

**Research and program evaluation in Illinois:
Studies on drug abuse and violent crime**

**Evaluation of the Kankakee
Metropolitan Enforcement Group**

December 2000

Prepared by
Justice Research Associates

Evaluation funded by
Illinois Criminal Justice
Information Authority



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

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By

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Executive Summary

In January, 1998 the Kankakee Metropolitan Enforcement Group (KMEG) underwent substantial change. In response to rising crime rates and increasing concern over drug dealing and its attendant negative consequences for neighborhoods, the MEG changed its focus. Historically, most MEGs conduct long-term undercover investigations designed to target high-level drug dealers. However, the sheriff of Kankakee County and the chief of the Kankakee Police Department determined that the long-term viability of neighborhoods and public safety concerns of residents would be better met under a reconfigured MEG. An "overt" problem oriented unit was formed and staffed with about two-thirds of the total MEG staff. The focus of this group, which would work in coordination with the traditional undercover unit, was to be on street drug sales and the nuisances created by such activities.

In 1998, Justice Research Associates began a preliminary assessment of KMEG to determine if there was substance for a full evaluation. The full report of the evaluation summarizes nearly two years of work evaluating the KMEG unit. The evaluation included more than 100 observations of the KMEG unit, and nearly fifty interviews with police, sheriffs, community residents, key leaders, and representatives of the state's attorney's office. We also examined all KMEG overt unit arrest records, state's attorney records, and the chronic nuisance abatement enforcement records.

The results of our evaluation document that the refocussed KMEG unit was extremely productive, with significant increases in investigations, arrests and convictions compared to the traditional unit. The majority of arrests resulted in a prosecution, and the majority of prosecutions led to convictions. The majority of convictions resulted in some

form of court supervision, with a large fraction of offenders receiving time in the Illinois Department of Corrections. A special focus of this evaluation was the attention paid to the enforcement of the Chronic Nuisance Abatement Ordinance. Nearly 600 cases of this enforcement were documented. This proved a very useful method for the city to deal with the high volume of renter occupied property and the sometimes troublesome tenants who rent many of those properties. Citizens were aware of KMEG and the chronic nuisance abatement ordinance, and were generally very supportive of the refocused MEG unit.

We found evidence that the change in focus was sustainable over time, and that it was possible for the MEG to establish and maintain positive relationships with other police jurisdictions. This evaluation closes with a discussion of best practices for other jurisdictions considering a shift in the orientation of their MEG units. The need to understand the dynamics of a local community rank at the top of any best practices list for activities such as those engaged in by KMEG.

1. Description of KMEG

Multi-jurisdictional or metropolitan enforcement groups (MEGs) have enjoyed broad acceptance across the nation. Indeed, nearly every state, including Illinois has implemented task forces of some nature. Task forces include at least three general elements:

- the acknowledged link between substance abuse, crime and the quality of life,
- the response of a multi-agency, multi-jurisdictional criminal justice model, and,
- a community-wide effort that enlists community-based involvement in crime prevention.

The use of metropolitan enforcement groups reflects the understanding that crime does not conform to narrowly defined geographic boundaries such as cities or counties, and that effective law enforcement requires the integration and effective coordination of law enforcement efforts that cross geographic boundaries. It is estimated that more than 800 such task forces have been formed across the country. These task forces focus on a number of well-defined crime problems, most notably drug arrests (Schlegel and McGarrell, 1991; Public Policy Research Centers, 1995). Successful enforcement groups must be designed to respond to specific problems that reflect an understanding of the context in which those problems occur (Eck, 1990) and maintain a flexibility to change as the nature of problems changes. In addition, multi-agency interventions include a variety of law enforcement tactics, and face the task of balancing the interests and abilities of independent agencies.

Schlegel and McGarrell (1991) have conducted the most intensive evaluation of multi-jurisdictional task force programs. Their study of arrest practices and organizational relationships in a multi-county Indiana task force determined that the task force affected the focus of law enforcement in two areas -- it shifted attention away from

marijuana to cocaine, and away from drug possession to drug dealing. They found that the task force was important in pursuing high level cases, especially those that involved drug organizations. The organizational structure of the task force was effective in enhancing communication among the agencies involved in the initiative, a key outcome linked to successes in enforcement. They attribute the success of the implementation to congruence between the goals of the program and the interests of participating personnel. This congruence was aided by regular communication among the partners. In addition, an adequate level of funding was necessary for successful implementation. These lessons are important for our understanding of the Kankakee Metropolitan Enforcement Group (KMEG), a unit that serves the approximately 130,000 residents of Kankakee and Iroquois counties.

There were two significant changes that led to the change in the KMEG unit, a unit that had been active since the late 1970's (Illinois Criminal Justice Information Authority, 1997). These two factors were enhanced relationships among law enforcement agencies, and better bridges between the police and neighborhood residents. At its formation, this unit engaged in traditional MEG activities, using long-term surveillance and covert activities to build drug cases for prosecution in the Kankakee metropolitan area. The typical focus was on long-term investigations that utilized covert investigation techniques to bring high-level drug dealers to prosecution. However, the MEG unit changed substantially in January 1998, adopting a proactive problem solving approach, in part a consequence of folding in the problem oriented policing (POP) unit. The hallmark of this new approach was a shift in emphasis toward street suppression and rapid response to neighborhood complaints. As a consequence, more observable law

enforcement operations have become the primary activity of the unit. As a result of these changes, KMEG has been involved in activities such as nuisance abatement, responding to immediate neighborhood concerns over minor crimes, and reverse buy and bust activities that focus on short-term neighborhood problems rather than long-term undercover operations.

In late 1997, the chief of the Kankakee Police Department and sheriff met to discuss the future of their commitment to the MEG. They determined that the structure of the MEG no longer met the needs of the community for rapid response to neighborhood problems. As the Kankakee Police Chief succinctly noted in a July 1998 interview, the citizen who calls about drug sales or disorder in front of their house wants an immediate response from the police not a nine-month undercover operation that results in a conviction never communicated to the complaining citizen. Citizens want these things in part because the undercover investigation takes so long, as well as because another drug dealer is ready to step up and replace the one that was arrested. As a consequence of this commitment to responding to citizen concerns and engaging in direct community problem solving, the KMEG Policy Board¹ voted to add three tactical/problem-solving teams to KMEG, nearly doubling its size in early 1998. (The document outlining the proposed realignment of KMEG is included as Appendix 1). This change received strong political support in the city of Kankakee, whose police department had the largest commitment of officers. Support was particularly strong from the mayor of Kankakee. Initially, support from the Board of Aldermen was lukewarm, but over time their support has increased dramatically. The policy board has been

¹ Policy Board members include the ISP district commander, the chiefs of the Kankakee, Grant Park, and Bourbonnais police departments, the Kankakee sheriff, and the state's attorney.

adamant that the POP unit (also known as the overt unit or tactical team) would not have desks, as their commitment was to be on the street. This reflects the commitment to having the unit on the street as much as possible and disassociating the unit from traditional investigative activities and workstyles (especially responding to radio calls) as much as possible.

The problem solving unit was complimented by a Directed Case Unit, comprised of three to four officers who were to engage in controlled drug buys in the way that the MEG traditionally did. The KMEG unit was to have eighteen total officers. Seven or eight of the officers were to come from the Kankakee Police Department, six from the sheriff, two or three from the Illinois State Police, one or two from Grant Park and one or two from Bourbonnais. The City of Bradley joined the MEG in 1999. Functionally, the overt unit was to maintain very close contact with the deputy chief of the Kankakee Police Department and the chief of detectives for the Kankakee County Sheriff's Department. A sergeant from the Kankakee Police Department and another sergeant from the Grant Park Police Department serve as the street sergeants responsible for the daily operation of the unit. Each sergeant maintains daily personal contact with either the Kankakee Police Department or the Sheriff's Department in an effort to respond to problems reported by citizens and patrol officers. The sergeant then communicates to the officers in the MEG the targets of activity for a specific evening, whether those targets were individuals wanted on warrants, suspected of drug deals, under surveillance, or whether they would focus on a specific address or location, or an activity such as a county fair.

Funding for the KMEG intervention provides for a dedicated assistant state's attorney for state level cases, and a city attorney is available for prosecuting city cases. The city attorney is responsible for the prosecution of ordinance violations, particularly those that occur in conjunction with the Chronic Nuisance and Nuisance Abatement ordinance. The assistant state's attorney has responsibility for all state cases (felony and misdemeanor) that are made by KMEG officers.

KMEG is distinctive for a number of structural and operational reasons. First, the MEG Director is a member of the Kankakee Police Department, not the Illinois State Police. Traditionally, an ISP officer is the MEG director, a practice that occurs in nearly every other MEG in the state. Second, the detailed reporting system used by the Illinois State Police has been replaced by the overt unit in favor of a simplified reporting process that, in the eyes of the Kankakee police chief and the sheriff, allows officers to spend more time on the street and less time completing paperwork. It is the stated preference of the Illinois State Police that usual paperwork procedures be followed. Perhaps as a consequence of instituting a new reporting system, the Illinois State Police has declined to name local officers assigned to KMEG as inspectors, as is traditionally done in other MEGs around the state. The primary impact of this is that officers assigned to KMEG who are not State Police are no longer indemnified through the ISP indemnification procedures. To date, this has not been an issue in any cases or complaints.

Operationally, KMEG is quite distinctive from traditional MEGs. The former Kankakee Chief identified four specific goals for KMEG: (1) to have an impact on drug and crime through the use of traditional methods and civil sanctions, (2) to be responsive to the needs of local law enforcement agencies, (3) to introduce and integrate innovative

strategies against gangs and drugs, and (4) to respond to the needs of communities who contribute officers to the MEG, as identified by residents of those communities. The overt unit within the MEG utilizes a number of characteristics and tactics that distinguish it from traditional MEG activities. It is flexible; available to redirect its attention from ongoing activities to more immediate concerns identified by residents or local law enforcement. All individuals within law enforcement that we interviewed as part of this evaluation view this as a key to its operation. The MEG is available for deployment at the "right" times (i.e., high crime) working from 5 p.m. till 2 a.m. A typical shift begins with a brief squad meeting during which the sergeant relays the addresses of nuisance calls, concerns about disorder in neighborhoods or at specific addresses, or drug dealing. New information from patrol officers or citizen calls for service is provided to officers at this time, and they are sent out to the streets. If specific addresses or problems are lacking (something that doesn't happen very often), officers engage in aggressive preventive patrol, including such tactics as street stops, warrant checks, and neighborhood surveillance. In addition, the overt unit is equipped with four wheel ATV's that are quite effective in providing quick and flexible access to neighborhoods.

The use of nuisance abatement may prove to be an effective law enforcement response in an area like Kankakee County, where street suppression alone has been less effective than law enforcement and community residents desire. Rapid response to community concerns was a primary goal of the reorganized KMEG unit. Many law enforcement leaders told us that they were faced with demands from citizens to do something about the problems in neighborhoods, problems that had deep roots and often resulted in minor forms of crime as well as serious crime. Doing something, from the

standpoint of residents, did not include waiting for an undercover operation to conclude in several months without feedback to the residents. Citizens wanted law enforcement units that could respond quickly and resolve problems, and thereby gain their confidence. Interestingly, local law enforcement faced this problem in a different way than did the Illinois State Police, headquartered in Springfield. Police chiefs, sheriffs, and elected officials face their constituencies daily. ISP commanders, are for the most part, insulated from these day-to-day concerns, and as a consequence can focus on long-term strategies. This is a luxury not afforded local officials. One question to be resolved is the balance to be struck between long-term and short-term strategies. In the end, this may be a question of values as much as it is of law enforcement outcomes, for departments have to determine the appropriate balance between the short-term and long-term needs of their communities. However, in communities faced with crime and disorder on the magnitude of Kankakee, it may be that addressing short-term crime and disorder concerns is the most appropriate strategy.

The realignment of KMEG created an interesting organizational structure. KMEG integrates approaches already being used and supported by the Kankakee Police Department and the Kankakee County Sheriff's Department. City problem oriented policing units and the county gang tactical unit have been integrated with the existing MEG structure to form the new MEG. Cross-assignment of city officers to county enforcement functions, and vice versa, were proposed to meet the need for cross-training and co-enforcement, generating greater understanding of local problems, and integrating law enforcement in the region. To date the co-training and co-enforcement have not been

high priorities of the MEG, but the integration of functions and attention across jurisdiction have operated quite smoothly.

The role of the Illinois State Police, both in staffing and leading the covert unit, adds an additional organizational layer to the complex law enforcement response crafted in Kankakee County. The success of this reconfigured law enforcement response depends, to a great extent, on the degree to which successful communication occurs within the unit, between the unit and the community, between the unit and other law enforcement officers in the region, and with command staff. The mechanisms for that communication are in place, and by and large, seem to be working effectively.

2. Description of Kankakee County

Kankakee, Illinois is a medium-sized town of approximately 28,000 residents. It has experienced many of the crime and social problems that plague larger cities. Shifts in the local economy led to the exit of several of the largest employers in the 1980's. The exit of steady, high-wage jobs had a number of negative economic consequences for the city, including the creation of a large proportion of rental properties, increased poverty, a declining tax base, and decreased city revenues to provide services and respond to these problems. It would not be an exaggeration to conclude that in many respects the social and economic problems faced in Kankakee are a microcosm of those faced by larger cities such as Chicago and St. Louis.

One consequence of the demographic shift in the population was a dramatic increase in the fraction of renter-occupied properties. The director of the Kankakee Development Corporation estimated that, as of 1998, as much as two-thirds of the residences in many Kankakee neighborhoods were renter occupied. As a consequence of

these changes, the city of Kankakee experienced dramatic increases in crime, particularly violent crime. Homicide rates escalated to near 100 per 100,000 residents, and the Kankakee homicide rate ranked among the highest in the state of Illinois. In addition, a large backlog of unsolved homicide cases piled up, and many residents lost confidence in the police department. The crime rate was of major concern as it encouraged population movement away from the city and also spurred economic dis-investment in the city.

One consequence of this cycle of neglect and distrust was the increasing backlog of unsolved homicide cases. Between 1990 and 1995 77 homicides took place in the city of Kankakee, 49 of them were unsolved. With a clearance rate of 35 percent, Kankakee fell far short of national clearance levels for homicide. The great majority of these cases involved African-American victims and suspects, and the majority involved drugs, gangs and guns. This pattern occurred against an upward spiral of violence in Kankakee. By the mid-1990's, the homicide rate in the city of Kankakee had risen to over 80 per 100,000. This compared to a national homicide rate of just over 8 per 100,000, and a rate in Chicago in the range of 30 per 100,000. By any measure, homicide in Kankakee had spiraled out of control, certainly well beyond the control of local law enforcement.

It is against this backdrop that a new chief of police was named in the city of Kankakee in July 1994. The new chief was selected from outside the department and the area. The selection of an outsider as chief was significant, as it indicated a desire on the part of the mayor to change the direction of the department. The new chief served a full career in the Illinois State Police (ISP), culminating in his term as director of the Bureau of Investigation. In addition to being a reformer, he brought a strong community policing and problem solving orientation to the job. One of his first acts was to secure funding for

the creation of a task force to try and solve the backlog of homicide cases. The Violent Crime Task force was funded by the Illinois Criminal Justice Information Authority (Authority) through federal Anti-Drug Abuse Act funds in July 1995 to address the problems of violent and drug crime in Kankakee. The funding of this task force was significant for Kankakee, as it represented a commitment of federal funds channeled through a state agency to address the city's crime problems and garnered the attention of the Authority for this and other problems.

The chief initiated a number of innovative programs in the city, including the formation of a Problem Oriented Policing (POP) unit, enhanced training for problem solving policing, a Citizen's Police Academy, and Landlord Training. The Citizens Police Academy has been at the forefront of enhanced relationships with neighborhoods and the citizens of Kankakee, as it engaged them in crime prevention and law enforcement support roles, and provided training and support for citizens interested working toward safer neighborhood. The Violent Crime Task Force also provided an opportunity to enhance the relationship between the Kankakee Police Department and a number of important law enforcement institutions in the area, as well as to make a symbolic statement to citizens about the importance of solving crimes.

The increase in crime in Kankakee in the early 1990's was quite dramatic. Between 1992 and 1994, the city of Kankakee experienced a 100 percent increase in homicides, going from 11 in 1992 to 22 in 1994. In addition, the rate of violent crime in the city was one of the highest in the state, more than double the statewide rate, and higher than many larger cities such as Bloomington, Peoria, Rockford and Springfield. It exceeded that of Chicago by a factor of nearly two to one. Specifically, in 1994, the

homicide rate in Kankakee was 80 per 100,00 while in Chicago it was 33 per 100,000. The state of Illinois recorded a homicide rate of 11 per 100,000 for that year, just above the national rate. The increase in the homicide rate in Kankakee was also dramatic, spiking from 30 per 100,000 in 1989 and 1990 to its 1994 peak of 80 per 100,000.

At the same time the rates increased, the police found themselves solving fewer crimes. All of the murder in the city and county of Kankakee were cleared by arrest in 1990. However, by 1994 these figures declined dramatically and only 45 percent (10 out of 22) murders were cleared in the city and 50 percent (13 out of 26) in the county were cleared by arrest. Between 1988 and 1994 only 21 of the 77 homicides committed in the city of were solved, a clearance rate of 35 percent. Clearance rate for other violent crimes also declined in the early 1990's. For robberies, the 1990 clearance rate was 7 percent, a number that dipped to 2 percent by 1992. The clearance rates for criminal sexual assault (from 54% to 30%) and aggravated assaults (32% to 22%) declined between 1990 and 1992. These figures do not compare favorably to the statewide average clearance rates for homicide (60%), robbery (23%), criminal sexual assault (44%) and aggravated assault (60%). By any measure, the sudden spike in homicide rates specifically, and violent crime generally in Kankakee taxed the criminal justice system beyond its capacity to respond. The inability to clear offenses led to decreased confidence in the police by residents, many of whom either moved or lost faith in the ability of government to protect them.

Further complicating the picture of violent crime in Kankakee was the changing nature of those offenses. Interview and media data indicate that much of the increase in violent offenses was due to gang activity and drug trafficking -- some from Chicago --

and that these cases were more complex to solve, requiring more detailed investigation and prosecution strategies. Many of the offenses were closely linked to the local drug market, and it appears that a notable fraction of violent crime in the early 1990's was related to battles over drug territory. Thus addressing drug problems proactively was a strategy that responded to both the short-term causes of the local crime problem, as well as providing a handle for addressing the underlying causes of the crime problem. These changes in the nature of crime in Kankakee played a key role in reorganizing the MEG to focus more directly on street suppression.

These rapid and dramatic changes in levels of crime took place against the backdrop of a local criminal justice system and community that was ill-prepared to cope with these events. The criminal justice system in Kankakee reflected local values and concerns and like many communities responded reactively when the influx of gangs, drug sales and firearms came to town. The Kankakee police department has 69 sworn personnel and 23 civilians; there is 1 deputy chief, 8 lieutenants, 10 sergeants, and 48 patrol officers. The department included a number of traditional divisions, including patrol, juvenile, motor pool, stolen auto, a POP unit, and an evidence section. The mayor appoints the chief, and the city of Kankakee has an elective system with a strong mayor and a city council. Prosecution of felony and misdemeanor cases is the responsibility of an elected state's attorney. The 1994 election brought a new state's attorney to office, and this individual participated in many of the changes that took place in the local criminal justice system, serving on the policy board for KMEG among other things.

3. Research Methodology

We have implemented a research strategy that seeks to provide useful information for both the local community as well as the Illinois Criminal Justice Authority. It is our intention to benchmark the MEG, that is to provide a description of its activities, structure and outputs that will be useful for the local community, the Authority, and the state of Illinois. This approach is premised on our five years of prior experience and knowledge in Kankakee working with the MEG unit and the VCTF evaluation. In the past five-year, members of the JRA research team have made more than 150 site visits to Kankakee. Members of the JRA team met with representatives of the ICJIA in December, 1998 and members of KMEG in January, 1999 to better understand their concerns and interests for a further evaluation. It is against this backdrop that our evaluation proceeds.

The first research question proposes an analysis of the covert unit and the relationship between the covert unit and the overt unit. Understanding the relationship between the covert and overt units is important to an understanding of the dynamics of the MEG. Unless the two groups work in coordination with each other, especially sharing information, discussing cases, or solving problems in neighborhoods, it is unlikely that the MEG unit will achieve its ambitious goals. In this context we interviewed and observed officers on both the overt and covert sides of the MEG. Interviews were conducted with Policy Board members, such as the Kankakee sheriff, local chiefs of police, and state police supervisors, as well as unit supervisors and officers. In addition, we conducted dozens of observations, via ride-alongs, of the operation of the overt side of the MEG. In this regard, we conducted an ambitious research platform and saw the units in action on a large number of occasions. We are

confident that we saw a broad range of activities within the MEG owing to the amount of time spent on this task and to our positive relationships with members of the overt and covert units.

The second research question in the evaluation called for examining relationships between the KMEG unit, local police departments and the community, as well as perceptions of officers who do not participate in KMEG. This was an ambitious undertaking, as there are numerous "communities" and participating law enforcement units. We were able to reach this goal, in part, because of our experience working with many of these groups. Our methodology to address this question was to interview patrol officers from the Kankakee Police Department who did not participate in KMEG. This allowed us to assess the differences between participating officers and officers who do not participate directly in KMEG. In addition, we observed KMEG Policy Board meetings in February and August of 1999.

This research question also called for examining relationships between KMEG and the community. We proposed to do this through a variety of mechanisms. The first was to conduct interviews with key community leaders. We selected leaders (elected, appointed, and neighborhood) from several of the participating communities. In addition, we attended and observed a neighborhood meeting, and spoke with the mayor and members of the county council.

The third research question focused on the analysis of nuisance abatement activities, landlord participation and outcome of abatement cases. These issues were examined primarily through the use of secondary data. In each nuisance abatement case,

a record of the letter to the landlord and the resident is kept by KMEG. We also examined the impact of the nuisance abatement process through landlord interviews.

The fourth research question concerned the sustainability of the KMEG unit in its current form. We examined changes in KMEG staff, focus of operations, and budget. This includes the participation of other municipalities in the area, level of commitment to the unit, and dollars dedicated to KMEG. These tasks were accomplished through interviews with some of the participating chiefs and the sheriff.

It is important to document the enforcement activities of the MEG unit before and after its reorganization. After all, the MEG was changed primarily to respond to crime problems in Kankakee. It is important not to lose sight of this key function of the MEG. We look at this issue as well as the processing of cases through the criminal justice system as the topic examined in the fifth research question. In the first part of this analysis, we examine a number of important criminal justice response measures including narcotics investigations opened, arrests, convictions, sentences, and guns seized by the unit. We examine these issues over time, comparing the effectiveness of the MEG before and after its reorganization. Monthly measures for each of these outcomes are examined. For KMEG to achieve program goals, the state's attorney and local prosecutor must be supportive of the approach taken by the task force. For this reason, we examined case level data and the specific outcomes of KMEG cases. This was done by using the monthly arrest logs from KMEG and following the processing and outcomes of those cases through the criminal justice processes from arrest through disposition.

The sixth research question examined the perceived quality of KMEG cases by the state's attorney's office and the city attorney. It is possible for the KMEG unit to

sweep up a large number of troublesome individuals whose cases are routinely rejected for prosecution by either the city or the state. This would not be a desirable outcome for such enforcement activities. As a consequence of this, we interviewed both the state's attorney and city attorney responsible for KMEG cases to determine their perceptions of the quality of such cases for prosecution. We have followed a similar procedure in our prior evaluations, and it has provided useful insights. We asked questions regarding the perceived legal merits of task force cases, including identifying their strengths and weaknesses and how those attributes may be related to the operation of the KMEG unit itself.

MEG units across the country are changing, and Illinois is no exception. Indeed, we believe that the Kankakee Metropolitan Enforcement Group is at the forefront of such changes. In the conclusion to this report we present an analysis of those factors that contributed to the success of the unit as well as obstacles for achieving its goals. Here we present a series of "best practices" that may serve as a guide for other jurisdictions to consider for implementing change in the orientation or structure of their MEGs.

4. Findings

The findings from our study are organized around six key research questions. These questions were developed in conjunction with the Illinois Criminal Justice Information Authority in the course of a preliminary assessment of the MEG unit in Kankakee, and a subsequent meeting with personnel from the MEG and the Authority. The questions assess both process and impact issues. In addition, the research questions measure the broad involvement of citizens, community groups, public officials and the criminal justice system overall.

Relations between the overt and covert units.

The first research question presents an analysis of the covert unit and the relationship between the covert unit and the overt unit. This research question was assessed by observations of the two units in their office space, as well as interviews conducted with command staff internal to and external to the KMEG unit. In addition, this research question is addressed with data collected from ride-alongs.

Although the overt and covert units of the KMEG are housed in the same building, the two units generally operate as separate agencies. In the entire time that the research team conducted site visits, the overt and cover units operated together "in the field" on only a few occasions. Our observations and interviews convince us that these joint operations were the exception rather than the rule. Despite this, the two groups shared a great deal of information on a regular basis. The overt and covert units were designed to perform two separate functions, and the type of work performed by the covert unit almost dictated that the two units remained separate. Unlike the overt unit, whose identity is known to most street criminals, the covert unit was successful to the degree that it was able to remain anonymous to offenders and the community. During our frequent ride-alongs with the overt unit, shouts of "police" or "5-0" would be heard frequently during street patrol. The unmarked, black, police vehicles used by the overt KMEG unit soon became as recognizable to the street criminals as marked patrol cars. Because of its aggressive approach and direct personal contact with suspects, individuals soon learned that the black police cars were on the streets looking specifically for drug activity, while the marked police cars were handling all of the other police calls. Therefore, the black police cars became more threatening to the drug dealing business,

especially as that business was visible, than the marked police cars. Many of the individuals involved in street drug sales and other open forms of criminality were also very familiar with the names and identity of the overt KMEG officers, due to the frequency of contact with the officers and their visibility.

We did not have the same level or nature of contact with officers in the covert squad as we did with officers in the overt squad. Most of the contact with the covert officers on the part of the research team occurred inside the KMEG office. When the covert officers were on the street, they went to great lengths to conceal their identity. Overt KMEG officer meetings with criminals and informants were never held inside the KMEG office, since there was a possibility that a covert officer could be inside. The actual KMEG office is also unmarked on the outside, so that officers working on the inside can enter and exit less visibly. Covert officers did not take home the unmarked, black police cars like the overt officers, and they also used their personal cars when they were involved with an overt case on the street so as to better protect their identity. These differing functions did not prevent information sharing, the development of joint expertise, or camaraderie between the units.

As we noted above, even though there was not a great deal of interaction between the two units on specific cases, the covert and overt units did share a great deal of information. At roll call each evening, the overt unit was kept apprised of the current cases being investigated by the covert unit, and the covert unit would receive information about the overt unit activities when they arrived to work each morning. Part of the lack of interaction between the two units was due to the different work schedules. The nature of the assignments for the overt unit dictated that they work when most of the street crime

was occurring; between 4:30 p.m. and 2 a.m. The covert unit, however, performed most of its work during normal business hours. It was generally the case that when the overt unit arrived for their work shift, most of the covert officers would already be gone for the day. The overt unit even used the desks of the covert officers to write their reports and perform their nightly paperwork.

Although it was our original intent to perform several ride-alongs with the covert unit, this did not occur during our evaluation. Part of this was due to the fact that members of the research team soon became too recognizable to the leading street criminals from the ride-along activity with the overt unit. Thus, conducting such ride-alongs would have compromised the identity of covert unit officers. Second, the covert work activity was also not as predictable as the overt work activity, and therefore, scheduling ride-alongs with the covert unit was more difficult. As such, patrolling was not as crucial an element of the work of this unit as it was for the overt unit. For example, the overt unit had the ability to schedule the days that they were going to perform their search warrants and special prostitution raids. Ride-alongs were scheduled so as to maximize the observations of these events. However, there was another advantage to the overt schedule. If, for some reason, one of the scheduled search warrants was cancelled, the overt unit could quickly convert their evening into street patrol. This provided the researcher with adequate field observations. The same was not true for the covert unit. If a scheduled activity for the covert unit was cancelled at the last minute, the rest of the day could easily be spent in the KMEG office, following-up on leads and gathering information. Therefore, the researcher would not have as many activities to observe. This methodological point illustrates important differences in

function and focus between the two units. The short-term focus of the overt street suppression unit stands in direct contrast to the long-term orientation of the covert unit.

The different schedules of the overt and covert unit became a point of concern for the overt unit supervisors on a few occasions. We became aware of instances in which the overt unit became aware of or took into custody an individual involved in drug sales that was willing to "roll over" or "flip" on someone else higher up the chain. However, the absence of a covert officer prevented doing this on a more immediate basis, and an opportunity may have been lost. It may be worth considering the use of a covert officer who is "on-call" when the overt unit is on the street. Through speaking with the supervisors of the overt, street-suppression unit, we learned that one of their goals was to get the major drug dealers off the streets. Although the overt KMEG unit had been redesigned to act quickly upon the street criminals, the overall goal of prosecuting the major dealers remained. Supervisors of the overt unit told us that the best way of accomplishing this goal was to have a street criminal quickly "roll over" on one of their friends. However, the overt unit needed a covert officer to accomplish this goal, and this could only occur if a covert officer was available. An example may clarify this point. If the overt unit arrested an individual for drug possession that individual would routinely be asked from whom he obtained the drugs, and if he was willing to help incarcerate the supplying individual for some consideration in his own drug charge. If the arrested individual was willing to cooperate, the help of a covert officer was required. The covert officer would brief the arrested individual regarding the rules and regulations of his cooperation. The covert officer would also determine if the named supplier was worth the reduction of charges received by the arrested individual (If the named supplier was

not a major dealer, the deal would not take place). The covert unit also has access to a larger amount of “buy money” (This is required for these cases, so the arrested individual can purchase a larger amount of drugs).

These interactions could take place the day after the individual was arrested, but for several reasons, the quicker the covert KMEG involvement, the better. First, word on the street travels fast, and once an individual is seen inside the county jail, the person he is trying to “roll over” on is going to be less likely to deal with him. However, if a deal can be reached within an hour of the original arrest, the selling individual is going to be much less suspicious. Second, the overt supervisors stated that it has been their experience that individuals are more likely to perform this activity right after arrest, not after they have spent the night in jail with some time to think things over. Therefore, it works to the advantage of the overt supervisors to get the covert unit involved before the arrested individual changes his mind. This is all dependent upon the availability of a covert officer, however. Because most of these situations arise after the work schedule of the covert KMEG unit, it would be helpful for the overt unit if a covert officer was available to perform such functions.

Relationships between KMEG, Police, and the Community

The second research question also examines the relationship between the KMEG unit, local police departments, and perceptions of police officers who do not participate in KMEG, as well as perceptions of the community. The first part of our findings examines the officer perceptions. We are trying to understand two things through these interviews: 1) What is the nature of interaction between city patrol officers and KMEG? 2) How do city patrol officers perceive KMEG?

We conducted interviews during ride-alongs with 22 officers in the Kankakee Police department during spring of 2000. These interviews were used to assess the perceptions of the MEG unit by officers who did not serve in the MEG itself. The decision was made to conduct these interviews with officers in the Kankakee Police Department owing to the concentration of officers from Kankakee in the MEG unit and the concern that fewer officers from other departments were participating in the MEG and that they therefore were not familiar with the MEG.

Each officer was interviewed separately, and asked about their knowledge and opinion of the KMEG unit. In all, 22 officers were interviewed from the second and third shifts. These two shifts were chosen for interviews because their work schedules coincided, at least partially, with the schedule of the KMEG officers. Because first shift officers have little or no contact with the KMEG officers, we chose to concentrate on officers from the other two shifts. The interviews were conducted to follow a questionnaire specifically developed for this purpose. The questionnaire is included at the conclusion of this report.

The first issue we assessed was how often officers interacted with KMEG during regular patrol. Answers to this question varied from officer to officer, and were based on the area of the city that the officer was usually assigned. Some officers stated that they rarely interacted with the unit, while officers assigned to the north side of the city stated that they interacted with the unit 5-7 times an evening. Interaction was defined as any event in which a city police officer had contact with a KMEG officer. This included information sharing, as well as back up on the street. Most city police officers have some sort of interaction with the KMEG unit two or three times an evening that involve routine

information sharing and backup. Other interactions included information sharing, providing assistance on emergency calls and "hot calls" (calls that require immediate back up), assisting in crowd control, transportation of arrested individuals, and one officer mentioned assistance with a prostitution sting.

We next asked who initiated the interaction between the units. Most officers stated that it depends upon the situation, but mostly, the interaction is done through the monitoring of radio traffic. In roughly half the times the interaction was initiated by KMEG, and in the other half a city patrol officer initiated it. However, if city police officers have an arrest in which drugs are involved, they will call the KMEG unit and advise them. A few of the officers stated that they had very little knowledge about the activities of the KMEG unit, and they just seemed to "show up" from time to time. The city dispatcher calls the KMEG officers whenever they are needed for crowd control, and the KMEG officers automatically respond to all of the hot calls. Most of the interaction was described as informal, and performed through the monitoring of radio traffic. One officer stated that KMEG was more likely to ask for his assistance than the other way around, but several of the officers noted the fact that the KMEG unit operates on a different radio channel.

Because providing backup was a key interaction, we asked specifically about this issue. Most of the city officers perceived backup as a courtesy that is provided on an informal basis, therefore, it was difficult for the officers to categorize the amount of backup provided. However, most of the city officers believed that they were more likely to provide back up for the KMEG unit than the reverse. The majority of officers stated that backup was not part of their daily responsibilities. A sergeant stated that many

times, he checks with the KMEG supervisor at the beginning of his shift to inquire about manpower shortages. Therefore, if he knows that the KMEG unit is short a member, he will inform his officers to back them up on traffic stops.

The fifth issue we examined was whether or not KMEG was viewed as a desirable assignment. While most officers answered that they would welcome an assignment to KMEG, there were some who indicated that they would not like such an assignment. Officers who viewed the KMEG assignment as desirable thought so because of the type of work that the officers perform. Other advantages included an increased level and availability of training, the freedom of not wearing a uniform, the ability to conduct search warrants and seizures, and more autonomy. Just under half of the officers, however, did not have such a positive outlook on the unit. These officers did not like the hours of work and believed that the KMEG unit was difficult to get into. Some of these officers viewed KMEG as an exclusive group that operates according to its own rules. Other positive attributes included a take home car, the style of uniform, the excitement level, the type of police work, and the experience gained by working in an aggressive unit. Several of the officers stated that the KMEG unit was more "real police work", but they were also frustrated by the difficulty in being selected for the unit.

Few officers were able to describe a conflict between their work and that of the KMEG unit. There were minor disputes over such matters as the responsibility for completing a report, or the perception that KMEG officers were reluctant to work normal patrol when the city police department is short-handed. Other conflicts included a lack of communication between the two units, and the fact that many of the KMEG officers did

not broadcast their radio traffic on the city channel. A few city officers stated that there is jealousy between the two units that stem from the special nature of the MEG assignment.

Overall, the relationship between the two units (patrol and KMEG) was described as good or excellent. In general, the KMEG unit is perceived in a positive light, and city officers noted the fact that the KMEG unit has helped to reduce the drug problem in the city. Other officers stated that their perception of the KMEG unit has improved since the new police chief assumed office. Most of the officers, though, see the KMEG unit as a separate entity from the regular city police. They saw each unit working toward a different goal, performing a different type of police work. One officer described the KMEG officers as more aggressive and noted that they perform many activities, like surveillance, that patrol does not have the time or the freedom to perform. Many officers stated that there should be more information sharing between the two units. Most of the patrol officers qualified this statement by stating that they would just like a "heads-up" when the KMEG unit is performing an operation in their area of the city. Many times they have been unaware of a situation that is going down in their patrol area. Other officers suggested a monthly meeting between the two units to promote information sharing. But overall, the most repeated suggestion regarding the improvement of the KMEG unit was more movement into and out of the unit. Most of the officers felt that a two-year rotation schedule would help both the city patrol officers gain valuable experience, and help the KMEG officers from getting into a rut. Another common suggestion for the improvement of the KMEG unit was an increase in the level of radio communication between the two units, and in general better information sharing.

Overall, the city patrol officers viewed the KMEG unit as a separate entity. This is because the unit is very difficult to get into, as well as the type of work that the KMEG unit performs. Several of the city officers stated that the KMEG guys do their thing and we do our thing, and that is how the city is run. Most of the officers stated that the KMEG unit was very aggressive, and effective in combating the drug problem. A few officers stated that they were able to do their job better because the KMEG unit has helped get the kids off every street corner. The KMEG unit also demonstrates to residents that the police are doing something to fight the drug nuisance. Several officers observed that the KMEG unit is a necessity for the city patrol because they perform consistent, decent work with positive results. One officer also stated that the KMEG unit is a blessing, because it basically provides the city of Kankakee with another police force for limited resource investment.

Another matter in the assessment of the relations between the MEG, the department and the community is the Policy Board. As noted above, we attended Policy Board meetings on two occasions. The majority of the time in the meetings was devoted to routine bureaucratic matters relating to assets and money. However, the August, 1999 meeting is noteworthy, because it was at that meeting that the municipality of Bradley was granted permission to enter the MEG. For years, Bradley had not participated in the MEG, but recent political and social changes led the city to petition to enter the MEG. This was an important addition to the MEG as Bradley was the largest jurisdiction in District 21 not participating in the MEG. Bradley is now a participating partner in the MEG.

The second aspect of this research question examines the perceptions of the community regarding KMEG activities. During the months of July and August 1999 14 key community leaders were interviewed in conjunction with the KMEG evaluation. In April of 2000, five additional individuals were interviewed. These individuals include the city attorney, director of code enforcement, a Kankakee County probation supervisor, the sheriff of Kankakee County, the mayor of Kankakee, the superintendent of Kankakee public schools, a member of the city council, a reporter and editor from the Kankakee Daily Journal, the chair, vice chair, two current and one former member of the Kankakee County Board, a state's attorney who prosecutes drug cases, a former mayor, and two of Kankakee's largest landlords including the president of the Kankakee Landlord's Association. This report is based on their responses to a questionnaire designed to measure perceptions of crime, gangs, drugs, and the impact of KMEG activities, including the Nuisance Abatement Ordinance.

The results of the interviews are enumerated below by noting the response patterns to each question and the average (mean) score for each response. It is important to reiterate that this is by no means a random or representative sample of Kankakee residents. Quite the opposite, this is a purposive sample, selected specifically because of its special knowledge about social conditions in Kankakee and the ability of these individuals to have an impact on public policy in the area. In each case, the individuals we interviewed were in positions as attitude leaders in the community, able to influence the perceptions and positions of others in the community.

The majority of respondents (8) characterized the crime problem in Kankakee at this time as moderate, while six viewed it as somewhat serious or serious. This

underscores the magnitude of the problem of crime for community residents. In spite of these views regarding the serious nature of crime in Kankakee, 13 of the 14 persons we interviewed said that crime had declined in Kankakee during the past few years. Six of those 13 said that crime had declined significantly. So while crime is still viewed as a serious problem, the perception among this group of community leaders is that things are getting better in this regard. Consistent with the view that crime is declining in Kankakee, our respondents indicated that the gang and drug problems were declining as well. Very few members of this group of key leaders saw the gang or drug problems as increasing. It appears that perceptions of the overall crime problem are linked to views regarding the magnitude of the drug and gang problem. And of course, this makes sense as drug and gang crime are among the most visible forms of crime experienced by the community.

The next section of our interview guide moved to questions regarding the KMEG unit and the Chronic Nuisance Abatement Ordinance. Importantly, all 14 respondents indicated that they were familiar with the KMEG unit. This is important, as one of the keys to success for this unit is visibility and broad public awareness of its mission. It is clear from these responses that the unit has attained visibility among leaders of the community. This is an important process measure for the evaluation, as KMEG can not hope to be successful unless it achieves a reasonable degree of public visibility. But visibility is not enough. Leaders need to perceive that the unit is effective and has a strong, positive impact in order for the unit to garner the broad base of support that will be needed to generate sufficient support for current and future operation. It appears that on this measure as well, KMEG has achieved an important goal. Nine respondents

indicated that the impact of the KMEG unit was "*Very Good*", while the remainder, four, said that it was "*Good*". Significantly, none of the key leaders expressed less than positive assessments of the impact of KMEG. This is an important result given the breadth of backgrounds of the individuals we interviewed. Several community leaders specifically pointed to the ability of the unit to address street drug sales directly, an issue seen as the most direct underlying cause of the community's crime problems.

Our attention next shifted to the Chronic Nuisance Abatement Ordinance in Kankakee. This ordinance has attained a position of considerable prominence in the community, and is seen by law enforcement leaders and elected officials as a linchpin in the effort to combat crime and disorder. Like KMEG, it is important for this ordinance to enjoy both widespread awareness and support in the community. These are two key process measures in our assessment of the implementation and impact of the ordinance. In addition, in order for KMEG to have prospects for replication in other communities, it is imperative that it gains acceptance among community leaders. Absent such acceptance, it is difficult to imagine that the ordinance and its enforcement could be replicated in other communities.

There is evidence that the ordinance passes the recognition and impact tests. Thirteen of the fourteen respondents told us that they were familiar with the Chronic Nuisance Abatement Ordinance. This level of familiarity was variable, however, as ten of the fourteen said that they were "*Very Familiar*" and three indicated that they were only "*Somewhat Familiar*" with the operation of the ordinance. Of the ten community leaders who were able to offer an opinion on the effectiveness of the ordinance, five rated it as very good and four rated it as good. One other individual assessed the effectiveness

of the ordinance as only fair. These results indicate strong support among community leaders for the Chronic Nuisance Abatement Ordinance. Community leaders are aware of the ordinance and think that it has been effective in dealing with crime and disorder in Kankakee.

Our evaluation now turns to assessing the job that various organizations and groups have done in the effort to deal with the problems of crime, gangs, and drugs in Kankakee. We asked respondents to give a grade, from A to F to nine different organizations, including law enforcement, prosecution, the judiciary, probation, schools, social services, citizen's groups and the clergy. It is interesting that law enforcement received the highest grade, on average, 1.7 on a five point scale with one being a grade of "A" and 5 being a grade of "F". Citizens groups received the next highest grade following closely behind law enforcement. The remainder of the seven groups received roughly comparable "grades" ranging from a solid "B" for prosecution to grades of "C" for the clergy and parole. Overall, these assessments are favorable, but suggest that among institutional and agency responses, the police are perceived as doing the best job. This is important because the police are the most visible of these groups and their role in crime control is better understood than for many of the other groups. Criminal justice actors in probation, for example, are seen by the public less often, and this may color the public perception of such agencies. The results also mean that there is a need to enhance the role and perception of other groups in responding to crime in Kankakee.

We closed our questionnaire with a question regarding the views of our key leaders regarding respect for law enforcement in Kankakee. Eleven of the thirteen

respondents who answered this question indicated that respect for law enforcement had increased over the past few years. Five of them said that it had increased significantly.

In sum, these results show strong support for the job that law enforcement is doing in Kankakee. Key community leaders believe that the objective conditions of crime, gangs and drugs are shrinking as problems in the community. In addition, there is awareness of and support for the KMEG unit among members of this group. KMEG is also seen as a very effective response to crime. Similarly, this group of community leaders is aware of the Chronic Nuisance Abatement Ordinance, and believes it to be an effective community tool in fighting community crime and disorder. Among the groups involved in the effort to combat crime in the community, law enforcement and citizen groups received the most positive assessments. Most importantly for understanding the impact of KMEG, the program appears to enjoy community support and understanding, two keys to success.

Assessing the Impact of the Chronic Nuisance Abatement Ordinance

The third research question assesses activities enforcing the chronic nuisance abatement ordinance. We have included the ordinance creating the Chronic Nuisance Abatement as well as the operational overview of the ordinance and abatement law as Appendix 2. In this regard, we examine actions of KMEG specifically, and the police departments more generally in pursuing relief for residents through the chronic nuisance abatement ordinance. Because the city of Kankakee was the most aggressive of the jurisdictions, accounting for more than 90 percent of such enforcement, theirs is the only department we examine separately. The data for this analysis came from the files of the lieutenant in

charge of maintaining the files and, when required, making home visits to the landlords and tenants. The data presented in this section of the evaluation report are based on 697 nuisance abatement actions from late 1996 through December 31, 1999. A complete description of the Chronic Nuisance Abatement Process is included as Appendix 3.

In Figure 1, we present the number of nuisance abatement actions by year. The figure shows a dramatic increase from the initial year of the ordinance, initiated late in 1996 to 1999. This trend clearly reveals an implementation process not uncommon to the introduction of many new ordinances as the police learn more about the characteristics and requirements of the ordinance. The number of chronic nuisance abatement ordinance cases initiated in 1998 and 1999 (266 and 279) respectively reflect a stable pattern of implementation of the ordinance.

Figure 2 displays the nature of the response to the nuisance action by the police. Once the police have initiated a nuisance case, it is responded to administratively by the police department, city attorney, or assistant state's attorney, depending on the nature of the activity. Four different kinds of letters can be initiated by the opening of a complaint. It is important to note that the letters and responses to letters are not mutually exclusive. Thus it is possible for a landlord to receive a letter and a visit from the police. There were 157 drug letters, letters that are sent to landlords to notify them that an arrest has been made on their property of someone charged in a drug crime. The purpose of this letter is to notify landlords of ongoing drug activity on their property and spur them to

take action to abate that activity. Seventy-five nuisance letters were sent to landlords, indicating circumstances in which a nuisance was found on the property. The largest category of letters were "heads up" letters, letters sent to inform landlords of the arrest of a tenant, even if that arrest did not take place on the property being rented by the tenant. These letters allow landlords to receive advance notice about problems that may be in the offing by their tenants, and take steps to abate a potential nuisance. Nineteen prostitution letters were sent to landlords, indicating that an individual had been arrested for prostitution who listed that landlord's property as their residential address.

Ninety-six of the 697 cases (14%) resulted in a meeting with the police. This option was used relatively infrequently, however it was the most frequently used option after a letter. The police described these as informal meetings that occurred in response to a letter of one of the four types sent to a landlord. Typically, the meeting involved the chief and deputy chief of police and the landlord. The meeting was largely explanatory, and the police described what the options were for a landlord, and the likely consequences of non-compliance. It is a measure of the success of such meetings that so few cases went to city court (2) or were tried by the state's attorney (5). In 44 cases, a lieutenant paid a visit to the landlord. This typically occurred following a meeting with the police that did not result in satisfactory resolution of the nuisance identified in the letter. The visit from the lieutenant was intended to follow-up the meeting with the police, and insure satisfactory compliance on the part of the landlord. The lieutenant responsible for these visits was a garrulous veteran of the department, whose

verbal skills and reputation in the department made such visits undesirable for most landlords.

We move to Figure 3, where compliance with the requirements of a specific response are presented. For the purposes of this evaluation, compliance is satisfactory resolution of the case from the police perspective, resulting in the abatement of the nuisance. In most cases, this meant that the tenant was removed from the property. Not surprisingly, the least demanding responses (letters of any sort) received the lowest levels of compliance. But it is still worth noting that even the heads-up letter generated compliance with the requirements of the letter in 24 percent of cases, while prostitution letters were complied with 26 percent of the time. Nuisance (33%) and drug letters (41%) received slightly higher levels of compliance from landlords, perhaps owing to the more serious and direct misconduct implied in those letters. In each of those letters, the alleged misconduct occurred on the property owned by the landlord, so it seems natural that landlords would take a stronger interest. It is important not to dismiss the results of this analysis, as a letter was able to generate compliance on the part of landlords in a substantial fraction of cases. This may be due in part to the publicity generated about the chronic nuisance abatement ordinance, or perhaps due to the landlord training that was put on in the city. Regardless of the source, it is important to note that a relatively low expenditure of personnel (generating a letter) produced the desired results in a large number of cases.

Not surprisingly, those interventions with more "teeth" in them that involve contact with an official of the criminal justice system generate higher

levels of compliance. A meeting with the police chief and deputy chief produced compliance with the directives of the letter in nearly 95 percent of cases, while a visit from the lieutenant results in compliance in eighty-six percent of cases. These are remarkable figures for several reasons. First, they involve a low level of response from the police. That is, the amount of time invested by the police produces a desirable outcome. Second, the process does not formally invoke the law, relying on informal sanctions and pressure to generate the desirable outcome. Equally important, the meeting presents an opportunity for the police to do some education, training, and conversion of landlords to a new perspective on tenant management, responsibility to the city, and their relationship with the police. The city attorney and state's attorney also had extremely high levels of compliance (measured by favorable court outcomes), though very few cases ended up either in city or state court. These results suggest that the chronic nuisance abatement process is both an efficient and effective vehicle for encouraging landlords to engage in crime control.

We now examine the distribution of violations by using a variety of techniques. First, in Figure 4, we examine the number of violations per landlord. The modal category is one violation per landlord; sixty-one percent of landlords had just a single violation. It is interesting to observe in this graph that just over fifteen percent of landlords had seven or more violations. We do not have data on the number of properties each landlord owns, and of course, such data would be necessary to determine whether the number of violations is proportional to the number of properties owned. There is a single landlord in Kankakee who owns a

very large number of rental properties, and it would not be surprising to find him the recipient of a large number of violations, owing to the number of properties owned. The fact that the majority of landlords received only a single violation notice suggests that on its face, the letter seems to be effective in helping them to become more effective property managers, at least from the perspective of the KMEG unit.

The second issue regarding the distribution of violations is depicted in Figure 5. Here we map the addresses of landlords who have been the subject of nuisance complaints. The majority of landlords live in Kankakee and are clustered in and around the center of the city. Indeed of the 574 landlords who were subject to letters of complaint, 78 percent lived in Kankakee County, 19 percent lived in Illinois outside of Kankakee County, and the balance lived out of state. This dispels a myth common to most nuisance abatement, that out of town landlords who have a low level of investment in the community are responsible for the majority of problems. At least in Kankakee, the landlords who are subject to complaints live in the city where their properties are located. This should be good news for the city as it tries to work more closely in landlord training efforts and to improve the quality of properties in the city. A closer look at the issue of in or out of town landlords was examined by noting the locations of the eleven landlords (including the Kankakee Housing Authority) who accounted for the most (106) nuisance cases. These eleven landlords represent only two percent of all landlords, but accounted for 15 percent of all violations. Because the majority of landlords have only a single violation letter (reflecting the state of landlord

property management in Kankakee) focussing efforts on those landlords with multiple violations (and most certainly multiple properties) is likely to pay the greatest dividends. Ten of those eleven landlords lived in or have an office in the city of Kankakee. In addition, only two of those eleven landlords were on record as having attended landlord training at the time of the most recent complaint. This points to a possible intervention avenue, mandating attendance at landlord training upon receipt of multiple nuisance letters. Again, this picture of landlords depicts the problem as local, and as a consequence, more amenable to intervention.

We next present a series of maps that depict the locations of nuisance properties in the city. Figure 6 presents the addresses of residences for nuisance complaints from 1996-1999. It is easy to see that there are several distinct clusters of complaints. Owing to this, we break the letters down by type of letter in Figures 7 (drug), 8 (nuisance), 9 (heads up), and 10 (prostitution). The number of addresses for nuisance and prostitution are too few to effectively depict problem areas, but the drug and heads up letters provide clear indications of trouble spot locations for nuisance abatement. There appears to be overlap between these two figures (7 and 9), and several common areas of trouble can be identified. These "hot spots" may reflect a high concentration of problem properties and tenants, or an aggressive citizenry, anxious to mobilize the police to address their concerns. Thus it would be a mistake to conclude that every neighborhood with multiple markers is a problem area. The areas just south of Court Street west of downtown as well as neighborhoods on either side of Court

Street just east of downtown have generated a large concentration of both the heads up and drugs letters. Figure 11 uses the STAC program generated by the Illinois Criminal Justice Information Authority to determine the overlap, if any, of the four clusters of nuisance abatement letters. There is nearly perfect correspondence between the four central ellipses drawn by the STAC program. This indicates that the problems are probably not distinct, but rather reflect other underlying issues, and direct police attention, as well as other interventions toward a specific geographic area. Such a map suggests that highly geo-targeted interventions of both enforcement and community investment may pay dividends in these locations. Finally, Figure 12 shows a close up of the densest concentration of calls within the overlapping ellipses. Again, this map suggests the need for targeted interventions by the police, city and community groups in neighborhoods with the highest levels of complaints.

Changes in KMEG Over Time

The fourth research question examines changes in KMEG staff, focus of operations, and budget that occurred during the course of the program. We determine this through ride-alongs, observations, interviews with KMEG staff and officers, interviews with members of the Policy Board, and reviews of documents. This was done with an eye toward the sustainability of the MEG.

The most notable change that has affected the KMEG unit has been the change in police chiefs in the city of Kankakee. The research team believed that since the idea for the change in the focus of the MEG had occurred under a prior chief, it would be important to observe the change in support or direction (if any) following changes in

chief. It is worth noting that five months into the term of a new chief, the level of support in the Kankakee Police Department remains strong, and there are new initiatives being contemplated for an expanded role for the MEG. There are no indications from interviews or observations that the MEG will undergo changes in its role, mission, level of staffing, or the commitment to its future under a new chief. This is an important observation for a number of reasons. First, many programs become strongly identified with the individual in charge of a police department at the time the program is instituted. As a consequence of this process, many new chiefs feel the need to implement their "own" programs, regardless of the success of prior efforts. It appears that the Kankakee Police department is strongly committed to supporting the MEG in its current form. A second reason why this is a notable development is that the former chief was an outsider and the current chief is an "insider", a native Kankakeean promoted from within the ranks. Chiefs selected from the outside often are reformers, who attempt to institute new ideas and programs. When such chiefs leave, many departments revert back to their old form. It appears that at least with regard to the MEG, this will not be the case in Kankakee.

The KMEG overt unit has recently undergone some notable changes right after the first of the year in 2000. As of January 16, 2000 the main overt unit street suppression supervisor was promoted to lieutenant. This promotion meant that the new lieutenant was moved out of the MEG unit and named as the new third shift patrol commander. One of the patrol officers in KMEG was promoted to sergeant, and stayed in the unit, but not as a supervisor. Rather a sergeant from outside KMEG was brought in to the unit to serve as street supervisor, bringing more experience to that position.

Although these personnel changes, including that of the new chief, took place right after the start of the new year, it appears that the focus of the KMEG unit has remained the same since its inception. Street drug suppression remains the main focus of the overt unit, and the unit appears to maintain its aggressive posture. By speaking with the supervisors of the overt unit, the research team has learned that the arrest numbers for the KMEG unit continue to rise during the new year, and there appears to be little shift in the priorities for offenses. Even though the newly promoted lieutenant was the unofficial leader of the overt KMEG unit, there was enough shared responsibility and on the job training for his replacement to make the transition period go smoothly. Indeed, our interviews with the new chief in January and April, 2000 indicate his strong support for the MEG concept and its current operational status. He described his commitment to keeping the MEG as unwavering and planned to remain personally involved in its operation. Those opposed to the reoriented KMEG concept may have viewed the change in chiefs as an opportunity to seek fundamental changes in the MEG. It would appear that such efforts would be futile.

It is still too early to determine if there are any major differences in the operation of the KMEG unit, but several hypotheses could be proposed. First, based on the previous arrest numbers, it does not appear that KMEG will run out of work in the near future. As with any major metropolitan area, the largest crime problem in the city of Kankakee appears to be drugs and drug-related crimes. This would portend a very busy future for KMEG. The 2000 arrest numbers for KMEG to date support this view.

Second, the relationship between city police officers and KMEG officers continues to grow. This is due to two major factors. The insertion of a new chief has

served to remove any "stigma" attached to the MEG unit that it was the private province of the former chief, and any residual dislike of the former chief that was associated with the MEG appears to have declined. The new chief was described as "pro police" and a supporter of the rank and file, and this should serve to strengthen the links between the MEG and patrol. There is a second factor that will strengthen the relationship between the MEG and the city patrol force. The lieutenant who now commands the patrol shift that has the most interactions with the KMEG unit formerly served in KMEG. This lieutenant appears to be well liked by patrol officers, and should help to strengthen the relationship between patrol and MEG officers. The relationship between these two units is vital to the success of the police; the crime problem in the city is big enough that it demands a well-coordinated effort within the department. Finally, citizens in the community are aware of the KMEG unit and its presence in the community. The strong level of community support voiced for KMEG will help to strengthen its role in the community.

There are two additional measures of the sustainability of the MEG that were not planned in the initial evaluation design. Because of internet technology, we were able to follow much of the local Kankakee scene by examining *The Daily Journal*, Kankakee's daily newspaper. We were immediately struck by the extent that the paper covered the activities of the MEG. Scarcely a week went by in which we didn't observe a story about the activities of KMEG in making arrests and pushing cases forward for prosecution. Many of the cases received front page coverage, and most involved the arrest of suspects on drug selling charges and the confiscation of large amounts of narcotics. For example, a July 13, 1999 story noted the arrest of "19 Crack Pushers" in a KMEG operation,

including pictures of three of the street suppression officers. And a January 6, 1999 story documented the decline in Kankakee crime rates to a 15-year low, given much of the credit to "dramatic increases in arrests" by KMEG. These stories were a primary way of attaining community visibility, and many of the community leaders with whom we spoke indicated that their familiarity with KMEG stemmed from positive media coverage. A second positive issue for sustainability is the recognition that officers in the MEG received on a statewide basis. In late 1998, five KMEG officers were honored for outstanding work in drug enforcement by the statewide MEG directors association. Recognition in the community and at the state level by peers indicates the extent to which KMEG and KMEG officers were embarked on paths that would insure sustainability in the future.

Outcome Measures-KMEG Data and Court Cases

The fifth research question moves to examine outcome measures. First we review four full years of KMEG data, including a two-year period (January 1996 through December 1997) before the shift in the focus of the street suppression unit. In addition, we examine case level and offenses data from the unit and the outcome of cases (court filing, conviction, pending, disposition) from the street suppression unit. The data used in these analyses comes from the monthly reporting requirements of the state of Illinois. This will allow us to assess the outcome of KMEG cases. The basic design type of this sort of study is referred to as a time-series design that depicts a single jurisdiction over time with measurements of an outcome variable during pre-program and post-program periods. This type of design is ideal for examining policy changes within a single jurisdiction, because it is unlikely that changes in factors that could affect the outcome

measure occur quickly enough to produce the change. This allows for the control of some rival hypotheses. For example, crime is affected by a variety of social, economic and demographic factors such as the size of the population, population density, poverty, and the age structure of the population. But these variables change rather slowly, over a period of years typically. So a design that examines monthly changes in crime before and after a policy change is likely to be able to control for the effects of such factors.

However, such a design is not good at ruling out other policy or program changes, such as the presence of other task forces or changes in the structure or size of a police department. Despite its limitations, this design is excellent for capturing changes in the outcome measures (such as arrests, investigations, drug seizures, and the like) that are the result of a change in policy.

Figure 13 presents the change over time in narcotics investigations initiated by KMEG. The bold vertical striped line in this and subsequent graphs depict the month in which the MEG unit changed its focus and initiated a street suppression unit. The vertical axis of the graph presents the number of narcotics investigations initiated each month before and after the change in the focus of the MEG. It is clear that there was a dramatic increase in the number of narcotics investigations after the change in the focus of the MEG. Indeed, the highest two months before the change (at 81 and 71) are equal to or lower than the average for the period of the new MEG. The average number of narcotics investigations opened before the change was 48.3; the average number of narcotics investigations opened after the change was 81. This represents an increase of 67.6%. The solid bars on the line graph reflect the averages of the two periods. Another way at looking at the effect of the program change is to determine the number of new and

continuing investigations initiated by the KMEG unit. The data that illustrate this issue are presented in Figure 14. There was a dramatic increase in both new and continuing narcotics investigations after the change in the focus of the MEG. One concern about the re-focussed MEG may be that new investigations are opened quickly and disposed of with no resolution. But the data in this figure demonstrate that this is not the case. Both new and continuing cases increased dramatically after the change in the MEG unit. The increasing number of continuing cases after the program initiation merits comment here. This increased number reflects the fact that more cases were initiated after the change in the MEG, and as a consequence more were "eligible" to remain open.

It is one thing to initiate investigations, but quite another to produce arrests. It may be that the re-oriented MEG was aggressive in opening cases and investigations, but not very successful in making arrests. Such a concern may be a logical expectation for a unit that wanted to generate a large volume of street activity. However, this was not the case for the new MEG in Kankakee. Figure 15 presents the monthly counts for narcotics arrests by month for the pre and post program periods. Perhaps the most dramatic conclusion to be drawn from this figure is that the highest monthly arrest total for the pre-program period (61) is roughly equal to the lowest monthly arrest total (59) in the post program period. Indeed, the monthly average narcotics arrests prior to the change in the MEG was 9.4 arrests per month. The program period averaged 94.5 arrests for narcotics per month, an increase of 908%. This is a dramatic increase of the magnitude not often seen in program change. These results hold consistently across drug types. In analyses not shown here, we examined increase in delivery and possession cases by month for marijuana, opiates, and cocaine. The dramatic results observed here hold when separate

drug types are examined. While there were very few opiate cases during the four-year study period, there were slightly more cases after the MEG was reorganized (20) than before (13). The pattern of change for marijuana and cocaine reflect the dramatic change presented in Figure 15.

Opening cases is an important activity, as is making arrests. The figures just presented have documented the dramatic change that has taken place in Kankakee in these areas since the reorganization of the MEG. Some may wonder, however, if those arrests are "good" arrests, whether or not they result in convictions. After all, it is one thing to be able to make an arrest in a case, it is often considerably more difficult to obtain a conviction. It is possible that the dramatic changes observed above are the result of a "bulk" arrest policy that essentially makes arrests a way to take troublesome individuals off the street, knowing that there will be relatively few convictions. Such an approach is often the result of a zero tolerance policy or crackdowns on drugs, panhandlers or troublesome individuals. We make an effort to examine this issue in Figures 16a and 16b, which presents the monthly number of convictions by drug type over the four-year study period.² Because there are relatively few opiate cases, we have removed these from the analysis.³ However, the number of convictions for cocaine and marijuana are both higher in the period following the change in the MEG. Because the prosecution of cases may lag some time behind the date of arrest, it is possible that some of the prosecutions that occurred after the change in the MEG were the result of arrests

² An alternative method of constructing figures 16a through 17c would be to present them as rates, the number of convictions per ten arrests. However, because many of the numbers are relatively small, and the majority of cases had a final court action in a different year than the arrest, we determined that such a procedure would be misleading.

³ Opiates were removed owing to their very small numbers, but there were more opiate convictions in the last half of the changed MEG period than in the period before the change.

made before the change in the MEG. Thus it would be appropriate to "credit" the new MEG with these convictions. For this reason we also present the average number of convictions per year in this figure.⁴

Another measure of the "quality" of cases produced by each of the eras of KMEG is the nature of the penalty assigned to offenders. Investigations, arrests, and convictions are all meaningful activities in the criminal justice system. But the ultimate test of the quality of a case is often judged by the penalty an individual receives. For example, some critics of the new MEG may wish to argue that it only targets low level drug dealers whose criminal behavior may result in convictions, but rarely result in serious penalties. In Figures 17a-c, we examine this issue by looking at the penalties received by individuals. Once again, there is evidence that the reorganized MEG is associated with a greater number of more severe sanctions. In Figure 17 a, we document an increase in the number of narcotics offenses that result in prison time following the change in the MEG. This is evidence that contradicts the claim that the new KMEG only focusses on low level cases, ignoring more serious crimes that would result in state prison time. Figure 17b shows that the number of narcotics offenses resulting in jail time increased following the change in focus of the MEG. Probation cases (Figure 17c) also increased following the change in the MEG.

Figure 18 examines the number of gang arrests by month. We do not have a full year of data prior to the change in the MEG, only the six-month period before the change in the MEG. This makes the ability to have a full comparison period somewhat limited. Despite that limitation, the number of gang arrests is dramatically higher following the

⁴ These data are aggregated monthly; that is, they are monthly totals and can not be broken down to individual cases and tracked across months. Thus it is impossible to identify the average length of time a

change in the MEG, a finding that is consistent with the other trends measured since the change in the MEG. A related issue is the number of firearms seized by the MEG unit. These data are presented in Figure 19. The results here are not as dramatic as in other cases, but there still is a decided difference, with the more desirable result -- more guns seized -- found after the change in the MEG. It must be noted that this result is tempered by the January 1999 seizure of 27 firearms by the MEG unit, a seizure that produces the difference between the two time periods.

Another measure of the success of the MEG is the number of drug seizures it conducts. In Figure 20, we present data that reflects the number of controlled substances seized by four distinct drug types: (1) marijuana, (2) cocaine, (3) opiates, and (4) crack cocaine. Data for the number of seizures rather than quantity is presented because the latter was not available to the research team. For every drug type, the number of seizures increased dramatically. For marijuana, the number of seizures increased from 81 before the change to 544 after the change, an increase of 671%. The results for cocaine and opiates are not nearly as dramatic, but reflect favorably on the ability of the reorganized MEG to successfully make drug seizures. Cocaine seizures increased from 129 to 188 and opiate seizures increased from 21 to 39. However, results for crack cocaine seizures are even more dramatic than for marijuana, increasing from 83.5 before the change in the MEG to 591 for the period after the MEG was changed. This is an increase of over 700% for a drug adjudged to be very serious.⁵

case takes to go from investigation to arrest to conviction to penalty.

⁵ This result is not due to lower availability of crack in the community during the pre-program period. Such community availability may produce differential seizure levels. However, based on interviews with law enforcement, and analysis done by the Authority (2000) the availability of crack cocaine and other narcotics in Kankakee is counter to this claim.

One of the goals of a MEG unit is to seize assets of criminals whenever possible. This is another measure of success for a MEG unit, and we present data on this matter in Figure 21. In the year prior to the change in the MEG, the unit averaged 61 seizures, a figure that surged to 246 in the year following the change. This again is dramatic evidence of the effectiveness of the changed MEG.

We have examined nine separate indicators of effectiveness for KMEG. These are the measures required by the ISP, not selective issues chosen to make the MEG look good. On every measure, the refocussed MEG achieved more desirable results. It opened more investigations, made more arrests, attained more convictions, cases resulted in more severe sanctions, and it seized more contraband. The MEG increased in size by about one-third once the focus changed. But the magnitude of the changes reported here far outstrips a change of that magnitude. These data provide compelling evidence that KMEG is achieving significant public safety goals.

We now change directions and assess the result of cases that were forwarded to the assistant state's attorney. This method assesses outcome measures by tracking cases from arrest by the KMEG unit to their disposition at the hands of the assistant state's attorney. We used as our reference point the monthly arrest logs from the overt unit provided by the MEG director. This included 2,144 arrests made between March 1, 1998 until March 31, 2000. However, for the purposes of this analysis we include only those cases for which there was an arrest made between March 1, 1998 and September 30, 1999. We chose this cutoff point so that arrests would have at least six months to be processed through the court system. This resulted in a total of 1,731 arrests. We also performed analyses on the monthly fraction of arrest cases for which there was

information in the court files beginning with March, 1998. The completion status of cases began to degrade late in the year 1999, confirming that we had made the right decision for a cutoff point. The analysis proceeds along two paths. The first is an analysis of cases, that is, instances where an arrest was made. This method allows us to examine a measure of all activity by the MEG unit and in turn the activity of the state's attorney's office. The second path of analysis examines individuals, that is all persons arrested. Since individuals can (and do) have multiple arrests the number of events examined in this manner is considerably smaller.

We present the examination of cases first. Data for this analysis are found in Table 1. The initial analysis determines whether cases were processed or not processed according to the available information in the court records. There were a total of 1,005 cases that fit this description. The majority of cases that did not result in a final outcome either had "no record found" in the court management information system, or was in a "case continued" status. These two categories accounted for all of the cases for which there was no final outcome. The majority of these cases were "no record", a category that accounts for 87 percent of this group. Thirteen percent of cases were still under continued status. Seven of the cases were charged with a Violent Part I crime, five with a Part I property crime, 161 with a drug crime, 205 with a Part II crime other than drugs, and 627 with a warrant.⁶

⁶ Warrant cases deserve special mention in this regard. By far, the majority of cases in the file that had missing information or were not processed involved a warrant. It appears that many of the warrant cases involved offenses of a relatively minor nature such as traffic, peace disturbance or other municipal ordinance violations. These cases were logged in a different MIS system not accessible to our research team. It is clear, however, that our ability to capture cases from the felony and misdemeanor system enabled us to have a complete enumeration of cases.

The second category is cases that had reached a final outcome. These data are found in Table 2. Here we present outcomes of the 850 cases that were processed to outcome status by April, 2000, the date of our final data collection. In the left-hand side of the table, we present the outcome of the cases; on the right hand panel we present the offense category. The modal category was a guilty outcome, which was obtained in roughly two-thirds (57%) of all cases. The next largest category was the cases that were dropped or received a disposition of *nolle prosequi*. These comprised 13 percent or 112 of the cases that were presented for prosecution. The balance of cases were either still under some trial status (bench trial or jury trial) or referred to an alternative prosecution status (drug court, TASC (Treatment Alternatives to Street Crime)) or referred to another jurisdiction (case exchanged). It is interesting to note the charge category of cases that resulted in an official outcome in the MIS system. Eighty percent of all such cases (680) were drug charges, while 146 cases (17%) were for "Other Part II" crimes. Of those that received a guilty verdict, 123 cases received time in the Illinois Department of Corrections, and 327 received some form of supervision such as probation, conditional discharge, or TASC.

In comparing these two sets of outcomes, warrant cases are most likely to not be prosecuted or referred to another status. One key to understanding these data is the way in which warrant cases are handled. When arrests are made by KMEG of an individual wanted on a warrant, the arrest is not logged in to the court MIS as a KMEG case. Thus because the number of warrant arrests made by the unit is large, the number of arrests credited by the unit will greatly exceed the number of prosecutions credited to KMEG. Drug cases and Part II crimes are the great majority of KMEG cases that end up being

prosecuted by the state. These outcomes conform to expectations about how KMEG cases would turn out. Because the KMEG patrol unit was designed to generate lots of activity, it is not expected that a majority of KMEG arrests would result in prosecution. KMEG was designed to respond to neighborhood problems, identify those problems, and take "bad actors" out of those neighborhoods. While this approach may be well designed for solving neighborhood problems, it is not consistent with a strategy that consistently results in cases that are ideal for prosecution. Indeed, it is easy to understand how a proactive police problem solving strategy is not necessarily consistent with a course that leads to the prosecution of every case. As the police may sweep up a large number of individuals off the corner in response to citizen concerns, those arrests or contacts may not all be productive with regard to prosecutions. Despite this, the majority of cases that are processed do end up with a guilty plea suggesting that KMEG arrests, by and large, are of high quality. The KMEG arrests are of high enough quality that the majority of cases that are filed end up being successfully prosecuted. In addition, the a substantial proportion (26%) of those cases that result in a guilty outcome end up receiving sentences of more than a year in the Illinois Department of Corrections. The view of KMEG cases from these data is one of high quality case processing of cases that have important legal status, not the processing in bulk of low-level cases that fail to meet standards of legal sufficiency.

The next panel of this table examines offenders, rather than cases. Because many individuals are arrested on multiple occasions, the number of individuals arrested exceeds the number of arrest cases. We determined that a total of 1,299 individual offenders were processed by the court system in Kankakee. Fifty-seven percent of those offenders were

processed by the court but not convicted. Four hundred and fifty-one (61%) of this group were convicted. It is interesting to note that while the number of drug offenders was the highest of any group (373), more of that category received convictions than any other category of offenders. The data from this table demonstrate that KMEG arrest cases focused on drugs, and that the assistant state's attorney found these cases to meet the minimum procedural requirements for prosecution.

We present a summary of these issues in Figure 22. This figure presents data on both the arrests and offenders. It is important to observe that few differences are to be found whether the focus is on arrests or offenders. In either case, it is an important reminder that the majority of cases do not end up being prosecuted in criminal court. Of the 1,731 arrests on which we found data in the court MIS system, 850 (49%) resulted in a court action. The majority of court actions (57%) were convictions, with 125 cases (15%) in a continuation status. Another fourteen percent were dismissed, and the balance includes other outcomes such as TASC or some other form of diversion. The 1,731 arrests included 1,299 unique individuals. A slightly higher fraction of offenders than arrests (57% compared to 49%) were taken to court, and of that group 61 percent received a conviction. Fourteen percent were in continuation status, and the balance were either dismissed or diverted.

Figure 23 provides more detail about the processing and outcomes of arrests. In this figure, we examine in greater detail the outcome of the 850 court actions noted in the preceding figure. This figure underscores the complexity of case processing as well as the diversity of outcomes that may result from cases prosecuted by the state's attorney. Of the 481 cases that resulted in a guilty verdict or guilty plea, the largest subgroup, 306,

resulted in some form of supervision such as probation, conditional discharge or the like. The next largest category is the 123 cases that received time in the Illinois Department of Correction. Finally, 112 of the arrests resulted in a dismissal of charges, a relatively low figure. Taken collectively, we believe that these figures reflect the quality of arrests made by KMEG as prosecuted by the assistant state's attorney.

Figure 24 presents data on the offenders. The flowchart begins with the 1,299 individuals arrested by KMEG, and examines the type of charge at arrest. The largest category of offenders was arrested for drug cases, 653 cases. The overwhelming majority of drug arrests resulted in a court case (92%), and of that group 62 percent received a conviction. This figure is consistent with the conviction level for each of the other offense categories, save Part I Property Crimes, where 82% of individuals received a conviction. Interestingly, the second largest offense arrest category was for a warrant violation of some sort. We were able to track very few of these cases in the court MIS system, owing to our inability to access the traffic and city ordinance section of these databases. Thus, we were able to determine the outcome of only 77 (15%) of all individuals arrested for a warrant violation. These data document that KMEG cases focus on serious offenses, are viewed as worthy cases by the assistant state's attorney, and result in a high level of conviction.

Quality of KMEG Cases

The sixth research question explores perceptions of the quality of KMEG cases by the assistant state's attorney and city attorney who handle these cases. Interviews were conducted with the assistant state's attorney assigned to handle KMEG cases as well as with the city attorney. It is crucial to understand that KMEG cases are not solely the

province of the state's attorney; the city attorney handles a substantial number of cases as well. The distinction between the authority for cases follows the legal status of a case. The assistant state's attorney specifically dedicated to the grant handles misdemeanor and felony cases generated by KMEG, particularly drug cases (that comprise the majority of cases). However, a large fraction of cases generated by KMEG remain the jurisdiction of the city attorney. This is particularly true of the cases generated by the chronic nuisance abatement ordinance. Thus our evaluation includes interviews with both the city attorney as well as the state's attorney.

Specific cases under the jurisdiction of the city attorney include such things as prostitution, landlords who fail to comply with city ordinances, and residents who fail to comply with the chronic nuisance abatement ordinances. While the city attorney indicated that there was great diversity in the quality of cases and that it was near impossible to characterize them generally, some generalities did emerge. Landlords represent the great majority of cases handled by the city attorney generated by KMEG. The process by which the chronic nuisance abatement ordinance is enforced is straightforward, and that appears to be part of its virtue. Initially, the city attorney notifies landlords in writing of their violations. They then have a specified period of time within which to abate the nuisance or put into place a plan for doing so. If the landlord fails to cooperate, they lose the use of their rental property for a six-month period. If landlords chose to cooperate, they have 30 days within which to enact a plan to come into compliance. Such cooperation almost always means eviction of a problematic tenant. The city attorney indicated that most landlords were anxious to have the authority of the city behind them in ridding themselves of problematic tenants. Indeed, the city attorney

saw this process as providing backbone for landlords who would not stand up to troublesome tenants. A court order from the city attorney results when cases are presented to him. The court order involves a statement of eradication of the nuisance during the period of the court order. There is no negotiation with tenants, and very little with landlords during the period of the court order.

There is an interesting division of the jurisdiction of chronic nuisance abatement ordinance violations. Typically landlords end up in city court, while tenants end up in state court, typically charged with drug violations. The city attorney has had very few cases, fewer than ten out of more than 600, actually go to court. This suggests that power of the ordinance is quite substantial, and that it may also meet needs in the community that landlords feel but are unable to address themselves. The city attorney argues that this is due to the procedural and substantive due process in the law, owing to the inherent right of a municipality to abate nuisances that threaten the city. Circumstances in Kankakee led to the need for the chronic nuisance abatement ordinance. The introduction of the ordinance at the city level was made smoother owing to the informal explanation that was provided to hearing judges. This explanation allowed the judges to understand the contents of the ordinance and its desired impact, as well as the procedural characteristics of the ordinance.

Approximately half of the landlords charged with city chronic nuisance abatement ordinance violations have been represented by counsel. Interestingly, none of the out of town landlords have been represented by counsel. The city attorney feels that the letter from the police chief is sufficient to spark most out of town landlords into compliance. The landlords typically contact the city attorney as well as the police chief and seek

guidance. The relationship between landlords charged under the ordinance is typically not adversary, rather there is often a counselor role adopted by the city attorney. While the Kankakee Landlord's Association initially opposed the ordinance, there has been no organized opposition to the ordinance. Indeed, most of the landlords we talked with (including the current President of the Kankakee Landlord's Association and the Kankakee landlord who owns the most properties) expressed support for the ordinance.

The chronic nuisance abatement process typically involves KMEG, the chief of police, and the city attorney. Patrol officers appear in municipal court very infrequently, and rarely are involved in the enforcement of the ordinance. Broader involvement of patrol officers would expand the impact of the ordinance.

The city attorney expressed the belief that the communities of Watseka and Bradley were the most likely destinations for individuals who were evicted from their residences in Kankakee. Clearly there is some migration of troublesome tenants out of the city of Kankakee into surrounding municipalities. This seems to be especially true for the small towns that surround Kankakee, many of which have high-density rental properties. There is some recycling of undesirable tenants within Kankakee, but the city attorney believes that most residents now understand what will happen to them and are taking appropriate action.

We offer one problem address as an example; 175 S. Elm was long considered a problem property. Multiple complaints were initiated to KMEG officers by neighbors. When the city attorney presented the case in municipal court, between 40 and 50 neighbors appeared in court to support the complaint. The landlord agreed to shut the property down for a 120-day period. This case was considered to be pivotal because it

demonstrated community support for the ordinance early in its life, and provided a tangible example for other neighborhoods to follow. The city attorney now reports that residents from a variety of wards and neighborhoods now appear in court to support the enforcement of the ordinance.

The long-term power of the ordinance should be in its deterrent value. That is, over time, the enforcement of chronic nuisance abatement ordinance violations should decline if the ordinance is effective. Over time, both landlords and tenants should come to understand what would happen when violations occur. The chronic nuisance abatement ordinance is a particularly useful tool for landlords, but must be supported with additional landlord training and support. The city of Kankakee now provides training for landlords in the enforcement of the ordinance as well as in dealing with troublesome tenants and other maintenance issues. However, the ordinance by itself can not bring a community back from the brink of demise. The city attorney noted that the long-term solution to community decline lies in an increase in owner-occupied homes, schools that are perceived as safe, quality education centers, and a community that is safe. Neighborhood organizations are absolutely critical in this process, and they serve to affirm the choice made by a resident to live in Kankakee. In addition to these other improvements, raising the standards of code enforcement and the quality of building inspections and landlord oversight are critical to bringing a community back to life and vibrancy.

One additional aspect of nuisance abatement is the posting of "Slum Landlord" signs at troublesome properties. These signs are quite large and very visible from the street. During the course of the evaluation we observed a number of these signs as we

rode the streets of Kankakee. The signs are the responsibility of the city attorney. There have been 25 total slum signs erected in the city and 18 of them have come down owing to substantial compliance with the order of the city attorney. Three criteria are designated for the erection of such signs. First, the property must be in a visible location. Second, there must be repeated code violations resulting in a lack of compliance. Finally, there must be no response from the targeted landlord. Twenty more properties are currently being considered for erecting signs. The erection of the signs is intended to provoke a response from the neighborhood and create a level of public intimidation for the landlord to change their behavior.

The assistant state's attorney assigned to the KMEG program noted that cases began on July 1, 1998. The average time from date of filing to date of plea has averaged twelve months. Over 90 percent of all KMEG cases have come from the city of Kankakee, and narcotic law violations comprise the majority of cases. The assistant state's attorney assigned to this program handled 460 cases referred from KMEG in the twelve-month period of January 1999 through December 1999.

Interviews were conducted with the assistant state's attorney on four occasions during the duration of the evaluation. These interviews were candid discussions of the quality of cases from KMEG, the quality of those cases relative to arrests made by officers in other units, and the outcome of such cases. We are convinced that the assistant state's attorney believes KMEG cases to be of consistently high quality, compare favorably with other cases of similar charges, and present no special dilemmas for the state's attorney's office. The assistant state's attorney described a process whereby he met on an irregular basis with officers in the KMEG unit, and indeed during one of our visits

to observe the KMEG unit, he was conducting training for officers in the unit on narcotics and nuisance cases. This underscores one of the benefits of a specialized unit that has ties to a dedicated prosecutor: the ability to maintain a relationship between prosecutor and police officers. Both the assistant state's attorney and officers in the KMEG unit described cases in which there had been communication between the parties regarding elements of the case, physical evidence and witnesses. It is apparent that such lines of communication do more than improve the quality of cases before trial, they also build bridges between prosecutor and police, and fulfill important training functions. Though it is not a manifest function of the separate MEG unit, the enhancement of officer skills should not be overlooked as a positive latent function of the operation in Kankakee County.

5. Conclusion and Best Practices

We conclude by identifying those factors that contribute to the success of the unit, obstacles, and "best practices" for other jurisdictions to consider for implementation.

The previous sections of this report have described the operation and achievements of the KMEG program. There have been a number of notable achievements from the reorganization of the task force. The unit has produced a dramatic increase in the numbers of drug arrests and convictions over the previous organizational structure. However, and perhaps more importantly, the new and more comprehensive approach has been at the forefront of a revitalization effort in a number of neighborhoods. This section will suggest factors that are related to the ability of KMEG to achieve these results and to have had such an impact in these communities. These findings and

comments are based upon extensive interviews with community leaders, police administrators and officers, and direct observation of KMEG activities.

Orientation and Principal Focus

Drug enforcement operations have multiple goals and objectives. While the ultimate goal of drug enforcement is the cessation of drug use dealing, there are many different objectives or methods through which this goal can be approached. Drug enforcement has traditionally been focused upon the apprehension of drug sellers through undercover methods, the use of informants, and "buy- bust" approaches. In many instances, there is an attempt to use these arrests to "buy up the chain". In this approach, smaller level dealers are "encouraged" to provide information that would lead to the arrest and prosecution of individuals involved at a higher level of the illegal drug trade. This was the approach emphasized in the former organization of KMEG.

This approach seeks largely a criminal justice response to the problems of drugs. As such, the focus of this strategy is upon making arrests. However, it is widely recognized that there are many conditions that contribute to drug selling other than the mere presence of the offender. If the individual is removed from the community these conditions may foster a replacement drug seller in a short time. Thus for longer-term solutions to the problem of street drug selling, it is important to deal with these issues. This more comprehensive approach is the basis of the reformulated KMEG unit.

Through working with the community, landlords, city agencies, and other police units, this new approach has sought to address these wider issues. While many of the outcomes of this unit have been discussed in terms of arrests and other traditional measures of productivity, the larger impact of this unit has been through its role as a

catalyst in the larger mobilization of city and community action to address the problems of crime and disorder in the community. While traditional drug enforcement approaches are focused upon making arrests as a means of deterring drug sales, the approach adopted through the reformulated KMEG is upon solving problems.

Comprehensive Approach

This more comprehensive approach has involved the integration of a number of components. The Kankakee approach consisted not only of enforcement but also various other programs designed to address the multiple underlying causes of street level drug dealing. These additional components included the nuisance abatement program, the landlord training program, and the Citizens Police Academy. While each of these programs has certainly had an independent effect, their total contribution was undoubtedly greater than the sum of the effects of the individual parts. These multiple programs created many ways in which individual citizens could have contacts and experiences with the program. The greater number of these positive contacts resulted in increased communication within the community about the program and police activities. This helped create a "multiplier effect" through which positive community perceptions of the program were enhanced.

Each of these program components also had unique characteristics that could be considered "best practices" worthy of consideration for other similar programs. The nuisance abatement program is structured to put landlords on notice that their property is in jeopardy of seizure given drug activity. While many departments follow a similar procedure for addresses in which drug arrests are made, the approach in Kankakee also included a "warning letter" that let them know that a person to whom they were renting

property had been arrested on a drug charge in another location. While this did not directly jeopardize their property, they were informed that there was a potential risk involved since this individual was actively involved in the drug trade. These property owners generally were very responsive and complied with the program as if there had been a drug arrest on their property.

The structure of the Citizens Police Academy also was able to enhance its contribution. The sessions of the Academy were organized around geographic areas of the city. Thus there was the potential for interaction and communication among participants outside of the class. In addition this structure provided for the continued communication among neighborhood residents after the Academy was concluded thereby strengthening neighborhood bonds. Other departments would be advised to adopt a similar structure to their citizen police academies.

Focus upon Community Concerns

While related to the above discussion of orientation, it is important to emphasize the fact that the focus of activities in each of the project components was upon community concerns. In each of the project components the principal concern was with actions oriented to alleviate drug selling and the conditions that foster drug selling in the community. The KMEG unit itself was structured to have an immediate response to complaints regarding drug selling. Nuisance abatement was concerned with cleaning up properties and eliminating problems brought about by the presence of drug selling. Landlord training was focused upon creating better communities through producing more responsible property owners and improving tenant screening, and the Citizens Police Academy was concerned with producing more informed and involved residents.

Another important aspect of this focus was the timely response to community problems. Once problems have been identified it is important that there be an immediate response. This demonstrates to the community that the police are serious about dealing with this issue. In addition, a timely response is more likely to be effective in some drug situations that may be quite fluid. Police administrators in Kankakee indicated in interviews that this immediate response was a distinguishing characteristic of their approach and other departments would be well advised to structure their programs similarly.

Level of Cooperation among Agencies

Through the reformulation of the KMEG unit, the level of cooperation among area law enforcement attained an all time high. Although there had been a local board for the unit for some time, this new approach involved more direct ties and involvement to the communities in Kankakee County. Thus, there was more active involvement from the participating jurisdictions. In fact, some jurisdictions that had historically not participated in multijurisdictional efforts became more involved in KMEG. In addition, this cooperation extended beyond KMEG specific activities. Among other efforts, increased cooperation among agencies has led to the plans for acquiring and implementing a new county wide radio system. Such a system had not previously existed and will facilitate operational communication among agencies.

Specialized Unit

One of the dilemmas in law enforcement is the role and operation of specialized units. While it is often important to devote significant resources to an aspect of law enforcement through creating a specific unit, the creation of such special details is often

accompanied by divisiveness in the department. It is not unusual for these units to be viewed as "elite" and hostilities develop from attitudes of both those inside and outside of the unit. While some officers outside of KMEG expressed some degree of concern regarding the perceived elite status of KMEG, there was a close working relationship between KMEG and patrol officers. Specialized units by their nature are freed from the responsibility of responding to calls for service. In fact it is important that they have this freedom in order to perform their assigned tasks. However, it is important to note that the KMEG officers frequently would respond and provide back up to patrol officers on certain types of calls. Equally important is the fact that patrol officers also reported backing up KMEG officers quite frequently. This degree of interaction and positive working relationship was important in creating a team approach to dealing with community problems that was central to the Kankakee philosophy.

In summary, the reformulation of KMEG unit provided the impetus for restructuring policing in Kankakee. It marked the shift from an approach that was based principally upon enforcement to one that concentrated upon solving the problem through a range of strategies including enforcement. Police administrators summarized this approach in the following manner and offered these suggestions to other jurisdictions:

- 1) Determine and analyze the specific problems faced in the local community,
- 2) Respond directly and immediately to these problems,
- 3) Implement changes in policing to address these problems,
- 4) Implement changes in the way the community responds to problems, and
- 5) Use the MEG to change the way policing is done in your community.

It is clear that by any measure the KMEG has made a considerable contribution to the quality of policing and the quality of life in Kankakee communities.

6. Questionnaires

KMEG-Patrol Interface. We are trying to understand two things: (1) What is the nature of interaction between regular patrol and KMEG, and (2) How is KMEG perceived by other officers. We don't need answers that fit into nice boxes, but some more descriptive material regarding these issues.

1. How often do you interact with KMEG during your regular patrol?
2. What are the typical interactions your unit has with KMEG?
3. When you interact with KMEG, is it most likely because they call you or you call them?
4. How frequently do you back them up? How frequently do they back you up?
5. Is KMEG viewed as a good assignment within the department? Why?
6. Describe your last interaction with KMEG.
7. What kind of cases are you most likely to interact with KMEG with?
8. Has there ever been conflict between your patrol unit and KMEG over a case or over an issue? If YES, please describe it.
9. What has been the relationship between KMEG and patrol units?
10. In general, how is KMEG perceived among patrol officers in the department?

**Key Leader Questionnaire
KMEG Evaluation**

1. Name: _____ Organization: _____

2. Position: _____ # Years in this Position: _____

3. Overall how would you characterize the crime problem in Kankakee at this time:

Very Serious _____
Somewhat Serious _____
Moderate _____
Somewhat Minor _____
Very Minor _____

4. What is the *nature* of the crime problem? That is, when you think about crime in Kankakee, what specific things do you focus on?

5. How has the crime problem changed, if at all, in Kankakee during the past few years?

It has declined significantly _____
It has declined somewhat _____
It has stayed about the same _____
It has increased somewhat _____
It has increased significantly _____

6. Has the *nature* of the crime problem in Kankakee changed in the past few years? If so in what ways? What factors do you believe have caused the crime problem in Kankakee to change (or remain stable) in the past few years? Please explain.

7. What about gangs? In the past few years, has the gang problem in Kankakee:

Increased significantly _____
Increased somewhat _____
Stayed about the same _____
Declined somewhat _____
Declined significantly _____

8. What is the nature of the gang problem in Kankakee at this time and how has that changed, if at all, in the past few years? What factors do you believe have caused the gang problem in Kankakee to change (or to remain stable) in the past few years?

9. What about drugs? In the past few years, has the drug problem in Kankakee:

- Increased significantly _____
- Increased somewhat _____
- Stayed about the same _____
- Declined somewhat _____
- Declined significantly _____

10. What factors do you believe have caused the drug problem in Kankakee to change (or to remain stable) in the past few years?

11. Which drugs, if any, are available in the community?

12. Is crime in this area more concentrated in certain neighborhoods/areas? YES NO

IF YES

What neighborhoods/areas (please describe by providing the informal name of the neighborhood/area and approximate cross-streets for each location)

What specific types of crime seem most prevalent there?

13. What organizations in Kankakee **have been** doing the best job of dealing with the crime problem and why? What is it about those organizations or their approaches that makes them successful?

14. Which organizations in Kankakee, if any, do you believe **should** be doing a better job of dealing with the crime problem, and why?

15. What specific suggestions do you have concerning ways to improve how the community deals with the crime problem? It would be helpful if you could discuss these under the following three categories: (a) prevention (preventing crime before it occurs), (b) intervention (intervening with offenders to provide positive programs in order to reduce future crime by those offenders); and (c) suppression (arrest, prosecution, and punishment of offenders after crime occurs).

Prevention

Intervention

Suppression

16. Are you familiar with the KMEG the Kankakee Metropolitan Enforcement Group, the specialized unit that is comprised of officers from the city and county of Kankakee, Grant Park and Bourbonnais?

Yes _____

No _____

IF YES, How and when did you first learn about KMEG?

17. What is your understanding of KMEG's mission?

18. What role does your organization play with respect to the KMEG program, if any?

How could this relationship be enhanced?

19. Have you had any direct experiences with KMEG?

IF YES, What have your direct experiences with KMEG been like?

20. What are the specific strengths and weaknesses of KMEG?

How could the weaknesses be reduced or eliminated?

21. How would you assess the impact of KMEG, and why?

Very Good _____

Good _____

Fair _____

Poor _____

Very Poor _____

22. Are you familiar with the Chronic Nuisance Abatement Ordinance in Kankakee?

YES NO.

IF YES

How familiar are you with the operation of the ordinance?

Very Familiar _____

Somewhat Familiar _____
Not Familiar at All _____

What is your view on the effectiveness of this ordinance?

Very Good _____
Good _____
Fair _____
Poor _____
Very Poor _____

Has the ordinance helped the police to work more effectively with landlords in reducing crime and disorder and dealing with troublesome tenants?

YES NO

IF YES

HOW?

23. How would you rate the effectiveness of the following organizations in dealing with the problems of crime, gangs, and drugs in Kankakee and why?

	Very Good	Good	Average	Poor	Very Poor
Law Enforcement					
Prosecution					
Judiciary					
Parole					
School					
Social Services					
Citizen's groups					
Clergy					

Comments about the above:

Law Enforcement

Prosecution

Judiciary

Probation

Parole

Schools

Social Service

Citizen's Groups

Clergy

24. How would you describe the relationship between law enforcement and the community in Kankakee? (Please specify which law enforcement agency(ies) are discussed).

25. In the past few years, respect for law enforcement in Kankakee:

Increased significantly	_____
Increased somewhat	_____
Stayed about the same	_____
Declined somewhat	_____
Declined significantly	_____

WHY?

7. References

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- Illinois Criminal Justice Information Authority. 2000. A Profile of the Kankakee County Criminal and Juvenile Justice System. Chicago: ICJIA.
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- Schlegel, Kip and Edmund McGarrell. 1991. "An Examination of Arrest Practices in Regions Served by Multi-jurisdictional Drug Task Forces", *Crime and Delinquency*, 37: 408-426.

8. Appendices

Appendix 1 Proposed Realignment of KMEG

PROPOSED REALIGNMENT OF KMEG

Currently KMEG is housed in a separate facility with all the attendant costs of a separate police operation. The unit receives day to day direction from a director and a field supervisor who oversee a number of field officers. The primary thrust of the unit is to infiltrate drug traffickers through the use of covert officers who make drug purchases from these traffickers. This thrust is good in that it provides the best possible case for prosecution, and allows the unit to look toward significant sources of supply. This thrust has been the operation philosophy of MEG units since their inception in 1972, and has served some communities well, depending on demographics and the scope of the drug problem. One problem with this approach is that the unit is limited by its informants and due to the need for informant introduction, is forced to extend these investigations over a relatively long period of time, particularly when the informant is capable of multiple introductions.

While this philosophy works well in certain geographical areas, the unique drug problem in Kankakee causes this philosophy to have limited impact. While the Kankakee area has some larger drug traffickers, the majority of the problem stems from multiple street dealers. KMEG is generally unable to respond to the complaints of street dealing due to the limiting philosophy of undercover operations. In other words, without an informant to make an introduction, KMEG cannot handle the problem. Street dealing of the quantity that is occurring in Kankakee must be approached in a broad manner, with the major emphasis on street suppression, and coupled with street suppression, nuisance abatement. Nuisance abatement has proven over the past several months to be an extremely effective method of handling drug activity because the neighborhood is able to see a rapid response to complaints. Nuisance abatement allows for mere complaints in triggering nuisance abatement letters.

This proposed realignment will result in rapid problem solving policing in neighborhoods which have been devastated by drug activity. A possible structure would build upon the successful approach already in place in the Sheriff's office and the City police. The City would create an additional Problem Oriented Policing (POP) squad, which would allow for overlapping schedules and flexible hours. The Sheriff's gang unit would be expanded into either a larger unit or overlapping gang units. The City and Sheriff would assign officers to each other units to ensure cross blending of skills and information. ISP's role would be the assignment of officers to one or both of the above named squads and a directorship role which will include coordination of activities of the units as well as administrative responsibilities. In order to achieve a significant cost savings, the current KMEG office would be closed and these unit work out of their respective squad rooms. This would provide for a close relationship with patrol units as well as minimizing the temptation to sit in the office. These squads would be street units and spend the majority of their time on the street. Because of the numbers of officers who have rotated through KMEG, it would still be possible to do a limited number of undercover cases by using neighboring departments officers or by importing undercovers from neighboring units or districts. Under this structure, existing grants could possibly be preserved and existing civilian positions used to facilitate asset forfeiture and clerical duties.

This realignment proposal is written as a beginning point for discussion of handling the current epidemic of drug trafficking in Kankakee, and is not a criticism of the current KMEG leadership or officers. KMEG has performed well and its officers deserve recognition for producing excellent results. However the philosophy underlying the current approach to drug enforcement does not meet today's needs as noted by other changing law enforcement strategies. Community policing and problem solving policing have proved to law enforcement leaders to provide answers which were formerly not forthcoming. Community policing is customer based. Police Chiefs in Kankakee recognize that our customers are demanding prompt action against street dealing and gang activities. Rat packs in Kankakee have shown the chilling impact that concentrated efforts have on the criminal community, and have had a positive impact on the citizens view of law enforcement. Police Chiefs give countless talks to citizens in which they solicit a cooperative effort from the community to halt problems. The answer given to chiefs is often that the citizens have called several times and nothing in done. This realignment will allow Kankakee law enforcement to respond to the desires of our customers and improve the cooperative spirit with the community.

DIRECTOR DUTIES

- Insure state requirements met for reporting.
- Budget and grant oversight responsibility.
- Insure coordination of activity by various squads.
- Maintenance of files.
- Oversight of asset forfeitures.
- Operational and administrative reports to policy board.
- Daily oversight of Directed Case squad.
- Coordinate request for assistance from county communities.

DIRECTED CASE UNIT (DCU)

- Review cases generated by other units for potential for mid to upper level trafficking.
- Assist other units when necessary in execution of search warrants and raids
- Interview arrestees in county for potential use as informants
- Coordinate the acquisition of undercover police officers from other jurisdictions for purchases.
- Develop conspiracy potential.
- Will use ISP paper for all unit operations.
- Will operate out of small office with files.

GANG AND STREET SUPPRESSION (GSS) AND PROBLEM ORIENTED POLICE (POP)

- Receive specific complaints from City and County for complaints from community.
- Operate street level tactical operations.
- Report results of daily assignments to City and County on a daily basis.
- Coordinate activity with Director.
- Assist DCU when necessary in tactical situations.
- Coordinate activity with other units.
- Develop innovative methods for problem solving with gangs ie. Nuisance abatement and code enforcement.
- Work with other City \ County agencies to develop solutions to problems.
- Will work out of City and County squad rooms to insure contact with patrol.
- Will use ISP administrative reports and local agency tactical reports.

CITY AND COUNTY

- Provide GSS and POP with complaint targets.
- Contact each other daily with each unit's activity.
- Coordinate complaint targets with Director.

**Appendix 2 Ordinance Amending Chapter 22 of the Municipal Code of the
City of Kankakee, Procedures in Implementing the Ordinance**

CHRONIC NUISANCE & NUISANCE ABATEMENT

This is a brief overview of the Chronic Nuisance Ordinance and the Nuisance Abatement Law. The Nuisance Abatement Law is a state law, 740 ILCS 40/0.01, and is usually used to abate properties where drugs are involved. The Chronic Nuisance Ordinance is a City Ordinance, 97-38, and is used to abate when circumstances other than drugs are involved.

The procedure for Nuisance Abatement is:

- 1) Drugs are found and documented by police
- 2) Police contact the County Tax Assessors (Determine owners/interested parties)
- 3) Letters are sent to the landlord
- 4) Landlords are required to meet with Chief/Deputy Chief within 10 days

Landlords may serve 5 day notice on person over 13 years or post the notice on the apartment. City Police will accompany the Landlord to keep the peace if the landlord requests police assistance. In any case, landlords will advise how the nuisance will be abated.

The landlord goes to the States Attorneys Office and Assistant States Attorney, Ed Pentuic, will begin legal proceedings to evict the tenants, when the eviction was properly served by the landlord but ignored by the tenant.

- 5) If the property owner refused to cooperate with the police and the nuisance is not abated the documentation will be forwarded to the States Attorneys Office and the office of the Illinois Attorney General for review and possible court filings.

Heads up letters are sent when persons are arrested for drugs and are not on the property where they live. This letter makes the landlord aware of his tenants activities and the possibility that it is occurring on the landlords property.

The procedure for Chronic Nuisance is:

- 1) Police documentation for three incidents, meeting criteria, occurring within a sixty (60) day period. Criteria includes Disorderly Conduct, UYW, Mob Action, Discharging a firearm, Gambling, drug possession, Assault, Batter, Sexual abuse, Public Indecency, Prostitution, Criminal Damage, Possession of Alcohol by Minor and Garbage violations.
- 2) Police contact the County Tax Assessors (to determine property owners)

- 3) Letters are sent to the landlord
- 4) Landlords are required to meet with the Chief/Deputy Chief within 10 days, to develop a plan to abate the nuisance.
- 5) Landlord may serve notice depending on lease:
Month to month or year to year, 30 days
Week to week, 5 day

Police will accompany the landlord at his request to keep the peace. If the tenant refuses to move the landlord is referred to The City Attorney to begin civil proceedings.

In either case if the landlord refuses to abate the nuisance, civil court proceedings will be taken. The property owner will loose the use of the property for a period of up to one year and be subject to civil penalties as deemed appropriate by the court.

In situations involving either the Nuisance Abatement Law or the Chronic Nuisance Ordinance, the property owner will be made aware of the Kankakee City Police "Landlord Training Program" and informed of assistance the police can provide, including information on tenant screening, Agency Agreements, Leases/Rental Agreements, Landlord Compacts, Lighting Surveys, Extra Patrols, etc...

LAW ON ABATEMENT

The Controlled Substance and Cannabis Nuisance Act governs the abatement of the nuisance created by drug houses. The Act defines a "nuisance" as any place at which or in which controlled substances are unlawfully sold, possessed, served, stored, delivered, manufactured, cultivated, given away, or used more than once within a period of one year. A "place" is defined as any store, shop, warehouse, dwelling house, building, apartment or any place whatever.

The State's Attorney must provide the owner with written notice that a nuisance exists, that the owner has fourteen (14) days from the mailing of the notice or seven (7) days from personal service of the notice to appear at the State's Attorney's Office and make arrangements to get rid of the nuisance, and that failure to appear at the State's Attorney's Office may result in a filing of a complaint and an injunction. If the person or persons fails to appear at the State's Attorney's Office or fails to rid of the nuisance a complaint will be filed.

If it is proven that a nuisance exists, the court shall enter a judgment restraining all persons from maintaining or permitting the nuisance and from using the property for any purpose other than the purpose designated by the court for a period of one year. This includes the loss of rental income. However, there will be no injunction if the owner has in good faith tried to prevent the nuisance or did not have knowledge of the nuisance. Along with the injunction, the court shall direct the sheriff to remove from the place all the fixtures and moveable property used in the conducting, aiding or abetting the nuisance. The sheriff shall then sell the moveable property and fixtures, taking out the sheriff's costs for removing and selling the property. The proceeds of the sale shall be applied in payment of the costs of the proceedings, and the balance, if any, shall be forwarded by the circuit clerk to the State Treasurer for deposit into the Drug Treatment Fund.

I. Controlled Substance and Cannabis Nuisance Act 740 ILCS 40/0.01. et seq.

A. Violation

- i. Nuisance: A "nuisance" means any store, shop, warehouse, dwelling house, building, apartment or any place whatever at which or in which controlled substances are unlawfully sold,

possessed, served, stored, delivered, manufactured, cultivated, given away or used more than once within a period of one year.

2. Potential Defendants : any owner, landlord, agent, management company, corporation, association, partner, or one or more individuals

B. Sanctions for violation of the law

1. Temporary Restraining Order (TRO) : A TRO is a 10-day injunction that prohibits the property from being used as a nuisance.
2. Preliminary Injunction : Extends the TRO beyond its 10-day period.
3. Permanent Injunction : Permanently prohibits persons from maintaining or permitting the drug nuisance and from using the property for any purpose other than the purpose designated by the court for 1-year. This includes the prohibition of renting the property.
4. Order of Abatement : Directs the Sheriff to remove and sell all fixtures and movable property used in conducting, aiding or abetting the drug nuisance, and to close the place entirely for 1-year or as the court designates.

C. Chain of events that can result in a civil lawsuit

1. Illegal Drug Activity takes place and is documented
2. After another drug activity, notice is given or sent to the owner or the agent
 - a. "The State's Attorney or the Attorney General shall serve the owner with written notice informing them that the property is a nuisance. Notice will be served by personal

A. Violation

1. You can be charged with the crime of maintaining a Public Nuisance if your building was used to in the commission of any of the following:

2. First Degree Murder
- b. Kidnaping
- c. Aggravated Kidnaping
- d. Prostitution
- e. Solicitation for prostitution
- f. Pandering
- g. Obscenity
- h. Child Pornography
- i. Harmful Material
- j. Sale of Obscene publication
- k. Criminal Housing Management
- l. Possession of explosives
- m. Unlawful use of a weapon
- n. Unlawful use of a weapon
- o. Sale of firearms
- p. Gambling
- q. Keeping a gambling place
- r. Concealing a fugitive
- s. violation of the Illinois Controlled Substances Act
- t. violation of the Cannabis Control Act

B. Sanctions for violation of the law

1. Permanent injunction : Permanently prohibits all persons from using, building, or maintaining the nuisance for 1-year
 2. Owner can prevent the injunction by posting a bond and also by preventing future offenses
2. Lien : a lien is imposed on building fixtures or other property used to commit the offense

a. The property may be sold to satisfy any judgment, fines, and damages

3. Revocation : Licenses, permits, certificates authorizing food or liquor can and will be revoked from 60 days to 1-year

4. Temporary Restraining Order or Preliminary Injunction : Prohibits all from maintaining the nuisance and/or removing property

C. Criminal penalty

1. A person convicted of knowingly maintaining a public nuisance commits a Class A misdemeanor. Each subsequent offense is a Class 4 felony.

a. Class A misdemeanor : up to 1 year imprisonment, fine up to \$1000

b. Class 4 felony : 1 to 3 years imprisonment, fine up to \$10,000 if an individual or up to \$50,000 if a corporation

III. Municipal Code 65 ILCS 5/11-13-15

City or village ordinances can also be used to abate the nuisance. Failure to comply with city zoning and building codes can result in a civil lawsuit.

A. Violation

1. When any building, fixture, or structure is constructed, reconstructed, altered, repaired, converted, maintained or used in violation of an ordinance adopted under Division 13, 31, or 31.1 of Illinois Municipal Code

a. Division 13 : Zoning

b. Division 31 : Unsafe Buildings

c. Divisions 31.1 : Building Code violations

2. An action can be brought by the following:

a. the Attorney General

b. the State's Attorney

c. Private party

(1) only after 30 days and within 90 days of written notice to the Attorney General or the State's Attorney

B. Sanctions for violation of the law

1. Prevent the construction, reconstruction, repair, conversion, maintenance or use of building or structure; or

2. Prevent occupancy of building, structure, or land; or

3. Prevent illegal act, conduct, business or use in or about the premises; or

4. Restrain, correct or abate the violation; or

5. A restraining order, a preliminary injunction or a permanent injunction may be issued; and

6. Defendant pays for plaintiff's attorney fees.

C. Procedures

1. Who can bring action?

a. local municipal authorities:

-
- b. any owner of real property within 1200 feet; and
 - c. any tenant of real property within 1200 feet.
2. Plaintiff must show that the property or person will be substantially affected by the alleged violations
 3. Sanctions



Police Department
385 East Oak Street
Kankakee, Illinois 60901
(815) 933-0401 - Fax (815) 936-3611

July 14, 1997

RE: Notice of Illegal Drug Activity at
involving your tenant ().
Case Number 97CD000 on June 11, 1997

Dear :

We are putting you on notice that there has been an incident of illegal drug activity at the above listed address. Public records indicate that you own, manage, and/or have a possessory interest in that property. As the landlord of this property, you are legally responsible for any public nuisance that results from illegal drug activity taking place there.

We are hereby informing you that a "nuisance" is defined in the Controlled Substance and Cannabis Nuisance Act (Illinois Compiled Statutes Act 40, Section 40/1) as "any place at which or in which controlled substances are unlawfully sold, possessed, served, stored, delivered, manufactured, cultivated, given away or used more than once within a period of one year." Thus, this letter is being sent to notify you that a nuisance as defined in the aforementioned statute will exist at this property if there are any additional incidents of drug activity within twelve months from the last incident on June 11, 1997. Moreover, pursuant to 720 Illinois Compiled Statutes 5/37-1 any building used in the commission of offenses prohibited by the Illinois Controlled Substance Abuse Act and the Cannabis Control Act constitutes a public nuisance. A person who knowingly maintains such a public nuisance commits a Class A misdemeanor and each subsequent violation constitutes a Class 4 Felony.

Your responsibility as a landlord requires you to abate any nuisance that may exist and institute measures that will insure that your property will not maintain such nuisances in the future. Your failure to carry out your responsibility in this matter may subject you to prosecution for maintaining a public nuisance and your property may be subjected to permanent injunction thereby depriving you of use of the property for up to one year.

Additionally, in compliance with City Ordinance #96-68, "An Ordinance To Abate Chronic Nuisance Properties", adopted by the City of Kankakee on August 19, 1996, you are required to respond to the Chief of Police or the Deputy Chief of Police within ten (10) days, to discuss a course of action that will abate the nuisance activities at this property. Your failure to respond may result in the closing of the property for a period of 180 days and a civil penalty of \$100.00 per day.

The City of Kankakee stands ready to work with you to prevent the use of your property for illegal activity.

Please contact my office immediately to discuss methods in which you can abate the nuisance and comply with both local and state law. Your failure to take immediate action to abate the nuisance may result in the enforcement of these statutes by the Illinois Attorney General, the Kankakee States Attorney and the City of Kankakee.

Respectfully,

William Doster
Chief of Police
815-933-0400

Mike Kinkade
Deputy Chief
815-933-0475

MK/vm

IN THE CIRCUIT COURT FOR THE TWENTY-FIRST JUDICIAL CIRCUIT
KANKAKEE COUNTY, ILLINOIS

To:

VS

LANDLORD'S 5 DAY NOTICE TO QUIT

YOU ARE HEREBY NOTIFIED, that in consequence of your default for:

- Use of premises for the purpose of unlawful possessing, serving, storing, manufacturing, cultivating, delivering, using, selling or giving away controlled substances or for permitting the premises to be used for such purposes (740 ILCS 40/11).
- Being charged with having committed an offense on the premises constituting a CLASS X Felony (765 ILCS 705/5)

on the premises now occupied by you, being _____

you have elected to terminate your lease, and you are hereby notified to quit and deliver up possession of the same

to _____

within five days of this date.

Dated at _____ this _____ day of _____ 19 _____

*PICK UP
SMALL
CLAIMS*

Landlord

By _____
Agent

STATE OF ILLINOIS)
) SS
COUNTY OF KANKAKEE)

ASSIGNMENT OF RIGHTS

I, _____, owner or landlord or a agent thereof, of premises located _____, Kankakee, Kankakee County, Illinois, hereby, pursuant to the Controlled Substance and Cannabis Nuisance Act, 740 ILCS 40/1 et seq., assign my right to bring a forcible entry and detainer action on behalf of myself in regard to a premise located at _____, Kankakee, Kankakee County, Illinois to the State's Attorney of Kankakee County. Pursuant to the above statute, this assignment shall be limited to those rights and duties up to and including delivery of the order of eviction to the sheriff for execution. I am aware that I remain liable for the cost of the eviction.

Subscribed and sworn to
before me this _____ day
of _____ 1997.

Notary Public

CITY OF KANKAKEE, ILLINOIS

ORDINANCE NO. 94-38

AN ORDINANCE AMENDING
AN ORDINANCE TO ABATE CHRONIC NUISANCE PROPERTIES

ADOPTED BY THE
CITY COUNCIL OF THE
CITY OF KANKAKEE
THIS 16th DAY OF April, 1997

Published in pamphlet form by authority of the City Council
of the City of Kankakee, Kankakee County, Illinois
this 26th day of April, 1997

CITY OF KANKAKEE, ILLINOIS

ORDINANCE NO. 97-38

AN ORDINANCE AMENDING
AN ORDINANCE TO ABATE CHRONIC NUISANCE PROPERTIES

WHEREAS, certain properties located in the City of Kankakee has determined that activities at certain properties create a nuisance to various other residents; and

WHEREAS, the abatement of this nuisance is essential for the public safety, health and welfare of the residents of the City of Kankakee; and

WHEREAS, the conduct which occurs in certain properties are on-going and of a criminal nature.

NOW, THEREFORE BE IT ORDAINED that

SECTION 1

- (a) Any certain property within the City of Kankakee which becomes a Chronic Nuisance Property is in violation of this Chapter and is subject to its remedies.
- (b) Any person in charge who permits property under his or her ownership or control to be a Public Nuisance Property shall be in violation of this Chapter and subject to its remedies.

SECTION 2 DEFINITIONS:

A. CHRONIC NUISANCE PROPERTY - Chronic Nuisance Property shall be property upon which three or more of the behaviors listed below have occurred during any sixty (60) day period, as a result of any three (3) -- separate factual events that have been independently investigated by any law enforcement agency.

1. Disorderly Conducted as defined in 720 ILCS 5/26-1
2. Unlawful Use of Weapons as defined in 720 ILCS 5/24-1 et. seq.
3. Mob Action as defined in 720 ILCS 5/25-1
4. Discharge of a Firearm as defined in 720 ILCS 5/24-1.2 and 1.5
5. Gambling as defined in 720 ILCS 5/28-1

6. Possession, Manufacture or Delivery of Controlled Substances as defined in 720 ILCS 570/401 et seq.
7. Assault or Battery or Any Related Offense as defined in 720 ILCS 5/12-1 et seq.
8. Sexual Abuse or Related Offenses as defined in 720 ILCS 5/12-15 et seq.
9. Public Indecency as defined in 720 ILCS 5/11-9.
10. Prostitution as defined in 720 ILCS 5/11-14 et seq.
11. Criminal Damage to Property as defined in 720 ILCS 5/21-1 et seq.
12. Possession, Cultivation, Manufacture or Delivery of Cannabis as defined in 720 ILCS 550/1 et seq.
13. Illegal Consumption or Possession of Alcohol as defined in 235 ILCS 5/1 et seq.
14. Violation of the City of Kankakee Property Maintenance Code relative to garbage - Section - PM - 306.0 et seq - THE BOCA PROPERTY MAINTENANCE CODE/1993.

- B. Control; the ability to regulate, restrain, dominate, counteract or govern conduct that occurs on that property.
- C. Owner, any person, agent, firm or corporation having any legal or equitable interest in the property. Owner includes, but is not limited to: (1) a mortgagee in possession in whom is vested (a) all or part of the legal title to the property; or (b) all or part of the beneficial ownership and the right to the present use and enjoyment of the premises; or (2) an occupant who can control what occurs on the property.
- D. Permit. To suffer, allow, consent to, acquiesce by failure to prevent, or expressly assent or agree to the doing of an act.
- E. Person. Any natural person, association, partnership or corporation capable of owning or using property in the City of Kankakee.
- F. Person in Charge. Any person in actual or constructive possession of a property, including but not limited to an owner, occupant of property under his or her domain, ownership or control.

- G. Property. Any real property, including land in that which is affixed, incidental or pertinent to land, including but not limited to any premises, room, house, building, or structure or any separate part or portion thereof, whether permitted or not.

SECTION 3. REMEDY

- (A) In the event a court determines property to be a Chronic Nuisance Property, the court may order that the property be closed and secured against all use and occupancy for a period of not less than thirty days (30), but not more than one hundred and eighty days (180), or the court may employ any other remedy deemed by it to be appropriate to abate the nuisance.
- (B) In addition to the remedy provided in paragraph (A) above, the court may impose upon the owner of the property a civil penalty in the amount of up to One Hundred Dollars (\$100.00) per day, payable to the City of Kankakee, for each day the owner had actual knowledge that the property was a public nuisance property and permitted the property to remain public nuisance property.
- (C) In determining what remedy or remedies shall employ, the court may consider evidence of other conduct which has occurred on the property, including, but not limited to:
- (1) The disturbance of neighbors.
 - (2) The recurrence of loud and obnoxious noises.
 - (3) Repeated Consumption of Alcohol in Public.

SECTION 4. - ABATEMENT OF NUISANCE

The Corporation Counsel of the City of Kankakee or the States Attorney of Kankakee County may commence an action to abate public nuisance as described above. Upon being satisfied by affidavits or other sworn evidence that an alleged public nuisance exists, the court may without notice or bond enter a temporary restraining order or a preliminary injunction to enjoin any defendant from maintaining such nuisance and may enter an order restraining any defendant from removing or interfering with all property used in connection with the public nuisance.

SECTION 5. - PROCEDURE

When the Chief of Police of the City of Kankakee receives two or more police reports documenting the occurrence of Nuisance Activity on or within a Property, the Chief of Police shall independently review such reports to

determine whether they describe criminal acts. Upon such findings, the Chief may:

1. Notify the person in charge in writing that the Property is in danger of becoming a Chronic Nuisance Property. The notice shall contain the following information:
 - a. The street address or a legal description sufficient for identification of the Property.
 - b. A statement that the Chief of Police has information that the Property may be Chronic Nuisance Property, with a concise description of the Nuisance Activities that may exist, or that have occurred. The Chief of Police shall offer the Person in Charge an opportunity to propose a course of action that the Chief of Police agrees will abate the Nuisance Activities giving rise to the violation.
 - c. Demand that the Person in Charge respond to the Chief of Police within ten (10) days to discuss the Nuisance Activities.
- B. After complying with the notification procedures described herein when the Chief of Police receives a police report documenting the occurrence of a third Nuisance Activity at or within a Property and determines that the Property has become a Chronic Nuisance Property, the Chief of Police shall:
 1. Notify the Person in Charge in writing that the Property has been determined to be a Chronic Nuisance Property. The notice shall contain the following information:
 - a. The street address or legal description sufficient for identification of the Property.
 - b. A statement that the Chief of Police has determined the property to be Chronic Nuisance Property with a concise description of the Nuisance Activities leading to his/her findings.
 - c. Demand that the Person in Charge respond within ten (10) days to the Chief of Police and propose a course of action that the Chief of Police agrees will abate the Nuisance Activities giving rise to the violation.
 - d. Service shall be made either personally or by first class mail, postage pre-paid, return receipt requested, addressed to the Person in Charge at the address of the Property believed to be a Chronic Nuisance Property, or such other place which

is likely to give the Person in Charge notice of the determination by the Chief of Police.

- e. A copy of the notice shall be served on the owner at such address as shown on the tax rolls of the county in which the Property is located, and/or the occupant, at the address of the Property, if these persons are different than the Person in Charge, and shall be made either personally or by first class mail, postage pre-paid.
 - i. A copy of the notice shall also be posted at the Property after ten (10) days has elapsed from the service or mailing of the notice to the Person in Charge and the Person in Charge has not contacted the Chief of Police.
 - g. The failure of any Person to receive notice that the Property may be a Chronic Nuisance Property shall not invalidate or otherwise affect the proceedings under this Chapter.
2. If after the notification, but prior to the commencement of legal proceedings by the City pursuant to this Chapter, a Person in Charge stipulates with the Chief of Police that the Person in Charge will pursue a course of action the parties agree will abate the Nuisance Activities giving rise to the violation, the Chief of Police may agree to postpone legal proceedings for a period of not less than ten (10) nor more than thirty (30) days, except in the case of a Nuisance Activity under Section 3 (b)(7) where a search warrant was executed at the Property. If the agreed course of action does not result in the abatement of the Nuisance Activity or if no agreement concerning abatement is reached within thirty (30) days, the Chief of Police shall request authorization for the Corporation Counsel to commence a legal proceeding to abate the nuisance.
3. Concurrent with the notification procedures set forth herein, the Chief of Police shall send copies of the notice, as well as, any other documentation which supports legal proceedings to the Corporation Counsel.
- C. When a Person in Charge makes a response to the Chief of Police as required above, any conduct or statements made in connection with the furnishing of that response shall not constitute an admission that any Nuisance Activities have or are occurring. This subsection does not require the exclusion of any evidence which is otherwise admissible or offered for any other purpose.

SECTION 6. - COMMENCEMENT OF ACTION, BURDEN OF PROOF

- A. In an action seeking closure of a Chronic Nuisance Property, the City shall have the initial burden of showing by preponderance of the evidence that the property is a Chronic Nuisance Property.
- B. It is a defense to an action seeking the closure of chronic nuisance property that the owner of the property at the time in question could not, in the exercise of reasonable care or diligence, determine that the property had become a public nuisance property, or could not, in spite of the exercise of reasonable care and diligence, control the conduct leading to the findings that the property is a Chronic Nuisance Property.
- C. In establishing the amount of any civil penalty requested, the court may consider any of the following factors if they need be found appropriate, and shall site those found applicable:
 - (1) The actions or lack of action taken by the Person in Charge to mitigate or correct the problem at the property.
 - (2) Whether the problem at the property was repeated or continuous.
 - (3) The magnitude or gravity of the problem.
 - (4) The cooperation of the Person in Charge with the City.
 - (5) The cost of the City investigating and correcting or attempting to correct the condition.

SECTION 7. - EMERGENCY CLOSING PROCEDURES

- A. In the event that it is determined that the property is an immediate threat to the public safety and welfare, the City may apply to the court for such interim relief, as is deemed by the Chief of Police to be appropriate. In such an event, the notification provision set forth in Section 5 above need not be complied with, however, the City shall make a diligent effort to notify the person in charge prior to a court hearing.
- B. In the event that the court finds the property constitutes a Chronic Nuisance Property as defined in this Section, the court may order the remedy set out above. In addition, in the event that it also finds the Person in Charge had knowledge of activities or conditions of the property constituting or violating this Chapter and permitted the activities to occur, the court may assess a civil fine as provided above.
- C. The court may authorize the City of Kankakee to physically secure the property against use or occupancy in the event the owner fails to do so within the time specified by the court. In the event that the City is

authorized to secure the property, all costs reasonably incurred by the City to affect a closure shall be made and assessed as a lien against the property. If used herein, "costs" mean these costs actually incurred by the City for the physical securing of the property, as well as, tenant relocation costs.

- D. The City of Kankakee Department of Public Works affecting the closure shall prepare a statement of cost and the City of Kankakee shall thereafter submit said statement to the court for its review. If no objection of the statement is made within the period described by the court, a lien in said amount may be recorded against said property.
- E. Any person who is assessed the cost of closure and/or civil penalty by the court shall be personally liable for the payment thereof by the City.
- F. A tenant is entitled to their reasonable relocation costs, as those are determined by the court if, without actual notice, the tenant moved into the property, after either:
 - (1) The owner or tenant received notice as described herein of the Police Chief's determination as described above.
 - (2) Unknown owner or other agent received notice of an action brought pursuant to this Section.
 - (3) Any person who is assessed with costs of closure and/or civil penalty by the court shall be personally liable for the payment thereof to the City.

SECTION 8. SEVERABILITY

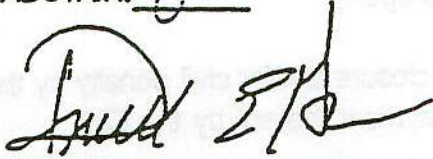
If any provision of this Ordinance or its application, or any person or circumstances held to be invalid for any reason, the remainder of said application of its provisions to the other persons or circumstances shall not be in any way affected.

SECTION 9. EFFECTIVE DATE OF ORDINANCE

This Ordinance shall be in full effect as of the date of final passage and shall remain in effect for a period of two (2) years from the date of original passage.

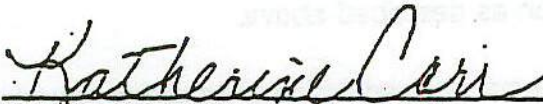
ADOPTED THIS 16th day of June, 1997, pursuant to a roll call vote.

AYES: 11
NAYS: 0
ABSENT: 2
ABSTAIN: 0



MAYOR DONALD E. GREEN

ATTEST:



KATHERINE CARR, CITY CLERK

**Appendix 2 Ordinance Amending Chapter 22 of the Municipal Code of the
City of Kankakee, Procedures in Implementing the Ordinance**

CITY OF KANKAKEE
KANKAKEE COUNTY, ILLINOIS

ORDINANCE NO. 98- _____

ORDINANCE AMENDING CHAPTER 22 OF THE
MUNICIPAL CODE OF THE CITY OF KANKAKEE
KANKAKEE COUNTY, ILLINOIS

ADOPTED BY THE CITY COUNCIL
OF THE
CITY OF KANKAKEE

THIS _____ DAY OF _____, 1998

Published in pamphlet form by authority
by the City Council of the City of Kankakee
this _____ day of _____, 1998.

ORDINANCE NO. 98 - _____

AN ORDINANCE AMENDING CHAPTER 22 OF THE
MUNICIPAL CODE OF THE CITY OF KANKAKEE,
KANKAKEE COUNTY, ILLINOIS

WHEREAS, it is essential to protect the safety of the citizens and peace of the City of Kankakee; and

WHEREAS, the possession of firearms, the existence of prostitution and the solicitation of drugs is an on-going occurrence which affects the ability of the citizens of the City of Kankakee to live free of the affects of crime; and

WHEREAS, persons who use their motor vehicles for the purposes of transporting firearms, solicitation of cannabis or controlled substances and also soliciting prostitution upset the peace and tranquility of neighborhoods and rights to live in any peaceful neighborhood.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF KANKAKEE, KANKAKEE COUNTY, ILLINOIS AS FOLLOWS:

SECTION I: Chapter 22 of the Municipal Code of the City of Kankakee, Kankakee County, Illinois, is hereby amended by adding the following sections to said Chapter:

SECTION 22-76 THROUGH 80: RESERVED

SOLICITATION OF DRUGS

SECTION 22-80: ATTEMPT TO SOLICIT DRUGS.

It is unlawful for any person to solicit or to attempt to obtain cannabis, as defined in the Illinois Cannabis Control Act or a controlled substance as defined by the Illinois Controlled Substance Act with an intent to possess by request, contract, agreement, command or understanding.

SECTION 22-81: ATTEMPT TO SOLICIT FROM VEHICLE - IMPOUNDMENT.

- A. The owner of record of any motor vehicle which is used in connection with a violation of Sec. 22-80 or that contains cannabis as defined by the Illinois Cannabis Act or a controlled substance as defined by the Illinois Controlled Substance Act shall be subject to seizure and impoundment and liable to the City for an administrative penalty not to exceed \$500.00 plus any towing and storage fees, as hereinafter provided.**
- (1) This Sub-section shall not apply: (1) if the vehicle used in the violation was stolen at that time and the theft was reported to the appropriate police authorities within 24 hours after the theft was discovered; or (2) if the vehicle is operating as a common carrier and the violation occurs without the knowledge of the person in control of the vehicle.**
 - (2) Whenever a police officer has probable cause to believe that a vehicle is subject to seizure and impoundment pursuant to this Section, the police officer shall provide for the towing of the vehicle to a facility controlled by the City or its agents. Before or at the time the vehicle is towed, the police officer shall notify any person identifying himself as the owner of the vehicle or any person who is found to be in control of the vehicle at the time of the alleged violation, of the fact of the seizure and of the vehicle owner's right to request a vehicle impoundment hearing to be conducted under this Section.**
 - (3) If the owner of record of a vehicle seized pursuant to this Section desires to appeal the seizure, said owner must make a request for said hearing within twenty-four (24) hours of the seizure. Said request shall be in writing and filed with the Chief of Police or his designee. If an appeal is timely filed, a Hearing Officer of the City shall conduct such appeal hearing within forty-eight (48) hours after the request, excluding Saturdays, Sundays and holidays. All interested persons shall be given a reasonable opportunity to be heard at the vehicle impoundment hearing. The formal rules of evidence will not apply at the hearing and hearsay evidence shall be admissible. If, after the hearing, the Hearing Officer determines there is probable cause to believe that the vehicle is subject to seizure and impoundment pursuant to this Section, the Hearing Officer shall order the continued impoundment of the vehicle as provided in this Section, unless the owner of the vehicle posts with the Collection Department, a cash bond in the amount of Five Hundred an no/100s Dollars (\$500.00), plus any applicable towing and storage fees.**
 - (4) Unless a hearing is held pursuant to (3) above, within 10 days after a vehicle is seized and impounded pursuant to this Section, the City shall notify by certified mail, return receipt requested, the owner of record of the date,**

time and location of a hearing that will be conducted, pursuant to this Section. The hearing shall be scheduled and held, unless continued by order of the Hearing Officer, no later than 45 days after the vehicle was seized. The hearing shall be conducted by a Hearing Officer appointed by the Mayor. All interested persons shall be given a reasonable opportunity to be heard at the hearing. If, after the hearing, the Hearing Officer determines by a preponderance of evidence that the vehicle was used in connection with a violation of Section 30-225, and that none of the exceptions described in clauses (1) or (2) of Sub-section (a) applies, the Hearing Officer shall enter an order finding the owner of record of the vehicle civilly liable to the City for an administrative penalty in the amount not to exceed \$500.00. If the owner of record fails to appear at the hearing, the Hearing Officer shall enter a default order in favor of the City requiring the payment to the City of an administrative penalty in an amount not to exceed \$500.00. If the Hearing Officer finds that no such violation occurred, the Hearing Officer shall order the immediate return of the owner's vehicle or cash bond.

- (5) If an administrative penalty is imposed pursuant to this Section, such penalty shall constitute a debt due and owing to the City. If a cash bond has been posted pursuant to this Section, the bond shall be applied to the penalty. If a vehicle has been impounded when such a penalty is imposed, the City may seek to obtain a judgment on the debt and enforce such judgment against the vehicle as provided by law. Except as provided otherwise in this Section, a vehicle shall continue to be impounded until (1) the penalty, plus any applicable towing and storage fees, is paid to the City, in which case possession of the vehicle shall be given to the person who is legally entitled to possess the vehicle (2) the vehicle is sold or otherwise disposed of to satisfy a judgment to enforce a lien as provided by law. If the administrative penalty and applicable fees are not paid within 30 days after an administrative penalty is imposed under Sub-section (d) against an owner of record who defaults by failing to appear at the hearing, the vehicle shall be deemed unclaimed and shall be disposed of in the manner provided by law for the disposition of unclaimed vehicles. In all other cases, if the administrative penalty and applicable fees are not paid within 30 days after the expiration of time at which administrative review of the Hearing Officer's determination may be sought, or within 30 days after an action seeking administrative review has been resolved in favor of the City, whichever is applicable, the vehicle shall be deemed unclaimed and shall be disposed of in the manner provided by law for the disposition of unclaimed vehicles under Section 4-208 of the Illinois Vehicle Code (625 ILCS 5/4-208).

Except as otherwise specifically provided by law, no owner, lienholder or other person shall be legally entitled to take possession of a vehicle impounded under this Section until the civil penalty and fees applicable under this Section have been paid. However, whenever a person with a lien of record against an impounded vehicle has commenced foreclosure proceedings, possession of the vehicle shall be given to that person if he or she agrees in writing to refund to the City the amount of the net proceeds of any foreclosure sale, less any amounts required to pay all lienholders of record, not to exceed \$500.00, plus the applicable fees.

- (6) For purposes of this Section, the "owner of record" of a vehicle is the record title holder.

SECTION 22-82: Use of Vehicle For Solicitation of Prostitution - Impoundment.

- (A) A motor vehicle that is used, with the knowledge of the owner of record, in violation of 22-59 supra., in the commission of prostitution as defined in the Criminal Code of 1961, soliciting for a prostitute as defined in said Code, soliciting for a juvenile prostitute as defined in said Code, or patronizing a juvenile prostitute as defined in said Code, shall be subject to seizure and impoundment under this Sub-section. The owner of record of such vehicle shall be liable to the City for a penalty of \$500.00, in addition to fees for the towing and storage of the vehicle.
- (B) Whenever a police officer has probable cause to believe that a vehicle is subject to seizure and impoundment pursuant to this Section, the police officer shall provide for the towing of the vehicle to a facility controlled by the City or its agents. When the vehicle is towed, the police officer shall notify the person who is found to be in control of the vehicle at the time of the alleged violation, if there is such a person, of the fact of the seizure and of the vehicle owner's right to request a preliminary hearing to be conducted under this Section.
- (C) If the owner of record of a vehicle seized pursuant to this Section desires to appeal the seizure, said owner must make a request for said hearing within twenty-four (24) hours from the seizure. Said request shall be in writing and filed with the Chief of Police or his designee. If an appeal is timely filed, a Hearing Officer of the City shall conduct such appeal hearing within forty-eight (48) hours after the request, excluding Saturdays, Sundays and holidays. All interested persons shall be given a reasonable opportunity to be heard at the vehicle impoundment hearing. The formal rules of evidence will not apply at the hearing, and hearsay evidence shall be admissible. If, after the hearing, the Hearing Officer determines there is

probable cause to believe that the vehicle is subject to seizure and impoundment pursuant to this Section, the Hearing Officer shall order the continued impoundment of the vehicle as provided in this Section, unless the owner of the vehicle posts with the Collection Department, a cash bond in the amount of Five Hundred and No/100s Dollars (\$500.00) plus any applicable towing and storage fees.

- (D) Unless a hearing is held pursuant to © above, within 10 days after a vehicle is seized and impounded pursuant to this Section, the City shall notify by certified mail, return receipt requested, the owner of record of the date, time and location of a hearing that will be conducted, pursuant to this Section. The hearing shall be scheduled and held, unless continued by order of the Hearing Officer, no later than 30 days after the vehicle was seized. All interested persons shall be given a reasonable opportunity to be heard at the hearing. If, after the hearing, the Hearing Officer determines by a preponderance of evidence that the vehicle was used with the knowledge of the owner in the commission of any of the violations described in paragraph (a), the Hearing Officer shall enter an order requiring the vehicle to continue to be impounded until the owner pays a penalty not to exceed \$500.00, plus fees for towing and storage of the vehicle. The penalty and fees shall be a debt due and owing the City. However, if a cash bond has been posted, the bond shall be applied to the penalty. If the Hearing Officer determines that the vehicle was not knowingly used in such violation, he or she shall order the return of the vehicle or cash bond. Notwithstanding any other provision of this Section, whenever a person with a lien of record against a vehicle impounded under this Section has commenced foreclosure proceedings, possession of the vehicle shall be given to that person if he or she agrees in writing to refund to the City the net proceeds of any foreclosure sale, less any amounts necessary to pay all lienholders of record, up to the total amount of penalties and fees imposed under this Sub-section.
- (E) Any motor vehicle that is not reclaimed within 30 days after the expiration of the time during which the owner of record may seek judicial review of the City's action under this Section, or the time at which a final judgement is rendered against an owner of record who is in default may be disposed of as an unclaimed vehicle as provided by law. As used in this Section, the "owner of record" of a vehicle means the record title holder.
- (F) Fees for towing and storage of a vehicle under this Section shall be the same as those charged, pursuant to this Code.

SECTION 22-83: Unlawful Firearm in Motor Vehicle-Impoundment.

- (A) The owner of record of any motor vehicle used in connection with a violation of Article 24 of the Illinois Criminal Code of 1961 (720 ILCS 5/24-1 et seq.) Or Sec. 30-101, Sec. 30-102, Sec. 30-103, Sec. 30-104 and Sec. 30-105 or that contains a firearm or ammunition for which a Firearms Owner's Identification Card is required under the Illinois Owners Identification Card Act (430 ILCS 65/0.01 et seq.) and is not presented, shall be liable to the City for an administrative penalty not to exceed \$500.00 plus any towing and storage fees as hereinafter provided, in addition to the fine imposed for violation of any provision of this Article. Any such vehicle shall be subject to seizure and impoundment pursuant to this Section. This Sub-section shall not apply: (1) if the vehicle used in the violation was stolen at that time and the theft was reported to the appropriate police authorities within 24 hours after the theft was discovered or reasonably should have been discovered, or (2) if the vehicle is operating as a common carrier and the violation occurs without the knowledge of the person in control of the vehicle.
- (B) Whenever a police officers has probable cause to believe that a vehicle is subject to seizure and impoundment pursuant to this Section, the police officer shall provide for the towing of the vehicle to a facility controlled by the City or its agents. Before or at the time the vehicle is towed, the police officer shall notify any person identifying himself as the owner of the vehicle or any person who is found to be in control of the vehicle at the time of the alleged violation, of the fact of the seizure and of the vehicle owner's right to request a vehicle impoundment hearing to be conducted under this Section.
- (C) If the owner of record of a vehicle seized pursuant to this Section desires to appeal the seizure, said owner must make a request for said hearing within twenty-four (24) hours of the seizure. Said request shall be in writing and filed with the Chief of Police or his designee. If an appeal is timely filed, a Hearing Officer of the City shall conduct such appeal hearing within forty-eight (48) hours after the request, excluding Saturdays, Sundays or holidays. All interested persons shall be given a reasonable opportunity to be heard at the vehicle impoundment hearing. The formal rules of evidence will not apply at the hearing, and hearsay evidence shall be admissible. If, after the hearing, the Hearing Officer determines there is probable cause to believe that the vehicle is subject to seizure and impoundment pursuant to this Section, the Hearing Officer shall order the continued impoundment of the vehicle as provided in this Section, unless the owner of the vehicle posts with the Collection Department, a cash bond in the amount of Five Hundred an No/100s Dollars (\$500.00), plus any applicable towing and storage fees.

- (D) Unless a hearing has been held pursuant to (c) above, within 10 days after a vehicle is seized and impounded pursuant to this Section, the City shall notify by certified mail, return receipt requested, the owner of record of the date, time and location of a hearing that will be conducted pursuant to this Section. The hearing shall be scheduled and held, unless conducted by order of the Hearing Officer, no later than 45 days after the vehicle was seized. The hearing shall be conducted by a Hearing Officer appointed by the Mayor. All interested persons shall be given a reasonable opportunity to be heard at the hearing. If, after the hearing, the Hearing Officer determines by a preponderance of evidence, none of the exceptions described herein applies, the Hearing Officer shall enter an order finding the owner of record of the vehicle civilly liable to the City for an administrative penalty in the amount, not to exceed \$500.00. If the owner of record fails to appear at the hearing, the Hearing Officer shall enter a default order in favor of the City requiring the payment to the City of an administrative penalty in an amount not to exceed \$500.00. If the Hearing Officer finds that no such violation occurred, the Hearing Officer shall order the immediate return of the owner's vehicle or cash bond.
- (E) If an administrative penalty is imposed pursuant to this Section, such penalty shall constitute a debt due and owing to the City. If a cash bond has been posted pursuant to this Section, the bond shall be applied to the penalty. If a vehicle has been impounded when such a penalty is imposed, the City may seek to obtain a judgment on the debt and enforce such judgment against the vehicle as provided by law. Except as provided otherwise in this Section, a vehicle shall continue to be impounded until (1) the penalty, plus any applicable towing and storage fees, is paid to the City, in which case possession of the vehicle shall be given to the person who is legally entitled to possess the vehicle, or (2) the vehicle is sold or otherwise disposed of to satisfy a judgement or enforce a lien as provided by law. If the administrative penalty is imposed under Sub-section (d) against an owner of record who defaults by failing to appear at the hearing, the vehicle shall be deemed unclaimed and shall be disposed of in the manner provided by law for the disposition of unclaimed vehicles. In all other cases, if the administrative penalty and applicable fees are not paid within 30 days after the expiration of time at which administrative review of the Hearing Officer's determination may be sought, or within 30 days after an action seeking administrative review has been resolved in favor of the City, whichever is applicable, the vehicle shall be deemed unclaimed and shall be disposed of in the manner provided by law for the disposition of unclaimed vehicle under Section 4-208 of the Illinois Motor Vehicle Code (625 ILCS 5/4-208).

Except as otherwise specifically provided by law, no owner, lienholder or other person shall be legally entitled to take possession of a vehicle impounded under this Section until the civil penalty and fees applicable under this Section have been paid. However, whenever a person with a lien of record against an impounded vehicle has commenced foreclosure proceedings, possession of the vehicle shall be given to that person if he or she agrees in writing to refund to the City the amount of the net proceeds of any foreclosure sale, less any amounts required to pay all lienholders of record, up to \$500.00, plus the applicable fees.

- (F) For purposes of this Section, the "owner of record" of a vehicle is the record title holder.

SECTION 22-84: EXCEPTIONS. Shall not apply to or affect any of the following:

- (1) Peace officers or any person summoned by any such Officers to assist in making arrests or preserving the peace while he is actually engaged in assisting such Officer;
- (2) Wardens, Superintendents and Keepers of prisons, penitentiaries, jails and other such institutions for the detention of persons accused or convicted of an offense, while in the performance of their official duty or commuting between their homes and places of employment;
- (3) Members of the Armed Services or Reserve Forces of the United States or the Illinois National Guard or the Reserve Officers Training Corps, while in the performance of their official duty;
- (4) Special Agents employed by a railroad to perform police functions, or employees of a detective agency, watchman-guard or patrolman agency, licensed by the State of Illinois, while actually engaged in the performance of the duties of their employment or commuting between their homes and places of employment;
- (5) Agents and investigators of the Illinois Crime Investigating Commission authorized by the Commission to carry weapons, while on duty in the course of any investigation for the Commission;
- (6) Manufacture or transportation of weapons which are not immediately accessible to any person: sale of weapons to persons authorized under law to possess them;

- (7) Persons licensed as private security contractors, private detectives or private alarm contractors or employed by an agency certified by the Illinois Department of Professional Regulation who have documentation on their person, if their duties include the carrying of a weapon under the provisions of the Private Detective, Private Alarm and Private Security Act of 1983 (225 ILCS 445/1 et seq.), while actually engaged in the performance of the duties of their employment.
- (8) Any person regularly employed in a commercial or industrial operation as a security guard for the protection of persons employed and private property related to such commercial or industrial operation, while actually engaged in the performance of his or her duty or traveling between sites or properties belonging to the employer, and who, as a security guard, is a member of a security force of at least 5 persons registered with the Illinois Department of Professional Regulation; provided that such security guard has successfully completed a course of study, approved by and supervised by the Illinois Department of Professional Regulation, consisting of not less than 40 hours of training that includes the theory of law enforcement, liability for acts and the handling of weapons.
- (9) Agents and investigators of the Illinois Legislative Investigating Commission authorized by the Commission to carry the weapons while on duty in the course of any investigation for the Commission.
- (10) Persons employed by a financial institution for the protection of other employees and property related to such financial institution, while actually engaged in the performance of their duties, commuting between their homes and places of employment, or traveling between sites or properties owned by such financial institution, provided that any person so employed has successfully completed a course of study, approved by and supervised by the Illinois Department of Professional Regulation, consisting of not less than 40 hours of training which includes theory of law enforcement, liability for acts and the handling of weapons.
- (11) Any person employed by an armored car company to drive an armored car, while actually engaged in the performance of his duties.
- (12) Investigators of the Office of the State's Attorneys Appellate Prosecutor authorized by the Board of Governors of the Office of the State's Attorneys Appellate Prosecutor to carry weapons pursuant to the State's Attorneys Appellate Prosecutors' Act (725 ILCS 210/1 et seq.);

- (13) Special investigators appointed by a State's Attorney under Section 3-9005 of the Counties Code (55 ILCS 5/3-9005);
- (14) Members of any club or organization organized for the purpose of practicing shooting at targets upon established target ranges, whether public or private, while such members are using their firearms on such target ranges;
- (15) Duly authorized military or civil organizations while parading, with the special permission of the Governor;
- (16) Licensed hunters or fishermen while engaged in hunting or fishing;
- (17) Transportation of weapons broken down in a non-functioning state; or
- (18) Such other exceptions as approved by the Illinois General Assembly.

SECTION 22-85. Whenever any reference to any Hearing Officer is used herein, those Hearing Officers are appointed for purposes for the Administrative Adjudication System and pursuant to said applicable Ordinances, shall be and are hereby deemed to be authorized to act as Hearing Officers, pursuant to these Sections. In addition, any City Attorney may act as a Hearing Officer in the event of the unavailability of the Hearing Officer described herein.

SECTION 22-86: Chapter 22 of the Municipal Code of the City of Kankakee is hereby amended by the deleting of paragraph (a) thereof and replacing it with the following:

- (A) Any violation of this Article shall be punished by a fine of \$500.00 for any one offense and upon conviction, any weapon seized shall be confiscated by the City.

SECTION III: This Ordinance shall be in full force and effect as of _____, 1998 after its passage, approval and publication in pamphlet for, as provided by law.

Passed this _____ day of _____, 1998, pursuant to a roll call vote as follows:

AYES: _____
NAYS: _____
ABSTAIN: _____
ABSENT: _____

DONALD E. GREEN, MAYOR

ATTEST:

KATHERINE CARR, CITY CLERK

CITY OF KANKAKEE, ILLINOIS

ORDINANCE NO. 97-38

AN ORDINANCE AMENDING
AN ORDINANCE TO ABATE CHRONIC NUISANCE PROPERTIES

WHEREAS, certain properties located in the City of Kankakee has determined that activities at certain properties create a nuisance to various other residents; and

WHEREAS, the abatement of this nuisance is essential for the public safety, health and welfare of the residents of the City of Kankakee; and

WHEREAS, the conduct which occurs in certain properties are on-going and of a criminal nature.

NOW, THEREFORE BE IT ORDAINED that:

SECTION 1

- (a) Any certain property within the City of Kankakee which becomes a Chronic Nuisance Property is in violation of this Chapter and is subject to its remedies.
- (b) Any person in charge who permits property under his or her ownership or control to be a Public Nuisance Property shall be in violation of this Chapter and subject to its remedies.

SECTION 2. DEFINITIONS:

A. CHRONIC NUISANCE PROPERTY - Chronic Nuisance Property shall be property upon which three or more of the behaviors listed below have occurred during any sixty (60) day period, as a result of any three (3) separate factual events that have been independently investigated by any law enforcement agency.

1. Disorderly Conducted as defined in 720 ILCS 5/26-1
2. Unlawful Use of Weapons as defined in 720 ILCS 5/24-1 et. seq.
3. Mob Action as defined in 720 ILCS 5/25-1
4. Discharge of a Firearm as defined in 720 ILCS 5/24-1.2 and 1.5
5. Gambling as defined in 720 ILCS 5/28-1

6. Possession, Manufacture or Delivery of Controlled Substances as defined in 720 ILCS 570/401 et seq.
7. Assault or Battery or Any Related Offense as defined in 720 ILCS 5/12-1 et seq.
8. Sexual Abuse or Related Offenses as defined in 720 ILCS 5/12-15 et seq.
9. Public Indecency as defined in 720 ILCS 5/11-9.
10. Prostitution as defined in 720 ILCS 5/11-14 et seq.
11. Criminal Damage to Property as defined in 720 ILCS 5/21-1 et seq.
12. Possession, Cultivation, Manufacture or Delivery of Cannabis as defined in 720 ILCS 550/1 et seq.
13. Illegal Consumption or Possession of Alcohol as defined in 235 ILCS 5/1 et seq.
14. Violation of the City of Kankakee Property Maintenance Code relative to garbage - Section - PM - 306.0 et seq - THE BOCA PROPERTY MAINTENANCE CODE/1993.

B. Control; the ability to regulate, restrain, dominate, counteract or govern conduct that occurs on that property.

C. Owner, any person, agent, firm or corporation having any legal or equitable interest in the property. Owner includes, but is not limited to: (1) a mortgagee in possession in whom is vested (a) all or part of the legal title to the property; or (b) all or part of the beneficial ownership and the right to the present use and enjoyment of the premises; or (2) an occupant who can control what occurs on the property.

D. Permit. To suffer, allow, consent to, acquiesce by failure to prevent, or expressly assent or agree to the doing of an act.

E. Person. Any natural person, association, partnership or corporation capable of owning or using property in the City of Kankakee.

F. Person in Charge. Any person in actual or constructive possession of a property, including but not limited to an owner, occupant of property under his or her domain, ownership or control.

- G. Property. Any real property, including land in that which is affixed, incidental or pertinent to land, including but not limited to any premises, room, house, building, or structure or any separate part or portion thereof, whether permitted or not.

SECTION 3. REMEDY

- (A) In the event a court determines property to be a Chronic Nuisance Property, the court may order that the property be closed and secured against all use and occupancy for a period of not less than thirty days (30), but not more than one hundred and eighty days (180), or the court may employ any other remedy deemed by it to be appropriate to abate the nuisance.
- (B) In addition to the remedy provided in paragraph (A) above, the court may impose upon the owner of the property a civil penalty in the amount of up to One Hundred Dollars (\$100.00) per day, payable to the City of Kankakee, for each day the owner had actual knowledge that the property was a public nuisance property and permitted the property to remain public nuisance property.
- (C) In determining what remedy or remedies shall employ, the court may consider evidence of other conduct which has occurred on the property, including, but not limited to:
- (1) The disturbance of neighbors.
 - (2) The recurrence of loud and obnoxious noises.
 - (3) Repeated Consumption of Alcohol in Public.

SECTION 4. - ABATEMENT OF NUISANCE

The Corporation Counsel of the City of Kankakee or the States Attorney of Kankakee County may commence an action to abate public nuisance as described above. Upon being satisfied by affidavits or other sworn evidence that an alleged public nuisance exists, the court may without notice or bond enter a temporary restraining order or a preliminary injunction to enjoin any defendant from maintaining such nuisance and may enter an order restraining any defendant from removing or interfering with all property used in connection with the public nuisance.

SECTION 5. - PROCEDURE

When the Chief of Police of the City of Kankakee receives two or more police reports documenting the occurrence of Nuisance Activity on or within a Property, the Chief of Police shall independently review such reports to

determine whether they describe criminal acts. Upon such findings, the Chief may:

1. Notify the person in charge in writing that the Property is in danger of becoming a Chronic Nuisance Property. The notice shall contain the following information:
 - a. The street address or a legal description sufficient for identification of the Property.
 - b. A statement that the Chief of Police has information that the Property may be Chronic Nuisance Property, with a concise description of the Nuisance Activities that may exist, or that have occurred. The Chief of Police shall offer the Person in Charge an opportunity to propose a course of action that the Chief of Police agrees will abate the Nuisance Activities giving rise to the violation.
 - c. Demand that the Person in Charge respond to the Chief of Police within ten (10) days to discuss the Nuisance Activities.
- B. After complying with the notification procedures described herein when the Chief of Police receives a police report documenting the occurrence of a third Nuisance Activity at or within a Property and determines that the Property has become a Chronic Nuisance Property, the Chief of Police shall:
 1. Notify the Person in Charge in writing that the Property has been determined to be a Chronic Nuisance Property. The notice shall contain the following information:
 - a. The street address or legal description sufficient for identification of the Property.
 - b. A statement that the Chief of Police has determined the property to be Chronic Nuisance Property with a concise description of the Nuisance Activities leading to his/her findings.
 - c. Demand that the Person in Charge respond within ten (10) days to the Chief of Police and propose a course of action that the Chief of Police agrees will abate the Nuisance Activities giving rise to the violation.
 - d. Service shall be made either personally or by first class mail, postage pre-paid, return receipt requested, addressed to the Person in Charge at the address of the Property believed to be a Chronic Nuisance Property, or such other place which

is likely to give the Person in Charge notice of the determination by the Chief of Police.

- e. A copy of the notice shall be served on the owner at such address as shown on the tax rolls of the county in which the Property is located, and/or the occupant, at the address of the Property, if these persons are different than the Person in Charge, and shall be made either personally or by first class mail, postage pre-paid.
 - f. A copy of the notice shall also be posted at the Property after ten (10) days has elapsed from the service or mailing of the notice to the Person in Charge and the Person in Charge has not contacted the Chief of Police.
 - g. The failure of any Person to receive notice that the Property may be a Chronic Nuisance Property shall not invalidate or otherwise affect the proceedings under this Chapter.
2. If after the notification, but prior to the commencement of legal proceedings by the City pursuant to this Chapter, a Person in Charge stipulates with the Chief of Police that the Person in Charge will pursue a course of action the parties agree will abate the Nuisance Activities giving rise to the violation, the Chief of Police may agree to postpone legal proceedings for a period of not less than ten (10) nor more than thirty (30) days, except in the case of a Nuisance Activity under Section 3 (b)(7) where a search warrant was executed at the Property. If the agreed course of action does not result in the abatement of the Nuisance Activity or if no agreement concerning abatement is reached within thirty (30) days, the Chief of Police shall request authorization for the Corporation Counsel to commence a legal proceeding to abate the nuisance.
3. Concurrent with the notification procedures set forth herein, the Chief of Police shall send copies of the notice, as well as, any other documentation which supports legal proceedings to the Corporation Counsel.
- C. When a Person in Charge makes a response to the Chief of Police as required above, any conduct or statements made in connection with the furnishing of that response shall not constitute an admission that any Nuisance Activities have or are occurring. This subsection does not require the exclusion of any evidence which is otherwise admissible or offered for any other purpose.

SECTION 6. - COMMENCEMENT OF ACTION, BURDEN OF PROOF

- A. In an action seeking closure of a Chronic Nuisance Property, the City shall have the initial burden of showing by preponderance of the evidence that the property is a Chronic Nuisance Property.
- B. It is a defense to an action seeking the closure of chronic nuisance property that the owner of the property at the time in question could not, in the exercise of reasonable care or diligence, determine that the property had become a public nuisance property, or could not, in spite of the exercise of reasonable care and diligence, control the conduct leading of the findings that the property is a Chronic Nuisance Property.
- C. In establishing the amount of any civil penalty requested, the court may consider any of the following factors if they need be found appropriate, and shall site those found applicable:
 - (1) The actions or lack of action taken by the Person in Charge to mitigate or correct the problem at the property.
 - (2) Whether the problem at the property was repeated or continuous.
 - (3) The magnitude or gravity of the problem.
 - (4) The cooperation of the Person in Charge with the City.
 - (5) The cost of the City investigating and correcting or attempting to correct the condition.

SECTION 7. - EMERGENCY CLOSING PROCEDURES

- A. In the event that it is determined that the property is an immediate threat to the public safety and welfare, the City may apply to the court for such interim relief, as is deemed by the Chief of Police to be appropriate. In such an event, the notification provision set forth in Section 5 above need not be complied with, however, the City shall make a diligent effort to notify the person in charge prior to a court hearing.
- B. In the event that the court finds the property constitutes a Chronic Nuisance Property as defined in this Section, the court may order the remedy set out above. In addition, in the event that it also finds the Person in Charge had knowledge of activities or conditions of the property constituting or violating this Chapter and permitted the activities to occur, the court may assess a civil fine as provided above.
- C. The court may authorize the City of Kankakee to physically secure the property against use or occupancy in the event the owner fails to do so within the time specified by the court. In the event that the City is

authorized to secure the property, all costs reasonably incurred by the City to affect a closure shall be made and assessed as a lien against the property. If used herein, "costs" mean these costs actually incurred by the City for the physical securing of the property, as well as, tenant relocation costs.

- D. The City of Kankakee Department of Public Works affecting the closure shall prepare a statement of cost and the City of Kankakee shall thereafter submit said statement to the court for its review. If no objection of the statement is made within the period described by the court, a lien in said amount may be recorded against said property.
- E. Any person who is assessed the cost of closure and/or civil penalty by the court shall be personally liable for the payment thereof by the City.
- F. A tenant is entitled to their reasonable relocation costs, as those are determined by the court if, without actual notice, the tenant moved into the property, after either:
 - (1) The owner or tenant received notice as described herein of the Police Chief's determination as described above.
 - (2) Unknown owner or other agent received notice of an action brought pursuant to this Section.
 - (3) Any person who is assessed with costs of closure and/or civil penalty by the court shall be personally liable for the payment thereof to the City.

SECTION 8. SEVERABILITY

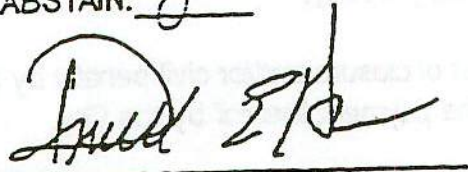
If any provision of this Ordinance or its application, or any person or circumstances held to be invalid for any reason, the remainder of said application of its provisions to the other persons or circumstances shall not be in any way affected.

SECTION 9. EFFECTIVE DATE OF ORDINANCE

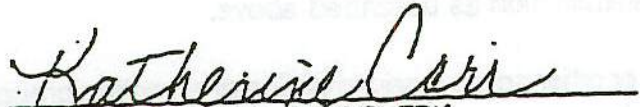
This Ordinance shall be in full effect as of the date of final passage and shall remain in effect for a period of two (2) years from the date of original passage.

ADOPTED THIS 16th day of June, 1997, pursuant to a roll call vote.

AYES: 12
NAYS: 0
ABSENT: 2
ABSTAIN: 0


MAYOR DONALD E. GREEN

ATTEST:


KATHERINE CARR, CITY CLERK

CITY OF KANKAKEE, ILLINOIS

ORDINANCE NO. 95-39

AN ORDINANCE AMENDING CHAPTER 24, SECTION 24-03.1
AND 24-03.2 OF THE MUNICIPAL CODE OF THE
CITY OF KANKAKEE ENTITLED "NUISANCES".

ADOPTED BY THE
CITY COUNCIL
OF THE
CITY OF KANKAKEE
THIS 3rd DAY OF July, 1995

Published in Pamphlet Form by Authority of the City Council
of the City of Kankakee, Illinois, This 3rd Day of July,
1995.

ORDINANCE NO. 95-39

AN ORDINANCE AMENDING CHAPTER 25, SECTION 24-03.1, OF THE MUNICIPAL CODE OF THE CITY OF KANKAKEE ENTITLED "NUISANCES".

WHEREAS, the City of Kankakee has heretofore enacted a certain Ordinance entitled "Nuisances, same providing for the control or abatement of noise nuisances within the City of Kankakee, and;

WHEREAS, technological changes, improvements have resulted in it now being in the best interest of the residents of the City of Kankakee to amend aforesaid Ordinance.

BE IT THEREFORE ORDAINED BY THE CITY COUNCIL AND MAYOR OF THE CITY OF KANKAKEE AS FOLLOWS:

SECTION 1.

That Chapter 24, Section 24-03.1 shall be amended to provide the following.

It shall be unlawful for any person to make, continue, or cause to be made or continued, any excessive, unnecessary or unusual noise which either annoys, disturbs, injures or endangers the comfort, repose, health or safety of others within the City, except in cases of urgent necessity in the interest of public safety. The following are hereby declared to be excessive, disturbing, loud and unnecessary noises in violation of this Section, however, said enumeration shall not be deemed to be exclusive, namely:

(a) Radio, compact disc or tape player, television sets, musical instruments and similar device. The playing using, operating or permitting to be played, used, or operated, any radio compact disc, tape player, musical instrument, phonograph, television or other machine or device for the producing or reproducing of sound in such a manner as to disturb the peace, quiet and comfort of the neighboring inhabitants or at any time with louder volume than is necessary for the convenient hearing of the persons who are in the room, chamber, vehicle or outdoor area within the City in which or were such machine or device is placed, used or operated and who are voluntary listeners thereto. The operation of any such radio, compact disc or tape player, instrument, phonograph, machine or device in such a manner as to be plainly audible at a distance of fifty feet (50') from the location of such set, instrument or device, shall be prima facie evidence of a violation of this Section.

(b) Permit for outdoor area. No band, group, disc jockey (D.J.), orchestra or other person using amplified

sound equipment, in an outside area, may operate in violation of subparagraph (a), without first obtaining approval for the permit from the City Council. The City Clerk shall issue such permits, to such groups, organizations or charities that the City Council deems to be in the best interests of all of the citizens. In no event, shall any permit allow for sound to be amplified past 11:00 p.m. Sunday-Thursday and 12:00 p.m. for Friday and Saturday nights. All Park District Property shall be exempt from the provisions of this Ordinance.

SECTION 2:

That Chapter 24, Section 24-03.2 shall be amended to provide the following.

Sec. 24-03.2 PENALTIES/FEES

Any person who violates any provision of this Ordinance shall upon conviction be fined not less than \$50.00 nor more than \$500.00. Each hour during which a violation occurs shall be deemed a separate and distinct offense.

Any person who violates any provision of this Ordinance while operating any vehicle, shall subject that vehicle to immediate impounding and towing. The vehicle shall only be released to the owner upon payment of all towing and storage costs. Such vehicle shall be impounded until lawfully claimed or disposed of in accordance with Chapter 625 ILCS 5/2-201 et. seq.

SECTION 3:

THAT THIS ORDINANCE shall be in full force or effect from and after its passage, approval and publication as provided by law.

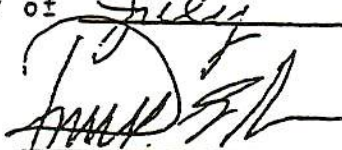
ADOPTED this 3rd day of July, 1995,
pursuant to a roll call vote as follows:

AYES: 11

NAYS: 0

ABSENT: 3

APPROVED this 3rd day of July, 1995.



DONALD E. GREEN, Mayor

ATTEST:



KATHERINE CARR, City Clerk



Police Department
385 East Oak Street
Kankakee, Illinois 60901
(815) 955-0401 - Fax (815) 956-3611

06-25-97

Dear :

You have been identified as the owner of the property at Kankakee, Illinois. Recently, the property has been found to have at least two violations of the chronic nuisance property ordinance.

Police were called to the _____ in reference to a window being shot out on May 25, 1997. The police were called again to _____ in reference to shots being fired June 21, 1997 and also on June 22, 1997 to the same area in reference to three (3) shots being fired. All of the incidents are believed to have originated from your property.

The chronic nuisance property ordinance requires that the owner of the property abate any and all nuisance which occur on the property owned by them or be subject to potential sanctions, regarding limitations of property use.

This letter is being sent to you as notification of problems on your property. The city of Kankakee is working diligently to rectify neighborhood problems. Your help in abating nuisances on your property will assist us in protecting the value of your property as well as your neighbors.

You are required by ordinance to respond to the Chief of Police within ten (10) days, to discuss a course of action, that will abate the nuisance activities at this property.

Sincerely,

Mike Kinkade
Deputy Chief

MK/vm



Police Department
385 East Oak Street
Kankakee, Illinois 60901
(815) 933-0401 - Fax (815) 936-3611

July 17, 1997

RE: Notice of Illegal Drug Activity by a tenant (
) , Kankakee, Illinois.
Case # 97C0000

Dear :

We are putting you on notice that a person, has been involved in an incident of illegal drug activity. This letter is to inform you that listed the address of , following his arrest. Public records indicate that you own, manage, and/or have a possessory interest in that property. As the landlord of this property, you are legally responsible for any public nuisance that results from illegal drug activity taking place there.

While the above incident did not take place on your property we feel it is important that a property manager is aware of the problems of both his properties and his tenants / residents.

The City of Kankakee stands ready to work with you to prevent the use of your property for illegal activity.

Please contact my office immediately to discuss methods in which you can abate the nuisance.

Respectfully,

William Doster
Chief of Police
815-933-0400

Mike Kinkade
Deputy Chief
815-933-0475

KANKAKEE CITY POLICE DEPARTMENT AGENCY AGREEMENT

This agreement, made and executed this _____ day of _____, 1997, by _____ of the SEE ATTACHED SHEET FOR LIST OF PROPERTIES _____, as Principal/Owners, and by DEPUTY CHIEF MIKE KINKADE, as agent of the City of Kankakee, IL., a Municipal Corporation, provides as follows:

SECTION 1 - PURPOSE OF AGREEMENT

It is recognized that in certain situations the use of Kankakee City Police Officers to control certain activities on common areas of private property located within the Corporate Limits of the City of Kankakee being conducted by non-residents of parties not otherwise entitled to possession of the property, may be desirable and necessary in order to preserve and protect the health, safety, and welfare of the public.

SECTION 2 - POWER AND AUTHORITY

A. I, _____, as Principal/Owner, do hereby authorize and grant to the City of Kankakee, as my agent, the power to control non-resident persons who enter and remain upon common areas of all property located at SEE ATTACHED SHEET FOR LIST OF PROPERTIES, Kankakee, Illinois.

B. The City of Kankakee specifically has the power to approach persons located on the property and to order them to leave the property and not to return if they are non-residents. The City of Kankakee shall also have the power to cause a non-resident to be arrested if they refuse to leave the property. The City of Kankakee, as my agent, shall also have the power to sign criminal complaints against non-residents, at its election.

C. I, _____, as Principal/Owner, hereby agree that I will cooperate with the City of Kankakee in any criminal prosecutions that may arise from the City of Kankakee's exercise of the authority granted by this agreement.

D. The City of Kankakee, as agent, does hereby authorize its police officers to control non-resident authorized persons entering upon the common areas of property located at SEE ATTACHED SHEET FOR LIST OF PROPERTIES, Kankakee, IL.

The police officers are hereby authorized to approach persons located on the property to determine if they reside or have been legally invited on the property. Said police officers are empowered to arrest persons who refuse to leave or who leave and return without permission of the Principal/Owner or a resident at a later date, and said police officers are also empowered to sign criminal complaints against the individuals on behalf of the Principal.

SECTION 3 - EFFECTIVE DATE OF AGREEMENT

A. This agreement shall be in full effect and legally binding upon such time as signed and certified by each party.

B. The Chief of Police of the City of Kankakee will retain the original signed agreement and will be responsible for circulating such agreement for purposes of signature and record.

SECTION 4 - TERMINATION OF AGREEMENT

A. This agreement shall remain in full force and effect until terminated in writing by either party and said written notice of the termination is delivered to the other party.

B. In the event that the Principal sells or otherwise conveys their interest in the property, they shall notify the City of the fact of the sale or conveyance and this agreement shall thereupon be terminated at the time of the sale or other conveyance unless sooner terminated by either party.

Principal

Agent

Witness

Witness

Home address of PRINCIPAL _____

Home telephone number of PRINCIPAL _____

KANKAKEE CITY POLICE DEPARTMENT AGENCY AGREEMENT

This agreement, made and executed this _____ day of _____, 199_, by _____ of the _____, as Principal/Owners, and by DEPUTY CHIEF MIKE KINKADE, as agent of the City of Kankakee, Illinois, a Municipal Corporation, provides as follows:

SECTION 1 - PURPOSE OF AGREEMENT

It is recognized that in certain situations the use of Kankakee City Police Officers to control certain activities on common areas of private property located within the Corporate Limits of the City of Kankakee being conducted by non-patrons of parties not otherwise entitled to possession of the property, may be desirable and necessary in order to preserve and protect the health, safety, and welfare of the public.

SECTION 2 - POWER AND AUTHORITY

A. I, _____, as Principal/Owner, do hereby authorize and grant to the City of Kankakee, as my agent, the power to control non-patrons and unauthorized vehicles which enter and remain upon common areas of all property located at _____, Kankakee, Il.

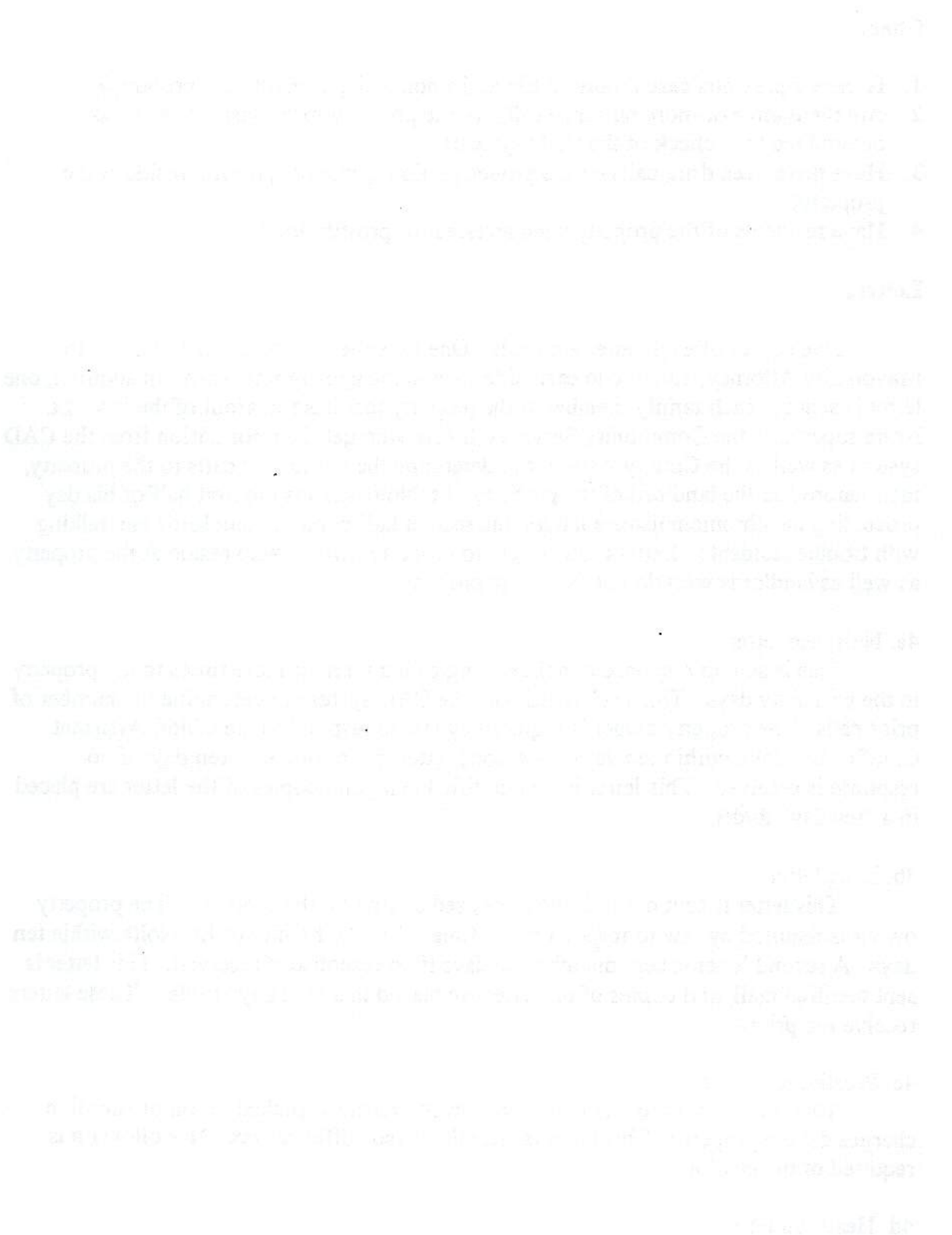
B. The City of Kankakee specifically has the power to approach persons located on the property and to order them to leave the property and not to return if they are non-patrons.

The City of Kankakee shall also have the power to cause non-patrons to be arrested if they refuse to leave the property. Further, the City of Kankakee shall also have the power to remove non-patron vehicles from said property at owners expense. As my agent, shall also have the power to sign criminal complaints against non-patrons, at its election.

C. I, _____, as Principal/Owner, hereby agree that I will cooperate with the City of Kankakee in any criminal prosecutions that may arise from the City of Kankakee's exercise of the authority granted by this agreement.

D. The City of Kankakee, as agent, does hereby authorize its police officers to control non-patrons, unauthorized persons and unauthorized vehicles entering upon the common areas of property located at _____, Kankakee, Illinois. The police officers are hereby authorized to approach persons located on the property to determine if they are patrons or have been legally invited on the property. Said police officers are empowered to arrest persons who refuse to leave or who leave and return without permission of the Principal/Owner or a patron at a later date, and said police officers are also empowered to sign criminal complaints against the individuals on behalf of the Principal.

Appendix 3 Process Mapping of the Chronic Nuisance Abatement Process



Process Mapping
Kankakee Municipal Enforcement Group
City of Kankakee, IL

Checks

1. Is there a previous case report on file at the police department on a property?
2. Are there three or more nuisance calls for the property in the last 60 days? (as determined by a check of the CAD system)
3. Have there been drug calls on the property? Or against people who reside at the property?
4. Have residents of the property been arrested for prostitution?

Letters

Five copies of each letter are made. One to Nolte, one to Chief's file, one to Mayor/City Attorney, and one to each alderman in the appropriate ward. In addition, one letter is sent for each family member at the property that has run afoul of the law. Lt. Nolte supervises the Community Service Officers who get the information from the CAD system as well as the County Assessor to determine the number of calls to the property, their nature and the landlord of the property. Lt. Nolte spends the first half of his day processing the chronic nuisance letters; the second half pursuing landlords and talking with trouble residents. Letters can be sent to property owners who reside at the property as well as landlords who do not live at the property.

4a. Nuisance letter

This is sent in response to police being called three or more times to the property in the past sixty days. This is checked with the CAD system to determine the number of prior calls. The property owner is required by law to respond to the Chief, Assistant Chief or Lt. Nolte within ten days. A second letter is sent out after ten days if no response is received. This letter is sent certified mail, and copies of the letter are placed in a "ten day" folder.

4b. Drug letter

This letter is sent out if drugs were used or sold on the property. The property owner is required by law to respond to the Chief, Assistant Chief or Lt. Nolte within ten days. A second letter is sent out after ten days if no response is received. This letter is sent certified mail, and copies of the letter are placed in a "ten day" folder. These letters receive top priority.

4c. Prostitution letter

This letter is sent to a landlord whenever a tenant is picked up on prostitution charges off the property. This letter targets the person offering sex. No follow up is required of the landlord.

4d. Heads up letter

This letter is sent to a landlord whenever a tenant is picked up on drug charges off the property. No follow up is required of the landlord.

Follow up to First Letter

5. Meeting with Chief Doster, Deputy Chief Kincaid, or Lt. Nolte is the follow up to the first letter. This is the order in which the landlord meets with a departmental representative, and if the Chief is available he meets with the landlord. (It should be noted that Lt. Nolte has a copy of all the files.)

5a. The meeting reviews the circumstances of arrest, and is intended to impress the nature of the law violation (drug, nuisance, prostitution, and crime) on the landlord. There is a review to pursue 5-day evictions. This meeting is largely informational.

5b. The heads up letter does not require a response, though many landlords chose to call or meet with the department in response to this letter. This meeting is largely informational.

5c. If there is no response to the second letter, or the certified letter is returned to the department, Lt. Nolte takes over. He typically finds the landlord and discusses the matter with them, similar to the office discussion, but somewhat more forcefully. In addition, he appraises the landlord that charges can be filed in the courts to have the property closed through the actions of the city attorney. The city attorney files cases with Ed Pentuic, the State's attorney assigned to most drug cases.

5d. Landlords can sign an "agency agreement"; this allows the police department to become agents for/of the property owner, regardless of whether the property is an apartment, business or residence. This process started with the "party house" on Wildwood where proceedings got away from the owner of the property who sought an external source of enforcement.

5e. The city attorney or state's attorney are cross-designated to lighten the load for five day evictions. The state's attorney can file on behalf of (or as an agent for) the landlord for five day evictions in the case of drugs.

The Problem Persists

6a. If multiple letters are sent out and no response is forthcoming from the landlord, the case goes to the city attorney. Val reports that most cases result in eviction before trouble escalates. The case of landlord Steve Funk was one in which the case escalated before eviction occurred.

Process Map of Chronic Nuisance Abatement Steps

Nuisance report (citizen)

KAMEG Activity

Patrol Report

Agency Agreement

This allows landlords who sign the agreement to designate the police department as agents for the property owner. In these cases, the police can make arrests for criminal trespass of individuals on the property that don't live there.

(CAD Search) (County Assessor Search for Landlord Pedigree)

First Letter

Nuisance

Drug

Heads Up

Prostitution

Compliance

(This is usually done in a meeting.) Landlord gives tenant five days to leave the property, following which SA Pentuic handles the case. When the state takes over the case it is a 30 day notice before shut down.

New Complaint → Property Shut down

Meeting with KPD Representative

Failure to Respond to Letter

Phone Call from Lt. Nolte
Visit from Lt. Nolte

Second Letter

Lt. Nolte takes on the case

Compliance

City Attorney →→→→ State's Attorney (role in eviction, as SA can file as agent on behalf of the landlord for a 5 day eviction in the case of drugs.)

Legal Outcomes

Eviction

9. Figures and Tables

Figure 1. Number of Nuisance Abatement Actions by Year

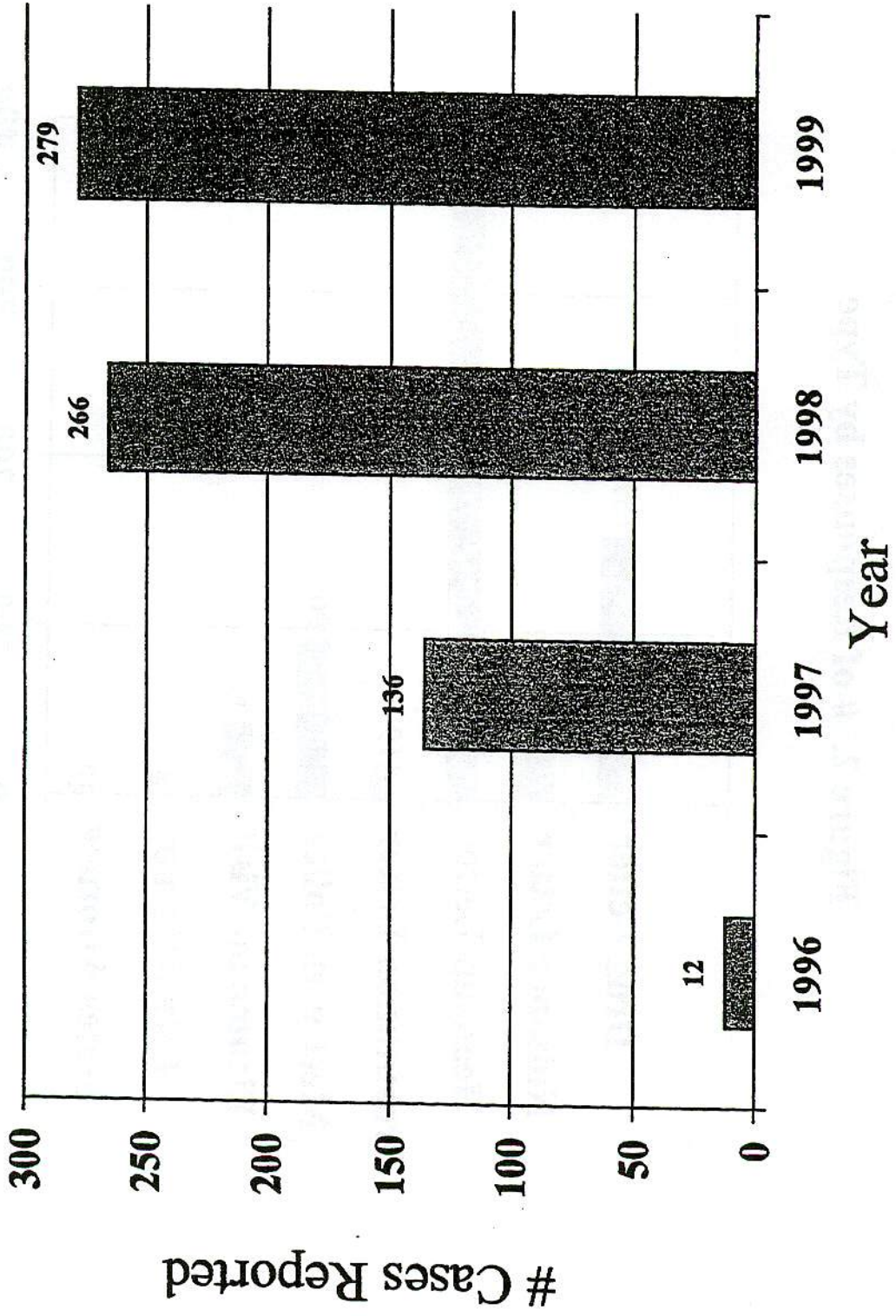


Figure 2. # of Responses by Type

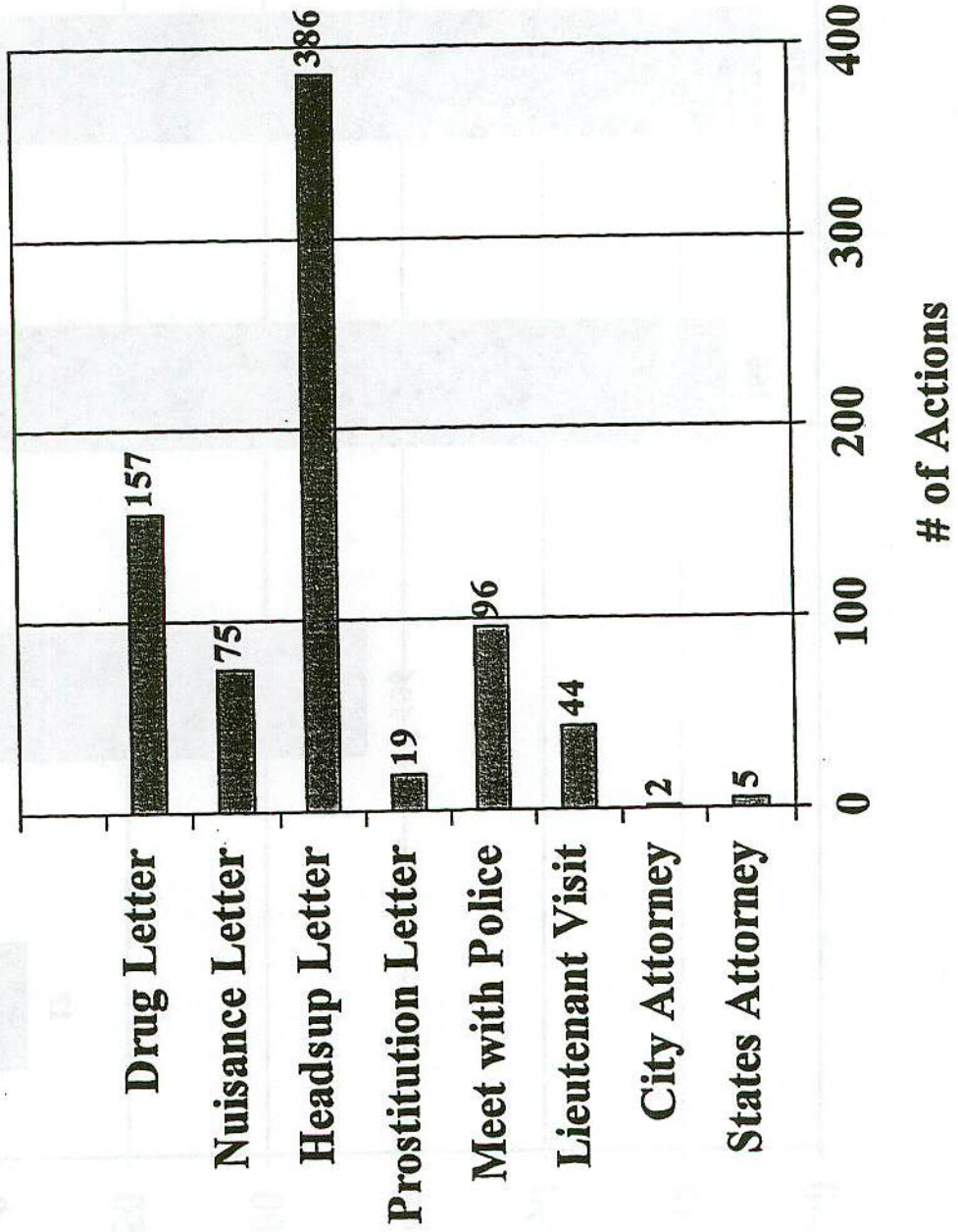


Figure 3. Percent Compliance by Response

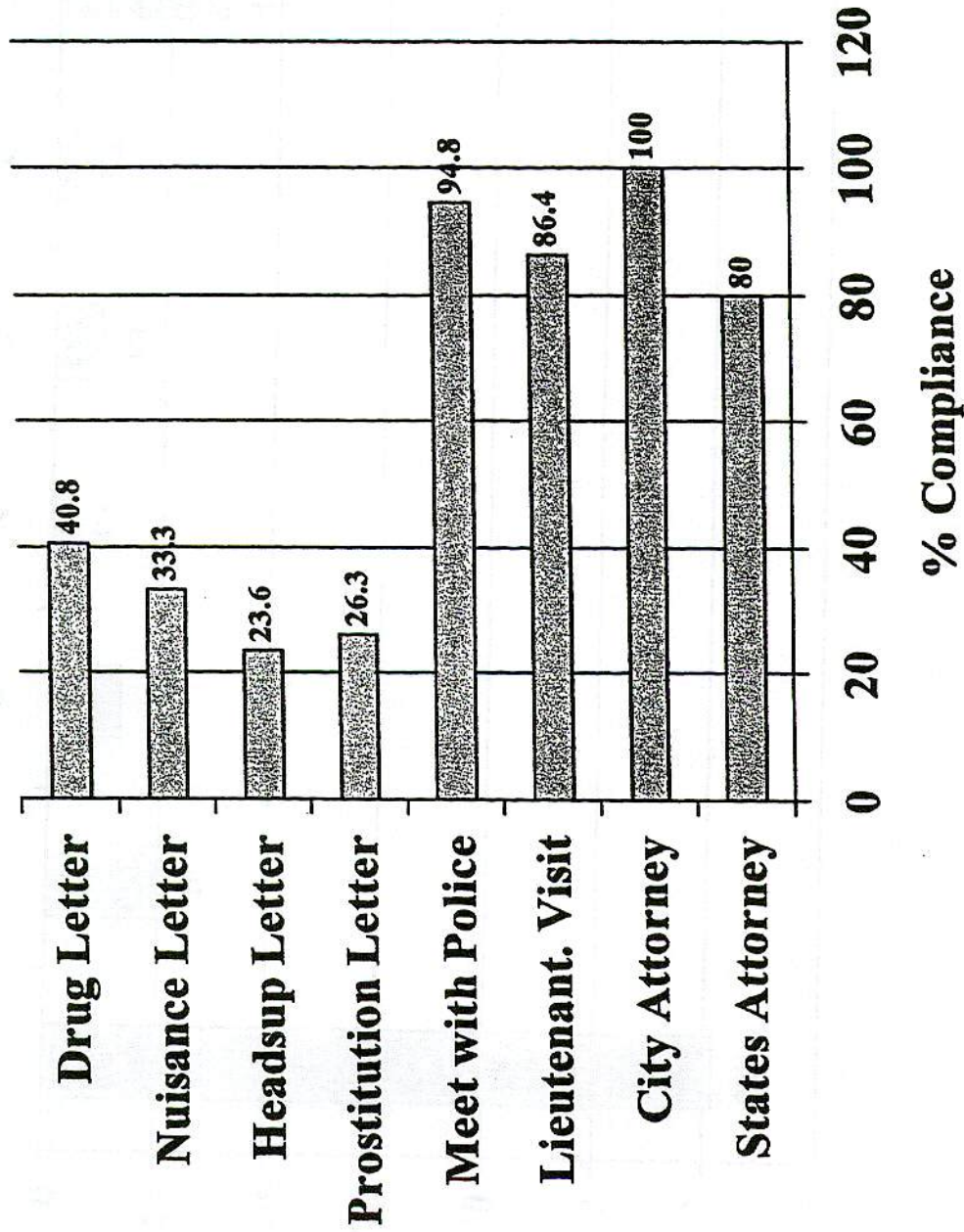
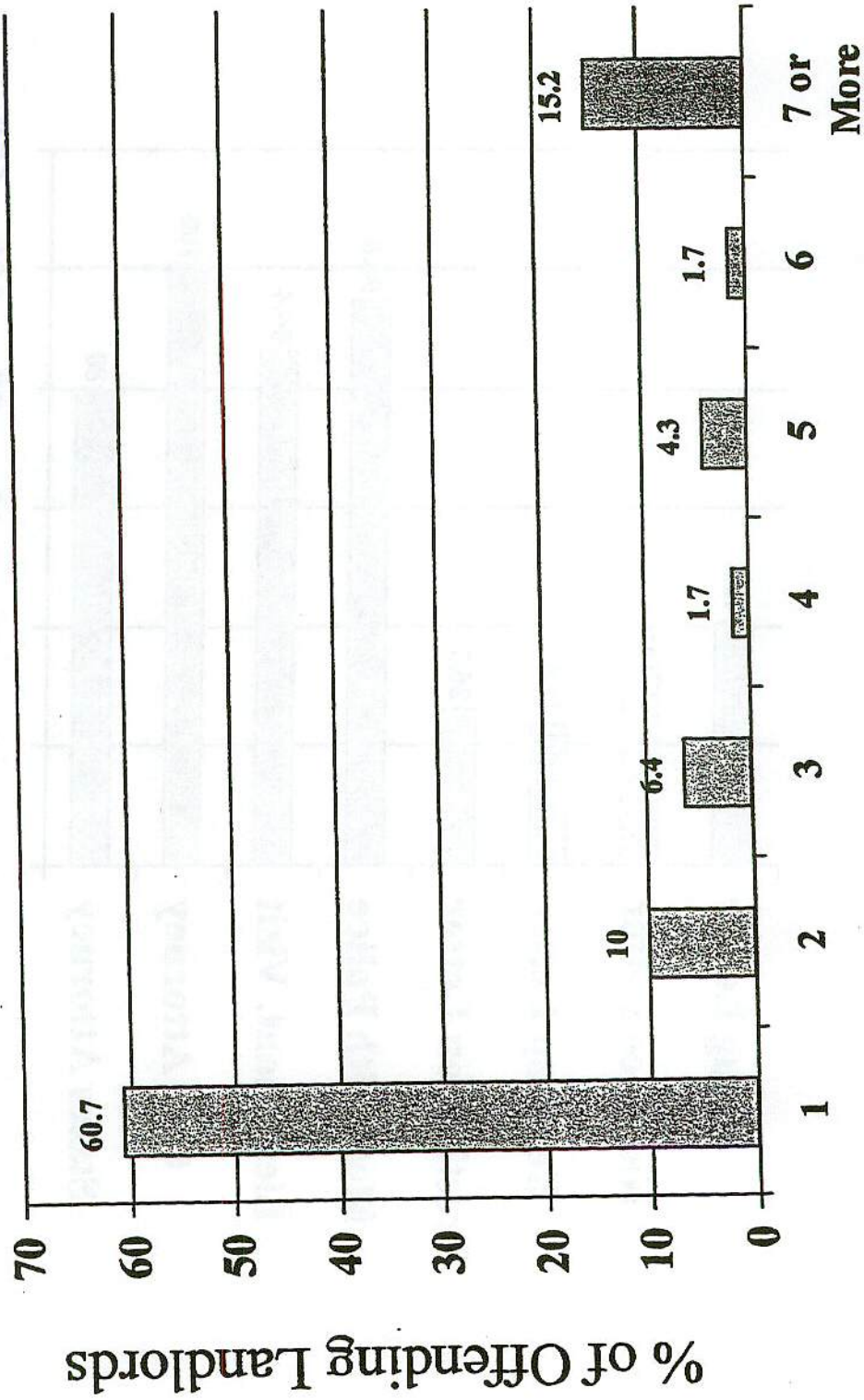
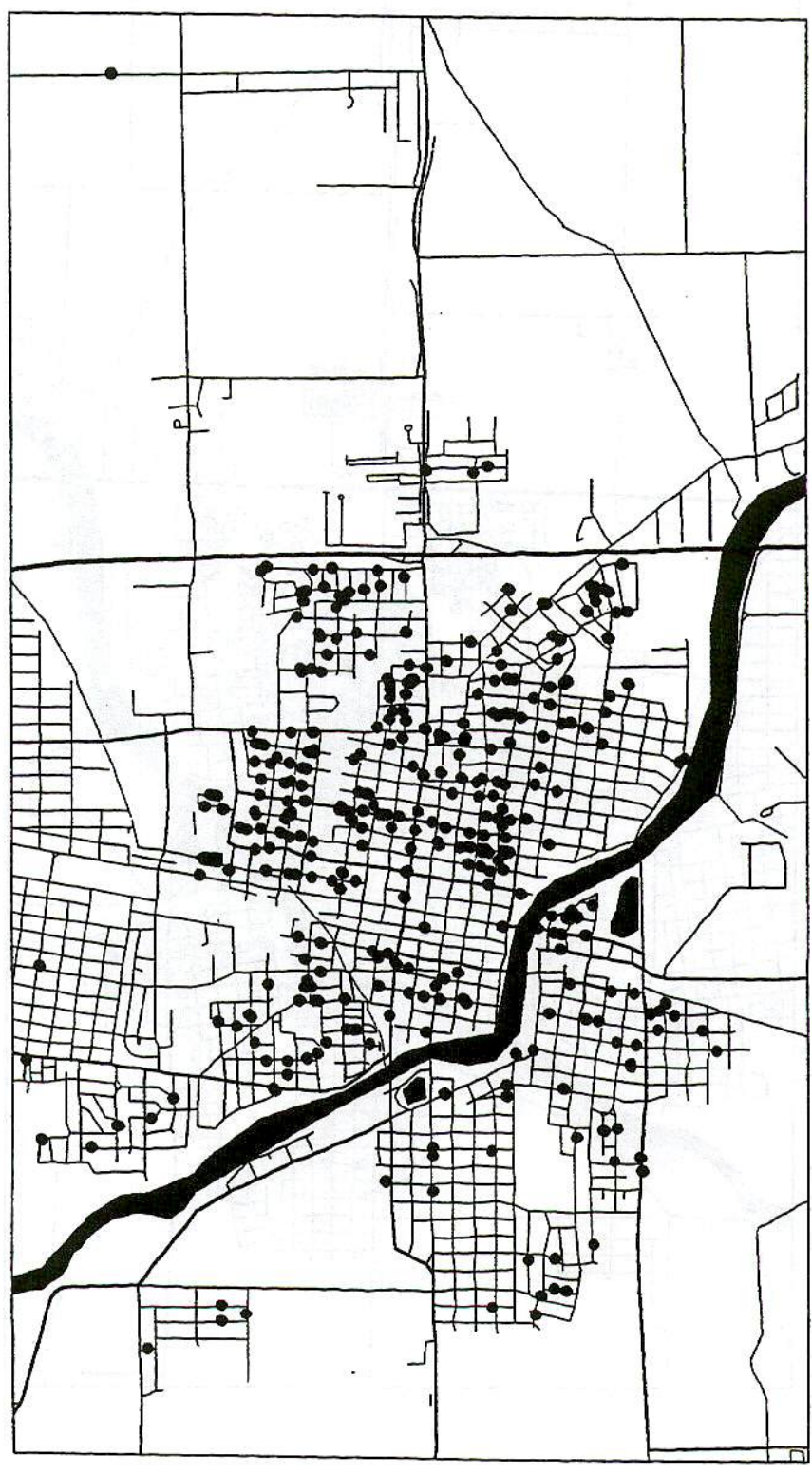


Figure 4. Percent of Violations by Number Properties in Violation per Landlord



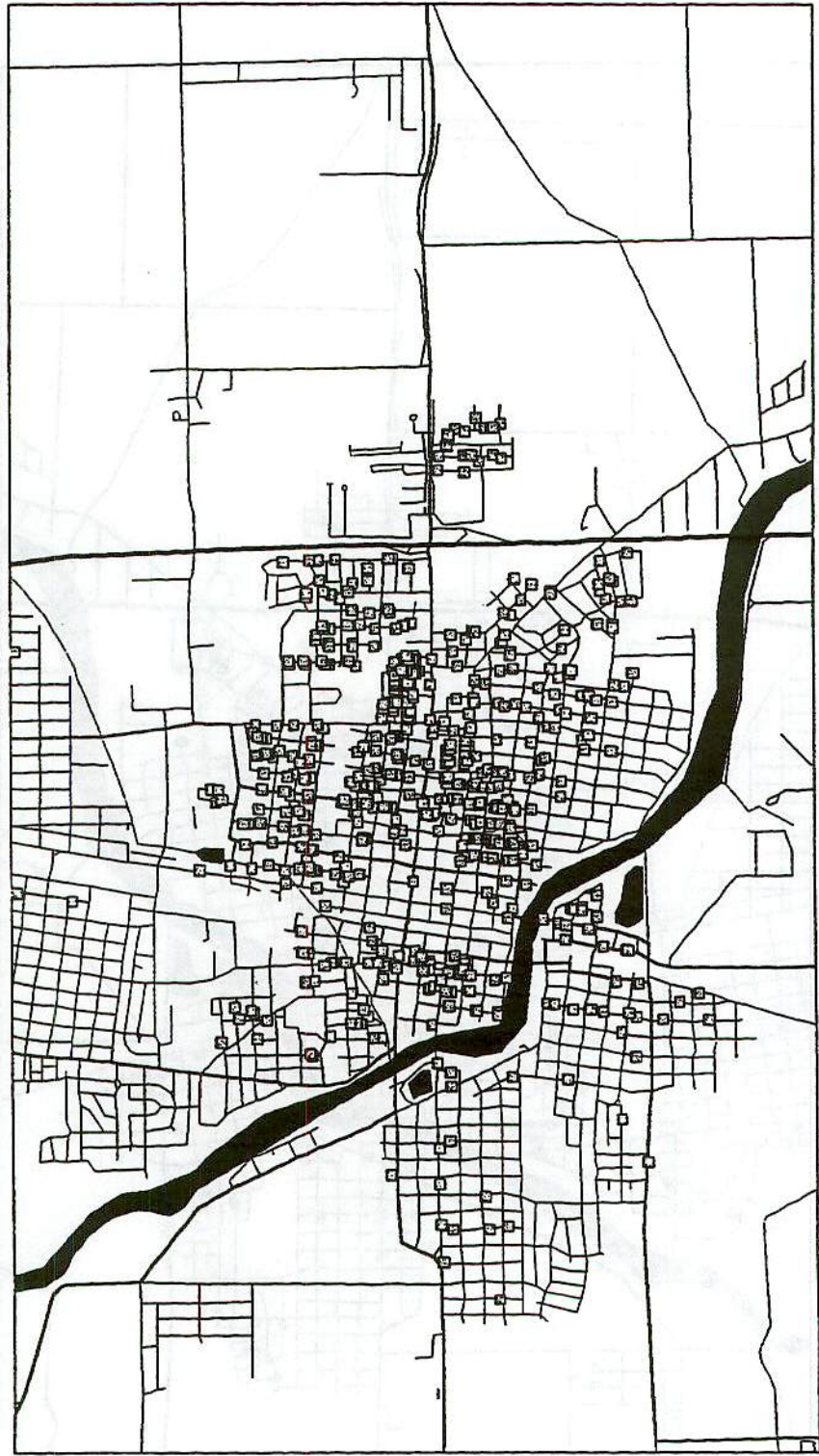
of Nuisance Abatement Reports per Landlord

Figure 5. Most Landlords of Nuisance Cases Reside in Kankakee



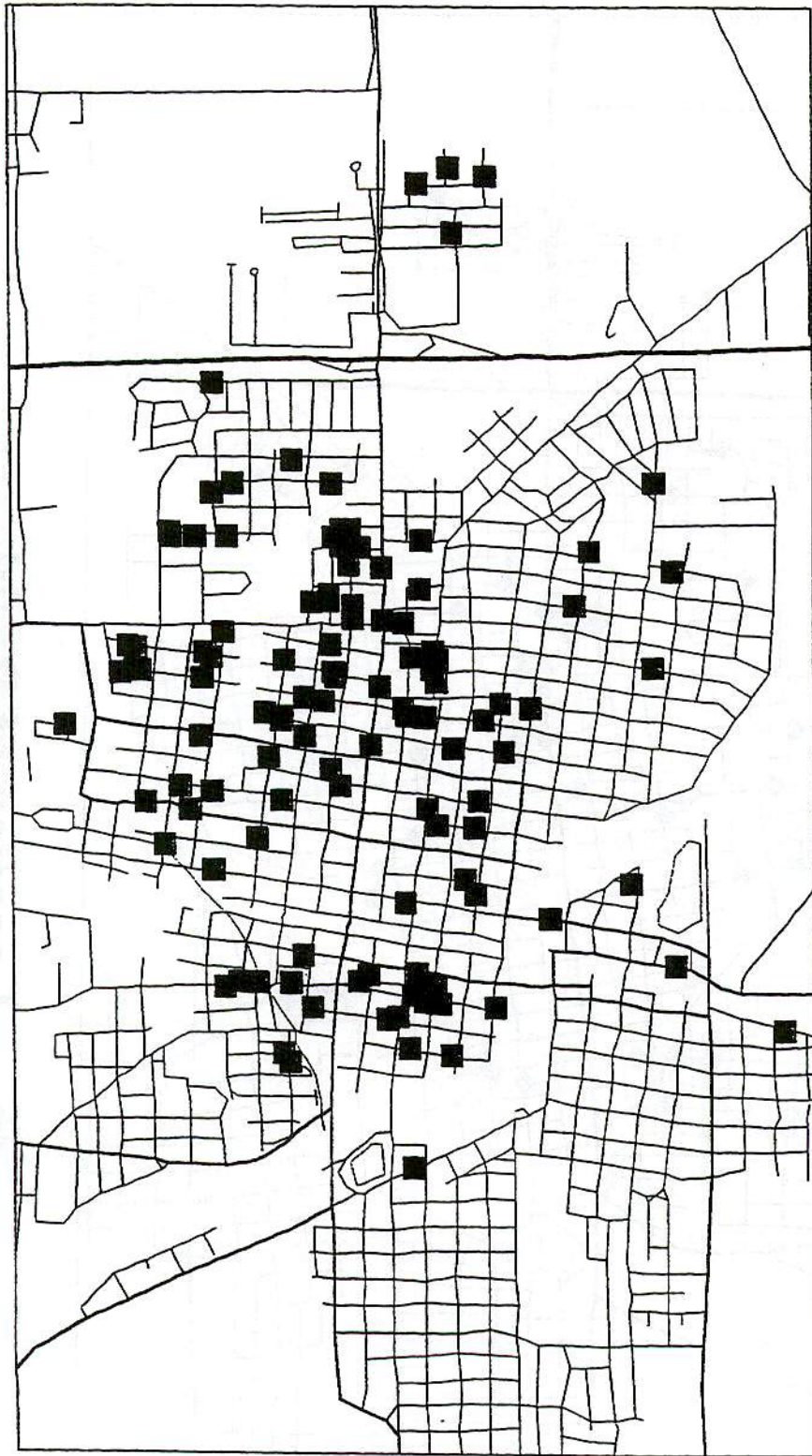
● Landlord Address

Figure 6. Addresses Nuisance Abatement Reports to KPD, 1996-1999



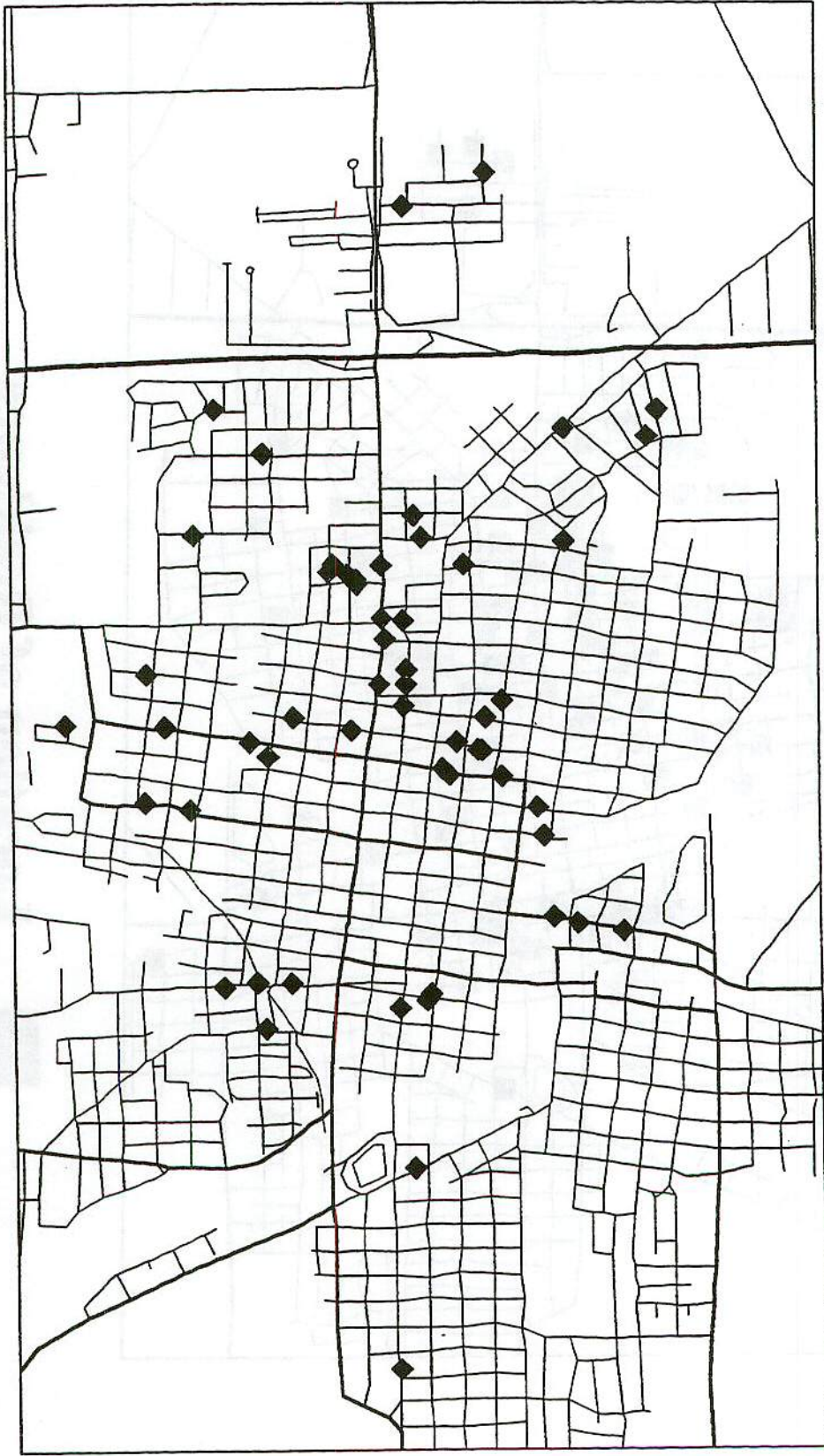
 **Location of Residence**

Figure 7. Addresses Sent Drug Letters from KPD, 1996-1999



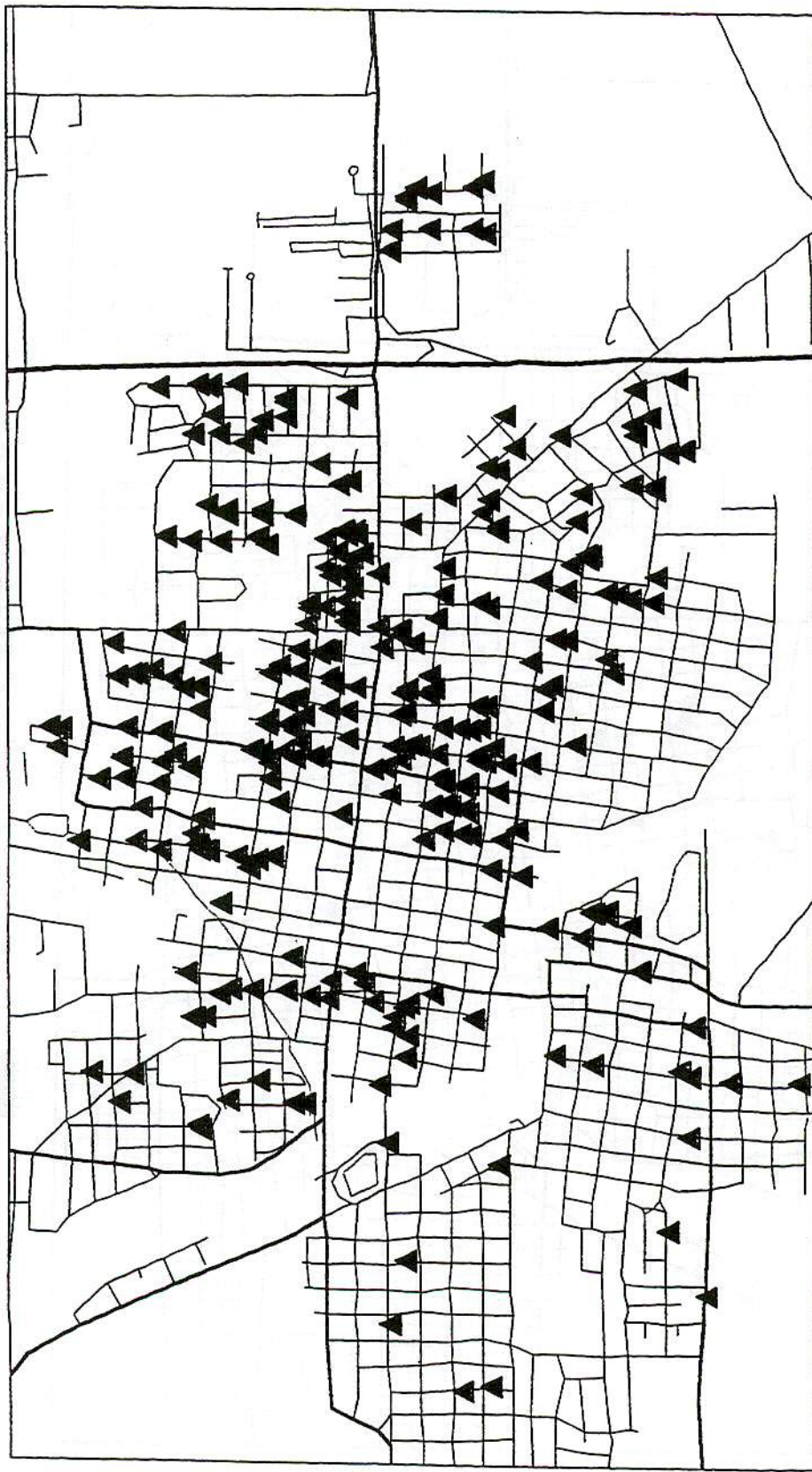
■ Location of Residence

Figure 8. Addresses Sent Nuisance Letters from KPD, 1996-1999



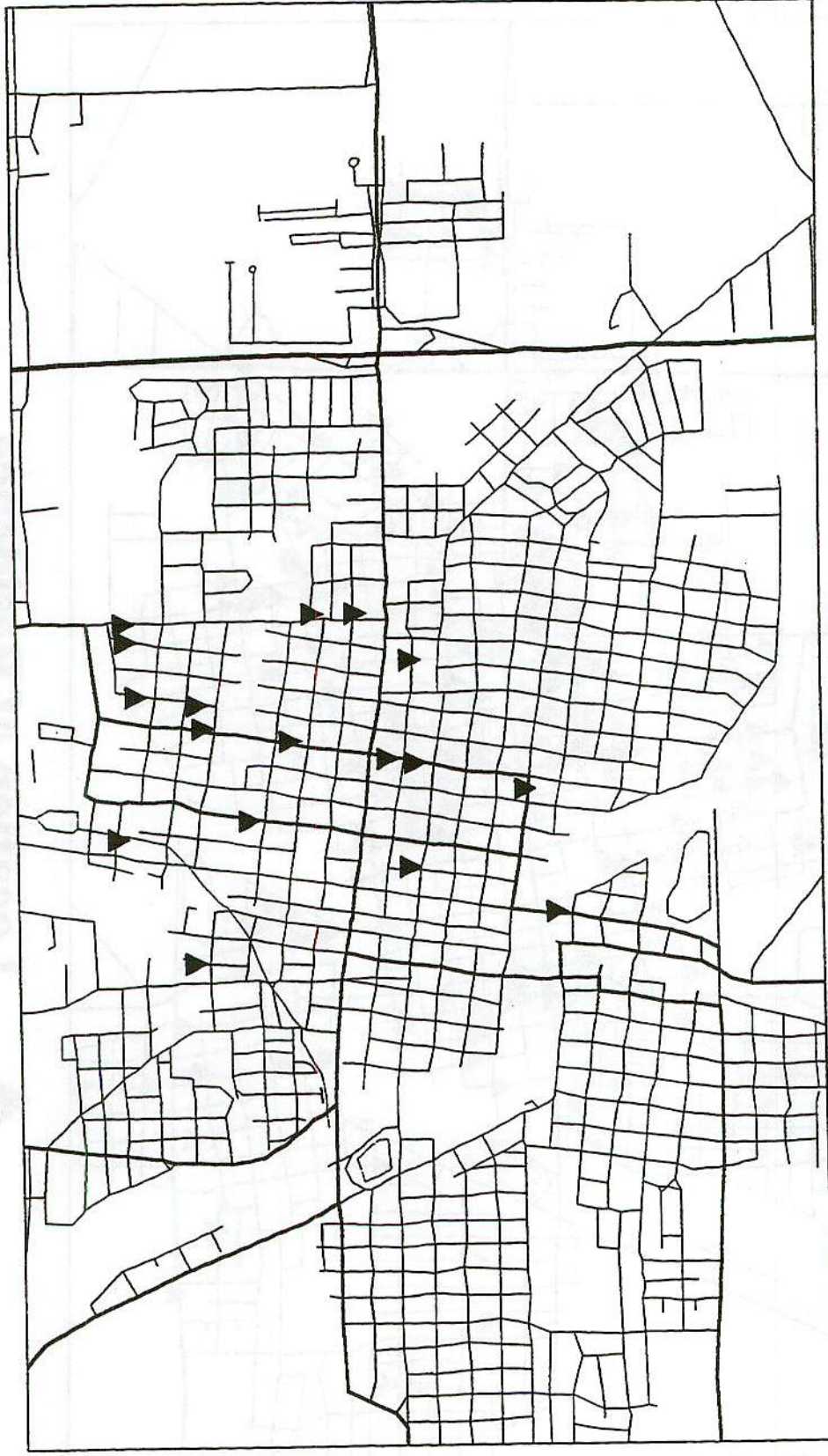
◆ Location of Residence

Figure 9. Addresses Sent Heads Up Letters from KPD, 1996-1999



▲ Location of Residence

Figure 10. Addresses Sent Prostitution Letters from KPD, 1996-1999



▲ Location of Residence

Figure 11. Cluster Ellipses for Nuisance Abatement Response Letters



- Drug Letter Cluster
-** Nuisance Letter Cluster
-** Heads Up Letter Clusters
- Prostitution Letter Cluster

Figure 12. Close Up of Selected Area of Major Cluster

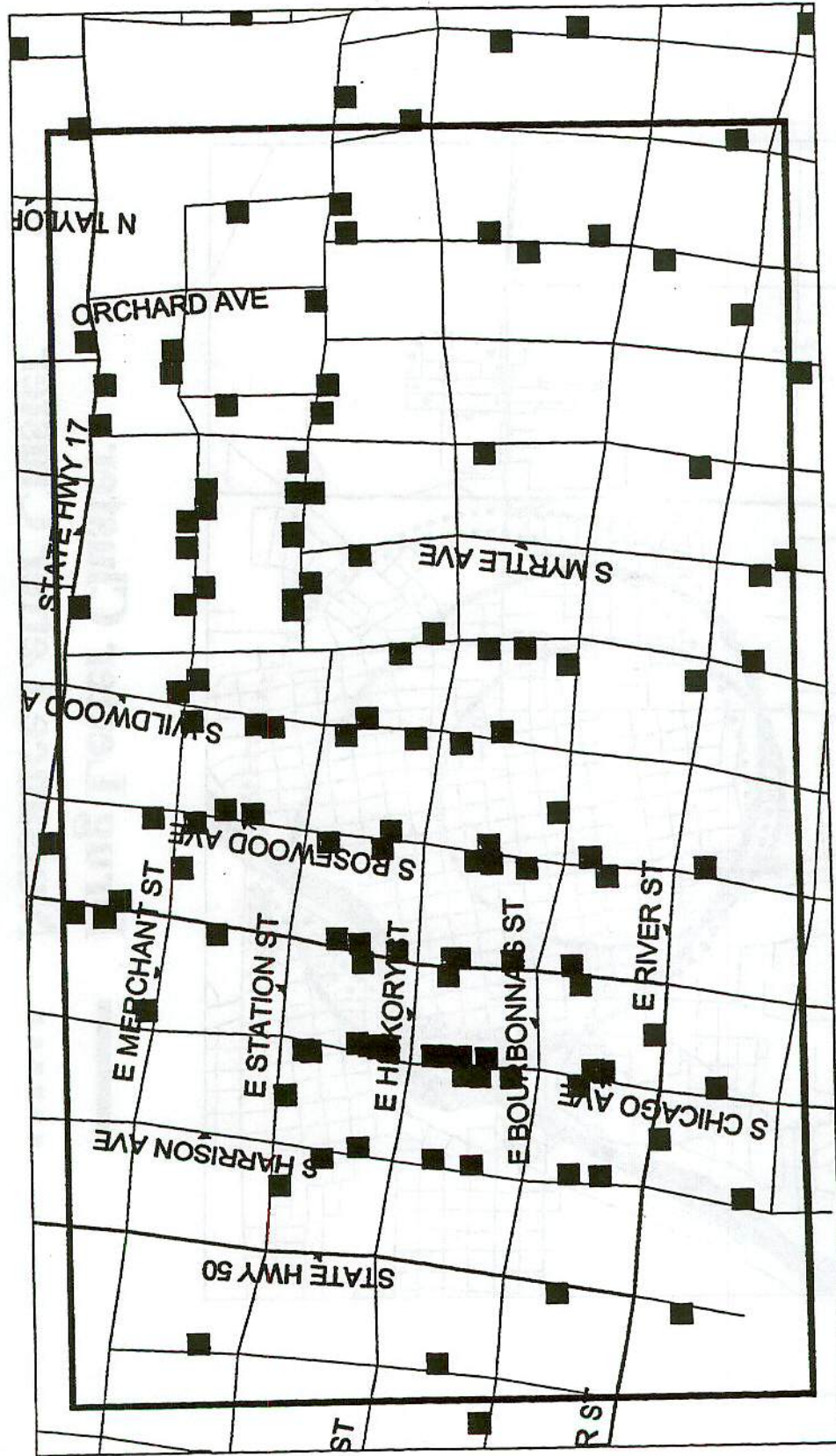


Figure 13. Narcotic Investigations by Month & Program: KMEG

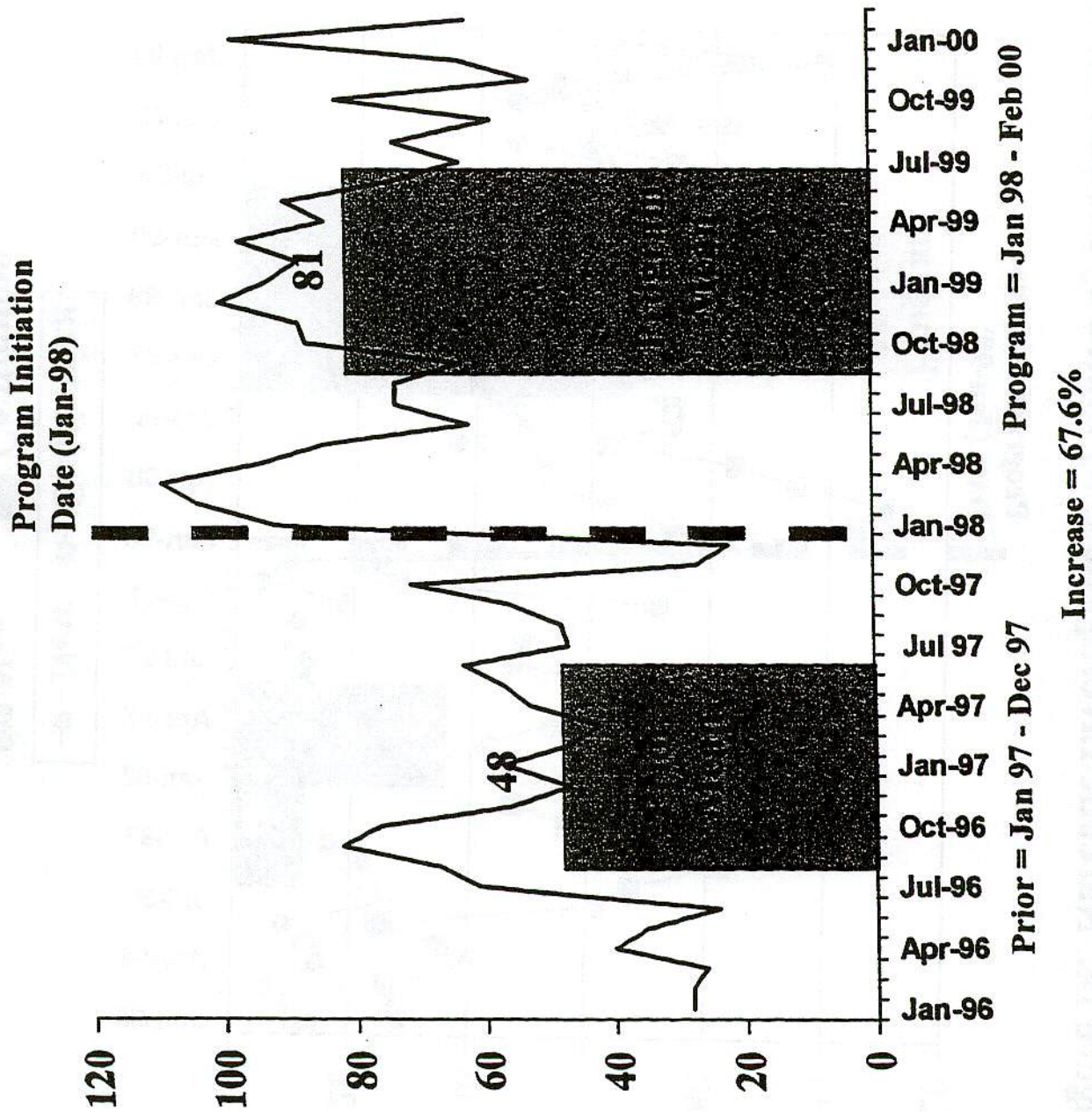


Figure 14. Narcotic Investigations by Status by Month: KMEG

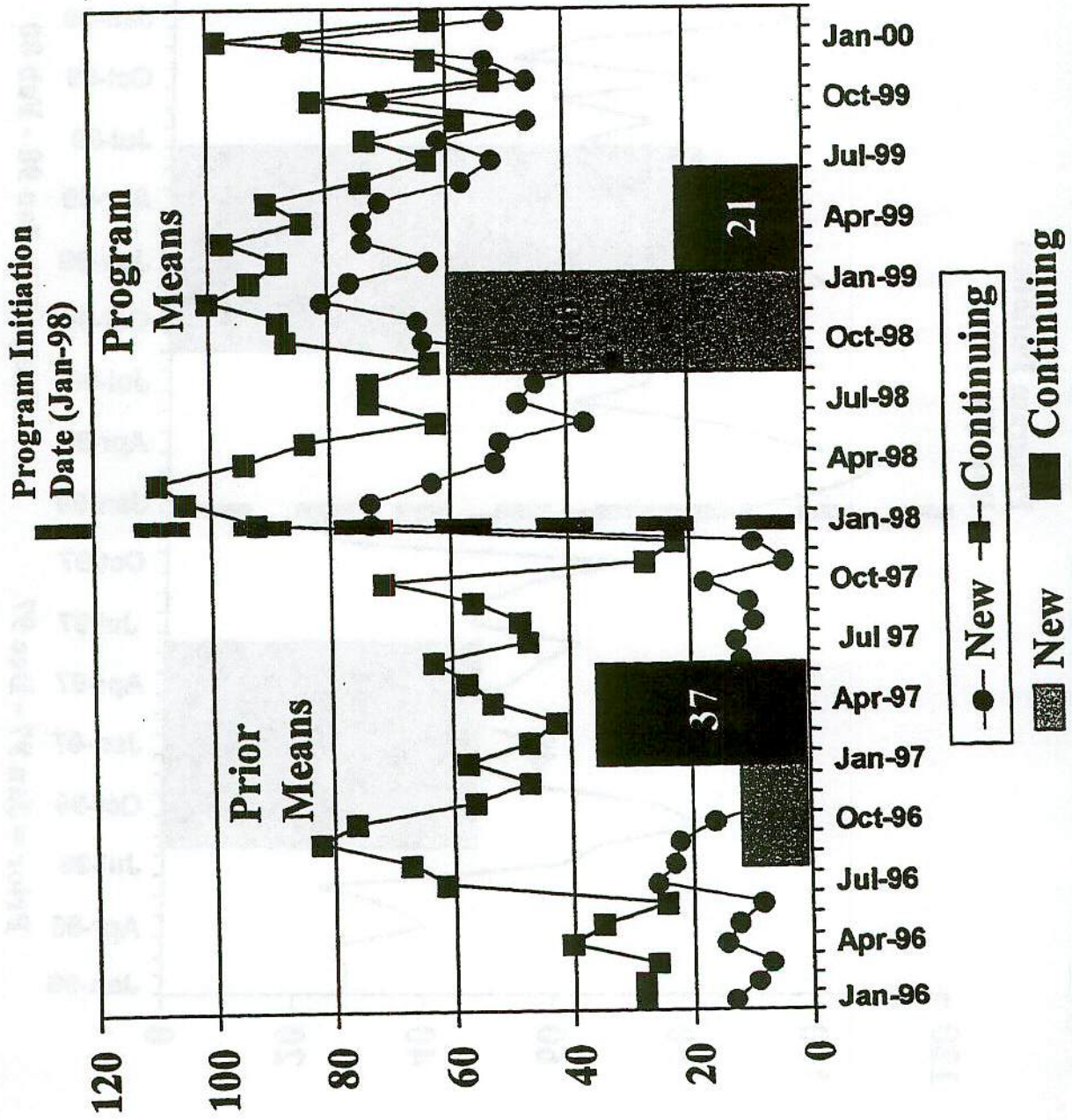


Figure 15. Narcotics Arrests by Month and Program: KMEG

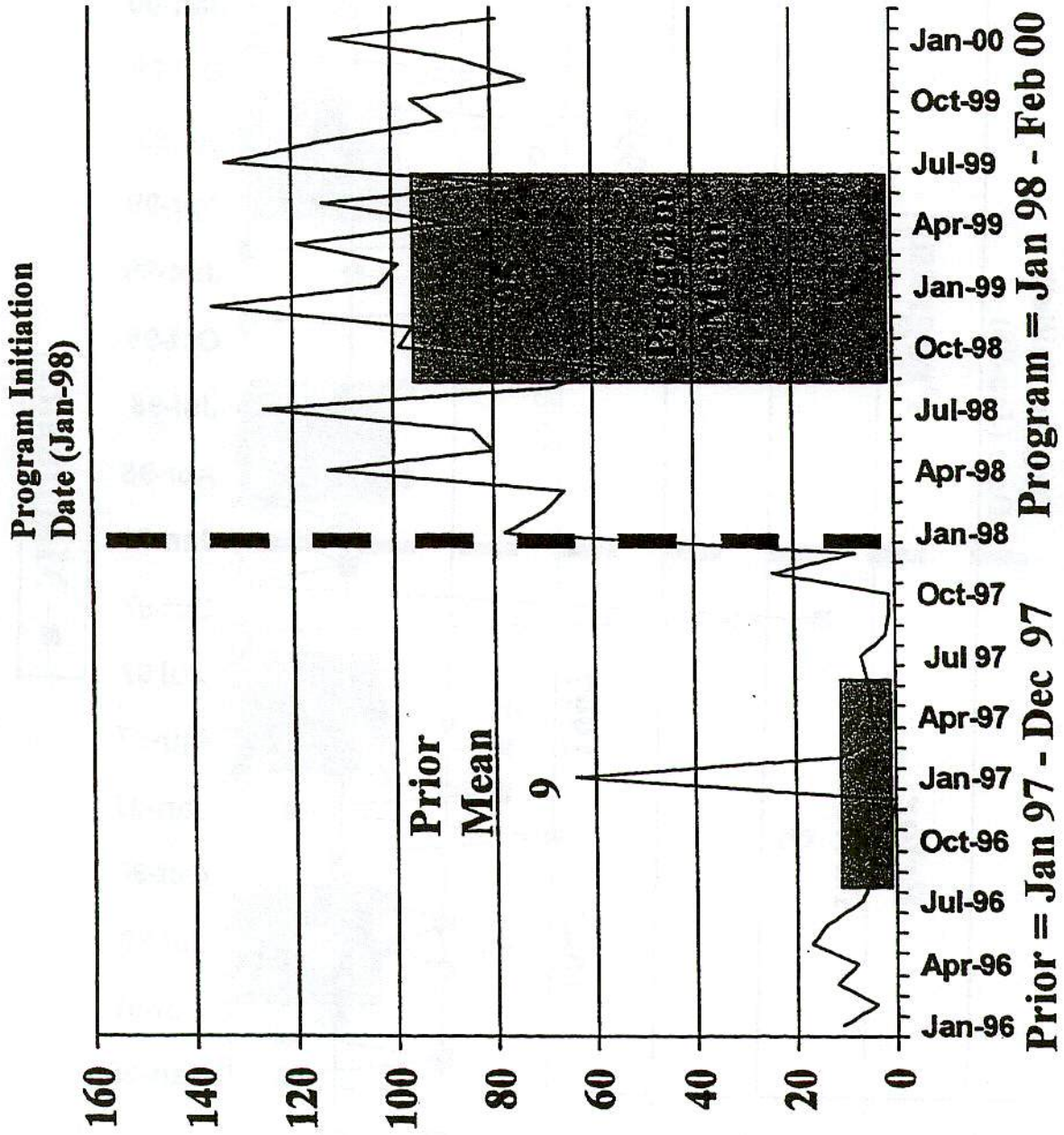


Figure 16a. Convictions for Marijuana by Month, Program, Year: KMEG

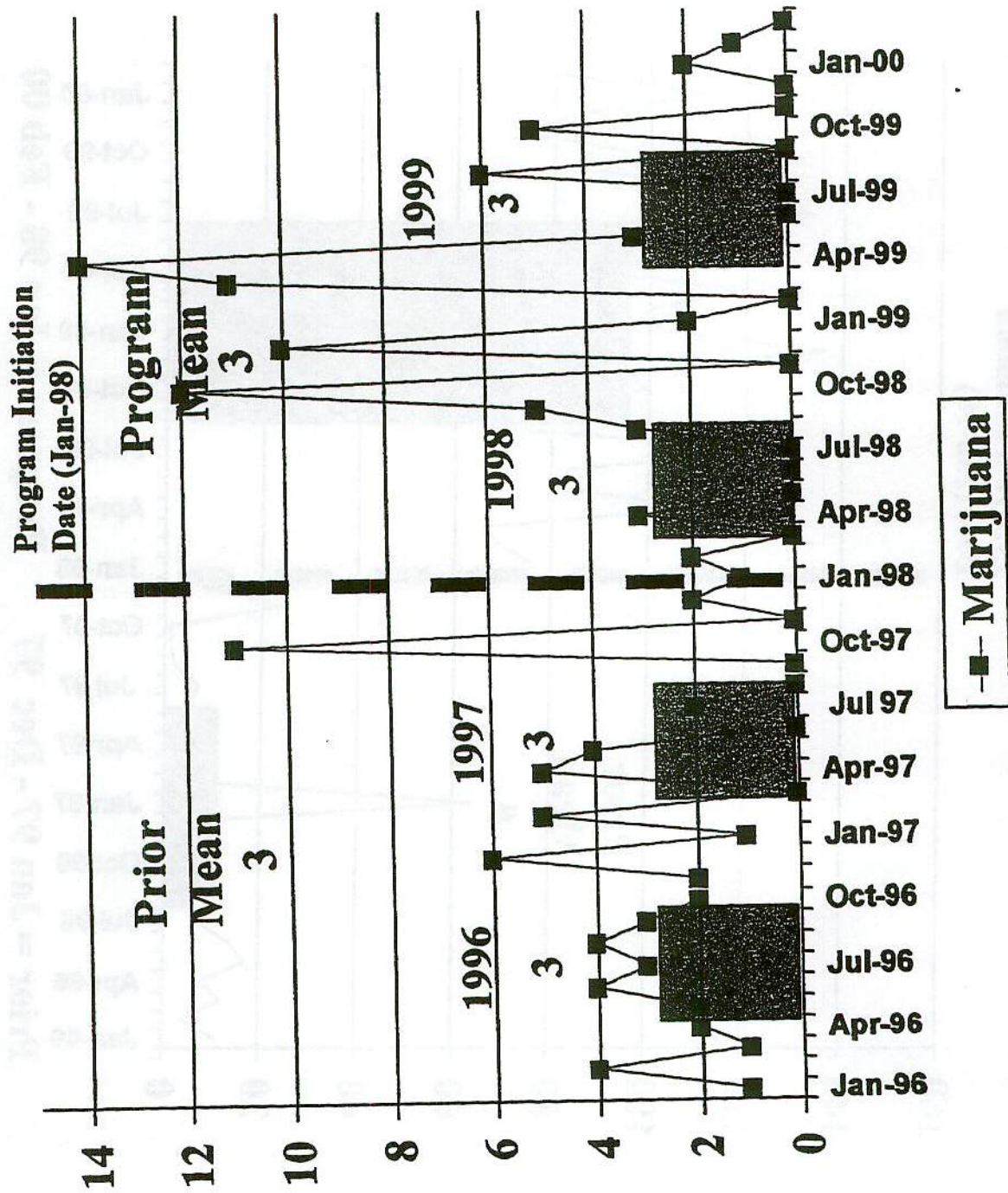


Figure 16b. Convictions for Cocaine by Month, Program, Year: KMEG

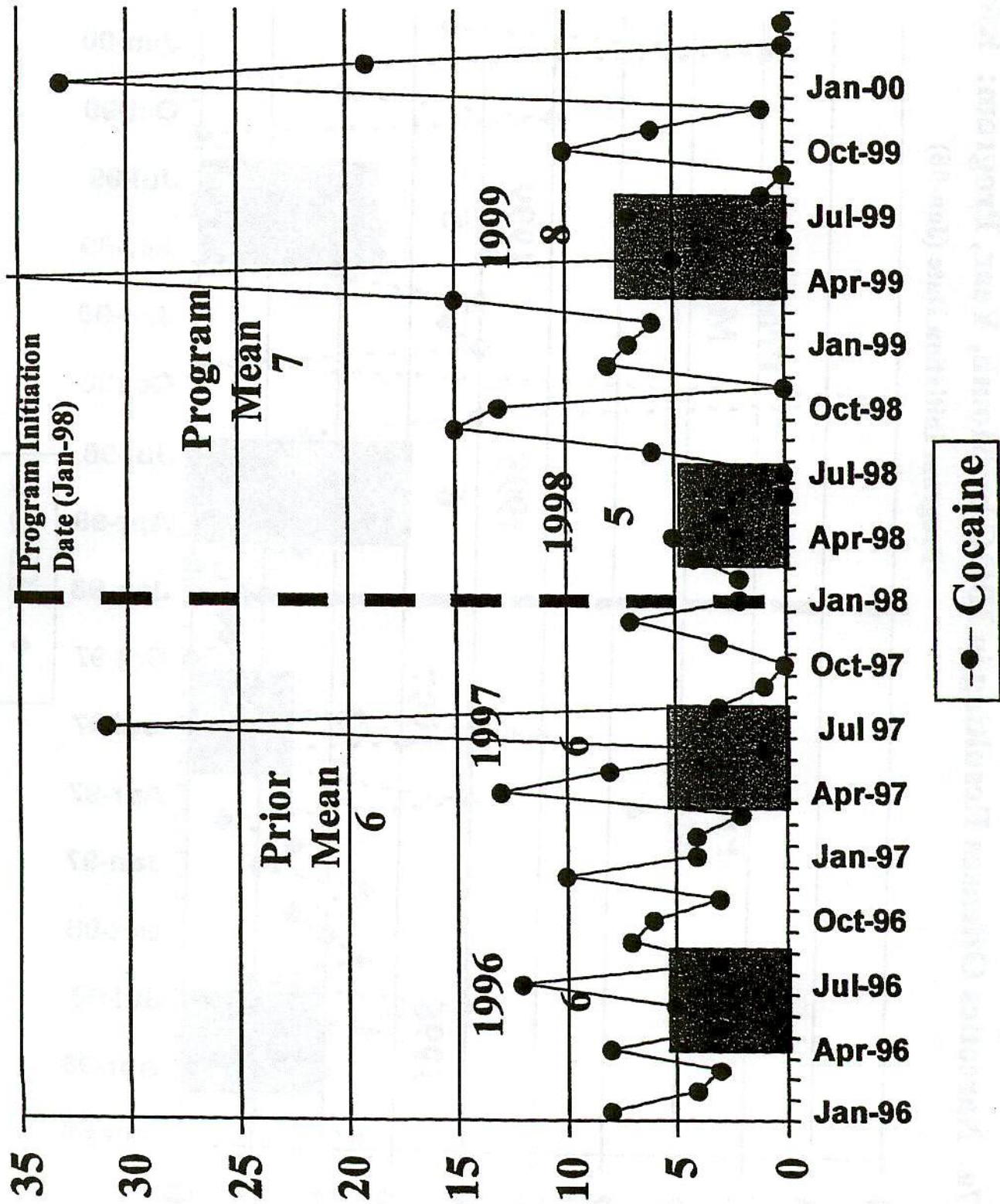


Figure 17a. Narcotics Offenses Resulting in IDOC by Month, Year, Program: KMEG

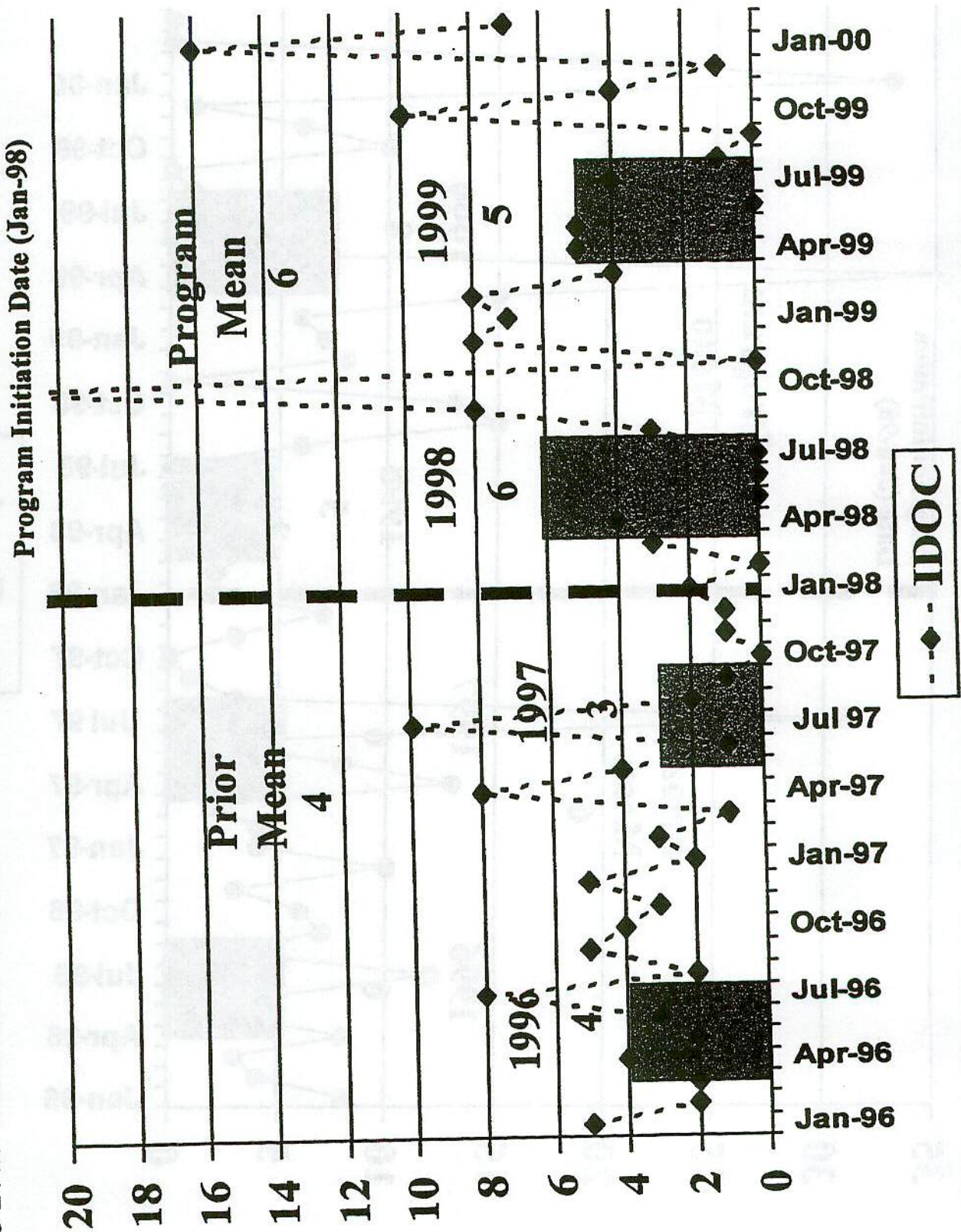
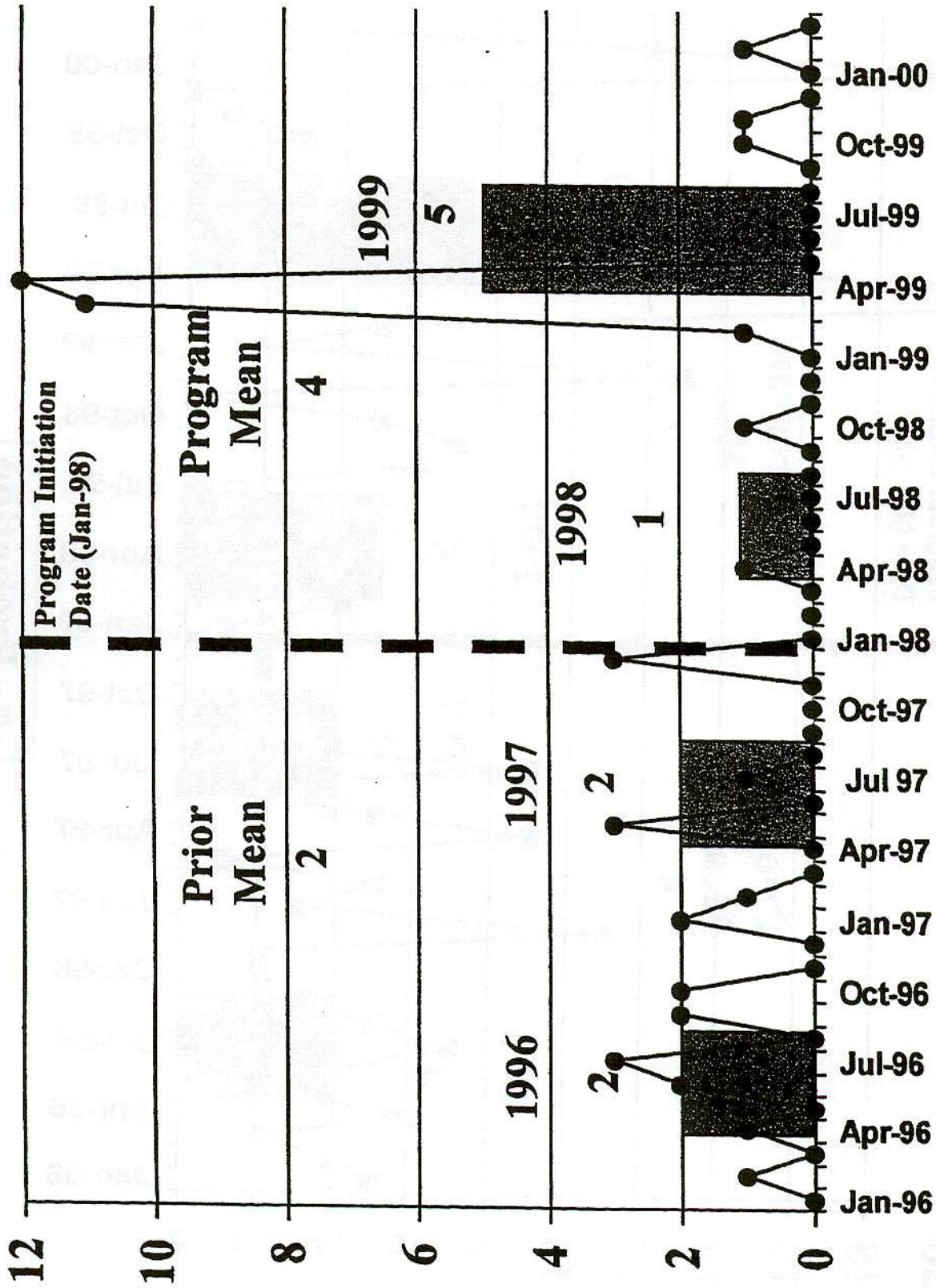


Figure 17b. Narcotics Offenses Resulting in Jail by Month, Year, Program: KMEG



● Jail

Figure 17c. Narcotics Offenses Resulting in Probation by Month, Year, Program: KMEG

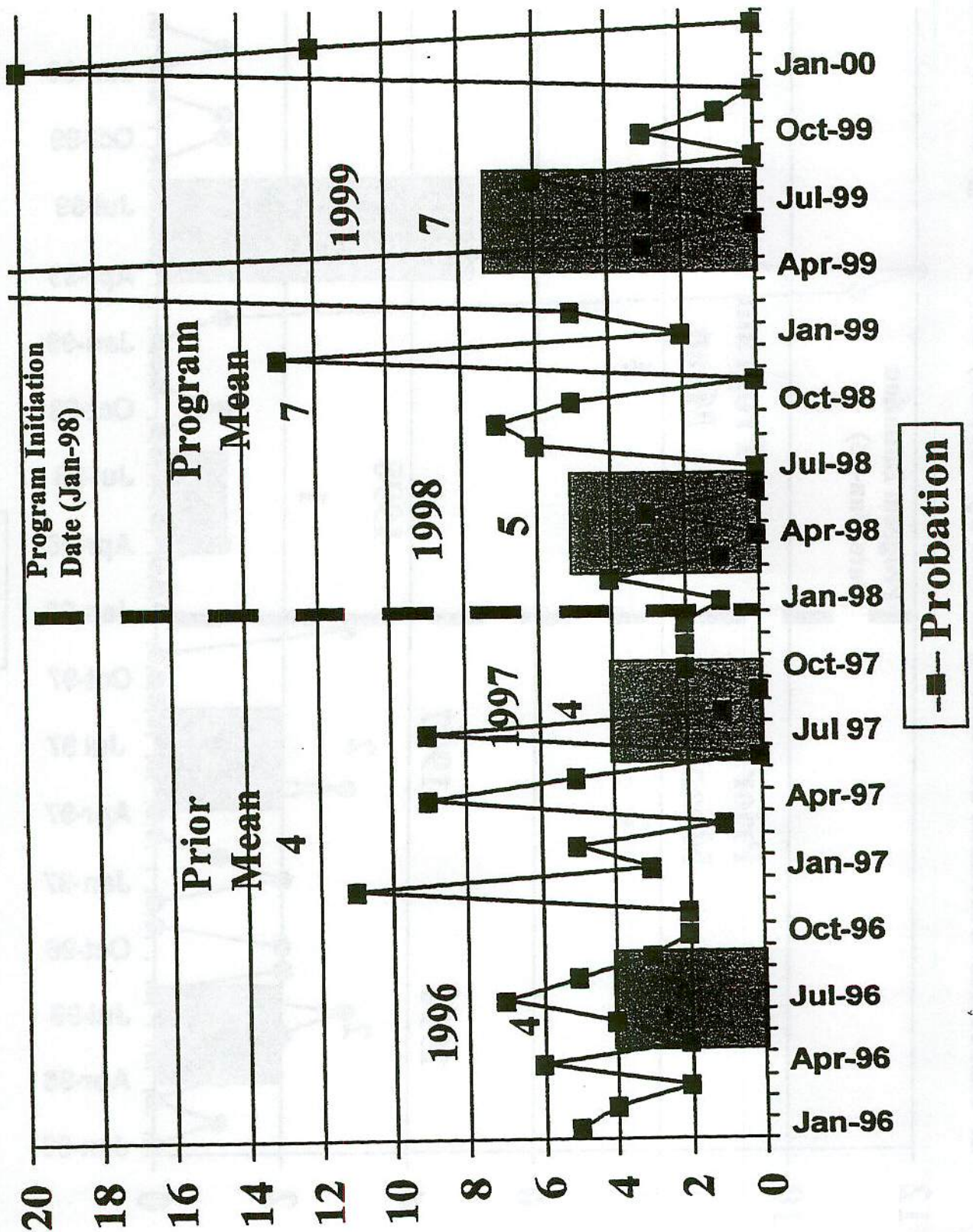


Figure 18. Gang Arrests by Month and Program: KMEG

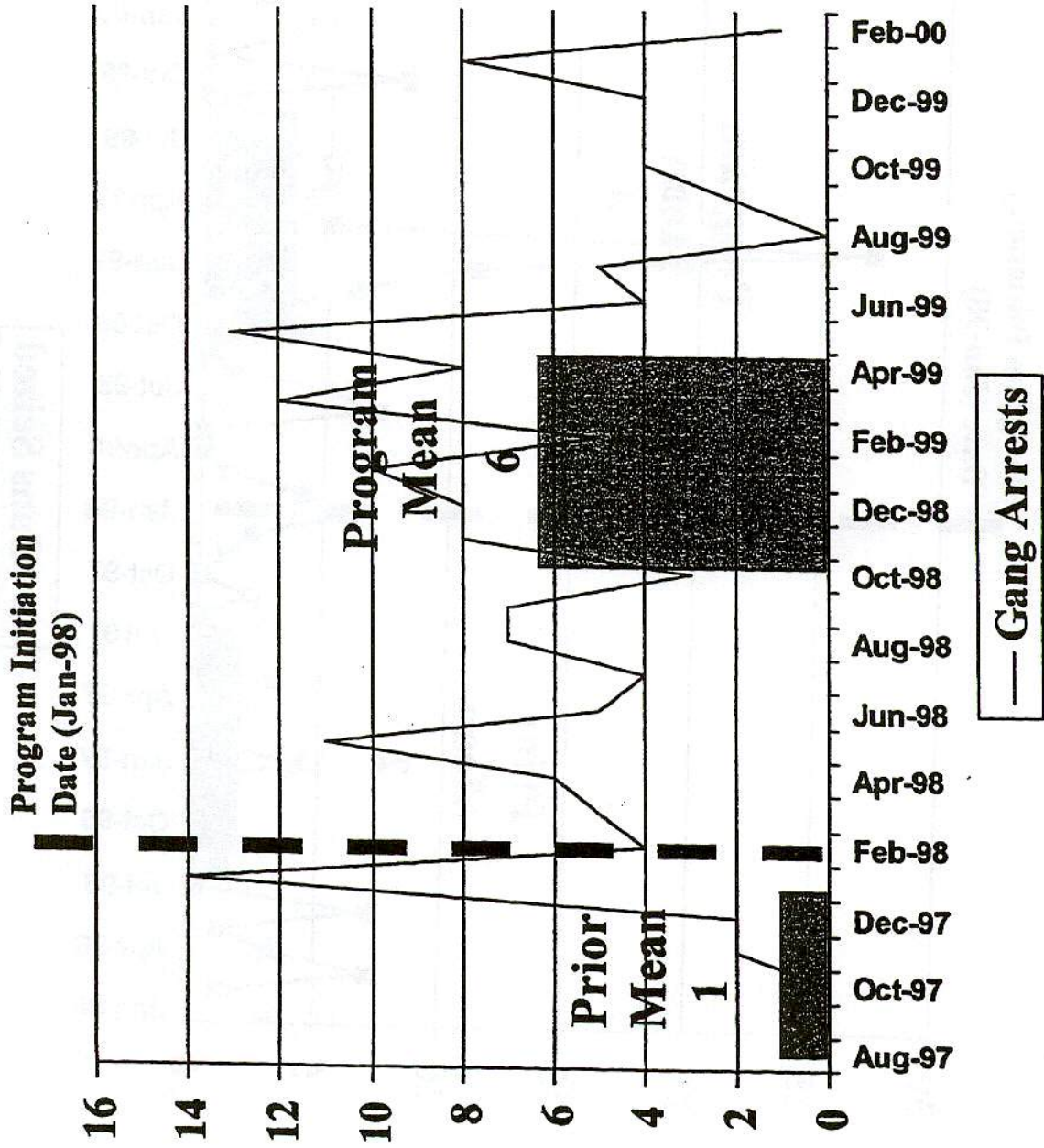


Figure 19. Firearms Seized by Month: Kankakee Police Department

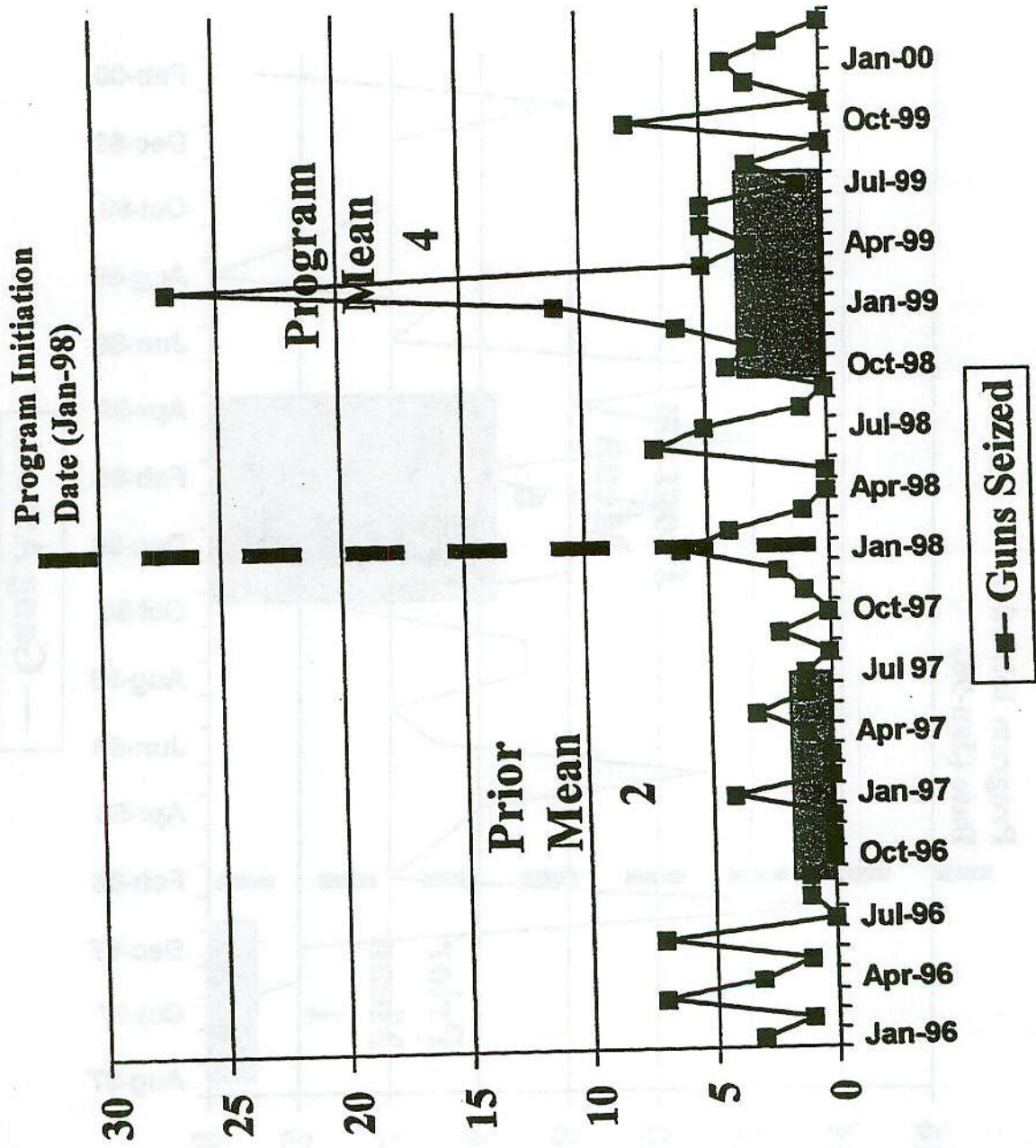


Figure 20. Number Drug Seizures by Month, Year, Program: KMEG

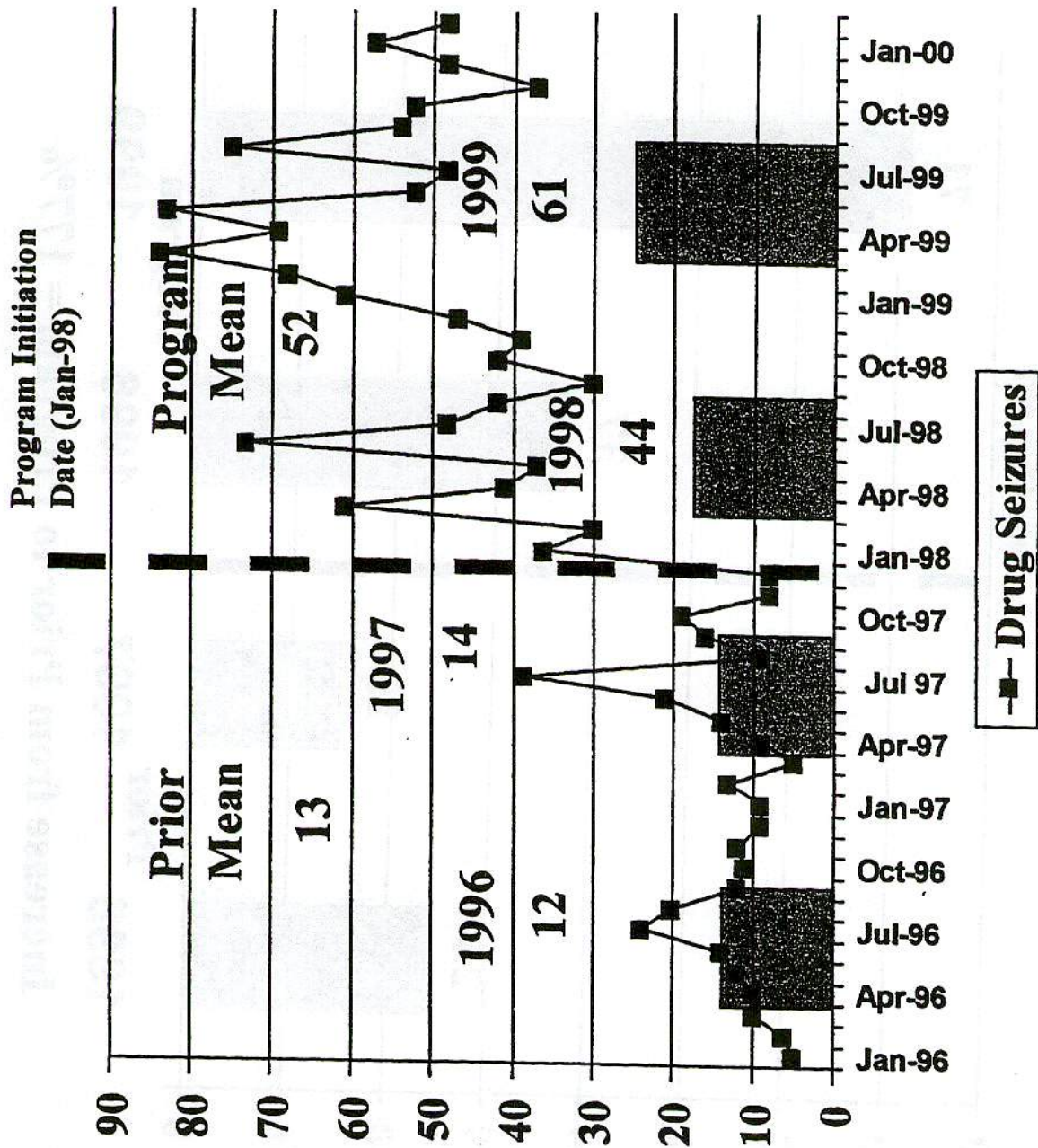
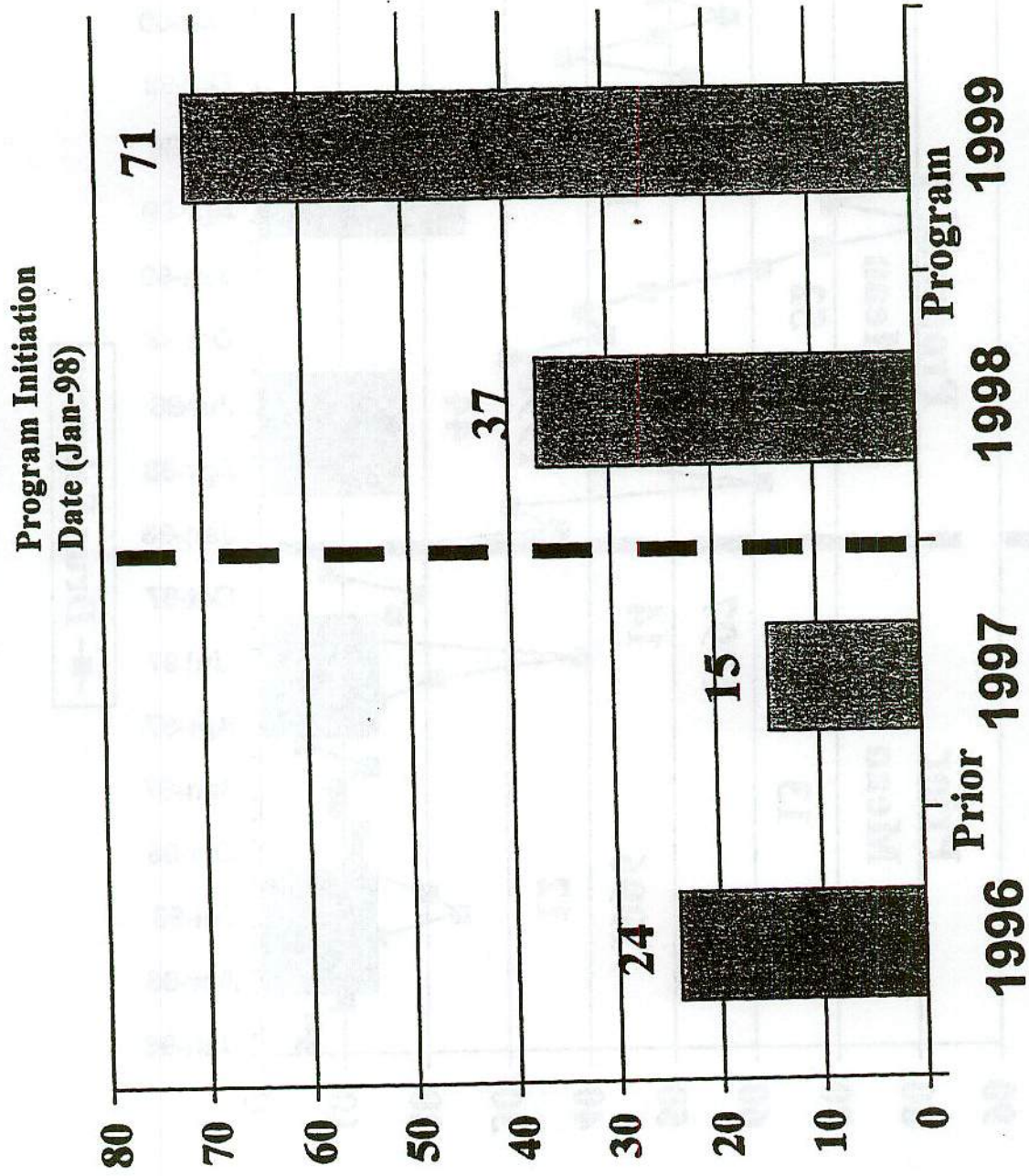


Figure 21. Total # of Asset Seizures: KMEG



Increase from Prior to Program = 177%

Table 1. Kankakee County Court Processing of KMEG Cases

	Arrests		Charges for Cases Processed by Court	
	Total KMEG Arrests	% of KMEG Arrests	Charge Category	%
Cases Not Taken to Court	1,731	51%	All	100%
Cases Resulting in Court Action	881	49%	Part I Violent	1%
Cases Completed by Court	850		Part I Property	1%
Cases Continued	707		Drug	80%
In Jury Trial	143		Part II Other	17%
Other Continued	19		Warrant	0%
	124			

Table 2. Kankakee County Court Processing of KMEG Cases		
	n	%
Total Cases	850	100%
Procedure		
Dismissed/Nolle	112	13%
Drug Court/Other Treatment	12	1%
Case Exchange	69	8%
Bench Warrant	26	3%
Bench Trial	7	1%
Guilty Verdict/Guilty Plea	481	57%
Continued - Jury Trial	19	2%
Continued Other	124	15%

Case Category	n	%	Procedure	n	%
Case Dismissed	112	13%	Dismissed	112	13%
Case Dismissed at Trial	12	1%	Dismissed at Trial	12	1%
Case Dismissed at Bench	69	8%	Dismissed at Bench	69	8%
Case Dismissed at Trial	26	3%	Dismissed at Trial	26	3%
Case Dismissed at Bench	7	1%	Dismissed at Bench	7	1%
Case Dismissed at Trial	481	57%	Dismissed at Trial	481	57%
Case Dismissed at Bench	19	2%	Dismissed at Bench	19	2%
Case Dismissed at Trial	124	15%	Dismissed at Trial	124	15%
Case Dismissed at Bench			Dismissed at Bench		



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