a person. Over eighty percent of both city and county officials reported consulting only local system personnel. Fewer than fourteen percent of the 147 who consulted system employees, mentioned state as well as local personnel. This finding corresponds to the previous one, that the sources of criminal justice information LGO's now draw upon are limited primarily to those located within their vicinity.

The third question asked the official to identify which persons not presently employed by the criminal justice system he consults in making criminal justice decisions. Two of three LGO's indicated that they did not consult any person outside the system. A higher proportion of county officials (79.6%) than city officials (59.2%) so indicated. Of those reporting that they do consult persons outside the system, half consult other local government officials. This seems to imply that, in many cases, input is sought from merely a circle of intimates. Only one in ten LGO's reported consulting a former employee of the criminal justice system and only one-fifth indicated

they consult citizens when making criminal justice decisions. Only eight respondents mentioned consulting persons in the community who have expertise in Criminal Justice such as college faculty.

In summary, LGO's tend to seek decision input from only local agencies and persons. Relatively few LGO's consult citizens, though the planning literature advocates citizen input as necessary to sound decision making. Sources of information and analysis in addition to that provided by a circle of intimates, are being overlooked, perhaps, since the majority of LGO's do not consult academics, legislators or employees of state and federal agencies.

Training Implication

LGO's need to widen the range of input into their decision making and make use of expertise available. The role of citizen participation in the planning process needs emphasis. Many communities have residents who have expertise in Criminal Justice that can be tapped by local government.

E. Familiarity with Planning Regions and Judicial Circuits

Two elements of the local criminal justice landscape, the planning region and the judicial circuit, are entities with which local government officials need to be familiar. Although they are merely administrative boundaries that overlay local operations, they signify factors, such as potential funding and cooperation, to be considered in planning and implementing programs.

1. Criminal justice planning regions

To aid criminal justice planning in the State of Illinois, the Illinois Law Enforcement Commission divided the State into planning regions and provided staff and resources to facilitate the efforts of local governments in dealing with their criminal justice problems. Although the regional support staffs are not a sole source of information, they are a basic source available to all local government officials. They distribute information on, for example, grant

applications, cooperative agreements and other innovations in the field of Criminal Justice.

To determine whether LGO's are familiar with this source of planning information, the respondents were asked to identify the name or number of their regional planning commission and the name of the regional planner. Only twenty-seven percent of the respondents correctly identified their region and only thirty-seven percent correctly identified the planner.

Table V-11

City and County Officials by Knowledge of Criminal Justice Planner

Question:	City		County	
	N	%	N	%
Incorrect	5	4.1	6	9.3
Correct	37	30.6	32	49.2
Don't Know	79	65.3	27	41.5
Total	121	100.0	65	100.0

Chi square = 10.009

df = 2

p < .001

According to Table V-11, a higher proportion of county officials than city officials knew the planner. The responses also showed that over half of chief administrators, but only one-fourth of criminal justice committee members, knew the local planner. The small number of persons in the latter category suggests that either significant decision makers are not aware or have not taken advantage of this source of information or, perhaps, the planners have not contacted the LGO's.

Training Implication

Since the local planning regions are a basic source of information and since a large number of local government officials are not taking advantage of this

resource, the regional commissions and the planners need to be involved in any training programs for LGO's. It needs to be emphasized that the regional staff is available to serve the local governments within its area. Because the majority of officials did not know the name of the region serving their locale, LGO's may need an orientation to ILEC and its purpose.

2. Judicial circuit

The Circuit Court is the court of original jurisdiction in the State of Illinois. Each county within the State is located within one and only one judicial circuit. Local government officials need to know in which circuit they reside so that in multijurisdictional planning they are aware of the additional factors to be taken into account if the plan were to cross circuit boundaries. The policies, opinions and potential cooperation or opposition of two chief judges rather than just one would have to be considered.

The respondents were asked to identify the judicial circuit in which their city or county is located. Almost fifty percent of the officials correctly identified the number of their circuit. No significant differences were found between city and county officials on this item. Since county officials have special responsibilities for courts, it is particularly suggestive that many of them did not know in which circuit they serve.

F. Knowledge of Reference Sources

The emergence of Criminal Justice as a field of study has resulted in the availability of numerous publications related to the administration of justice. The information they contain is invaluable for any criminal justice decision maker. Although some of these publications are expensive, some are available without charge.

Each respondent was asked what specific publications, including government documents, professional magazines, newsletters or journals, he consults in making decisions about criminal justice matters. Over half (56%) of the officials reported they did not consult any publication. Those publications most commonly mentioned by the respondents were:

- a) Illinois Municipal Review, Illinois Municipal League
- b) Target, International City Management Association
- c) Police Chief, International Association of Chiefs of Police
- d) Illinois County & Township Official, Illinois Association of County Officials, Township Officials of Illinois

In recent years, three federal sources of information have played an important role in the advancement of the field of Criminal Justice. They are: the National Advisory Commission on Criminal Justice Standards and Goals; the National Institute of Law Enforcement; and the National Criminal Justice Reference Service. LGO's were asked to indicate whether they had heard of these information sources. The responses are shown in Table V-12.

Table V-12

City and County Officials by Awareness of Federal Information Sources

Question:	Have you heard of the ?									
	NO				YES					
	City		County		City		County			
	N	%	N	%	N	%	N	%		
National Advisory Commission	48	46.6	36	58.1	55	53.4	26	41.9		
National Inst. of Law Enforcement	30	29.1	24	39.3	73	70.9	37	60.7		
National Criminal Justice Reference Service	91	88.4	55	88.7	12	11.6	7	11.3		

According to the data, the majority of city and county officials were aware of the National Institute of Law Enforcement. The majority of city officials had heard of the National Advisory Commission; the majority of county officials had not, however. Only one in nine LGO's knew of the National Criminal Justice Reference Service. This finding is particularly suggestive since the Reference Service provides a wide variety of criminal justice information to interested persons without charge. In summary, local government officials were relatively unfamiliar with national criminal justice information sources.

Those respondents who indicated that they were familiar with a source were asked whether they had read any of the materials prepared by it. Twenty-eight percent indicated they had read a report by the National Advisory Commission; eleven percent had read an item produced by the National Institute of Law Enforcement; and twenty-two percent said they make use of the services offered by the National Criminal Justice Reference Service.

Training Implication

Local government officials could be making greater use of federal sources of criminal justice information. Since most LGO's are laymen and are responsible for a variety of matters in addition to Criminal Justice, there may be a need for gleaning the available information for that pertinent to local government and publishing it in a form usable by LGO's.

G. Knowledge of Documents

Rarely does a decision maker have already at hand all the information required to make a sound decision on each and every matter before him. He needs to know, therefore, where to turn for information. Documents are one source to which he could turn. For information on criminal justice matters, documents that LGO's in Illinois could refer to include the Illinois Revised Statutes, Illinois Uniform Crime Reports, U.S. Census Reports for Illinois, the ILEC and LEAA Newsletters, and the yearly Criminal Justice Plan prepared by their regional

planning commission.

Respondents were asked what documents they use to obtain information on such things as population trends, crime trends, funding sources, and laws. The responses are presented in Table V-13.

Table V-13

City and County Officials by Knowledge of Documents

Question: What documents would you use to obtain information concerning ?	% Correct		
	City	County	Total
Population trends	53.9	52.5	53.4
Crime trends	61.6	35.0	51.6
Laws related to police training	26.3	15.3	22.2
Potential funding sources for criminal justice projects	14.3	10.3	12.8
Criminal laws of the State	47.5	38.3	44.0
Criminal justice planning in your region	11.1	8.6	10.2
Local ordinances	83.2	47.5	69.8
Innovations within the criminal justice system	18.6	8.3	14.7

According to the data, a majority of city and county officials knew where to obtain information on population trends, crime trends and local ordinances. Only a small portion of LGO's correctly identified documents available on funding sources, regional planning and criminal justice innovations. In each case, a greater percentage of city officials than county officials were familiar with the appropriate documents.

Many officials stated that they rely on other individuals rather than documents to furnish information they require. In the more populous jurisdictions where LGO's have support staff, the staff is asked to obtain the information. In the less populous ones, the LGO's tend to rely on the heads and staffs of local agencies.

Training Implication

In depending upon other persons and agencies to furnish information for decision making, LGO's risk being deprived or misled by those who supply incomplete or exaggerated data in order to impose their own point of view. In fact, some respondents expressed concern about this dependency. This suggests the need for a training module on how to judge the validity and reliability of data.

H. Knowledge Derived from Conferences

Local government officials may gain knowledge of criminal justice issues by attending conferences, seminars and workshops. Periodically the regional planning commissions hold planning conferences and the Illinois Municipal League and International City Management Association sponsor conferences on crime prevention and juvenile delinquency.

Respondents were asked to describe any conferences they had attended related to Criminal Justice. Slightly less than forty percent had attended such a conference. The proportions of city and county officials having attended were not significantly different. According to the responses reported in Table V-14, chief administrators were more likely to have attended a conference than were other LGO's. Criminal justice committee members were the least likely to have attended. This may imply, since the committee members have responsibility for overseeing agency operations, that LGO's in key positions vis-a-vis Criminal Justice are not receiving information that is available.

Table V-14

A Comparison of Respondent Subgroups by Conference Attendance

	Chief administrators		Committee members		Other LGO's		Total	
	N	%	N	%	N	%	N	%
	No	36	49.3	32	69.6	43	66.2	111
Yes	37	50.7	14	30.4	22	33.8	73	39.7
Total	73	100.0	46	100.0	65	100.0	184	100.0

Chi square = 6.26 df = 2 p < .05

Listed in frequency order, the following were the topics of the conferences

LGO's had attended:

- a) Problems related to law enforcement
- b) Problems related to local criminal justice (e.g., regional planning and intergovernment cooperation)
- c) Problems related to courts and probation
- d) Sessions on specific crime problems
- e) Problems related to corrections
- f) Sessions on laws
- g) Sessions on public safety
- h) Sessions on civil defense

Training Implication

The finding that only a third of LGO's serving on criminal justice committees or at-large had attended a conference related to Criminal Justice implies that attention needs to be drawn to this source of information. The list of topics cited by those who had attended seems to be inclusive and on point for local government; the training task in this instance would be to interest a wider range of LGO's in participating.

I. Information for Budget Decisions

Local government officials have the responsibility for allocating resources to the agencies and programs affiliated with the unit of government. Budget preparation and budget modification are therefore common activities of LGO's. Because budget decisions are integral to their role, they were selected for major

attention. The LGO's were first asked: "In making budgetary decision about criminal justice matters, what information is normally available?" Content analysis of the responses revealed that in most cases budgeting is accomplished by guess rather than by some rational process. According to the responses, the most common items of information available to LGO's are past budgets and present budgets. Frequently, budgets are prepared by providing agency heads with a form indicating the budget category and the previous year's allocation and asking them to write in the amount they request next to that item in the previous year's budget. The figures are often supplemented with a verbal or written statement about the need for additional funds.

The respondents mentioned the following items as normally available to them as they make budget decisions:

- | | |
|--|--|
| a) Need or rationale | g) Grant availability and possibilities |
| b) Amount of money requested | h) Projected revenues |
| c) Previous allocations and expenditures | i) Survey data |
| d) Current proposed budget | j) Various statistics: crime and population |
| e) List of all needs/requests by all departments | k) Mission of department, personnel goals, and performance |
| f) Information on relevant laws e.g., tax limit, standards | l) Results of previous programs or projects |

An attempt was made to determine whether a gap exists between what officials have available to them and what they require or desire. The LGO's were asked: "In making budgetary decisions about criminal justice matters, what information would you like to have in order to make sound decisions?" Nearly twenty-five percent of the respondents said they were satisfied with the available information. Some others expressed some concern that the information available to them consisted as much of opinion as fact. The information LGO's said they would like to have, in the order of importance they expressed, is:

1. Data concerning communities of similar size to their own
 - a. Budget comparisons
 - b. Methods of handling fiscal problems
 - c. Personnel allocation
 - d. Crime trends
 - e. Sources of revenue
 - f. Types of criminal justice programs

2. Data concerning their own local budget
 - a. Cost-benefit data
 - b. More detailed information on past and present budget
3. Sources of outside funds
4. State and federal legislation related to Criminal Justice
5. Information on criminal justice projects and programs
 - a. Descriptions of the projects
 - b. Evaluations of effectiveness of the projects

Training Implication

Most of the information above is currently available but is not being filtered down to the local government level. That LGO's are not aware that it is available suggests the need for a training module on where to find budgetary information.

Since the budgetary process has been guided by custom rather than systematic evaluation, LGO's could benefit by exposure to sessions on budgeting for the criminal justice system. They could be given information on comparable cities and counties and could be urged to seek cost-effective programs and procedures.

J. Technique of asking the "Right" Questions

In light of their reliance upon agency heads to provide needed information, the technique referred to by the panel of experts as "asking the 'right' questions" is especially critical for local governmental decision makers. By "right" questions is meant the essential questions, those that will provide choices and data needed to make a sound decision. To determine whether LGO's are asking the right questions, two hypothetical situations were posed (see Appendix C, Q's 40-43) and in each case the respondents were asked to suggest the kinds of questions a decision maker should ask before making a decision.

The first case involved a request for an additional staff member to administer a diversion program. The questions the respondents said should be asked are: How much will it cost? Is there a source of funds? How great is the need for the additional staff member? What qualifications does the position require? and Who would be hired? Questions about funding outnumbered other kinds of questions by three to one.

An attempt was made to identify essential questions that were overlooked or infrequently mentioned by the respondents. Few asked about the program itself. No one asked about the goals, objectives or procedures of the program. Only a few asked what benefits were anticipated. No one asked what alternatives had been considered.

The second case involved a request for a stated amount of funds to repair and remodel the local jail. The questions LGO's said should be asked focused equally on Department of Corrections standards, source of funds, and present state of the facility. In this case, questions related to alternatives were commonly mentioned. Very few respondents asked for a breakdown of the costs or of the kinds of repairs. They expressed more concern over why the repairs were proposed than over the specifics of cost.

Training Implication

Few LGO's asked questions related to the planning process that led to the particular proposal. This suggests a need for a fuller understanding of the planning process.

K. Knowledge of Crime Climate

The panel of experts used the term "crime climate" in a comprehensive way to refer not only to the geography and demography of crime in a given locale, but also to the social, political, economic, racial and cultural climates that prevail. For testing purposes however, the study used the term more narrowly to refer simply to crime data and trends.

To assess knowledge of crime climate, LGO's were asked what is the most common type of crime committed in their city or county and, comparing 1975 with 1974, would they say the number of crimes reported to have occurred in their jurisdiction increased, remained the same or decreased. By assigning one point to each correct answer, the Crime Index was formed. Only one in five LGO's answered both questions correctly. Almost an equal number failed to answer

either question correctly. City and county officials did not differ significantly on this index (see Table VI-1). Slightly more than twenty-six percent of criminal justice committee members answered both questions correctly. They tended to score slightly higher on this index than did the other respondents.

The responses to these items were treated in two ways. First, as appears above, they were treated as test answers and checked against the Illinois Uniform Crime Report statistics to determine whether they were correct according to what had been reported. Then they were treated as perceptual data in order to compare respondents' perceptions of the local crime problem with the facts based upon reported crime. Since studies have indicated that large numbers of crimes go unreported, it may be that the perceptions of local government officials form a more accurate picture of crime in the communities than does reported crime.

The perceptions of city and county officials of the change in the number of crimes between 1974 and 1975 are shown in Table V-15. Slightly more than two-thirds of the LGO's felt that crime had increased in their locale.

Table V-15

A Comparison of City and County Officials by Perception of Number of Crimes

Question: Comparing 1975 with 1974, would you say the number of crimes reported to have occurred within _____, increased, remained the same or decreased? city/county

	City		County		Total	
	N	%	N	%	N	%
Increased	70	68.6	48	71.6	118	69.8
Same	12	11.8	8	11.9	20	11.8
Decreased	19	18.6	7	10.5	26	15.4
Don't know	1	1.0	4	6.0	5	3.0
Total	102	100.0	67	100.0	169	100.0
Chi square = 5.15		df = 3		p < .2		

The most common type of crime occurring in the local area, as perceived by city and county officials, is indicated in Table V-16. According to the respondents, either burglaries or thefts were the most common crimes in over fifty percent of the local jurisdictions represented in this study.

Table V-16

A Comparison of City and County Officials by Perception of Type of Crime

Question: What is the most common type of crime committed in _____?
city/county

	City		County		Total	
	N	%	N	%	N	%
Burglary	36	35.4	20	32.8	56	34.4
Robbery	4	3.9	3	4.9	7	4.3
Vandalism	19	18.7	1	1.6	20	12.3
Theft	20	19.7	20	32.8	40	24.5
Assault/Battery	1	0.9	0	0.0	1	0.6
Drugs	1	0.9	4	6.6	5	3.1
Traffic	14	13.7	4	6.6	18	11.0
Other	4	3.9	5	8.1	9	5.5
Don't know	3	2.9	4	6.6	7	4.3
Total	102	100.0	61	100.0	163	100.0

Training Implication

The incongruity between local government officials' perceptions of crime and reported crimes suggests their need for information on crime trends and characteristics in their locale. It also points to the disparity between actual and reported crime, if the perceptions of LGO's in a community approximate more nearly the crime that is taking place. A training session on crime climate could include: valid sources of crime information, the Uniform Crime Reporting Act, and crime analysis.

L. Knowledge of Legislation and Standards

Within the last decade, there has been a noticeable increase in state and federal legislation dealing with social justice issues. Certain items of legislation establish standards for local government that are legally binding on their operations. Other items only recommend such standards. In either case, local

government officials need to be aware of them. Since the standards were adopted with the intent of improving the quality of justice, knowledge and implementation of them may upgrade service delivery in the local communities. Moreover, it is not uncommon for a local government to face a law suit for failure to abide by the statutes. Knowledge of what is legally required may help local governments avoid such law suits.

LGO's were asked which among some fourteen items of legislation establish standards that are legally binding on local criminal justice operations (see Appendix C, Q 50). A "don't know" response category was provided. Two items not related to Criminal Justice were included to permit identification of those respondents who appeared to be guessing. By assigning one point to each correct response and summing, the Legal Knowledge Index was formed.

The mean score, in comparison to a possible score of 14, of city officials was 6.28 and of county officials, 6.05. The differences are not statistically significant (see Table VI-1). More than fifty percent of the officials did not distinguish correctly seven of the fourteen items. Chief administrators ($\bar{X}=6.71$) scored slightly better on this index than did members of criminal justice committees ($\bar{X}=5.90$) or other LGO's ($\bar{X}=5.72$). However, these differences are not significant (see Table VI-7).

The responses of city and county officials to the question on binding legislation are reported in Table V-17.

Table V-17

A Comparison of City and County Officials by Knowledge of Legislation

Question: Do the following items establish standards that are legally binding on local criminal justice operations?

	Percent Yes		Significance level**
	City	County	
* Illinois Corrections Code	50.0	66.1	.02
County Corrections Code	29.7	39.7	ns
* Police Training Act	67.6	62.1	ns
* Federal Hatch Act	54.9	38.9	.05
* Intergovernmental Cooperation Act	25.5	25.9	ns
National Advisory Commission on Criminal Justice Standards and Goals	11.9	37.9	.001
* Child Abuse Act	67.3	77.6	ns
* Juvenile Court Act	66.3	67.2	ns
* Federal Equal Employment Laws	87.1	75.9	.05
Omnibus Crime Control Act	41.6	34.5	ns
* Illinois Uniform Crime Reporting Program Act	61.4	44.8	ns
* County Ordinances	61.4	77.2	ns
Taft-Hartley Act	60.4	44.8	ns
Harrison Act	13.9	10.3	ns

Note: The starred (*) items are those that do set legally binding standards.

** Significance level reflects the results of the Chi square test of independence performed on the raw data.

The table shows which items were most frequently missed. Considering only the nine that are legally binding:

- three-fourths of the officials did not know the Intergovernmental Cooperation Act is binding;
- three-fifths of county officials did not know the Federal Hatch Act is binding; and
- slightly more than half of county officials did not know the Illinois Uniform Crime Reporting Act is binding.

Training Implication

Since over forty percent of the respondents answered "don't know" to the

item, National Advisory Commission, the work of the Commission should be noted in any training program. A module on standards recommended by the Commission might fulfill some of the need LGO's expressed for information on how their community compares to others.

Many LGO's are not familiar with the legislative intent of Illinois and U.S. laws related to Criminal Justice. They need to be made broadly aware of those laws e.g., the Illinois Unified Corrections Code and the Juvenile Court Act, with which local governments must comply. Since in a fast-breaking area such as Criminal Justice it is difficult to stay up to date, a means should be developed to keep LGO's informed of pertinent legislation.

III. Attitudes and Perceptions of Local Government Officials

An attitude, by definition, is a predisposition to respond in a characteristic way. An attitudinal item attempts to ascertain how a respondent might act under projected circumstances. LGO's were asked several projective questions because attitudes of a target group can pose considerations of motivation or communication for trainers.

A. Attitudes toward Intergovernmental Cooperation

One of the stated purposes of this Project was to explore the benefits and liabilities of intergovernmental cooperation in the delivery of criminal justice services. To learn what local government officials' orientations are toward this alternative, LGO's were asked: "Under what circumstances would you recommend collaborating with neighboring communities on multi-jurisdictional criminal justice programs, projects, or facilities?" In responding, twenty-five percent of the officials indicated their units of government were currently engaged in cooperative agreements. Of those identified, over eighty percent of the current programs could be characterized as multi-jurisdictional investigative units such as the Major Case Investigation Division (MCID). Approximately twenty percent of the programs mentioned involved sharing criminal justice

facilities.

Fifteen percent of LGO's stated they were in favor of intergovernmental cooperation and did not place any restrictions on their willingness to enter into such agreements. Another fifty-eight percent indicated they favored cooperative programs but placed certain restrictions on their participation in them. Type of program and cost involved were often set forth as restrictions. Some preferred that intergovernmental cooperation be limited to police programs; others, to facilities. Some others wanted cooperative projects limited to specific situations such as major crimes, drug cases, juvenile offenders, personnel training, and emergencies e.g., escapes and pursuits. Only two percent of the respondents said they were opposed to intergovernmental cooperation.

B. Attitudes in Decision Making

The interview schedule included a series of projective items which set forth prototypical problems and alternative solutions (see Appendix C, Q's 44-49) in an attempt to reveal LGO's attitudes in making decisions. Each item presented an issue a county board or city council was deciding upon and, in each case, two differing orientations toward the issue were sketched. LGO's were asked to indicate which of the two positions came closest to the one they would have taken had they been deciding upon the issue. Respondents were given a third choice in answering, that they felt an affinity between neither of the two positions and themselves.

One of the items dealt with pay increases for policemen and firemen (Q45). The proposals as described were: A) that all municipal employees should be treated alike; or B) that the productivity of each group should be considered.

A majority of officials chose B, i.e., they felt that police and fire issues should be discussed separately to allow them to consider the performance and productivity of each. Slightly more than a third of LGO's, however, felt that all employee groups should be treated alike. Members of criminal justice

committees did not differ from other respondents on this item. With reference to training, since performance and productivity are matters of interest to local government officials, information on how to do such appraisals would be helpful to them.

Another item dealt with community-based corrections (Q46). The positions as described were: (A) opposing placement of a correctional program in the community, primarily for reasons of averting cost; or (B) supporting placement of a correctional program in the community, primarily for reasons of affording local control.

City and county officials did not differ in their attitudes toward community corrections: approximately sixty-two percent of all officials would have supported a community correctional program. Although they did not differ significantly, members of criminal justice committees were somewhat more likely to have opposed such a program.

One other item dealt with remodeling an obsolete county jail (Q 47). The recommendations as described were: (A) that a new local jail should be built; or (B) that the county should collaborate with adjacent counties and build a regional detention facility.

Intergovernmental cooperation, in this situation, is supported by only a portion of LGO's. Fifty percent of city officials and sixty percent of county officials would have favored building a new local jail. Only slightly more than a third of all officials would have recommended the intergovernmental course of action. City and county officials were similar on this item, as were members of criminal justice committees and all other LGO's.

C. Perceptions of Local Problems

Trainers find they are successful in motivating persons to attend training sessions when the session is geared to a problem participants share. An attempt was made to identify some of the problems LGO's face in common. The respondents were asked what they would say are the major problems of the criminal justice

system in their city or county (see Appendix C, Q 32).

The problems most frequently mentioned were: a) leniency of the courts; b) lack of funds; c) shortage of personnel; and d) system delays. All of the specific problems mentioned are listed below. The figure in parenthesis indicates the number of LGO's who cited that problem. It should be kept in mind that respondents were encouraged to cite more than one problem if they felt there were others.

Problem

Courts too lenient (27)
 Lack of funds (23)
 Delay/backlog (15)
 Shortage/overwork of personnel (13)
 Juvenile problems (16)
 Plea bargaining (9)
 System's duplication/overlapping of authority due to fragmentation (6)
 Lack of proper juvenile facilities (6)
 Drug problems (6)
 Lack of effective procedure for evaluation of personnel (4)
 Need more police training (4)
 Public apathy/lack of respect for system personnel (3)
 Laws hinder effective police work (3)
 Lack of proper court scheduling (2)
 Lack of proper jail facilities (2)
 Poor communication between people in system (2)
 Personnel turnover (1)
 Lack of data concerning results of programs (1)
 Alcohol problems (1)
 Police harassment of poor/minorities (1)
 Proper information not available to system personnel (1)

Training Implication

The number of respondents who cited ineffectiveness of the courts suggests training modules on "due process" and "local government's role in court improvement." Problems of funding and facilities could be tied and a session offered on "alternative funding possibilities for criminal justice facilities." The problems that reflect a lack of coordination between agencies within the system indicates a need for information on "local government's role in the development of a criminal justice system."

Over ninety percent of the officials indicated they would be willing to attend programs dealing with the problems they had identified. City officials were more willing than county officials to attend. LGO's with differing responsibilities did not differ in their willingness to attend such meetings.

D. Perceptions of Quality of Service

It is rather common for citizens in a community to voice dissatisfaction with the quality of local criminal justice services. To learn the opinions of local government officials, LGO's were asked: "Would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the quality of criminal justice services available to persons living in _____ (city/county)?"

The majority of LGO's were satisfied with the quality of service available. Only one-fourth of the respondents indicated they were dissatisfied. On this item, city and county officials did not differ from one another nor did members of criminal justice committees differ from all other LGO's. Although degree of satisfaction is fairly high, the caveats expressed by the respondents suggest that services could be improved.

E. Perceptions of Local Crime Reduction Techniques

To determine whether local government officials have some grasp of what is now being done to reduce crime and are aware of some of the innovations that are in the air, LGO's were asked: "What methods or techniques would you say the local criminal justice system might use to reduce crime in _____ (city/county)?" Over four-fifths of the respondents mentioned techniques that criminal justice agencies could employ. More than half of these dealt with the police. In all, the methods cited were: stiffer sentences, foot patrol, beat policing, increased citizen cooperation, increased use of plainclothes officers, increased manpower, improved quality of personnel, and education of young persons. Most of the methods mentioned were conventional ones, although a few respondents recommended

innovative techniques such as team policing, which is currently being evaluated, and multi-jurisdictional investigative units.

F. Perception of Information Needs

Since sound decision making hinges upon access to information, LGO's were asked two questions related to present availability of criminal justice information. One asked: "When you are making criminal justice decisions do you feel you always, usually, seldom, or never have the information you need to make sound decisions?"

Over sixty percent of city and county officials indicated they usually have the information they need. However, only one in seven felt that they always have such information. City and county officials did not differ on this item. Members of criminal justice committees were slightly more inclined to feel they need more information.

The second question asked: "If you heard that a criminal justice matter was to come before your board or council, and you were unfamiliar with the idea, are you always, usually, seldom or never able to get further information before going to the meeting?" The responses of city officials indicated that they are more able to get further information than are county officials. A slightly higher proportion of criminal justice committee members than other officials said they seldom or never are able to get further information.

An additional, open-ended question asked: "In relation to criminal justice matters at the local government level, what would you say are the principal information needs of local government officials?" In rank order in terms of the number of times they were mentioned by respondents, the responses were:

1. Information on criminal justice in the community:
need to be kept up to date on the processes of the police department, prosecutor's office and other local agencies i.e., expenditures, caseloads, clearance rates, crime solved rates, conviction rates, etc.;
2. Information on crime:
need to know how many and what kinds of crimes are taking place; how does their community compare in these terms to others;
3. Information on special criminal justice topics:
need information on juvenile delinquency, crime prevention, criminal justice planning, etc.;
4. Information legislation:
need information on recent bills passed by the State legislature that affect local operations e.g., bills that revise salaries of judges and state's attorneys, that specify treatment of offenders as in the case of the Alcoholism and Intoxication Treatment Act (1976), etc.;
5. Information on the system:
need to know how the criminal justice system is organized and how the system is supposed to operate;
6. Information on innovations:
need to know what new techniques are being implemented in the system;

7. Information on funding:

need to know alternative sources of funding;

8. Information on handling problems:

need to know what programs are being implemented elsewhere
and with what results; and

9. Other information:

need to know the specific duties and responsibilities of local
government officials vis-à-vis Criminal Justice.

LGO's were asked what methods they recommended for supplying the needed information. Printed material, such as a newsletter or handbook, was mentioned most often. A group meeting, such as a conference or workshop, was also commonly mentioned. A few respondents suggested formal training for local government officials. To meet the need for information from local criminal justice agencies, LGO's recommended they obtain a monthly report from or a monthly meeting with local administrators. A few officials felt a local government reference service would be worthwhile. It could provide information by telephone or mail when a particular need arises. These LGO's want an independent and objective source of usable information.

Summary

This section of the report set forth the training needs of local government officials with respect to Criminal Justice as identified by the study.

These needs, subsumed under four headings are:

Information Needs

1. Need to know major sources of information.
2. Need to know how to find and use information.
3. Need to know how to judge the objectivity of data.
4. Need to know data concerning similar communities.

Knowledge Needs

5. Need to understand duties and responsibilities of local government officials as defined by Illinois Statutes.
6. Need to understand local government's role in the development of a criminal justice system.
7. Need to understand local government's role in the improvement of criminal justice services.
8. Need to understand how to find and use standards related to criminal justice operations.

Planning Skill Needs

9. Need to understand the planning process and how local government officials can ensure that good planning takes place.
10. Need to know how to use techniques to stimulate interaction between local government officials as decision makers and agency administrators.

Attitudinal Needs

11. Need to feel that Criminal Justice is important.
12. Need to feel qualified to make criminal justice decisions.

SECTION VI: SUMMARY OF HYPOTHESIS TESTING

The following five hypotheses were posed for this study:

- (1) City and county officials differ in their knowledge of Criminal Justice;
- (2) Knowledge of Criminal Justice held by local government officials is related to the type of government with which they are affiliated;
- (3) City and county officials differ in their attitude toward inter-government cooperation;
- (4) Members of criminal justice committees differ from other local government officials in knowledge of Criminal Justice; and
- (5) Knowledge of Criminal Justice held by local government officials is related to the demographic factors, age and education. The hypotheses will be examined in light of the data gathered by the interviews.

Criminal justice knowledge is central to four of the above hypotheses. For measurement purposes, criminal justice knowledge has been delimited in this study to nine dimensions. Each of these dimensions is reflected in one of nine scales. (See Appendix D of this report for a description of the scales.)

Hypothesis (1)

Hypothesis (1) predicted that city and county officials would differ in knowledge of Criminal Justice. To test this hypothesis, the difference-between-two-means test was employed. Two empirical distributions were compared (city with county) by formulating a null hypothesis that the population means are identical. The "student's t" test was used to measure the differences between the observed values and those expected if the null hypothesis is true. According to the test, as the differences increase, the value of "t" increases and the null hypothesis becomes less tenable.

Knowledge of Criminal Justice possessed by city officials is compared to that possessed by county officials in Table VI-1. Only two of the nine knowledge indicators used in this analysis found city and county officials to have differed significantly in knowledge level.

Table VI-1

A Comparison of City and County Officials by Knowledge Scale Scores

Scale	City			County			t	Significance level
	N	Mean	S.D.	N	Mean	S.D.		
Facilities								
Familiarity	120	4.54	1.34	65	4.47	1.22	0.36	ns
Local Facilities								
Familiarity	121	3.56	1.11	65	3.75	0.98	1.20	ns
Observation	121	3.91	2.24	65	3.38	2.42	1.46	ns
Contact	121	2.82	1.52	65	3.49	1.77	2.58	.01
Local System								
Familiarity	120	0.83	0.95	65	1.12	1.05	1.85	ns
Reference Service	103	1.33	0.82	62	1.12	0.94	1.46	ns
Publication	102	3.09	1.86	61	2.11	1.70	3.44	.001
Crime	102	1.00	0.67	61	0.93	0.62	0.68	ns
Legal Knowledge	102	6.28	2.86	58	6.05	2.99	0.48	ns

County officials were found to have significantly higher scores on the Contact Scale. Since this scale is intended to measure the range of contact with system personnel, the differences may be due to the fact county government is responsible for a wider range of criminal justice services than is city government. In addition to sheriffs departments, counties have responsibility for financing and maintaining probation departments, state's attorneys offices, detention facilities and circuit courts. Having these responsibilities that cities do not, county officials are more likely to come in contact with not only law enforcement but courts, corrections and probation personnel as well.

City and county officials were also found to be significantly different by the Publication Index. City officials were able to identify correctly more documents related to Criminal Justice than were county officials. Hence their knowledge of sources of available data was greater. In this case the differences

may be due to the greater number of structured forums, such as meetings, conferences and workshops, as well as professional publications, made available to city officials which direct their attention to sources of criminal justice information.

Although only limited support was found for Hypothesis (1), there was considerable support for the null hypothesis. Indeed, the data suggest the null hypothesis is more plausible. It is therefore concluded that city and county officials were similar in their knowledge of Criminal Justice.

Hypothesis (2)

Hypothesis (2) predicted that LGO's knowledge of Criminal Justice is related to the type of government with which they are affiliated. Since the responsibilities assigned local government officials vary somewhat by the type of government involved, it is possible knowledge level will vary accordingly. Table VI-2 reports the mean score on each knowledge scale for the five different types of local government encountered in the study.

Table VI-2

A Comparison of Types of Local Government by Knowledge Scale Scores

Scale	<u>Commission</u>			<u>Board</u>			<u>Aldermanic</u>			<u>City Manager</u>			<u>Trustee</u>		
	N	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.
Facilities Familiarity	29	4.34	1.14	58	4.56	1.25	51	4.56	1.10	29	4.93	1.57	18	3.83	1.50
Local Facilities Familiarity	29	3.37	1.26	59	3.91	0.91	51	3.66	0.86	29	3.58	1.11	18	3.05	1.43
Observation	29	3.51	2.33	59	3.45	2.40	51	3.82	2.09	29	4.20	2.54	18	3.94	2.31
Contact	29	3.00	1.73	59	3.47	1.80	51	2.78	1.48	29	3.18	1.45	18	2.44	1.46
Local System Familiarity	29	0.93	0.99	59	1.16	1.10	50	0.68	0.81	29	1.10	1.04	18	0.61	0.84
Reference Service	26	1.19	0.89	56	1.16	0.96	43	1.20	0.80	25	1.56	0.82	15	1.40	0.73
Publication	26	2.61	1.38	54	2.00	1.69	43	2.74	1.66	25	4.24	2.25	15	3.00	1.60
Crime	26	1.07	0.74	54	0.92	0.66	43	0.90	0.64	25	1.12	0.72	15	0.93	0.25
<u>Legal Knowledge</u>	26	4.92	2.68	51	6.41	2.85	43	6.30	2.79	25	7.40	2.91	15	5.40	3.08

In this case, analysis of variance (ANOVA) was used to determine whether the differences indicated in the table are significant. The simple analysis of variance was used for testing the hypothesis ($H_1: \bar{X}_1 = \bar{X}_2 = \bar{X}_3 \dots \bar{X}_n$) that two or more independent samples were drawn from populations having the same mean. With regard to Hypothesis (2), the null hypothesis becomes: local government officials affiliated with different types of government (i.e., commission, board, aldermanic, city manager, or trustee) do not differ in knowledge level of Criminal Justice. Because nine dimensions of knowledge were employed in this study, Hypothesis (2) must be divided into nine sub-hypotheses, each reflecting one dimension of knowledge.

On the basis of the results of ANOVA, six of the nine null hypotheses must be retained. This means that officials affiliated with different types of local government were similar in knowledge level of Criminal Justice. No significant difference was found in the Facilities Familiarity Index, Observation Index, Contact Index, Local System Familiarity Index, Reference Service Index or the Crime Index. The results of each ANOVA test are reported in Table VI-6.

ANOVA Summary Tables of Knowledge Scales Yielding
Non-significant Differences

Facilities Familiarity Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	307.62	184		
Between samples	14.39	4	3.59	
Within samples	293.23	180	1.62	2.21

Observation Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	989.48	185		
Between samples	13.64	4	3.41	
Within samples	975.84	181	5.39	.63

Contact Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	497.41	185		
Between samples	20.07	4	5.01	
Within samples	477.34	181	2.63	1.9

Reference Service Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	183.74	164		
Between samples	3.39	4	.85	
Within samples	180.35	160	1.13	.75

Local System Familiarity Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	180.95	184		
Between samples	8.92	4	2.23	
Within samples	172.03	180	.95	2.34

Crime Index				
Source of variation	Sum of squares	df	Mean squares	F
Total variation	68.46	162		
Between samples	1.18	4	.29	
Within samples	67.28	158	.43	.69

Officials affiliated with different types of local government were found to have differed significantly on the other three knowledge scales, namely the Local Facilities Familiarity Index, Publication Index, and Legal Knowledge Index. Each of these indices will be examined.

The results of the analysis of variance involved in the Local Facilities Familiarity Index (LFFI) are reported in Table VI-4. The overall hypothesis of equal means was rejected, yet this did not mean that every sample mean differed significantly from every other sample mean. In order to locate the significant differences, the Dunnett test for multiple comparisons to a control group was used to determine which group(s) differed significantly from which other(s).^{*} According to the Dunnett test, the significant differences were between board members and trustees. As the mean scores for the LFFI reported in Table VI-2 indicate, board members had visited more local criminal justice facilities than had trustees. Other officials appeared to be similar on this index.

Table VI-4

ANOVA Summary Table of Local Facilities Familiarity Index by Type of Government						
Source of variation	Sum of squares	df	Mean squares	F	Significance Level	
Total variation	210.76	185				
Between samples	12.73	4	3.18			
Within samples	198.03	181	1.09	2.91	.05	

^{*} Dunnett's "t" is calculated according to the formula:
$$t = \frac{M_1 - M_2}{\sqrt{MS_w \left(\frac{1}{n_1} + \frac{1}{n_2} \right)}}$$
 with $df = N - k$. See John T. Roscoe, Fundamental Research Statistics, New York: Holt, Rinehart and Winston, Inc., 1969. pp. 241-2.

When classified by type of government, the respondents were found to differ significantly on the Publication Index (PI). Composed of eight items, this index reflects the respondents' knowledge of criminal justice publications dealing with population trends, crime trends, police training, funding sources, criminal laws, criminal justice planning, and innovations within the criminal justice system. Table VI-5 reports the results of the analysis of variance within the PI. The Dunnett test indicated that officials affiliated with the city manager form of government were significantly more knowledgeable of publications which provide information on population and crime trends, sources of funding and so forth, than were officials from commission, board, and aldermanic forms of government. Officials affiliated with these latter forms appeared to be similar with one another on this index.

Table VI-5

ANOVA Summary Table of Publications Index by Type of Government						
Source of variation	Sum of squares	df	Mean squares	F	Significance Level	
Total variation	559.29	162				
Between samples	87.24	4	21.81			
Within samples	472.05	158	2.98	7.31	.01	

Knowledge of relevant legislation as measured by the Legal Knowledge Index (LKI) was found to vary with type of government. The LKI, containing fourteen items, reflects the respondents' knowledge of which laws establish standards that are legally binding on criminal justice operations. Table VI-6 reports the results of the analysis of variance involved in the LKI. The significant differences, according to Dunnett's "t" were between those affiliated with the city manager form of government and those representing the commission form. The former group was more knowledgeable about legal matters related to local government than was the latter. All other officials appeared to be similar in their knowledge of legislation.

Table VI-6

ANOVA Summary Table of Legal Knowledge Index by Type of Government					
Source of variation	Sum of squares	df	Mean squares	F	Significance Level
Total variation	1339.54	159			
Between samples	90.88	4	22.72		
Within samples	1248.66	155	8.06	2.82	.05

In summary, the data lend some support for Hypothesis (2). Slightly more evidence was found however for the null hypothesis that knowledge level does not vary with type of government.

Hypothesis (3)

Hypothesis (3) stated that city and county officials differ in their attitude toward intergovernment cooperation. Two items intended to determine the respondents' attitudes on this issue were included in the interview schedule. One inquired under what circumstances the respondent would recommend collaborating with neighboring communities on a multi-jurisdictional criminal justice project. The other was a projective item that required the respondent to choose between differing positions on what to do about an obsolete jail. Entering into a cooperative agreement was one alternative. Each of the items will be examined.

Responses to the first item are reported in Table VI-7a. According to the Chi-square test of independence, there was no difference in the attitudes of city and county officials. A majority of both groups favored intergovernment cooperation under specific circumstances only, while approximately a fifth of each group was totally in favor of the alternative.

Table VI-7a

A Comparison of City and County Officials by Attitude Toward Intergovernmental Cooperation

Statement: Intergovernment cooperation is becoming an increasingly common approach to Criminal Justice operations. With this in mind, we would like to know under what circumstances you would recommend collaborating with neighboring communities on multi-jurisdictional Criminal Justice programs, projects or facilities.

	City		County		Total	
	N	%	N	%	N	%
No interest	4	3.4	4	6.9	8	4.6
Crisis situations only	2	1.7	2	3.5	4	2.3
Totally in favor	24	20.5	10	17.2	34	19.4
Only if get fair share	13	11.1	6	10.3	19	10.9
Limited to specific situations	66	56.4	32	55.2	98	56.0
Other	8	6.9	4	6.9	12	6.8
Total	117	100.0	58	100.0	175	100.0

Chi-square = 1.7851 df = 5 p .90

Responses to the projective item are reported in Table VI-7b. City and county officials, according to the Chi-square test, did not differ in their choice of a position on the problem posed. Although a majority in each group favored a local jail, forty-one percent of the city officials, as compared to twenty-eight percent of the county officials, supported a bi- or tri-county facility.

Hypothesis (3), therefore, must be rejected and the null hypothesis that city and county officials do not differ in their attitude toward intergovernment cooperation was accepted.

Table VI-7b

A Comparison of City and County Officials by Attitude Toward Intergovernment Cooperation

Statement: The county board is considering whether to apply for state funds to remodel the small county jail which is now obsolete and in poor repair.

Board member A feels the county should build a new jail to serve that county's needs. He proposes the local facility include a juvenile detention center where young offenders can be held separately from the adult population. He's anxious the facility be located near the communities from which the majority of juveniles come so that, while detained, they interact with those of like backgrounds.

Board member B also feels the county should not invest further in the existing jail. However, he is opposed to building a local jail, feeling the county alone cannot adequately support the facility. Instead he recommends the county collaborate with two or three adjacent counties and build one regional facility. That way sufficient qualified staff and an adequate array of programs and services are assured.

	City		County		Total	
	N	%	N	%	N	%
Like member A	51	50.0	37	60.7	88	54.0
Like member B	42	41.2	17	27.9	59	36.2
Like neither member A nor B	9	8.8	7	11.5	16	9.8
Total	102	100.0	61	100.0	163	100.0

Chi-square = 2.94 df = 2 p < .30

Hypothesis (4)

Hypothesis (4) stated that members of criminal justice committees differ from other local government officials in knowledge level of Criminal Justice. Since the dependent variable, knowledge level, has nine dimensions as defined by this study, Hypothesis (4) was divided into nine sub-hypotheses.

The mean scores of members of criminal justice committees on each of the nine indicators are compared to those of other local government officials in Table VI-8. For most of the indices, the group means varied only slightly.

Table VI-8

A Comparison of Local Government Officials by Knowledge Scale Scores

Scale	Chief administrators			CJ committee members			Others		
	N	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.
Facilities									
Familiarity	73	4.75	1.22	46	4.36	1.25	66	4.36	1.38
Local Facilities									
Familiarity	73	3.64	0.97	47	3.63	1.18	66	3.60	1.10
Observation	73	4.27	2.31	47	3.78	2.23	66	3.09	2.25
Contact	73	3.84	1.27	47	2.78	1.73	66	2.37	1.59
Local System									
Familiarity	73	1.24	1.01	47	0.72	0.92	65	0.73	0.95
Reference Service	71	1.40	0.93	43	1.25	0.78	51	1.05	0.83
Publication	71	3.22	2.02	41	2.31	1.52	51	2.37	1.74
Crime	71	0.87	0.63	42	1.07	0.67	50	1.04	0.66
Legal Knowledge	70	6.71	2.81	40	5.90	2.60	50	5.72	3.18

Using analysis of variance as a test of significance, chief administrators, members of criminal justice committees and other local government officials were found to have differed significantly on the following four scales: Observation Index, Contact Index, Local System Familiarity Index, and Publication Index. Each will be examined.

The Observation Index, consisting of eight items, reflects the number of criminal justice procedures the respondents have observed. The results of the analysis of variance indicating the subgroups differed in exposure to criminal justice procedures is reported in Table VI-9. According to the Dunnett test, chief administrators were significantly different from the at-large or "other" officials on this dimension. This test also revealed, however, that members of criminal justice committees were not significantly different from either chief administrators or other local government officials in exposure to criminal justice procedures. On this basis Hypothesis (4) was rejected insofar as this dimension of knowledge was concerned.

Table VI- 9

ANOVA Summary Table of Observation Index by Respondent Subgroups					
Source of variation	Sum of squares	df	Mean squares	F	Significance level
Total variation	990.43	185			
Between samples	48.43	2	24.21		
Within samples	942.00	183	5.15	4.70	.01

The Contact Index, a summative scale, reflected the number of local criminal justice system personnel with whom the respondents had conferred. Contacts were measured in terms of the variety of roles of, rather than number of interactions with, criminal justice personnel. The subgroups were found to have differed significantly on this dimension. The results of the analysis of variance which led to this conclusion are reported in Table VI-10.

Table VI-10

ANOVA Summary Table of the Contact Index by Respondent Subgroups					
Source of variation	Sum of squares	df	Mean squares	F	Significance level
Total variation	497.41	185			
Between samples	79.50	2	39.75		
Within samples	417.91	183	2.28	17.43	.001

According to the Dunnett test, members of criminal justice committees were significantly different from chief administrators and other local government officials in the amount of contact with local criminal justice personnel. On the average, they had less contact with system personnel than did chief administrators, but more contact than did other local government officials. Keeping in mind that this scale measured the range of contact rather than the number of interactions, it may be that members of criminal justice committees actually interacted more frequently, but with a more limited range of personnel, than chief administrators. This analysis lends support to Hypothesis (4).

The three subgroups of local government officials were found to have differed significantly on the Local System Familiarity Index (LSFI). This index reflects the amount of familiarity with local criminal justice planning units and judicial circuits. Table VI-11 reports the results of the analysis of variance involved in the LSFI. According to the Dunnett test, chief administrators were significantly different from members of the other two subgroups on this dimension, while they in turn were similar to one another. This conclusion did not support Hypothesis (4).

Table VI-11

ANOVA Summary Table of Local System Familiarity Index by Respondent Subgroups					
Source of variation	Sum of squares	df	Mean squares	F	Significance level
Total variation	181.82	184			
Between samples	12.18	2	6.09		
Within samples	169.64	182	0.93	6.54	.01

Finally, the subgroups were found to be significantly different on the Publication Index. As described earlier, this index reflects the respondents' ability to identify, and by inference his knowledge of, publications providing data on population trends, crime trends, police training, criminal laws, and criminal justice planning, funding and innovations. The ANOVA table from which the conclusion of difference was drawn is reproduced as Table VI-12.

Table VI-12

ANOVA Summary Table of Publication Index by Respondent Subgroups					
Source of variation	Sum of squares	df	Mean squares	F	Significance level
Total variation	560.39	162			
Between samples	30.89	2	15.45		
Within samples	529.50	160	3.31	4.67	.05

On this dimension of knowledge, chief administrators, according to the Dunnett test, were significantly different from members of criminal justice committees and other local government officials. However, since members of

criminal justice committees did not differ significantly from the at-large officials, the data overall did not support Hypothesis (4).

In summary, little support was found for Hypothesis (4). The subgroups of LGO's were found to have been significantly different on only four of the nine knowledge scales. When the differences were examined further using the Dunnett test, members of criminal justice committees were found to have been significantly different from chief administrators and other local government officials on only the Contact Scale. Although some support was found for the hypothesis, the bulk of the evidence failed to support it.

Hypothesis (5)

Hypothesis (5) stated that the knowledge level of Criminal Justice held by local government officials was related to the demographic characteristics, age and education. For testing purposes, the hypothesis was divided into two parts. Hypothesis 5a stated that knowledge level is related to age. The product moment correlation, a measure of association, was used to examine the relationship between the independent variable, age, and the nine dimensions of knowledge. The results are reported in Table VI-13.

Table VI-13

Correlation Matrix of Knowledge Scales by Age

Scale	r	Significance level
Facilities Familiarity	-.05905	ns
Local Facilities Familiarity	.05933	ns
Observation	.04879	ns
Contact	.03137	ns
Local System Familiarity	.00205	ns
Reference Service	.06044	ns
Publication	-.19947	.05
Crime	-.06740	ns
Legal Knowledge	-.02363	ns

The magnitude of the correlation coefficients indicated a very weak relationship existed, if any, between age and each scale score. The proportion

of knowledge as captured by the scale items and accounted for by age was quite low. In spite of the low coefficients, it was possible that a significant relationship was present. Using a two-tailed "t" test and the .05 significance level to determine whether the null hypothesis that the population correlation is zero might be rejected, the critical value of the product moment correlation was calculated and found to be 0.14.* With this value as the standard, only one of the correlation coefficients, that for the Publication Index, was significantly different from a zero coefficient. The inverse relationship between age and scores achieved on the PI was significant, but was a low order relationship. As age increased, the ability to cite publications related to Criminal Justice decreased. In summary, because the correlation coefficients between age and the knowledge indicators were small and insignificant, Hypothesis 5a must be rejected.

Hypothesis 5b stated that the knowledge level of criminal justice held by local government officials is related to education. The strength of this relationship was also examined by using the product moment correlation. The resulting correlation matrix appears in Table VI-14.

* The formula used to calculate the critical value of "r" is:

$$r = \sqrt{\frac{t^2}{N-2+t^2}}$$

with df = N - 2. See John T. Roscoe, Fundamental Research Statistics, op. cit., p. 206.

Table VI-14

Correlation Matrix of Knowledge Scales by Education

Scale	r	Significance level
Facilities Familiarity	.07867	ns
Local Facilities Familiarity	.03471	ns
Observation	.09130	ns
Contact	.18557	.05
Local System Familiarity	.16827	.05
Reference Service	.11074	ns
Publication	.39791	.001
Crime	.11047	ns
Legal Knowledge	.24094	.01

For the most part, the magnitude of the correlation coefficients reported above were moderately low to low. Having used the "t" test for testing the null hypothesis that the population correlation was zero, four of the coefficients were sufficiently large to permit the rejection of the null hypothesis. Those knowledge indicators significantly related to education were: Contact Index, Local System Familiarity Index, Publication Index, and the Legal Knowledge Index. In spite of their significance, it should be noted that the proportion of the variance in the dependent variable, knowledge, accounted for by education was low. For the largest coefficient appearing in Table VI-14, that for the Publication Index, education accounted for slightly less than sixteen percent of the variation.

In summary, some support was found for Hypothesis 5b. However, it was neither confirmed nor rejected. The evidence at this point seemed to be inconclusive as to whether there was a relationship between knowledge level of Criminal Justice possessed by local government officials and their education level.

Summary

Each of the hypotheses formulated at the outset of the study, with the exception of one, was rejected in light of the data. It was concluded insofar

as there was evidence, that knowledge level, the dependent variable, did not vary significantly with any of the following independent variables: city or county jurisdiction, form of government, criminal justice committee membership, or age. In addition it was concluded that attitude toward intergovernment cooperation did not vary significantly with city or county jurisdiction. The one hypothesis that was not rejected, failed also to be confirmed. The evidence showed neither that knowledge level of Criminal Justice varies, nor that it does not vary, with education level.

SECTION VII: SUMMARY AND RECOMMENDATIONS

The fact that Criminal Justice in the United States is largely a local government phenomenon has placed city and county officials in the position of shaping the quantity and quality of criminal justice services available to citizens. Many local government officials (LGO's) may be characterized as generalists, devoting only part of their time to the responsibilities of an elected position. Yet with regard to criminal justice services alone, LGO's maintain facilities, monitor operations, seek and maintain cooperation and coordination among the various components of the system, and develop ordinances permitted by state and federal law to ensure social control in their communities. The responsibilities assigned local government officials are often an unrecognized but important part of the criminal justice system. The research phase of the Criminal Justice Awareness Project sought to study empirically the role of local government officials as criminal justice decision makers.

Research Procedures

The research on which this report is based was divided into two phases: Phase I sought to answer the question, what do local government officials need to know in order to make sound decisions about criminal justice matters? A two-pronged method was used to answer this question. A survey questionnaire was sent to all criminal justice planners in the state and all members of two professional organizations affiliated with Criminal Justice. Responses were obtained from 104 persons. Since the characteristics of the universe were unknown, it was not possible to determine whether the sample represented the universe from which it was drawn. According to the data obtained from the survey respondents, local government officials need to know the following concepts and techniques:

Concepts

- 1) Criminal justice system
- 2) Juvenile justice system
- 3) Crime prevention
- 4) Due process
- 5) Planning process
- 6) Probation
- 7) Community based corrections
- 8) Diversion
- 9) Youth Service Bureau
- 10) Unreported crime

Techniques

- 1) Effectiveness in oral communication
- 2) Rational decision making techniques
- 3) Clear and concise writing ability
- 4) Program planning techniques
- 5) Resources to identify program alternatives

The second step of Phase I involved the use of a panel of experts. Eight nationally recognized criminal justice experts living in the State of Illinois and three local professors of Social Justice were, among others, invited to Springfield, Illinois to consider the question stated earlier. A technique known as Nominal Group Process was used in a workshop setting to structure the collection of data. According to the panel, local government officials need to know:

- 1) How the criminal justice system actually works
- 2) How to identify and ask the right questions
- 3) Citizen involvement
- 4) Arbitrary nature of the criminal justice process
- 5) Crime climate
- 6) Priority setting
- 7) Mythological assumptions about the criminal justice system
- 8) Actual nature of Criminal Justice: system-offender transactions
- 9) System impact of the decision making process
- 10) Structure of the criminal justice system

- 11) Development of alternatives to criminal justice process and their costs-benefits
- 12) Evaluating research and utilizing findings
- 13) System interrelationships
- 14) Systemic legal constraints and requirements
- 15) Municipal, county and regional planning process
- 16) Broad spectrum of antisocial behavior

Phase II sought to answer the question, what do local government officials presently know about Criminal Justice? On the basis of the information obtained in Phase I, an interview guide containing some sixty questions was developed. The instrument included both structured and unstructured items of the type that would permit: development of a demographic profile of local government officials; determination of the extent of contact with criminal justice facilities and processes; delineation of the skills and tasks involved in the role of a LGO; determination of the level of knowledge of information sources, standards, and legislation; and a survey of attitudes of LGO's.

Two samples, one comprised of cities and one of counties, were chosen. Each jurisdiction included in the study was selected in such a way that the result was a population-based, stratified random sample geographically representative of the State. Three officials from each jurisdiction were interviewed. In each case the chief administrator, a member of a criminal justice committee, selected by a random procedure, and a member at large, also selected by random process, were chosen as respondents. In this fashion, seventy-five county officials and one hundred twenty-nine city officials were selected to constitute the sample (N = 204). One hundred eighty-six interviews, averaging one hour in length, were completed. The completion rate was thus 91.2 percent. In terms of population and geography, the respondents were found statistically to be representative of the universe from which they were drawn.

Research Findings

The study found the major demographic characteristics of local government officials to be:

1. Three of four local government officials have lived in Illinois more than thirty years;
2. County officials tend to have lived longer in Illinois than have city officials;
3. County officials tend to have lived longer in their present jurisdiction than have city officials;
4. City officials tend to be somewhat younger than county officials. (Average age of city officials was 47; county officials, 55.);
5. City officials tend to have had more education than have county officials. (The median education level of city officials was represented by the response category "some college, but not graduation," whereas high school graduation was the median educational level of county officials.);
6. Only one in nine local government officials has taken college courses directly related to Criminal Justice;
7. Using present occupation as an indicator, local government seems to be well-supplied with persons having a business background, but under-supplied with persons having experience or training related to Criminal Justice;
8. Only one in sixteen local government officials has been previously employed in the field of Criminal Justice.

The statutes of the State of Illinois assign considerable responsibility for Criminal Justice to local government. When first asked about their criminal justice role, many LGO's indicated that they do not make criminal justice decisions. However, when these individuals were asked about specific activities, e.g. approving or amending the police budget, they indicated that they do make decisions affecting Criminal Justice. Although there is a tendency for LGO's to feel that their role relative to Criminal Justice is indirect and unimportant, this does not imply that local government officials are not concerned about Criminal Justice, but it implies a lack of clarity or uncertainty about their criminal justice role.

Since many LGO's denied having a role in Criminal Justice, it may be that few have developed competence in identifying and solving the problems of the criminal justice system in their locale. Even where a role is acknowledged, LGO's from their vantage point regard the administration of justice as only one of several areas that needs attention. Moreover, many of them according to the research findings have not shown much interest in the area. The evidence is that local government officials have witnessed only a few criminal justice processes; for the most part these officials do not consult criminal justice publications, nor do they attend criminal justice conferences or workshops; and few have talked with system personnel about criminal justice problems.

The experts consulted felt that local government officials should be looking at Criminal Justice from a "systems" point of view. Instead, the data indicated they tend to focus solely on law enforcement. Despite this, LGO's were more familiar with court processes than they were with police or corrections processes.

In decision making related to Criminal Justice, the evidence suggests that LGO's tend to rely solely on local agency heads to provide whatever information is needed. Many respondents expressed concern about the objectivity of this information. Those officials who seek input from other sources tend to consult those within their circle of intimates or other/former LGO's.

The respondents had rather limited knowledge of sources of criminal justice information. Only thirty-seven percent knew the name of the local criminal justice planner, a major source of criminal justice information, and only twenty-seven percent were able to identify correctly the regional criminal justice planning commission. A majority (51%) of the respondents were unfamiliar with the National Advisory Commission on Criminal Justice Standards and Goals. Further, only one in eight had heard of the National Criminal Justice Reference

Service. Fifty-six percent of the respondents indicated that they did not refer to criminal justice publications and again a majority reported that they did not know which documents to use to obtain criminal justice information. The lack of awareness of sources of information was balanced, in some cases, by a stated desire to learn more about existing sources.

A majority of the respondents supported intergovernment cooperation, although with some reservations. Most of those who expressed a favorable opinion qualified it by suggesting situations to which it should be limited. Many indicated their units of government were currently involved in cooperative agreements. Despite this interest, they were unfamiliar with the Intergovernmental Cooperation Act.

The majority of LGO's reported they were satisfied with the quality of criminal justice services available in their locale. This was not interpreted to mean that current services were ideal because many officials spoke of financial and other problems and indicated the delivery of services could be improved.

The respondents reported their principal information needs to be:

1. Programs outlining their duties and responsibilities;
2. Crime data;
3. Information on program outcomes from local agency administrators;
4. Changes in legislation;
5. Basic knowledge of the criminal justice system;
6. Data concerning communities of similar size;
7. State and federal legislation related to Criminal Justice; and
8. Sources of outside funding.

They were asked to recommend methods for supplying the needed information. Several suggested an orientation-style training program on Criminal Justice be made available to local government officials on an ongoing basis. A newsletter or reference notebook were also recommended as was a group meeting, such as a conference or workshop. Some warned they were flooded with mailings they did not find useful and urged that any material developed be designed with their needs in mind.

In summary, the study found the needs of local government officials in relation to Criminal Justice to be:

1. Information Needs

- a. Need to know major sources of information.
- b. Need to know how to find and use information.
- c. Need to know how to judge the objectivity of data.
- d. Need to know data concerning similar communities.

2. Knowledge Needs

- a. Need to understand duties and responsibilities of local government officials as defined by Illinois Statutes.
- b. Need to understand local government's role in the development of a criminal justice system.
- c. Need to understand local government's role in the improvement of criminal justice services.
- d. Need to understand how to find and use standards related to criminal justice operations.

3. Planning Skill Needs

- a. Need to understand the planning process and how local government officials can ensure that good planning takes place.
- b. Need to know how to use techniques to stimulate interaction between local government officials as decision makers and agency administrators as data suppliers.

4. Attitudinal Needs

- a. Need to feel that Criminal Justice is important.
- b. Need to feel qualified to make criminal justice decisions.

Recommendations

Having postulated that there is a gap between what local government officials should know and what they do know about Criminal Justice, and having found some support for the assertion, it is recommended that a training program be developed and implemented. The following guidelines emerged from the study.

- A. Purpose of training: to prepare local government officials in the skills, knowledge, and activities necessary to perform the tasks their role prescribes.
- B. Approach to training: since it would be impossible to meet all of the needs of LGO's in a one-shot program, training could be approached as an ongoing effort.
- C. Method of training: delivery of program content could be multimodal. Some recommended modes are:
 1. Local government reference notebook on Criminal Justice.
 - a. The notebook could be a looseleaf type permitting inclusion of updated material.
 - b. It could include case illustrations, review questions and practice exercises.
 - c. It could include "what local government officials need to know in order to make sound decisions about Criminal Justice matters." An outline is suggested below.
 - I. Criminal justice as an important local government function.
 - II. Role of local government officials in relation to Criminal Justice.
 - A. Local government officials' duties and responsibilities to Criminal Justice as defined by the Illinois Revised Statutes.
 - B. Alternative approaches to those duties.
 - III. The criminal justice system.
 - A. The system concept.
 - B. Purpose of the system:
 1. Crime control versus due process.
 2. "Tight rope" versus "expressway": notions of the purpose of law.
 - C. Objectives of the system.
 - D. Criminal justice processes.

IV. Criminal justice planning.

A. Role and purpose of criminal justice agencies.

1. Law Enforcement Assistance Administration (LEAA).
2. Illinois Law Enforcement Commission (ILEC).
3. Regional planning units of ILEC.

B. Steps involved in the planning process.

1. Establishing standards: picture of the ideal.
2. Collecting data: where are we relative to the standards?
3. Identifying problems: problem defined as a gap between where we are and where we want to be.
4. Prioritizing the problem.
5. Developing program alternatives.
6. Selecting among alternatives.
7. Implementing programs.
8. Evaluating programs.

C. Steps to ensure good planning.

1. Asking the "right" questions.
2. Developing input from a variety of sources.

V. State and federal legislation related to Criminal Justice.

VI. Proficiency areas.

- A. Developing a criminal justice budget.
- B. Creating an ordinance.
- C. Negotiating a police contract.
- D. Doing cost-benefit analysis.
- E. Resolving conflict.
- F. Securing funding.
- G. Involving citizens in decision making.
- H. Developing new solutions for old problems.

VII. Appendices.

A. U. S. Constitution.

B. Illinois Constitution.

C. Criminal Code.

D. Juvenile Code.

2. Workshops on Criminal Justice.

- a. A series of one or one and a half day workshops could be offered throughout Illinois.
- b. Each workshop could be designed around a problem confronting local government. Some suggested workshop topics are:
 1. Criminal justice standards for local government.
 2. Local government's role in court improvement.
 3. Local government's role in the development of a criminal justice system.
 4. Funding alternatives for criminal justice programs and facilities.
 5. Criminal justice planning in the State of Illinois.

3. Modules included in regional meetings.

- a. Several organizations, such as the Illinois Municipal League, Urban Counties Council of Illinois, and the regional planning commissions affiliated with the Illinois Law Enforcement Commission could be involved in sponsoring meetings throughout the State. Since local government officials attend these meetings in large numbers, the possibility of presenting a module at one or more of the regular meetings of these groups could be explored. In fact, some of these organizations would welcome two to four hour blocks of instruction on criminal justice topics.

4. Monographs

- a. Local government officials seemed to prefer most a publication they could read at their leisure. On the basis of comments they made, it appears that a series of case studies, describing typical problems and successful approaches used to solve them, would be the preferred training mode.
- b. The respondents desired information on expenditures, revenues and innovative programs from communities of similar size. This information could also be provided by means of a series of monographs.

5. Newsletter

- a. Many respondents suggested a newsletter. It could include an advice column so that local officials could submit a problem and obtain a response from an expert.
- b. Since the start-up cost for a newsletter might be prohibitive, perhaps an existing publication would accept a one or two page article on a regular basis. Some suggested article topics are: new legislation, new standards, solutions to problems, and new programs.

APPENDIX A: SURVEY QUESTIONNAIRE

INSTRUCTIONS: As you answer the following questions, please remember the term "local government official" refers to members of County Boards and City Councils, City Managers, and members of Boards exercising control over Criminal Justice functions.

Please return the form in the self-addressed envelope by February 25, 1976.

Thank you for your cooperation.

S. Burkett Milner, Ph.D.
Associate Director
Criminal Justice Awareness Project
Sangamon State University
Springfield, IL 62708

I. Concepts are important to any profession. The following list has been derived from usage in the report of the National Advisory Commission on Criminal Justice Standards and Goals and from Criminal Justice texts and journals. How important is it for all Local Government Officials to know each of the following terms? Please rate the importance of each term listed below by circling the appropriate number according to the following scale:

- 1= Of major importance
2= Important
3= Of minor importance
4= No importance

Term	Rating
1. Criminal Justice System	1 2 3 4
2. Complaint	1 2 3 4
3. Community Based Corrections	1 2 3 4
4. Crime Prevention	1 2 3 4
5. Decriminalization	1 2 3 4
6. Diversion	1 2 3 4
7. Due Process	1 2 3 4
8. Felony	1 2 3 4
9. Goal	1 2 3 4
10. Habeas Corpus	1 2 3 4
11. Home Rule	1 2 3 4
12. Index Crime	1 2 3 4
13. Indictment	1 2 3 4
14. In-Service Training	1 2 3 4
15. Jurisdiction	1 2 3 4
16. Juvenile Justice System	1 2 3 4
17. Lateral Entry	1 2 3 4
18. Line Unit	1 2 3 4
19. Management by Objectives	1 2 3 4
20. Metropolitan Enforcement Unit (MEU)	1 2 3 4
21. Misdemeanor	1 2 3 4
22. Model Penal Code	1 2 3 4

I. CONCEPTS cont'd.

Term	Rating
24. Neighborhood Citizens Council	1 2 3 4
25. Objective	1 2 3 4
26. Ombudsman	1 2 3 4
27. Parole	1 2 3 4
28. Participatory Management	1 2 3 4
29. Planning Process	1 2 3 4
30. Plea Bargaining	1 2 3 4
31. Police Service Unit	1 2 3 4
32. Police Union	1 2 3 4
33. Private Police	1 2 3 4
34. Probation	1 2 3 4
25. Release on Recognizance (ROR)	1 2 3 4
36. Risk Management	1 2 3 4
37. Staff Unit	1 2 3 4
38. Standard	1 2 3 4
39. Special Crime Tactics Unit (e.g.,SWAT)	1 2 3 4
40. Team Policing	1 2 3 4
41. Uniform Crime Reporting (UCR)	1 2 3 4
42. Unreported Crime	1 2 3 4
43. Youth Service Bureau	1 2 3 4

II. STANDARDS

Recently, the National Advisory Commission on Criminal Justice Standards and Goals proposed a series of standards. Which of the following standards do you feel are essential for all local government officials to know?

Please rate the importance of each standard listed below using the following score:

- 1= Essential
- 2= Helpful, but not essential
- 3= Not essential, nor helpful

STANDARD	(circle one) RATING
1. Each community should have access to 24-hour police protection and emergency services 7 days per week. - - - - -	1 2 3
2. Each community should have access to 24-hour crisis intervention and referral services 7 days per week. - - - - -	1 2 3
3. Public defender services should be readily available within each judicial circuit for persons who need this service. - - - - -	1 2 3
4. A series of screening diversion alternatives and rocedures should be developed at eve. oint	

II. STANDARDS (continued)

5. Each court system should maintain safe and adequate physical facilities for court proceedings. - - - - - 1 2 3
6. Witnesses should be compensated for injuries, foregone earnings and transportation costs incurred as a result of their involvement in criminal cases. - - - - - 1 2 3
7. Jurors should receive compensation for their services which includes per diem as well as reimbursement to for reasonable traveling and living expenses incurred. - - - - - 1 2 3
8. Each community should develop a range of services that provide diversion alternatives for police and court referral. - - - - - 1 2 3
9. Juveniles should not be detained with adults nor should they be detained or placed in shelter care longer than overnight prior to judicial hearing. - - - - - 1 2 3
10. For juveniles who must be institutionalized it is important that the environment approximate the community as closely as possible. - - - - - 1 2 3
11. Every criminal justice agency should establish written policy identifying validated job qualification criteria which allow for lateral entry. - - - - - 1 2 3
12. All political patronage should be eliminated in job selection. - 1 2 3
13. Salaries should be competitive with comparable occupation groups in the private sector. - - - - - 1 2 3
14. Every criminal justice agency should endeavor to fill vacancies with qualified candidates through aggressive recruiting efforts; this should include affirmative action to recruit minorities and ex-offenders. - - - - - 1 2 3
15. All criminal justice programs should provide for pre-service training to orient new employees and provide a complement to the existing skill base. - - - - - 1 2 3
16. In-service training to update skills and education programs to enhance job performance should be continually available. - - - - - 1 2 3
17. Regular training should be made available prior to specialized assignment. - - - - - 1 2 3
18. Status, compensation and promotion should be on the basis of validated criteria directly related to the functions and goals of jobs. - - - - - 1 2 3
19. Every criminal justice agency should provide career paths that allow personnel to progress professionally to their fullest potential. - - - - - 1 2 3
20. Job classifications should be flexible enough to allow for advancement without moving into administrative positions. - - - - - 1 2 3
21. Each criminal justice agency should have formal procedures through which to relate to and negotiate with employees including mechanisms for the hearing and resolution of grievances. - - - - - 1 2 3
22. City and county government should be informed of and establish policies that require and promote the use of techniques know to be effective in reducing the probability of the occurrence of specific crimes. - - - - - 1 2 3
23. Formal procedures should be established to provide for communication between pertinent groups (e.g., police/citizens, especially those citizens in target high crime neighborhoods; police/city council and county government; police/businesses) in identifying and preventing the probability of the

II. STANDARDS (continued)

- 24. Each criminal justice agency should have formal procedures through which to relate to and negotiate with employees including mechanisms for the hearing and resolution of grievances. - - - - - 1 2 3
- 25. City and county government should be informed of and establish policies that require and promote the use of techniques known to be effective in reducing the probability of the occurrence of specific crimes. - - - - - 1 2 3
- 26. Formal procedures should be established to provide for communication between pertinent groups--e.g., Police/citizens (especially those citizens in target high crime neighborhoods); Police/city council and county government; Police/businesses--in identifying and preventing the probability of the occurrence of specific crimes. - - - - - 1 2 3

III. TECHNIQUES

Most occupations share in common the ability to perform certain skills. Which of the following skills should a local government official understand and use as a Criminal Justice decision maker? Please rate the importance of each technique listed below using the following score:

- 1= Local Government Officials should be able to understand and to use
- 2= Local Government Officials should be able to understand, but need not be able to use
- 3= Non-essential for Local Government Officials

Task	Rating
1. Cost Benefit Analysis	1 2 3
2. Clear and Concise Writing Ability	1 2 3
3. Crime Analysis	1 2 3
4. Effectiveness in Oral Communications	1 2 3
5. Fault Tree Analysis	1 2 3
6. Government Statistics (e.g., US Census)	1 2 3
7. Interviewing Techniques	1 2 3
8. Nominal Group Process	1 2 3
9. Performance Evaluation Review Technique (PERT)	1 2 3
10. Program Evaluation Techniques	1 2 3
11. Program Planning and Budgeting System (PPBS)	1 2 3
12. Program Planning Techniques	1 2 3
13. Rational Decision Making Techniques	1 2 3
14. Resources to Identify Program Alternatives	1 2 3
15. Small Group Process	1 2 3
16. Social Survey	1 2 3
17. Statistic Techniques	1 2 3
18. Techniques to Select Among Alternatives	1 2 3

IV. LEGISLATION

In the past, Congress/State Legislatures prepared several items of legislation related to Criminal Justice. Which of the following are essential for all local government officials to know? Please rate the importance of each item below using the following score:

- 1= Essential
- 2= Helpful, but not essential
- 3= Not essential, nor helpful

Item	Rating
1. Child Abuse Act	1 2 3
2. County Department of Corrections Act.	1 2 3
3. County Ordinances	1 2 3
4. Federal Equal Employment Laws	1 2 3
5. Hatch Act	1 2 3
6. Highway Safety Act.	1 2 3
7. Illinois Corrections Code	1 2 3
8. Illinois Criminal Code.	1 2 3
9. Illinois Uniform Crime Reporting Program Act.	1 2 3
10. Illinois Revised Statutes	1 2 3
11. Illinois Vehicle Code	1 2 3
12. Intergovernmental Cooperation Act.	1 2 3
13. Juvenile Court Act	1 2 3
14. Municipal Ordinances	1 2 3
15. Omnibus Crime Control Act	1 2 3
16. Police Training Act.	1 2 3

V. YOUR PERSONAL OPINIONS

- 1. Should an elected local government official be expected to attend at least one national criminal justice conference each year?

- () No
- () Yes

If yes, which conferences do you suggest? (please cite full name of conferences)

V. YOUR PERSONAL OPINIONS cont'd.

2. Should a local government official be expected to read at least one book/professional journal per year pertaining to criminal justice?

- () No
() Yes

If yes, which books do you suggest?

Table with 2 columns: Author, Title. Contains several blank rows for handwritten entries.

3. Should an elected local government official with specific responsibilities or duties in criminal justice (e.g., police and fire commission, jail committee) be required at least one national criminal justice conference each year?

- () No
() Yes

4. Please check the three most important sources of criminal justice information for local government officials. Place a one (1) before the most important, a two (2) before the second most important, and a three (3) before the third most important.

- Criminal Justice Planners
College/University Professors
Administrators of Criminal Justice Agencies
Employees of Criminal Justice Agencies
Former employees of Criminal Justice Agencies
Citizens
State Criminal Justice Officials

VI. INFORMATION ABOUT YOURSELF

1. Highest Education Attained:

- () Grade school graduation (1th grade or less)
() Some High School, but did not graduate
() High School graduate (12th grade)
() Some college, but have not completed Bachelor's degree
() College graduate with a Bachelor's degree
() Some work toward Master's degree
() Master's degree completed
() Some work beyond Master's degree
() Ph.D., Ed.D. (earned doctorate)

VI. INFORMATION ABOUT YOURSELF cont'd.

2. Your Age: _____

3. Have you ever been elected to a position in local government (i.e., Municipal, County, or Township)?

- () No
() Yes

If yes, in what County? _____

How long did you serve? _____

What position? _____

4. Have you ever served as a City/County Manager?

- () No
() Yes

5. Have you ever served as an appointed member of a local government committee (e.g., Police and Fire Commission, Jail Committee) that exercised some control over the functioning of one criminal justice system?

- () No
() Yes

If yes, in what capacity? _____

6. Your present job title: _____ BE SPECIFIC

7. Sex: () Male () Female

8. Have you ever served as a full-time employee of the criminal justice system?

- () No
() Yes

If yes, in what capacity? _____

How many years? _____

VII. ADDITIONAL COMMENTS

In preparation of this survey, we have identified certain broad areas of criminal justice knowledge by which to examine local government officials' expertise (i.e., the areas of concepts, legislation, techniques and standards). Do you care to comment on this thrust, in particular--agree, disagree or add your own choice areas?

APPENDIX B: NOMINAL GROUP PROCESS

The Technique

Nominal Group Process is a technique for structuring small group interaction that facilitates effective idea generation. A nominal group, so called because it is an aggregate of individuals collaborating in the presence of one another to attain a common goal but who do not engage in spontaneous verbal interaction, is contrasted with a verbally interacting group.

The technique is designed to minimize the factors that often inhibit effective group performance. Applied to a group of experts, some of these inhibiting factors might include the influence of: prevailing schools of thought; especially high status, prestige or seniority in the field; dominating personalities; and highly articulate or loquacious members. By equalizing the opportunity to propose, seek clarification and evaluate ideas across members, the Nominal Group Process controls for these factors and reduces the disadvantages typical of group discussion e.g., the holding back of ideas and the fear of asking for more data.

The technique sets forth an agenda of activities the outcome of which is the plurality of group opinion reached by pooling individual votes. A question is announced and then a period of silent, nominal activity centered on generating ideas in writing takes place. Each member of the group lists as many key words or short phrases in answer to the question as the time allotted permits. A recorded round-robin sharing of the items listed then occurs. Each person in turn names the first item on his list and it is recorded by a table assistant on a flip-chart. Proceeding around the group again, each person introduces the second item on his list and so on until everyone's list has been exhausted. A period of open-group discussion aimed at clarifying the items then takes place. Each member of the group has an opportunity to ask others to clarify the items they proposed and to explain or defend his own. Following the discussion a preliminary nominal vote occurs to reduce the list to priority items. Each person chooses five items he considers to be priorities and lists them singly on cards. The cards are collected, the votes tabulated and the results fed back as a new list is made containing the items that received votes. A second discussion period is then stipulated for further clarifying the items now designated priorities. Another silent vote concludes the group process. Each person is furnished a form and asked to select from the list of priorities those five he now judges most important and to rate them in order of importance by assigning at his own discretion a relative numerical value to each item along a scale. The votes are tabulated and the results reported to the group.

The output of the nominal process is a group level conceptual set in relation to the problem posed, arrived at by pooling and evaluating individual ideas. The technique prescribes a pattern of participation that reduces the effects of the presence of power and status and commits everyone to the orderly and free disclosure of ideas.

The development of this technique, by Andrew Van de Ven and Andre Delbecq of the Graduate School of Business at the University of Wisconsin, was based upon research in the field of social psychology. The research indicated that the nominal procedure was superior to conventional brainstorming groups in generating higher quality and quantity of information relevant to problem dimensions.* The technique was designed to meet planning situations where groups dissimilar in expertise, interests, and socialization experiences need to be brought into the decision making process. By structuring the character of participation, it was to provide a mechanism for interfacing experts and non-experts, for example, or academics and practitioners, for another.

Among the technique's other benefits are: it accommodates fifteen to twenty participants without the impaired performance that number would involve in a conventional discussion group; it avoids group fixation on just a few problem dimensions by balancing participation and in that way produces qualitative richness; and it is an expeditious method for gathering data. It also supplies the legitimating base for the development of a survey instrument by involving experts in the identification of items.** Nominal Group Process was used in this study principally for this reason.

Use of the Technique

Nominal Group Process was used as the format for the morning session of a one-day workshop attended by experts in the field of criminal justice who were familiar with Illinois legislation and government. Those participating also included individuals experienced in the field but of whom it could not be said they were experts.

The sequence of activities just described was followed, as was the small group setting. The sixteen participants were assigned to three tables in such a way that the members of each group represented diverse professions. Seated together at one table, for example, were a social worker, a police chief, a state corrections administrator and a university professor, among others. Each group had a table assistant to guide it through the exercise.

A brief presentation of the technique and its rules was made to the group as a whole. The question, "What do local government officials need to know in order to make sound decisions about criminal justice matters?" was announced as the task for the session. The study's objectives were spelled out so that the participants realized how their task - delimiting the body of knowledge to those facets local government decision makers need to know - fitted in with the broader research requirements. It was made clear that "local government officials" referred to elected and appointed, municipal and county officials such as mayors, city managers,

*For further information on the effectiveness of nominal versus interacting group processes see: Andrew Van de Ven and Andre L. Delbecq, "Nominal Versus Interacting Group Processes for Committee Decision-Making Effectiveness," Academy of Management Journal, (June, 1971).

**For a discussion of the benefits of Nominal Group Process see: Andrew L. Delbecq and Andrew H. Van de Ven, "A Group Process Model for Problem Identification and Program Planning," Journal of Applied Behavioral Science, (September, 1971).

county board chairmen and members, village presidents and trustees, aldermen, and commissioners. Questions were fielded at this time to ensure that everyone had a full and equivalent understanding of the task. Exemplary items were not provided, however, to avoid directing the participants' thinking.

With the session's question printed before them, the panelists were asked to spend fifteen minutes silently listing the ideas it prompted. This was followed by the round-robin presentation of items.

Although the participants were not to interact with one another during the proposal of items, the table assistant's role drew him into interaction on a one-to-one basis. When as an item was being proposed it required further abbreviation for purposes of its listing, the assistant asked the author to put the idea in three or four words or the two negotiated a fair paraphrase. It was up to the assistant to notice a two-or threefold item and to advise the author that its elements would be enumerated separately. If an item duplicated exactly one proposed earlier its author was asked to introduce the next item on his list. An item that overlapped, but did not coincide completely, with another was retained. Related items were not consolidated in order to maximize the number and specificity of items.

The discussion period that followed the round-robin activity was audiotape-recorded in order to have a verbatim record of the clarifications offered. This was desired because those items selected as most important by the experts were to be reflected in the later interview guide.

The purpose of the discussion was to seek clarification of complex or ambiguous items so that in the subsequent voting everyone was clear as to the sense of an item and what it encompassed. Participants were discouraged from commenting at length on the rationale behind one or more of their items because of the time constraint. The discussion took the course of a person naming an item on the list he wanted clarified. The author of that item would then typically identify the operational or key word in it, the assumption underlying the item, what dimensions were subsumed under it, what it was intended to emphasize, with what other items it overlapped, and provide examples of the item.

The preliminary voting then took place with the participants choosing five priorities from the list of about forty items their group had generated. These were the items they judged most important for the target group i.e., local government officials to know. They did not rate their choices at this point but simply voted for five. The votes were pooled and tallied and a new list made.

In the second tape-recorded discussion, the participants repeated the clarifying procedure with the new list to obtain further data before voting again. They considered whether there were any items on the first list that received no vote but should be included in the priority list. New items arising from the discussion and regarded as priorities by the group were added. Table assistants participated in this discussion by asking for clarification of items that had not yet been defined in order to complete the study's record of what the items meant to the experts.

The final activity was the selection from some twenty priorities those five items then judged most important and their numerical rating in order of importance on a form supplied. As his group adjourned the table assistant summed the ratings. He recorded a score of 5 beside the items

assigned the highest rating, a 4 beside those rated next highly, and so on, recording a 1 beside the items rated lowest. The scores for each item were added; the sum compared with that of the other items; and a new list was made of the top five items in rank order.

The panelists met as a large group in the afternoon for two round-table discussions. The first discussion dealt again with the research problem of what information local government officials need to know. (The second discussion took up the training problem of what delivery modes to use.)

Brief reports were given on the results of each group's activities. The reports told how many items were originally proposed in each group, to what extent that number had been reduced by the preliminary vote, and presented the items rated most important.

The discussion moved from item to item through the three lists. The person who had authored an item presented his clarification of it and then questions or comments at large were considered. When all of the items had been discussed, the question of whether there were any gaps remaining was put to the group.

Each of the panelists was then given a copy of the list of seventeen items and asked to rank them in order of importance, 1 being of most importance, 17 of least importance. Afterwards, the various rankings given each item were summed and the mean rank computed. The means were compared and the item with the lowest mean was placed at the top of the new and final list. The other items were listed below it in mean rank order. Finally, the results were conveyed to the group. (See Section III, pages 40-43.)

APPENDIX C: INTERVIEW GUIDE

RESPONDENT NAME _____

I.D.# _____ (78-80)

CITY/COUNTY _____ (1-2)

POPULATION _____ (3)

TITLE: 1) CHIEF ADMINISTRATOR
 (4) 2) CRIMINAL JUSTICE COMMITTEE
 3) OTHER

TYPE OF LOCAL GOVERNMENT _____ (5)

INTRODUCTION

My name is _____. I am employed as a Research Assistant by Sangamon State University. As it may have been explained to you when this appointment was arranged, Sangamon State University has received a grant to fund its Criminal Justice Awareness Project. The basic purpose of the project is to improve criminal justice planning at the local level. We are attempting to determine the information needs of local government officials such as yourself. Based upon the input from you and other local government officials we will attempt to determine the best method to supply the information needs. We appreciate your willingness to participate in this interview.

Before we start, let me explain that throughout the interview we will be referring to the term Criminal Justice System. By that we mean, all those agencies and services operating under police, courts, and corrections.

Now, I would like to ask a few questions about yourself.

1. How long have you lived in the State of Illinois?
 (6)
- LESS THAN 5 YEARS - - - - - 1.
 - 5 - 10 YEARS - - - - - 2.
 - 11 - 15 YEARS - - - - - 3.
 - 16 - 20 YEARS - - - - - 4.
 - 21 - 25 YEARS - - - - - 5.
 - 26 - 30 YEARS - - - - - 6.
 - OVER 30 YEARS - - - - - 7.

2. How long have you lived in _____?
 (7) (CITY/COUNTY)
- LESS THAN 5 YEARS - - - - - 1.
 - 5 - 10 YEARS - - - - - 2.
 - 11 - 15 YEARS - - - - - 3.
 - 16 - 20 YEARS - - - - - 4.
 - 21 - 25 YEARS - - - - - 5.
 - 26 - 30 YEARS - - - - - 6.
 - OVER 30 YEARS - - - - - 7.

3. What is your age? _____
 (8) (years)
- UNDER 20 YEARS OF AGE - - - - - 1.
 - 20 - 29 - - - - - 2.
 - 30 - 39 - - - - - 3.
 - 40 - 49 - - - - - 4.
 - 50 - 59 - - - - - 5.
 - 60 - 69 - - - - - 6.
 - OVER 70 - - - - - 7.
 - NO RESPONSE - - - - - 8.

4. What is the highest grade or level in school that you completed?
 (9)
- 4A. Have you completed any courses of instruction beyond _____?
 (ITEM)

- GRADE SCHOOL GRADUATION (8TH GRADE OR LESS) - - - - - 1. (SKIP TO Q6)
- SOME HIGH SCHOOL BUT NOT GRADUATION - - - - - 2. (SKIP TO Q6)
- HIGH SCHOOL GRADUATE (12TH GRADE/GED) - - - - - 3. (SKIP TO Q6)
- SOME COLLEGE, BUT DID NOT COMPLETE BACHELOR'S DEGREE - - - - - 4. (SKIP TO Q5)
- COLLEGE GRADUATION WITH A BACHELOR'S DEGREE - - - - - 5. (SKIP TO Q4B)
- SOME WORK TOWARD A GRADUATE DEGREE - - - - - 6. (SKIP TO Q4B)
- GRADUATE DEGREE COMPLETED - - - - - 7. (SKIP TO Q4B)

4B. For each Degree that you have earned, what was the degree, your major and minor?

DEGREE	MAJOR	MINOR
Example: B.S.	Mathematics	Sociology
1.		
2.		
3.		
4.		
5.		

5. Have you ever taken any college courses directly related to Criminal Justice such as
 (10) Criminology, Police Science, Administration of Justice, Social Justice, Corrections, Penology, Juvenile Delinquency, or Law?

- NO - - - - - 1.
- YES - - - - - 2.
- UNCERTAIN - - - - - 3.
- OTHER _____ 4.

6. What is your title in local government? _____
 (11) (specify)

- 6A. As a local government official, are you a member of a Criminal Justice Committee
 (12) such as Jail Committee, Sheriff's Committee, Police and Fire Commission, Civil Defense, Judicial Committee, or Courts Committee?

- NO - - - - - 1. (SKIP TO Q6B)
- YES - - - - - 2. ↓
- NA - - - - - 3.

If yes, what is the name of the committee? _____

- 6B. As a local government official, do you have any administrative staff assigned to
 (13) you personally?

- NO - - - - - 1. (SKIP TO Q7)
- YES - - - - - 2. ↓

If yes, how many? _____

7. Are you employed full time as a local government official?
 (14) NO ----- 1.
 YES ----- 2. (SKIP TO Q9)
 (IF RESPONDENT VOLUNTEERS SECOND OCCUPATION, COMPLETE Q8)

8. OCCUPATION:
 5-16) What is your occupation? _____
 What is your present job title? _____
 Who is your employer? _____
 What are your main duties/tasks? _____
 How long have you been with this job? _____
 (YEARS)

9. Have you ever served as a full-time employee of the Criminal Justice System, that
 is, Police, Courts, Corrections?
 (17) NO ----- 1. (SKIP TO Q11)
 YES ----- 2. ↓

10.
 (18) In what capacity? _____
 How many years? _____

11. In your capacity as a Local Government Official, have you ever attended any conference,
 seminars, or workshops related to Criminal Justice?
 (19) NO ----- 1. (SKIP TO Q 13)
 YES ----- 2.
 IF YOU DOUBT RESPONSE QUALIFIES AS WORKSHOP, NOTE RESPONSE IN MARGIN.

12. What was the topic, who sponsored it, and when and where was it held?
 (20-21)

TOPIC	SPONSORED BY	WHEN	WHERE

13. Have you ever visited any of the following facilities?
 (22-28)

	NO	YES	LOCAL?
a. A Police Station -----	1	2	_____
b. A Sheriff's Station -----	1	2	_____
c. A City Jail or lock up -----	1	2	_____
d. A County Jail -----	1	2	_____
e. A State Prison -----	1	2	_____
f. A Federal Prison -----	1	2	_____
g. A Juvenile Detention Facility -----	1	2	_____

14. Have you ever observed in person any of the following processes?
 (29-36)

	NO	YES	DON'T KNOW
a. An arrest other than traffic:	1	2	3
b. A booking	1	2	3
c. Bail setting	1	2	3
d. Preliminary hearing	1	2	3
e. Bench trial	1	2	3
f. Jury trial	1	2	3
g. Sentencing	1	2	3
h. Parole Board hearing	1	2	3

15. Since assuming your present office in local government, have you had occasion to
 confer about Criminal Justice matters with someone now serving as a:
 (37-44)

	NO	YES
a. Local law enforcement officer	1	2
b. Local prosecutor	1	2
c. Local public defender	1	2
d. Local Judge	1	2
e. Local probation officer	1	2

16. To aid Criminal Justice planning in the State of Illinois, the Illinois Law Enforcement
 Commission has divided the State into regions. What region is _____ in?
 (42) (CITY/COUNTY)

NAME _____ NUMBER _____
 DON'T KNOW _____

17. What is the name of the Criminal Justice planner who represents your local region?
 (43) NAME _____ DON'T KNOW _____

18. Have you served as a member of a Regional Criminal Justice Planning Commission?
 (44) NO ----- 1. (SKIP TO Q19)
 YES ----- 2. ↓

IF YES, in what capacity did you serve?

 (SKIP TO Q20)

19. Would you be willing to serve on a Regional Criminal Justice Planning Commission?
 (45) NO ----- 1.
 YES ----- 2.

20. In what Judicial Circuit is _____ located?
 (46) (CITY/COUNTY) DON'T KNOW _____

Now, I would like to ask a few questions about your job in local government.

21. What kinds of tasks does your job as a local government official involve?
 (47-48)

22. What kinds of skills does your job as a local government official involve?
 (49-50)

23. As a local government official, what kinds of Criminal Justice decisions do you
 (51-52) make?

AFTER GIVING THE RESPONDENT AMPLE TIME TO PROVIDE THE INFORMATION REQUESTED, SAY:

23A. As a local government official, do you engage in any of the following activities
 (53-63) in relation to Criminal Justice matters?

	NO	YES	DON'T KNOW
a. Budget preparation	1	2	3
b. Problem identification	1	2	3
c. Goal setting	1	2	3
d. Priority setting	1	2	3
e. Project or program development	1	2	3

f. Long range planning	1	2	3
g. Short range planning	1	2	3
h. Project or program evaluation	1	2	3
i. Personnel decisions	1	2	3
j. Seeking grants	1	2	3
k. Monitoring agencies and programs	1	2	3

IF RESPONDENT ANSWERS YES TO ITEMS f OR g ABOVE, SAY:

23B. Do you use a planning model:
(64)

- NO - - - - - 1. (SKIP TO Q 24)
- YES - - - - - 2.
- DON'T KNOW - - - - 3. (SKIP TO Q 24)

23C. Which planning model do you use? _____

NOTE: IF RESPONDENT DOES NOT MAKE ANY DECISIONS ABOUT CRIMINAL JUSTICE, PLEASE SKIP TO Q 51.

24. When you are making criminal justice decisions, do you feel you always, usually, seldom or never have the information you need to make sound decisions?
(2/1)

- ALWAYS - - - - - 1.
- USUALLY - - - - - 2.
- SELDOM - - - - - 3.
- NEVER - - - - - 4.

25. What specific publications, that is government publications, magazines, newsletters or journals, if any, do you now consult in making decisions about Criminal Justice matters?
(2/2-3)

25A. Have you heard of the National Advisory Commission on Criminal Justice Standards and Goals?
(2/4)

- NO - - - - - 1. (SKIP TO Q25C)
- YES - - - - - 2.

25B. Have you read any of the documents or reports prepared by the National Advisory Commission?
(2/5)

- NO - - - - - 1. (SKIP TO Q 25C)
- YES - - - - - 2.

IF YES, ASK THE RESPONDENT: Which documents have you read?

25C. Have you heard of the National Institute of Law Enforcement?
(2/6)

- NO - - - - - 1. (SKIP TO Q25E)
- YES - - - - - 2.

25D. Have you read any of the reports or documents prepared by the National Institute of Law Enforcement?
(2/7)

- NO - - - - - 1.
- YES - - - - - 2.

25E. Have you heard of the National Criminal Justice Reference Service?
(2/8)

- NO - - - - - 1. (SKIP TO Q26)
- YES - - - - - 2.

25F. Do you make use of the services offered by the Reference Service?
(2/9)

- NO - - - - - 1.
- YES - - - - - 2.

26. What specific agencies at any level, if any, do you now consult in making decisions about Criminal Justice matters?
(2/10-11)

27. What specific persons presently employed by the Criminal Justice System, if any, do you now consult in making decisions about Criminal Justice matters? (NAME, TITLE)
(2/12-13)

28. What specific persons, not presently employed by the Criminal Justice System, if any, do you now consult in making decisions about Criminal Justice matters? (NAME, TITLE)
(2/14-15)

29. In making budgetary decisions about Criminal Justice matters, what information is normally available?
(2/16-17)

30. In making budgetary decisions about Criminal Justice matters, what information would you like to have in order to make sound decisions?
(2/18-19)

31. What documents would you use to obtain information concerning:
(2/20-27) (REPEAT THE ABOVE INTRODUCTION FOR EACH ITEM BELOW)

a. Population trends in _____?
(CITY/COUNTY)

b. Crime trends in _____?
(CITY/COUNTY)

c. Laws related to police training?

d. Potential funding sources for Criminal Justice Projects?

e. Criminal Laws of the State?

f. Criminal Justice planning in your region?

g. Ordinances in _____?
(CITY/COUNTY)

h. Innovations within the Criminal Justice System?

32. What would you say are the major problems of the Criminal Justice System in (2/28-29) _____? (CITY/COUNTY)

33. If programs were developed to deal with the problems you have just identified, (2/30) would you participate in such programs?

- NO- - - - -1.
YES - - - - -2.

IF ANY CONDITIONS ARE MENTIONED, PLEASE NOTE.

34. If you heard that a Criminal Justice matter was to come before your Board or Council, and you were unfamiliar with the idea, are you always, usually, seldom or never able to get further information before going to the meeting? (2/31)

- ALWAYS- - - - -1.
USUALLY - - - - -2.
SELDOM- - - - -3.
NEVER - - - - -4.

35. What is the most common type of crime committed in _____? (2/32) (CITY/COUNTY)

36. Comparing 1975 with 1974, would you say the number of crimes reported to have occurred within _____, increased, remained the same or decreased? (2/33) (CITY/COUNTY)

- INCREASED- - - - -1.
REMAINED THE SAME- - - - -2.
DECREASED- - - - -3.
DON'T KNOW - - - - -4.

37. What methods or techniques would you say the local criminal justice system might (2/34-35) use to reduce crime in _____? (CITY/COUNTY)

38. Which of these methods or techniques, if any, have been tried in _____? (2/36-37) (CITY/COUNTY)

39. Do you know whether any of these methods have been evaluated? (2/38)

- NO - - - - -1.
YES- - - - -2.
DON'T KNOW - - - - -3.

Consider the following as a hypothetical case.

The local prosecutor comes to your Board or Council and reports he needs an additional staff member to administer a pretrial diversion program.

40. What kinds of questions should a member ask before making a decision on this request? (2/39-40)

41. In this case, where should the Board or Council look for funds to meet this request? (2/41-42)

Here is another hypothetical case.

The local police administrator comes to your Board or Council and reports that the jail is in need of repair. He requests that \$130,000 be allocated to repair and remodel the facility.

42. Again, what kinds of questions should a member ask before making a decision (2/43-44) on this request?

43. In this case, where should the Board or Council look for funds to meet this request? (2/45-46)

At this point, I would like to hand you a series of items that relate to decision-making. As you will see, each item presents an issue a County Board or City Council is deciding upon and, in each case, two differing views of the issue are sketched. We are interested in which view comes closest to the one you would take were you deciding the issue. (HAND THE RESPONDENT THE FIRST SHEET) Please read through this item. Then, I will ask whether you are like member A, like member B, or whether you are like neither.

44. THE COUNTY BOARD FINANCE COMMITTEE HAS RECOMMENDED THE BOARD DISCONTINUE ALL FINANCIAL SUPPORT GIVEN THE YOUTH SERVICES BUREAU, VOLUNTEERS IN PROBATION AND OTHER COMMUNITY SERVICE PROGRAMS BECAUSE OF A LACK OF FUNDS. (2/47)

ACCORDING TO BOARD MEMBER A, A DECISION ON THE RECOMMENDATION SHOULD BE MADE RIGHT AWAY. HE FEELS THOSE PROGRAMS AFFECTED SHOULD NOT BE LEFT HANGING AS TO WHETHER OR NOT CUTS WILL BE MADE SO THEY HAVE SUFFICIENT LEAD TIME TO DEVELOP ALTERNATIVE SOURCES OF FUNDS.

BOARD MEMBER B FEELS THE DECISION SHOULD BE DEFERRED UNTIL PUBLIC HEARINGS ON THE RECOMMENDATION ARE HELD AND CITIZENS HAVE AN OPPORTUNITY TO MAKE THEIR VIEWS KNOWN TO THE BOARD. HE VALUES CITIZEN PARTICIPATION IN THE DECISION MAKING PROCESS BECAUSE AS HE SEES IT, BOTH THE BOARD AND CITIZENS BENEFIT. WHILE CITIZENS LEARN THE FULL FACTS AND IMPLICATIONS INVOLVED IN A DECISION, THE BOARD IS ABLE TO TAKE A READING ON CITIZEN ATTITUDES AND EXPECTATIONS.

YES

- are you like member A? 1 (SKIP TO Q45)
are you like member B? 2 (SKIP TO Q45)
are you like neither member A nor B? 3
please explain: _____

Now let's look at another situation. Please turn over the sheet..

45. THE CITY COUNCIL IS MEETING ON THE TENTATIVE MUNICIPAL BUDGET. IT PROPOSES POLICEMEN RECEIVE A TWO-STEP INCREASE WHILE FIREMEN WOULD RECEIVE NO RAISE IN PAY DURING THE COMING FISCAL YEAR. (2/48)

COUNCILMAN A REPORTS THE WIDE RANGE IN PROPOSED RAISES FOR CITY EMPLOYEES HAS CAUSED UNREST. HE FEELS ALL MUNICIPAL EMPLOYEES SHOULD BE TREATED ALIKE: IF THE CITY SETTLES WITH ONE GROUP, THE OTHER GROUPS SHOULD RECEIVE NO LESS BUT NO MORE EITHER.

COUNCILMAN B FEELS POLICEMEN AND FIREMEN SHOULD NOT AUTOMATICALLY RECEIVE IDENTICAL RAISES. HE BELIEVES THE COUNCIL MUST LOOK AT ONE GROUP AT A TIME. THE PERFORMANCE AND PRODUCTIVITY OF EACH GROUP SHOULD BE CONSIDERED, HE FEELS, AND ON THAT BASIS PAY INCREASES AWARDED ONLY THOSE DESERVING THEM.

YES

- are you like councilman A? 1 (SKIP TO Q46)
are you like councilman B? 2 (SKIP TO Q46)
are you like neither councilman A nor B? 3
please explain: _____

Now let's look at another situation. HAND THE RESPONDENT THE NEXT SHEET.

46. THE DEPARTMENT OF CORRECTIONS HAS STATED THAT OVERCROWDING IN THE STATE'S CORRECTIONAL FACILITIES IS BECOMING A CRITICAL PROBLEM. ALTERNATIVES TO INSTITUTIONALIZATION ARE BEING DEVELOPED TO HELP SOLVE THE PROBLEM. A COMMUNITY-BASED CORRECTIONAL PROGRAM HAS BEEN PROPOSED FOR YOUR COMMUNITY AS ONE ALTERNATIVE. YOUR BOARD OR COUNCIL IS NOW CONSIDERING A RESOLUTION TO SUPPORT THE PLACEMENT OF THE PROGRAM IN THE COMMUNITY.

MEMBER A DOES NOT WANT A COMMUNITY-BASED CORRECTIONAL PROGRAM IN THE COMMUNITY. HE FEELS IT WILL ULTIMATELY BECOME A FINANCIAL BURDEN ON THE COMMUNITY. MORE-OVER HE BELIEVES IT IS THE STATE'S RESPONSIBILITY TO PUNISH OR REHABILITATE THE CONVICTED FELON. IN ADDITION HE PREDICTS MANY OF THE INMATES WHILE ON RELEASE WILL STAY IN THE COMMUNITY, CREATING PROBLEMS NOT ONLY FOR LOCAL LAW ENFORCEMENT BUT FOR CITIZENS AS WELL WHO WANT A SAFE ENVIRONMENT TO LIVE IN.

MEMBER B LOOKS FORWARD TO HAVING A COMMUNITY-BASED CORRECTIONAL PROGRAM IN THE COMMUNITY SINCE IT GIVES THE COMMUNITY FAR MORE CONTROL OVER WHAT HAPPENS TO THE OFFENDER WHILE HE IS SERVING HIS SENTENCE. AFTER ALL, HE SAYS, THE OFFENDER CAME FROM THE AREA TO BEGIN WITH AND WILL PROBABLY RETURN UPON RELEASE, SO THE COMMUNITY SHOULD HAVE A SAY IN THE CORRECTIONS EXPERIENCE HE UNDERGOES. BESIDES, TAKING THE OFFENDER AWAY FROM HIS FAMILY AND HIS COMMUNITY IS NOT REHABILITATIVE, HE FEELS.

YES

are you like member A? 1 (SKIP TO Q47)
 are you like member B? 2 (SKIP TO Q47)
 are you like neither member A nor B? 3
 please explain: _____

Now let's look at another situation. Please turn over the sheet.

47. THE COUNTY BOARD IS CONSIDERING WHETHER TO APPLY FOR STATE FUNDS TO REMODEL THE SMALL COUNTY JAIL WHICH IS NOW OBSOLETE AND IN POOR REPAIR.

BOARD MEMBER A FEELS THE COUNTY SHOULD BUILD A NEW JAIL TO SERVE THAT COUNTY'S NEEDS. HE PROPOSES THE LOCAL FACILITY INCLUDE A JUVENILE DETENTION CENTER WHERE YOU OFFENDERS CAN BE HELD SEPARATELY FROM THE ADULT POPULATION. HE'S ANXIOUS THE FACILITY BE LOCATED NEAR THE COMMUNITIES FROM WHICH THE MAJORITY OF JUVENILES COME SO THAT, WHILE DETAINED, THEY INTERACT WITH THOSE OF LIKE BACKGROUNDS.

BOARD MEMBER B ALSO FEELS THE COUNTY SHOULD NOT INVEST FURTHER IN THE EXISTING JAIL HOWEVER HE IS OPPOSED TO BUILDING A LOCAL JAIL, FEELING THE COUNTY ALONE CANNOT ADEQUATELY SUPPORT THE FACILITY. INSTEAD HE RECOMMENDS THE COUNTY COLLABORATE WITH TWO OR THREE ADJACENT COUNTIES AND BUILD ONE REGIONAL FACILITY. THAT WAY SUFFICIENT QUALIFIED STAFF AND AN ADEQUATE ARRAY OF PROGRAMS AND SERVICES ARE ASSURED.

YES

are you like member A? 1 (SKIP TO Q48)
 are you like member B? 2 (SKIP TO Q48)
 are you like neither member A nor B? 3
 please explain: _____

Now let's look at another situation. HAND THE RESPONDENT THE LAST SHEET.

48. A CITIZENS GROUP WISHES TO UNDERTAKE A VOLUNTEER EX-OFFENDERS EMPLOYMENT PROJECT. THEY HAVE ASKED THE COUNTY BOARD TO APPROPRIATE FUNDS TO PAY THE SALARY OF THE PROJECT'S COORDINATOR. ANOTHER CITIZENS GROUP HAS MADE A SIMILAR REQUEST. THEY WISH TO HIRE A COORDINATOR FOR A PRETRIAL JUSTICE PROGRAM. HAVING FUNDS AVAILABLE FOR ONLY ONE OF THE TWO, THE BOARD IS DEBATING WHICH TO SUPPORT.

BOARD MEMBER A FAVORS THE PRETRIAL JUSTICE PROGRAM. HE FEELS THE INEQUITIES OCCURRING BETWEEN ARREST AND TRIAL HAVE UP TO NOW BEEN LARGELY OVERLOOKED BY LOCAL GOVERNMENT. A PROGRAM TO INSURE THAT ALL PERSONS ARRESTED IN THE COUNTY RECEIVE THEIR RIGHTS PERTAINING TO PRETRIAL RELEASE, ACCESS TO EFFECTIVE COUNSEL AND A SPEEDY TRIAL IS ESSENTIAL, HE BELIEVES.

BOARD MEMBER B FAVORS THE EX-OFFENDERS EMPLOYMENT PROJECT. HE BELIEVES THE REINTEGRATION OF THE EX-OFFENDER INTO THE COMMUNITY IS BEST ACHIEVED THROUGH HIS FINDING MEANINGFUL EMPLOYMENT. A PROJECT OFFERING VOCATIONAL COUNSELING AND HELP IN LOCATING JOB OPPORTUNITIES WARRANTS, HE FEELS, THE BOARD'S FULL SUPPORT.

YES

are you like member A? 1 (SKIP TO Q49)
 are you like member B? 2 (SKIP TO Q49)
 are you like neither member A nor B? 3
 please explain: _____

Now let's look at one final situation. Please turn over the sheet.

49. THE SHERIFF HAS ASKED THE COUNTY BOARD TO EXTEND ITS SUPPORT OF THE TRIAL CITIZENS CRIME PREVENTION PROGRAM FOR AN ADDITIONAL PERIOD. AN IN-HOUSE EVALUATION DONE BY THE SHERIFF'S DEPARTMENT REPORTED MANY CITIZENS HAD UPGRADED PROTECTIVE DEVICES IN THEIR HOMES AND BUSINESSES. BUT WHILE ADDED ARRESTS WERE MADE THROUGH THE PROGRAM IN ITS FIRST FEW WEEKS, THE ARREST RATE FOR CRIMES AGAINST PROPERTY UNEXPECTEDLY TAPERED OFF THEREAFTER.

BOARD MEMBER A FEELS THAT BEFORE THE PROGRAM IS RENEWED, A SYSTEMATIC STUDY OF WHAT FACTORS MAY HAVE CAUSED THE ARREST RATE TO GO DOWN WHEN IT WAS FULLY EXPECTED TO GO UP SHOULD BE DONE. IT SHOULD BE DETERMINED, HE FEELS, WHETHER THE POLICE HAD LET UP, CITIZENS WERE SO ALERTED THEIR HOMES AND BUSINESSES WERE IMPENETRABLE, OR WHETHER WOULD-BE BURGLARS, AWARE OF THE ALERT, WERE RELUCTANT TO PLY THEIR TRADE. HE SUGGESTS THE COUNTY CONTRACT WITH THE LOCAL UNIVERSITY'S RESEARCH BUREAU TO CARRY OUT SUCH A STUDY AND REPORT ITS FINDINGS.

BOARD MEMBER B BELIEVES CITIZENS CRIME PREVENTION MUST NOT BE LOOKED UPON AS A ONE-SHOT EXPERIMENT. TO BE EFFECTIVE HE FEELS IT MUST BE SPONSORED ON A CONTINUING BASIS. HE CAUTIONS THAT ANY INTERRUPTION OF THE PROGRAM IN ORDER TO STUDY ITS IMPACT TO DATE WILL LIKELY RESULT IN ITS BEING FORGOTTEN BY THE COMMUNITY.

YES

are you like member A? 1 (SKIP TO Q50)
 are you like member B? 2 (SKIP TO Q50)
 are you like neither member A nor B? 3
 please explain: _____

START HERE

In the past, Congress and State Legislatures have prepared several items of legislation related to Criminal Justice.

50. Do the following items establish standards that are legally binding on local Criminal Justice operations? (REPEAT AS NECESSARY)

	YES	NO	DON'T KNOW
a. Illinois Corrections Code	1	2	3
b. County Corrections Act	1	2	3
c. Police Training Act	1	2	3
d. Federal Hatch Act	1	2	3
e. Intergovernment Cooperation Act	1	2	3
f. National Advisory Commission on Criminal Justice Standards and Goals	1	2	3
g. Child Abuse Act	1	2	3
h. Juvenile Court Act	1	2	3
i. Federal Equal Employment Laws	1	2	3
j. Omnibus Crime Control Act	1	2	3
k. Illinois Uniform Crime Reporting Program Act	1	2	3
l. County Ordinances	1	2	3
m. Taft-Hartley Act	1	2	3
n. Harrison Act	1	2	3

→ START HERE IF SKIPPING FROM Q23

51. In relation to Criminal Justice matters, how do you see your role as a local (65-66) government official? (GET SPECIFICS)

52. Intergovernment cooperation is becoming an increasingly common approach to (67-68) criminal justice operations. With this in mind, we would like to know under what circumstances you would recommend collaborating with neighboring communities on multi-jurisdictional Criminal Justice programs, projects or facilities?

53. Would you say that you are very satisfied, somewhat satisfied, somewhat (69) dissatisfied, or very dissatisfied with the quality of Criminal Justice services available to persons living in _____? (CITY/COUNTY)

- VERY SATISFIED-----1.
- SOMEWHAT SATISFIED-----2.
- SOMEWHAT DISSATISFIED-----3.
- VERY DISSATISFIED-----4.
- DON'T KNOW-----5.

54. In relation to Criminal Justice matters at the local government level, what (70-71) would you say are the principal information needs of local government officials?

55. What methods for supplying this information would you recommend? (72-73)

Thank you very much for your time and help. If any one of us at Sangamon State University can assist you or your local government, please consult us. During the next few days, one of my supervisors may contact you for further information.

Fill out the following items immediately after the interview:

56. Sex of respondent (74)
1. Male
2. Female

57. Race of respondent (75)
1. White
2. Nonwhite

58. How would you describe the respondent's attitude toward the interview? (8/68)
1. Friendly and eager
2. Cooperative but not eager
3. Indifferent or bored
4. Hostile
5. Other: _____

59. Did the respondent's understanding of the questions appear to be: (2/69)
1. Good
2. Fair
3. Poor

60. Length of time for interview: Starting time _____ Ending time _____ (2/70-72)
Place conducted: _____
Interviewer: _____
Date: _____

APPENDIX D: SCALES EMPLOYED IN INTERVIEW GUIDE

Facilities Familiarity Index (FFI)

The Facilities Familiarity Index reflected the amount of exposure to the facilities of the criminal justice system. The range for this scale was seven (total exposure to system facilities) to zero (no exposure to system facilities). One point was given for each facility visited. The facilities were: a police station, a sheriff's station, a city jail or lock-up, a county jail, a state prison, a federal prison, and a juvenile detention facility.

Local Facilities Familiarity Index (LFFI)

The Local Facilities Familiarity Index reflected the amount of exposure to the facilities of the local criminal justice system. The range for this scale was five (total exposure) to zero (no exposure). One point was given a respondent for having visited a facility affiliated with his local government unit. The facilities were: a police station, a sheriff's station, a city jail or lock-up, a county jail, and a juvenile detention facility.

Observation Index (OI)

The Observation Index reflected the number of processes or procedures of the criminal justice system a respondent had observed in person. The processes were: an arrest other than traffic, booking, bail setting, preliminary hearing, bench trial, jury trial, sentencing, and parole board hearing. The scoring was accomplished by assigning one (1) point to each process observed and zero (0) points for not having observed the process. The range of the index was eight (8) (witnessed all criminal justice processes) to zero (0) (witnessed none of the processes).

Contact Index (CI)

The Contact Index reflected the degree of the respondent's contact with persons now employed by the local criminal justice system. The respondents were asked, "Since assuming your present office in local government, have you had occasion to confer about Criminal Justice matters with someone now serving as a _____?" The positions were: local law enforcement officer, local prosecutor, local public defender, local judge, and local probation officer. The scoring was accomplished by assigning one point to each contact and zero points for no contact. The range of the scale was five (conferred with persons in all parts of the system) to zero (did not confer with any members of the system).

Local System Familiarity Index (LSFI)

This Index reflected the amount of familiarity with local criminal justice planning units and judicial circuits. One point was assigned for each correct response to the following questions:

- 1) "To aid Criminal Justice planning in the State of Illinois, the

Illinois Law Enforcement Commission has divided the State into regions.
What region is _____ in?
city/county

2) What is the name of the Criminal Justice planner who represents your local region?

3) In what judicial circuit is _____ located?"
city/county

The range of the LSFI was from three (3) to zero (0). The magnitude of the score reflects the number of correct responses to the above mentioned questions.

Reference Services Index (RSI)

The Knowledge of Reference Services Index reflects the amount of familiarity with the National Advisory Commission on Criminal Justice Standards and Goals, the National Institute of Law Enforcement, and the National Criminal Justice Reference Service. One point was assigned if the respondent indicated he had heard of the service. The range of the scale was three (3) (familiar with all three reference services) to zero (0) (familiar with none of the three reference services).

Publications Index (PI)

The Publications Index reflected the respondent's knowledge of publications useful in criminal justice decision making. Respondents were asked what documents they would use to obtain information concerning: a) population trends in their jurisdiction; b) crime trends in their jurisdiction; c) laws related to police training; d) potential funding sources for criminal justice projects; e) criminal laws of the state; f) criminal justice planning in their region; g) local ordinances; and h) innovations within the criminal justice system. The scoring assigned one point for mentioning one correct publication in response to each of the above. The range of the scale was eight (8) to zero (0).

Crime Index (CI)

The Crime Index was designed to reflect the respondent's knowledge of local crime trends. The index contained two questions. The scoring was accomplished by assigning one point to each correct response and zero points to each incorrect response. The scale ranged from two (2) to zero (0). The questions were:

1) "What is the most common type of crime committed in _____ ?
city/county

2) Comparing 1975 with 1974, would you say the number of crimes reported to have occurred within _____ increased, remained the same, or decreased?"
city/county

Legal Knowledge Index (LKI)

This scale reflected the respondent's knowledge of which laws establish standards that are legally binding on local criminal justice operations. The scoring was accomplished by assigning one point for each correct answer and zero points for each incorrect answer. The range of the index was fourteen (14) to zero (0). The items composing the index were:

- a. Illinois Corrections Code
- b. County Corrections Act
- c. Police Training Act
- d. Federal Hatch Act
- e. Intergovernment Cooperation Act
- f. National Advisory Commission on Criminal Justice Standards and Goals
- g. Child Abuse Act
- h. Juvenile Court Act
- i. Federal Equal Employment Laws
- j. Omnibus Crime Control Act
- k. Illinois Uniform Crime Reporting Program Act
- l. County Ordinances
- m. Taft-Hartley Act
- n. Harrison Act

APPENDIX E: STATISTICS USED IN THE STUDY

Statistical analysis of the data involved the difference-between-two-means test, analysis of variance (ANOVA), product-moment correlation and Chi square. The following paragraphs describe their use.

"Difference-between-two-means" refers to a series of techniques which allow the statistician to determine whether or not the difference between X_1 (mean of group one) and X_2 (mean of group two) is statistically significant. Usually a "t" or "F" test is used to test the null hypothesis that the means are alike.*

ANOVA is an extension of the "t" test. It allows the simultaneous comparison of multiple means in order to decide whether some statistical relation exists between the experimental and the dependent variables. A one-way analysis of variance (i.e., comparison of sample groups differing systematically in only one way) was employed in this study. The null hypothesis tested is:

$$H_0: \mu_1 = \mu_2 \dots \mu_j$$

If the null hypothesis is rejected, one can conclude the population means differ significantly.**

The values of the correlation coefficient lie between +1.00, denoting perfect positive correlation (i.e., if there is an increase or decrease in one variable, there will be a corresponding increase or decrease in the other variable) and -1.00, denoting perfect negative correlation (i.e., if there is an increase or decrease in one variable, there will be an inverse decrease or increase in the other variable). A correlation coefficient of zero (0) indicates no relationship between the variables. Finding a non-zero correlation coefficient between two variables does not necessarily mean that the relationship is significant. Using a form of the "t" test, the significance of a particular correlation coefficient can be determined.

Chi square is a common non-parametric statistical technique. It may be used as a goodness-of-fit test but it is also employed as a test of significance. In this study, it was used in the latter capacity. Two or more empirical distributions were compared by formulating a null hypothesis that the distributions are homogeneous (alike). The Chi square statistic measures the difference between the observed frequencies and those expected under the null hypothesis. As these differences increase, the value of Chi square increases and the null hypothesis becomes less tenable.

*Researchers commonly employ two types of hypotheses. The hypotheses stated in Section I of this report could be called research hypotheses. Often based upon a theory and extensive search of the literature, research hypotheses are formulations usually about a relationship between two or more variables. The researcher usually constructs a statistical hypothesis in addition to enable him to evaluate his research hypothesis. Most statistical hypotheses are stated in the null form (i.e., statements of no relationship among variables or no difference between them).

**William L. Hays, Statistics (New York: Holt, Rinehart & Winston, Inc., 1963), p. 356ff.

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