The Compiler

Illinois Criminal Justice Information Authority

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Departments

Community policing: Forging police-citizen partnerships

Teresa Vlasak

"Empowerment." "Cooperation." "Quality of life." These terms crop up whenever the topic of community policing is discussed. But just what are these concepts, and how are they implemented? This issue of *The Compiler* examines the nuts and bolts of how police and citizens in Illinois municipalities—ranging from the city of Chicago to the small town of Frankfort—are learning to share the responsibility for identifying and solving problems in their communities.

Authority co-hosts crime mapping seminar

In August, the Illinois Criminal Justice Information Authority and Loyola University of Chicago, with support from the John F. Kennedy School of Government and the Ford Foundation, jointly sponsored a three-day workshop on crime analysis using computerized mapping programs. The sessions brought together more than 70 criminal justice professionals from the academic, policing, and state and local government policy planning fields.

The panel discussions stressed the need for practical applications of computerized crime maps to better support police decisions and implement programs such as community policing. Law enforcement professionals discussed the tools and methods municipal departments can use—such as the Authority's Spatial and Temporal Analysis of Crime (STAC) package, which is a toolbox of spatial statistics that converts mapped data into hot spots and ellipses.

For more information on STAC, or a current copy of *STAC News*, contact Carolyn Rebecca Block at the Authority, 312-793-8550.

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Authority publication receives research association award

The Illinois Criminal Justice Information Authority has been awarded the Philip Hoke Award for Excellence in Analysis by the Justice Research and Statistics Association. The Authority received the award in the Large Statistical Analysis Center category for the Illinois *Task Force on Crime and Corrections: Final Report.* "The award is designed to recognize outstanding efforts to bring empirical analysis to bear on criminal justice policy making in the states," said the association's Karen Gasson-Maline. Association officials said the report presented a clear plan to tackle the prison crowding crisis within the state of Illinois, and ways to strengthen the current prison system.

Authority Executive Director Dennis E. Nowicki said, "Receiving this award is testimony to the outstanding efforts of both the Authority staff and the members of the Crime and Corrections Task Force who were appointed by Governor Jim Edgar to take on the tough issue of prison crowding in Illinois." As of October 1993, eight of the recommendations put forth by the Task Force have been legislatively acted upon.

This award also marks the fourth time in eight years that the Authority has received the Hoke Award. Previous Authority reports selected for the award were: *Specification of Pattern Analysis Over Time in Chicago Homicide* in 1986; *Trends and Issues: Criminal and Juvenile Justice in Illinois* in 1988; and *Blueprint for the Future* awarded in 1991.

For copies of the task force report or for other Authority publications, contact the Illinois Criminal Justice Information Authority at 312-793-8550.

ACIR releases reports on criminal justice and government

The U.S. Advisory Commission on Intergovernmental Relations (ACIR) has released a set of two reports which examine the intergovernmental, policy, management, and funding issues facing all elected officials in dealing with the growing demands of the criminal justice system.

The first report, *The Role of General Government Elected Officials in Criminal Justice*, offers an in-depth examination of the criminal justice system currently being financed on the state, county, and local levels. The second report, *The Guide to the Criminal Justice System for General Government Elected Officials*, is intended as a quick desk reference for government officials. The report provides two-page profiles on more than 20 criminal justice topics, such as prosecution systems, probation and sanctioning options, and jail construction.

Both reports set forth ACIR's recommendations on programming and decision making within the criminal justice system. Copies of the report can be obtained from the U.S. Advisory Commission on Intergovernmental Relations, 800 K Street NW, South Building, Suite 450, Washington, D.C. 20575.

National Council on Crime and Delinquency outlines 10-year plan

On September 9th, the National Council on Crime and Delinquency unveiled its 10-year plan for reducing crime in America. A description of the plan is detailed in the council's report, *Reducing Crime in America: A Pragmatic Approach*. Council President Dr. Barry Krisberg said that the plan, "extends beyond the federally proposed Crime Bill, calls for no additional funding, and would save over $5 billion annually."

The plan is a two-tiered effort that calls for immediate reforms in criminal justice and drug policies, while making additional recommendations for long-term reforms in health care and economic opportunity programs for communities and youth at risk. The report also calls for renewed efforts in family planning, prenatal care child health services, and primary and secondary education.

The council's plan has been supported by more than 100 organizations across the nation, including the Police Executive Research Forum, the Sentencing Project, the John Howard Association, and the National Commission on Children.

For more information on the plan, or to obtain a copy of the report, contact the National Council on Crime and Delinquency, 685 Market Street, Suite 620, San Francisco, California, 94105, or call (415) 896-5109.

28 percent of 1991 prison deaths nationwide attributed to AIDS

A recent study by the Bureau of Justice Statistics reports that in 1991, 2.2 percent of the federal and state prison populations were infected with the human immunodeficiency virus (HIV) which is believed to cause AIDS. Of the infected population, 0.2 percent were confirmed AIDS cases, and 0.6 percent exhibited symptoms of HIV infection.

Among all inmate deaths in state and federal prisons during 1991, 28 percent were attributable to AIDS. Eighteen percent of inmate deaths in Illinois prisons were AIDS related in 1991. Additionally, between July 1991 and June 1992, 24 percent of inmate deaths in county jails nationwide were AIDS related.

The six states with the largest HIV-positive prison populations were all located on the East Coast (New York, Connecticut, Massachusetts, New Jersey, Rhode Island, and Georgia). Overall, Northeastern states reported an average of 8.1 percent of their total inmate populations to be HIV positive, while states in the Midwest and on the West Coast reported an average of less than 1 percent of the total population. One percent of the Illinois prison population tested positive for HIV.

Inmates who tested HIV-positive were more likely to have been sentenced for a drug or a property offense than for a violent offense, and were more likely to be nonviolent recidivists.

Copies of the bulletin, HIV in U.S. Prisons and Jails, are available from the National Criminal Justice Reference Service at 800-732-3277.

Robert Boehmer named Authority General Counsel

Robert P. Boehmer has been appointed general counsel for the Illinois Criminal Justice Information Authority by Executive Director Dennis E. Nowicki. Mr. Boehmer, a former Chicago Police Officer, served as legal counsel for the Authority's federal grants program since 1987. During that time, Mr. Boehmer drafted numerous pieces of criminal justice legislation, including Illinois' Drug Asset Forfeiture Procedure Act, legislation creating the crime laboratory analysis fee imposed on convicted drug offenders, and other initiatives.

Gerald A. Cooper, former general counsel of the agency, has been named Chief of Police for the city of Evanston, Illinois. Mr. Cooper served as the general counsel for the Authority from February 28 to October 15, 1993.

Anti-drug money to be distributed

The Illinois Criminal Justice Information Authority has been selected to administer a new grant program directed by a board of government officials and community group representatives. Authority staff developed and issued a request for proposals, which met the guidelines set forth by a joint legislative task force which investigated the extent to which grassroots organizations share in assets forfeited by drug offenders. Funding for the program is being contributed by the Chicago Police Department, the Cook County State's Attorney's Office, the Cook County Sheriff's Police Department, and the Illinois Attorney General's Office, which are all represented on the board. Also represented on the board are the Chicago Mayor's Office and the Illinois Department of Alcoholism and Substance Abuse. In addition, four community representatives were appointed by Authority Director Dennis Nowicki.

At a November meeting, the board selected four organizations to share $170,000: People's Reinvestment and Development Effort, which received $39,072; Bethel New Life, which received $40,688; South East Alcohol and Drug Abuse Center, which received $35,000; and Human Action for Community Organization, which received $39,935. All funds are for operating costs, not staff, and may be used over a 12-month period. Funding for future years will depend on the programs' performance during the first year of operation.

Agencies join police systems

The Illinois Criminal Justice Information Authority's Area-wide Law Enforcement Radio Terminal System (ALERTS) has added seven new users in recent months. The in-car terminal network, provides police officers with instant access to national, state, and local crime information.

The South Jacksonville Police Department has joined the Sangamon County/Springfield area network. In the Chicago metropolitan area, the Melrose Park, McCullom Lake, Roselle, Rolling Meadows, and Evergreen Park police departments and the Kane County Auto Task Force have joined ALERTS.

The Chicago Alternative Policing Strategy

Chicago is not the first major city to implement community policing. But in the tradition of Daniel Burnham, Chicago is making no little plans when it comes to its vision of the new policing philosophy. Started on a prototype basis earlier this year in five police districts, the Chicago Alternative Policing Strategy will be expanded citywide during 1994 with an ambitious program of community-based problem solving and organizational change.

By Kevin P. Morison

When residents on the far North Side of Chicago noticed a sudden increase in foot traffic in and out of a local tavern, they knew what to do—talk with their beat officers.

The citizens knew the bar didn't sell carry-out goods, so at the next regular neighborhood meeting they informed their beat officers of the suspicious activity. A subsequent police investigation uncovered an intricate drug-dealing operation that included the bartender. Six arrests were made, and the tavern's liquor license is now being challenged.

On the West Side, local gang members were using the front yard of an elderly couple to store weapons and drugs. The couple had become unable to care for their property, which had overgrown with weeds and bushes. When notified of the situation by neighbors, local beat officers worked with the city's Department of Streets and Sanitation to clear the yard, which resulted in the recovery of three automatic weapons.

On the city's Southwest Side, a foot patrol officer responded to community concern over street vendors and their impact on safety. In response to several accidents, the city council passed an ordinance banning ice cream trucks and other vendors in the neighborhood. The officer developed a "No Peddlers" sign for area businesses to display, and he has made several arrests. Aware of the community's concern, judges have ordered stiff fines in many cases.

These are not just isolated instances of "good police work." They are examples of the new partnership being forged in Chicago among the police department, other agencies of city government, and the communities they serve.

A new and different way of policing

That partnership is at the heart of Chicago's new community policing program, known officially as the Chicago Alternative Policing Strategy, or CAPS. Chicago Police Superintendent (and member of the Illinois Criminal Justice Information Authority) Matt L. Rodriguez said the name is significant for two reasons.

"The name 'CAPS' says this is *Chicago's* vision of community policing, not a strategy defined by or for any other city," he said. "The name also makes it clear that this is a new and different way of policing, not simply a repackaging of what we've done in the past. Under CAPS, police officers are working with the community to identify and solve neighborhood crime problems, not simply treat their symptoms," he explained.

CAPS officially rolled out last April, on a prototype basis, in five of Chicago's 25 police districts: Englewood (7th District) and Morgan Park (22nd) on the South Side; Marquette (10th) and Austin (15th) on the West Side; and Rogers Park (24th) on the North Side. These five districts have vastly different populations—racially, ethnically, and socioeconomically—and vastly different crime problems.

Englewood, for example, has one of the highest crime rates in Chicago. Last year, there were 80 homicides, more than 2,100 robberies and 3,000 serious assaults in this 6.5-square-mile neighborhood of approximately 130,000 people. Just a few miles south, the Morgan Park District has one of the city's lowest crime rates.

According to Superintendent Rodriguez, the department is using the five prototype districts as a unique laboratory for evaluating and improving the basic CAPS model before it is expanded citywide during 1994.

Maintaining beat integrity

A key element of the new strategy, according to Charles H. Ramsey, deputy chief of patrol and CAPS project manager, is maintaining "beat integrity"—that is, keeping officers on their assigned beats and engaged in crime-fighting and problem-solving activities with local residents.

"Patrol officers have always been assigned to beats," Deputy Chief Ramsey said. "But in the past they were frequently pulled off those beats to answer calls for service in other parts of the district. This prevented officers from getting to know the people and the problems on their beats, and it prevented the people from getting to know their beat officers."

To address this problem, he said, the Chicago Police Department has restructured the prototype districts to include teams of "beat officers" and "rapid response officers." Police have also developed a new dispatch policy designed to minimize the time that beat officers spend off their beats.

"Priority 1" calls for service—those requiring an immediate dispatch of an officer because they involve an imminent threat to life, bodily injury, or major property damage of loss—are handled by either a rapid response unit or the unit on the beat where the incident occurred. If neither is available, the call is given to one of the district's tactical or gang units, or to a field sergeant. Only if none of these units is available, and only if a field supervisor authorizes, will officers be assigned to a call off their beat.

To support these new roles and responsibilities, 200 additional police officers and supervisors were made available earlier this year for deployment among the five prototype districts. Deputy Chief Ramsey said the additional officers are helping to ensure that beat officers can remain on their beats, engaged in proactive policing and crime prevention activities, while the department maintains sufficient resources to handle the volume of calls for service it continues to receive.

In addition, officers are now working the same beat on the same shift week in and week out. In the past, officers rotated every 28 days among the midnight, day, and evening shifts. The new shift schedule is designed to improve problem solving by enhancing contact and trust between police officers and the neighborhood residents they serve.

Community-based problem solving

Problem solving under CAPS is being formalized through a process known as beat profiling and action planning.

Beat profiling involves officers working with the community to record the characteristics and chronic problems of their beats and to identify the resources available to address those problems. Police, other city agencies, and community residents use this beat profile to develop specific plans of action for addressing neighborhood problems of crime and disorder. These action plans prioritize problems, identify strategies, assign responsibility, and provide a means for measuring success.

The community is involved at all levels of the process, according to Deputy Chief Ramsey. Each prototype district has a District Advisory Committee, consisting of the district commander and other police personnel; business and community leaders; elected officials such as aldermen, school, and park district representatives; and other city, state, and federal officials. The committee meets at least once a month to identify district-level issues and problems, and to help set broad priorities.

More localized problem solving is accomplished at the beat level. Beat officers, along with the department's neighborhood relations staff and other district personnel, meet regularly with citizens on the beat to share information and go over specific plans. Some districts have formal community representatives—called "beat facilitators" or "beat representatives"—to coordinate the community's role in the process, and the Chicago Police Department is now planning a program of joint police-community training at the beat level in the prototype districts.

Police and citizen training partnerships: New York's approach

The Citizens Committee for New York City, Inc., offers grants, training, publications, and technical assistance to more than 10,000 neighborhood and tenant associations in New York City. After more than 20 years as a community activist, Felice Kirby, founder and associate director of the committee's Neighborhood Anti-Crime Center (NACC) was recruited to train New York City's Community-Problem Oriented Policing (C-POP) officers. Currently, Ms. Kirby conducts training seminars for police and community leaders across the country.

Ms. Kirby addressed four executive sessions on community policing held by the Illinois Criminal Justice Information Authority this fall, two for the Chicago Police Department and two for top law enforcement officials statewide. At the executive sessions, Ms. Kirby emphasized that community policing does not work by law enforcement officers alone—community leaders must also have a commitment to change and to the new style of policing. She stressed that only by the community and police working together—practicing real-life collaborative problem solving—can problem oriented policing live up to its full potential of creating more livable neighborhoods.

"People have to say, 'I'm not going to take it anymore,' and then take some action," Ms. Kirby said. "There are no miracles, but community policing does work," she added.

The NACC advocates experience-based training for community policing, rather than traditional in-service training, in which an officer's day is spent in the classroom. Instead, officers spend much of their time in field exercises, with classrooms used only for morning and mid-afternoon briefings, and occasional return trips for interactive classroom sessions.

In addition, NACC's community policing training sessions are conducted by teams of law enforcement officers and citizen trainers—this collaboration lends credibility to the program and offers additional resources to its participants. In some cases, officers are trained alongside community organization representatives, giving officers a chance to meet and interact with residents who are active in the community.

NACC's philosophy of involving citizens and law enforcement together in community policing training was summed up by Ms. Kirby: "Police should identify community organizations as positive pieces to a puzzle and work together to reduce the problems in a community."

Teresa Vlasak

"The CAPS program has raised the consciousness of citizens to crime and showed how they can have an impact on deterring it," said Kevin O'Neil, chairman of the citizen beat representatives of Beat 2431 in the Rogers Park District.

"I've seen a lot of enthusiasm, but the community needs to realize how important their participation is to the ultimate success [of CAPS]," said Peggie Haggerty, a member of Morgan Park's District Advisory Committee. "Police need their input to know the priorities."

Other key features

In addition to beat integrity and community involvement, here are some of the other key features of the CAPS model:

◆ **Training.** With the help of federal Anti-Drug Abuse Act (ADAA) funds awarded by the Authority, the Chicago Police Department has made a substantial investment in training for CAPS. Approximately 1,750 officers and supervisors from the five prototype districts received training earlier this year in a curriculum that included interpersonal communication, problem solving, alliance building, and, for sergeants and lieutenants, advanced leadership skills.

Citizen experts were brought in to co-teach many of the classes, and community leaders were invited to participate in some of the sessions.

◆ **Computerized crime analysis.** To support the collection and analysis of data at the neighborhood level, each of the five prototype districts is installing a local area network of advanced computer workstations. These computers will allow the districts to analyze and map crime hot spots, to track other neighborhood problems (such as problem liquor establishments), and to share statistical information with the community.

◆ **Support from other government agencies.** Mayor Richard M. Daley has made CAPS a priority of the entire city government, not just the Chicago Police Department. "I recognize that the police can't do it alone," the mayor said. "If community policing means reinventing the way the Chicago Police Department works, it also means reinventing the way all city agencies, community members, and the police work with each other," he said.

Police officers and personnel from other city agencies are now being cross-trained in each others' operations. In addition, special procedures for requesting, logging, and following up on requests for city services such as towing abandoned vehicles and fixing street lights have been established in the CAPS districts.

◆ **Communication and marketing.** Communicating the CAPS philosophy to members of the Chicago Police Department and to the community—and getting their feedback and suggestions for improvement—are important elements of the strategy. Ongoing communication includes a CAPS newsletter and regular staff and community meetings. Feedback is being collected through focus groups, surveys, a special CAPS hotline, and various suggestion forms.

◆ **Evaluation.** CAPS is undergoing probably the most extensive evaluation of any community policing program in the country. A consortium of four Chicago-area universities—Northwestern, Loyola, DePaul, and the University of Illinois at Chicago—is conducting a three-year evaluation of the process and results in the prototype districts. Federal ADAA money from the Authority is also being used for this evaluation.

In addition, the department's research and development division is analyzing the internal survey and focus group data that are being collected.

Future expansion

Chicago Police Department planners are using the preliminary results of these evaluations to fine-tune the CAPS model before it is introduced in the remaining 20 police districts during 1994. City officials are also counting on additional resources to ensure a full complement of beat and rapid response

Harry Schmuel, Chicago Police Department

Deputy Chief of Patrol (and CAPS Project Manager) Charles H. Ramsey fields officers' questions during CAPS training this summer at the South Shore Cultural Center. The Authority helped to fund the unique CAPS training curriculum.

officers to implement community policing citywide.

Mayor Daley's 1994 budget proposal calls for hiring 400 additional officers, and the department plans to redeploy an almost equal number of officers from administrative assignments to street duty.

Even with this ambitious implementation schedule, officials are realistic about their short-term expectations.

"Community policing is not a panacea. It will not instantaneously eliminate or reduce crime," cautioned Superintendent Rodriguez.

"It will, however, help us work toward providing long-term solutions to many of the social problems which are a stimulus to crime. Through early intervention and problem solving, many crimes can be prevented, and we can create an alternative to the seemingly endless cycle of victimization, arrest, prosecution, and incarceration," he said. ■

Kevin P. Morison is coordinator of special projects for the Research and Development Division of the Chicago Police Department.

"Together We Can"

The implementation of any new policing philosophy entails more than new personnel and operating procedures. A variety of policy and organizational issues must be addressed as well.

To support the implementation of community policing throughout the Chicago Police Department, Superintendent Matt L. Rodriguez has initiated a comprehensive strategic planning process.

In October, the department published *Together We Can: A Strategic Plan for Reinventing the Chicago Police Department.* This 29-page document identifies the critical components of change that will be needed to fully implement the CAPS philosophy over the next 3–5 years. These include areas such as management style and practices, organizational structures, training, resource allocation, discipline, differential response, use of technology, and the role of the community.

"In the future, the department must be prepared—organizationally, educationally, managerially, and motivationally—to fulfill the key components of change identified in the strategic plan," Superintendent Rodriguez said.

Turning the department's new strategic vision into specific plans of action is the responsibility of the recently created policy and planning committee. The committee is co-chaired by Charles H. Ramsey, deputy chief of patrol and CAPS project manager, and Barbara McDonald, director of research and development.

For copies of *Together We Can*, contact the Chicago Police Department, research and development division, at 312-747-6207.

Kevin P. Morison

CAPS evaluation is underway

In order to understand the outcomes of the Chicago Alternative Policing Strategy (CAPS), it is necessary to evaluate both the implementation process and the impact of the program on the community.

The Illinois Criminal Justice Information Authority, with support from the MacArthur Foundation, is funding a three-year evaluation study of each these issues in the five prototype districts. Spearheaded by Northwestern University's Center for Urban Affairs and Policy Research, the evaluation is being conducted by a consortium of Chicago area universities that also includes Loyola University of Chicago, DePaul University, and the University of Illinois at Chicago. An Authority research analyst will also work on the project.

The process evaluation will measure the police department's progress in making the organizational changes that are necessary to the success of CAPS. The research team is studying many factors that may affect the implementation of the program, including the resources available to the police department, such as funding and technical assistance, program planning, the implementation process, program management, police-community partnerships, and tactical programs.

The community impact evaluation will look at the effect of CAPS on the prototype communities. Measured will be changes in the levels and types of community problems, such as abandoned buildings and cars, broken windows, litter, and graffiti, comparing the prototype areas to districts that have not had community policing. In addition, "before and after" interviews with neighborhood residents will measure their perceptions of police officers and any change they have seen or felt in their neighborhoods before and after the introduction of CAPS. Community residents will be specifically surveyed about their level of crime reporting, whether they have been victimized by their fear of crime, and whether they have police relations.

To help the Chicago Police Department manage the continuing implementation of CAPS, the research team is providing interim findings to the department. This feedback has already helped the department make adjustments and improvements to the program, improving the prospects for CAPS success.

Lynn Higgins, Authority Research Analyst

Adapting to needs: community policing around the state

Community policing is a statewide phenomenon in Illinois. This article profiles three different departments—Elmhurst, Frankfort, and Carbondale—that have adapted the principles of community policing to fit the specific needs of their communities.

By Steve Anzaldi

As police departments struggle to control rising incidents of violence and other crimes, community policing is becoming accepted throughout the state as an effective alternative to an incident-driven philosophy. The concept of community policing is being adapted and transformed to meet the needs not only of large, metropolitan areas, but also of suburbs, small towns, and rural communities.

The new style of community policing promotes an accountability of officers to the citizens they serve, while providing shared agenda setting and decision making. It calls for a decentralization of police authority and structure, which leads to greater empowerment of officers throughout the individual department.

In Illinois, increasing numbers of departments are adopting—and adapting—the ideas and tactics of community policing. The three communities profiled here represent various applications of this modern policing style, of taking local citizens as partners in problem solving and crime prevention.

Elmhurst

In Elmhurst, a city of 43,000 in east DuPage County, community policing is not new, according to Chief John Millner. "We have always been responsive to citizens' needs in that way," he said, operating anti-drug abuse and crime prevention programs. Now, the problem that most concerns Chief Millner is citizen satisfaction with day-to-day, non-emergency service calls.

In an effort to provide citizens with "one-stop shopping" convenience, the Elmhurst Police Department created a cadre of officers who can handle the full range of needs any citizen might have, including noise complaints, broken street lamps, fallen trees, or other problems. When possible, the officer handles the problem him- or herself, or, if need be, forwards complaints to the city maintenance department, forestry division, or another appropriate public agency.

New and veteran officers are repeatedly reminded of the full extent of their modern policing responsibilities. From an administrative standpoint, this process represents the greatest challenge in community policing, according to Chief Millner. Today's new recruits have been trained mainly to enforce laws.

However, Chief Millner said, their responsibilities on the job do not end there. "Our officers are also resource people from government to the citizen," he stated.

The Elmhurst Police Department is in constant contact with citizens. In town meetings and forums, both parties have access to one another to discuss safety in the community, crime prevention, and growing concerns such as drugs or gangs. The department also provides drug- and gang-related seminars for community residents and sends officers into schools to interact with children and their parents.

Chief Millner has taken steps to ensure that the departments' officers have a stake in the policing process. Each officer has a measure of policy- and procedure-making power. They test and select department equipment and uniforms. They even developed a new design for Elmhurst police vehicles.

Instead of relying solely on quantitative measures—such as the number of arrests made—evaluating an officer's performance, Chief Millner uses what he calls, community sensing mechanisms. He actively seeks feedback from elected governmental officials and residents. Random callbacks are conducted to gauge citizen satisfaction on officers and calls for service. Personal letters to the department reflect the service a particular citizen received. "For every letter of complaint I get, I want to see ten letters of compliment," Chief Millner said. Other sources of criticism, both positive and negative, are newspaper articles, editorials, and the chamber of commerce.

Chief Millner believes the biggest challenge for the future of community policing in Elmhurst will be increasing coordination with the various other branches of city gov-

To provide the citizens of Elmhurst with "one-stop shopping" convenience, the police department created a cadre of officers who can handle the full range of needs any citizen might have, from noise complaints to fallen trees.

ernment. Chief Millner hopes to become part of a united system, in which the police, public works, city hall, and other such institutions would work together in public service.

Frankfort

The challenges faced by Chief Darrel Sanders and the Frankfort Police Department differ from those of Elmhurst. Located 35 miles south of Chicago, the town of Frankfort has a population of approximately 10,000. The greatest percentage of calls to the police department are in response to non-emergency complaints or accident reports.

According to Chief Sanders, policing in Frankfort has always been community-oriented. The same can be said in most small town agencies. "The whole agency is involved in community policing," Chief Sanders said, "in that we are *part* of the community."

Being part of the community means being *in* the community. With individual patrol areas, officers are able to monitor one specific location in town. In addition, officers are made available to citizens as needed, at any time. "The community has direct access to us," Chief Sanders said.

At public meetings, citizens or organizations meet officers to discuss certain problems or concerns in their neighborhoods. For instance, a debate arose over youth skateboarders in the downtown area. The police department and the parents of the youngsters in question got together to address the problem. The department was concerned about the liability issue, claiming there was a clear danger to the youngsters and pedestrian traffic. Parents did not agree, and the two sides eventually worked out an agreement, prohibiting skateboards in certain areas.

In addition to these problem-solving debates, the community is kept up to date on police activities and happenings through local newspapers articles and public notices. When Chief Sanders hears from citizens, in the form of criticisms or complaints, he knows their needs are not being met. "If there is silence, we assume they are satisfied," he said.

Teresa Vlasak

Sergeant Raymond Turano of the Elmhurst Police Department checks in at a restaurant in downtown Elmhurst. Elmhurst Police Chief John Millner encourages constant contact between his officers and citizens by allowing each officer a measure of policy-and procedure-making power.

Although Frankfort's crime rate is low (two armed robberies in 1993, for instance), Chief Sanders noted the need to keep on top of the crime problem, large or small, in a community policing system. He attributes the low crime rate not only to the town's size and location but to Frankfort's united efforts between police officers and citizens.

"The citizens have a willingness to work with the police department to help us fight crime. And the elected officials staff us properly, giving us the resources we need," Chief Sanders said. He expects that the Frankfort Police Department will continue to do everything that is necessary to continue community policing, since this style has had a positive impact so far.

Carbondale

Carbondale differs from most other municipalities in Illinois in that its population of 27,000 shares the city, neighborhoods, and resources with a transient population of about 23,000 college students.

The high turnover in population caused by the waves of students entering and leaving Southern Illinois University makes it impossible for the police of Carbondale to establish a stable, long-term relationship with many neighborhoods. "They [college students] do not identify with Carbondale as they do with their own hometowns," said Chief of Police Don Strom.

The northeastern section of town, however, contains neighborhoods of permanent Carbondale residents. "It lends itself to community-oriented policing because a relationship can be established," Chief Strom said. "There is a greater possibility for involvement and we work together to change problems."

Since taking over the department two

Frankfort's relatively small size means that officers can be assigned to individual patrol areas, monitoring one specific location in town. In addition, officers are made available to citizens as needed, at any time.

The Carbondale Police Department must cope with a stable population of 27,000 and a transient student population of 23,000, tailoring programs to fit both situations.

years ago, Chief Strom has continued to develop community policing in his department. "Our officers have been doing a lot of the things related to community policing all along, but there is more to be done," he said.

Increasing the department's involvement in community policing required some reevaluating and restructuring of Carbondale Police policies and procedures. This included a reprioritization of service calls, the implementing of an alternative reporting system, and enhanced city crime analysis. The department now employs a full-time crime analyst, who supports officers on the street by identifying "hot spots" and keeping track of repeated calls for service. Beat areas were also redefined, and officers have been assigned to specific beats in order to develop consistency.

The department is also actively seeking outside resources to help develop programs. For example, the police department used a portion of a housing authority grant to put a team of officers to work in public housing in various neighborhoods. Their mission was to work with groups of citizens to improve the quality of life in these areas. They did so by sponsoring neighborhood picnics, helping to build a local playground, and forcing drug dealers away. In one situation, tenants of a particular building documented an individual's continuous drug dealing activities. They signed a petition requesting his eviction, which ultimately lead to his removal from the building. "It sent a signal of strength through the neighborhood," Chief Strom said.

Local organizations throughout the city are teaming up with the police department to identify problems and discuss solutions. For instances, in a group called Seniors and Law Enforcement Together, older adults responded to surveys to inform police of their major concerns. One result was a door watch operation that was developed to combat burglary.

The need to cooperate closely with the university and its police department adds another element to the mix. Many problems relate specifically to the university, such as underaged drinking, parties, burglary, and sexual assault. Chief Strom and his department often work in tandem with the university's police department on these issues. They have organized joint foot patrols on weekends to monitor areas of heavy activity, such as downtown areas and student-populated neighborhoods.

These three Illinois police departments each have taken the general principles of community policing—such as increased citizen participation and empowerment of individual officers—and tailored them to fit the unique requirements of their communities. The success of their efforts, and those in other communities where community policing is being implemented, will depend largely on how well the tailoring fits. ■

Community policing: a citizen-police partnership

Despite all the words that have been written about community policing none have offered a single definition that is espoused by all its proponents.

Malcolm K. Sparrow, of the John F. Kennedy School of Government at Harvard University, wrote in a 1988 article, "(T)he concept of Community policing envisages a police department striving for an absence of crime and disorder and concerned with, and sensitive to, the quality of life in the community. It perceives the community as an agent and partner in promoting security rather than as a passive audience."

At the heart of the "concept" of community policing—which has its roots in the findings of foot patrol and fear reduction experiments, research on the relationship between fear and disorder, and experiences with team policing in the 1960s and 1990s—is the formation of a partnership between the police and the community at the most basic level: the officer and the citizen. In departments promoting community policing, police functions have been broadened to include such activities and skills as conflict resolution, problem solving, and the provision of services, as well as law enforcement. Departments adopting a community policing philosophy thus recognize both crime control and prevention as important and legitimate activities for police to pursue and dedicate officers' time to both.

This being the case, new measures are called for to help departments assess the effectiveness of their efforts. No longer can the work of a department or an individual officer be evaluated by the numbers of persons arrested, calls answered, or tickets written. Instead, as noted by George Kelling and Mark Moore, both of the Kennedy School of Government, departments using community policing should consider measures such as the quality of life in neighborhoods, problems solved, reduction of fear, increased order, and citizen satisfaction with police services, as well as crime control. In addition, community residents need to carry their share as partners of the police in improving their neighborhoods.

Candice Kane

Helpful hints for the tradition-bound chief

In this tongue-in-cheek article reprinted from the Police Executive Research Forum's publication *Fresh Perspectives*, John E. Eck, associate director of research for PERF, outlines pitfalls to beware of when implementing a community policing program.

By John E. Eck

In my job as the Police Executive Research Forum's (PERF's) Associate Director of Research, I am given the opportunity to observe and assist police leaders who are dedicated to improving law enforcement practices. I have also had the dubious honor of working with a few law enforcement practitioners who seem determined to sabotage innovation—that ugly monster of change—at all costs. Contrary to popular belief, killing progressive programs can require as much creativity and subtle coercion as fostering positive change. PERF has a long tradition of helping law enforcement's pioneers advance innovative programs so that all citizens can enjoy a better quality of life. This paper is not meant for them, but rather, for those neglected, tradition-bound law enforcement practitioners. After all, they need help too.

Ten things you can do to undermine community policing

Community policing and problem-oriented policing are concepts that have been embraced and heralded by countless police leaders, public officials, and the press as the most important approaches to improving policing in the 1990s. Many of you, however, may be far less enthusiastic about the implementation of these approaches to policing. After all, a department that is organized to only fight crime and to handle calls is much easier to control and seems to pose fewer risks to the chief's and agency's reputation and image. Further, in the traditional policing model, blame for increasing crime rates and deteriorating social conditions can be placed on community leaders outside the police agency, while improvements in neighborhood conditions can be attributed to the latest more conventional police program.

For those of you who are concerned about community policing in your department, but are afraid to openly oppose it, here are 10 tactics that are virtually guaranteed to mark you as a team player while you subvert community policing.

Any one of these tactics can be successful alone—they have all been field-tested and you will find many departments in which someone has been able to effectively introduce these viruses. But to be on the safe side, use as many as possible.

1. Oversell it—Community policing should be sold as the panacea for every ill that plagues the city, the nation, and civilization. Some of the evils you may want to claim community policing will eliminate are:

a. crime
b. fear of crime
c. racism
d. police misùse of force
e. AIDS
f. homelessness
g. deteriorating neighborhoods
h. drug abuse
i. inadequate housing
j. unemployment
k. gangs
l. civil disturbances
m. bad government
n. corruption
o. disease
p. injustice
q. toxic waste
r. alcoholism
s. domestic violence
t. sexism
u. calls for service
v. bad taste
w. infertility
x. teen pregnancy
y. litter
z. lousy drivers

There are other social conditions you can add to this list, but their inclusion must meet certain minimum criteria. For example, the list should only include those conditions, that if eliminated, could result in a department representative being invited to appear on "Geraldo," "A Current Affair," or the cover of the *National Enquirer*. To be sure, community policing may be able to properly address some of these concerns in highly specific situations. But, reports of these tangible successes should be suppressed in favor of broad promises of what community policing can yield that have no real hope of success. By building up the expectations of the public, the press, politicians, and some police administrators, you can set the stage for later attacks on community policing when it does not deliver.

2. Don't be specific—This suggestion is a corollary of the first principle. Never define what you mean by the following key terms:

"Contrary to popular belief; killing progressive programs can require as much creativity and subtle coercion as fostering positive change."

"Never define what you mean by the following key terms: community, empowerment, philosophy, communication, cooperation, problem-solving, partnership. Use these and other like terms indiscriminately, interchangeably, and whenever possible."

a. community
b. service
c. effectiveness
d. empowerment
e. philosophy
f. neighborhood
g. communication
h. cooperation
i. collaboration
j. problem-solving
k. partnership
l. co-production of public safety

Use these and other like terms indiscriminately, interchangeably, and whenever possible. At first, people will think the department is going to do something meaningful and won't ask for details, so the department can carry on as before with only cosmetic changes. Once people catch on, you can blame the amorphous nature of community policing and go back to what you were doing before (since nothing of significance has changed, this will not be difficult).

3. Create a special unit or group—Less than 10 percent of the department should be engaged in this effort, lest community policing really catch on. Further, since you plan to go back to traditional call-handling once everyone has attacked community policing, there is no sense in involving more than a few officers. Finally, special units and groups simultaneously gratify the press and politicians (who think something important is happening) while antagonizing most of the officers who see this for the sham it is. Thus, you look good in the public eye while undercutting the effectiveness of community policing.

4. Create a soft image—The best image for community policing will be a uniformed female officer hugging a small child. This caring and maternal image will warm the hearts of community members suspicious of the police, play to traditional stereotypes of sexism within policing, and turn off most cops. By subtly attacking their tough-cop image, the majority of male and female officers will reject community policing. Eventually, the community will begin to realize that there is a major difference between the image and the reality of this new approach to policing, and they too will begin questioning community policing.

5. Leave the impression that community policing is only for minority neighborhoods—This is a corollary of items 3 and 4. Since a small group of officers will be involved, only a few neighborhoods can receive their services. Place the token community policing officers in areas like public housing. If this is done and their soft image accentuated, "get tough on crime" groups inside and outside the department will attack community policing for not making enough arrests and letting crime escalate.

With any luck, racial antagonism will undercut the approach. It will appear that minority, poor neighborhoods are not getting the "tough on crime" approach they need, while the affluent white neighborhoods still enjoy the more stringent traditional services. In a moderately to extremely polarized community, this tactic works wonders. Note that this tactic will not work in a city in which whites are not the majority of residents or a community that appreciates racial diversity. (Have no fear, though, the other nine tactics can be used to kill community policing in cities like these.)

6. Divorce community policing from "regular" police work—This is an expansion of the soft image concept. If the community policing officers do not handle calls or make arrests, but instead throw block parties, speak to community groups, walk around talking to kids, visit schools, and conduct other get-closer-to-the-neighborhood approaches, they will not be perceived as "real" police officers by their colleagues. This will further undermine their credibility and ability to accomplish anything of significance. Here are some tried and true projects undertaken by community policing officers that will help you accomplish this end:

a. horse patrols
b. bike patrols
c. foot patrols
d. helicopter patrols
e. community meetings
f. job fairs
g. trash removal
h. officers in schools
i. street light repair
j. garden and beautification projects
k. sports and recreation events
l. health care provision/coordination
m. alley repair or pavement
n. at-risk youth programs
o. self-esteem building for young people
p. store-front operations

Note that each of these projects can be very effective if tailored to the appropriate situation (see items 9 and 10). So to sabotage community policing, each activity has to be applied across the board, to appropriate and to inappropriate situations, indiscriminately. Further, attention must be drawn to the activity, and away from whatever harm the activity could redress (see item 7).

"The best [worst] image for community policing will be a uniformed female officer hugging a small child. This caring and maternal image will warm the hearts of community members suspicious of the police, play to traditional stereotypes of sexism within policing, and turn off most cops."

"Many problems can be addressed quite effectively if officers develop some knowledge about the underlying causes of the problems. Do not let them gain this information; successfully addressing problems will only encourage community policing."

7. Obfuscate means and ends—Whenever describing community policing, never make the methods for accomplishing the objective subordinate to the objective. Instead make the means more important than the ends, or at least put them on equal footing. For example, if your agency wants to reduce drug dealing in a particular neighborhood, make certain that the tactics to accomplish this end (arrests, community meetings, etc.) are as, or more, important than the objective. Arrests and community meetings can be structured to occupy everyone's time but still leave the drug dealing problem unresolved. For example if mobilizing community members is the tactic to be used, focus attention on the number of meetings, the fact that a local merchant supplied the coffee and danish, and the warm, fuzzy feelings the cops and residents felt toward each other. But, by all means, never talk about how the meetings relate to developing a workable solution to the problem. By consciously ignoring any logical or theoretical links between the tactics and the problem to be solved, the credibility of community policing can be dashed. Always remember: the means are ends, in and of themselves.

8. Present community members with problems and plans—Whenever meeting with community members, officers should listen carefully and politely and then elaborate on how the department will enforce the law. If the community members like the plan, go ahead. If they do not, continue to be polite and ask them to go on a ride-along or witness a drug raid. Co-opting community members like this avoids having to change the department's operations while demonstrating to them how hard police work is, and why nothing can be accomplished. In the end, they will not get their problem addressed but they will see how nice the police are. This support will be very handy when community policing is dismantled.

9. Never try to understand why problems occur—Many problems can be addressed quite effectively if officers develop some knowledge about the underlying causes of the problems. Do not let them gain this information; successfully addressing problems will only encourage community policing. Problem solving should not include any analysis of the problem and as little information as possible should be sought from the community, other agencies, or the department's records. Try following some of the guidelines listed below to increase ignorance of community problems:

a. Make certain that crime analysis only produces management reports.

b. Prevent crime analysis from being responsive to officers' special requests.

c. Keep officers away from computer terminals.

d. Mandate that officers get special permission to talk to members of any other agency. (This can be facilitated by making it difficult for officers to make long distance calls to agencies outside the jurisdiction without permission.)

e. Demand quick action on all problems.

f. Do not allow community policing officers to go off their assigned area to collect information.

g. Instruct officers to only talk to people who are already supportive of the police.

h. Prevent access to research conducted on similar problems.

i. Suppress listening skills.

j. Acknowledge the honor in reinventing the wheel.

10. Never publicize a success—Some rogue officers will not get your message and will go out and gather enough information to formulate a response that reduces a problem. Try to ignore these examples of effective policing and make sure that no one else hears about them. When you cannot ignore them, you can describe them in the least meaningful way (see item 2). Talk about the wonders of empowerment and community meetings. Describe the hours of foot patrol, or the new mountain bikes, or shoulder patches that were involved. In every problem-solving effort there is usually some tactic or piece of equipment that can be highlighted at the expense of the accomplishment itself. If everything else fails, reprimand the problem-solving officer for not wearing a hat.

These ten recommendations should stop community policing from gaining a foothold in your department and keep any similar change effort from being recommended for years to come. If you are pessimistic about your chances of subverting community policing, look to other departments. You will see many of these tactics being applied, sometimes out of ignorance and sometimes intentionally. And by all means, avoid being influenced by professional, do-good associations. To do otherwise risks the unspeakable—lasting, positive law enforcement reform. ■

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Caution: PERF and the Illinois Criminal Justice Information Authority are required to notify readers that attempting to employ these techniques in your department may result in serious harm.

Auto theft numbers take a turn in the right direction

After five years of steady increases, the number of motor vehicle thefts in Illinois last year dropped by 6 percent from 1991 according to preliminary crime statistics released by the Illinois State Police. Statewide, the annual number of vehicle thefts decreased from 75,630 in 1991 to 71,203 in 1992.

Some of the credit for this decrease may be due to new vehicle theft prevention programs funded around the state by the Illinois Motor Vehicle Theft Prevention Council. The council, which was created in 1991 to award grants for programs designed to reduce or prevent motor vehicle theft, is administered by the Illinois Criminal Justice Information Authority. Funds are provided through an annual $1-per-insured-vehicle assessment made of all insurance companies doing business in Illinois.

The council awards grants based on a statewide motor vehicle theft prevention strategy, developed annually, which identifies geographic areas of greatest need, priority problems, and eligible kinds of programs.

During 1992, the council reviewed dozens of grant applications and ultimately awarded approximately $7 million to implement 19 programs designed to combat motor vehicle theft in Illinois. The programs included:

◆ Seven special multi-jurisdictional task forces in the Chicago, East St. Louis, and Joliet metropolitan areas

◆ A focused vehicle theft prosecution program in Cook County

◆ A program which diverts first-time, juvenile auto theft offenders into intensive counseling activities and other referral services in Cook County

◆ A statewide auditing program focused on vehicle and parts-related businesses throughout Illinois

◆ A statewide, advanced law enforcement training program

◆ A statewide, specialized crime analysis and intelligence-gathering clearinghouse

During 1993, the council allocated monies to continue these initial programs, and funded seven additional ones.

Through October 31, 1993, the council has awarded nearly $12 million since its inception. In addition to providing the program funds, twenty insurance companies have loaned over 60 vehicles for use in the council-funded programs.

The early results of the programs funded by the council are e couraging. For example, here are some of the accomplishments c the auto theft task forces since their creation in 1992 (through August 31, 1993):

◆ Initiated 1,674 criminal investigations

◆ Made 798 arrests

◆ Helped to convict 107 persons

◆ Recovered 1,815 stolen vehicles worth an estimated $9.8 million

Other programs funded by the council have resulted in the training of over 600 law enforcement officers, and the auditing of several thousand vehicle-related businesses. Additionally, law enforcement agencies are increasingly sharing criminal intelligence regarding vehicle thefts as a result of these programs. Also, through the "Park Smart" program, the Illinois Anti-Car Theft Committee is advising and educating the public about steps they can take to avoid becoming victims of vehicle theft.

Terrance W. Gainer, director of the Illinois State Police and chairman of the council believes these efforts are beginning to pay off. "Traditionally, scarce resources have meant that auto theft was not a high priority for law enforcement, and the statistics reflected that. The council is supporting efforts that were simply not possible before, and we're starting to see the numbers change—the first statewide decrease of vehicle thefts in six years."

Between 1991 and 1992, reported motor vehicle thefts dropped 5.5 percent in the Chicago metropolitan area, 9.2 percent in the East St. Louis metropolitan area, 4.4 percent in the Rockford metropolitan area, and 0.5 percent in the Joliet metropolitan area. The decreasing trend has continued into this year. In the East St. Louis and Joliet areas, for the first six months of 1993, vehicle thefts are down by nearly 25 percent over the same period in 1992.

"These early results are compelling evidence that our statewide strategy is on target," said Director Gainer, "and they are representative of the council's successful partnership between the public and private sectors."

In addition to Director Gainer, the membership of the council also includes Winnebago County State's Attorney Paul Logli, Adam Mervis of Sol Tick & Company, Cook County State's Attorney Jack O'Malley, Jay Puccinelli of Allstate Insurance, Chicago Police Superintendent Matt Rodriguez, Secretary of State George Ryan, Illinois Director of Insurance Stephen Selcke, and Mr. K. Steve Williams of State Farm Insurance Companies. For more information contact Program Director Gerard Ramker at (312) 793-8550.

Gerard Ramker

Motor Vehicle Theft Publications

The following publications are available from the Motor Vehicle Theft Prevention Council:

◆ *Statewide Motor Vehicle Theft Prevention Strategy for 1993*

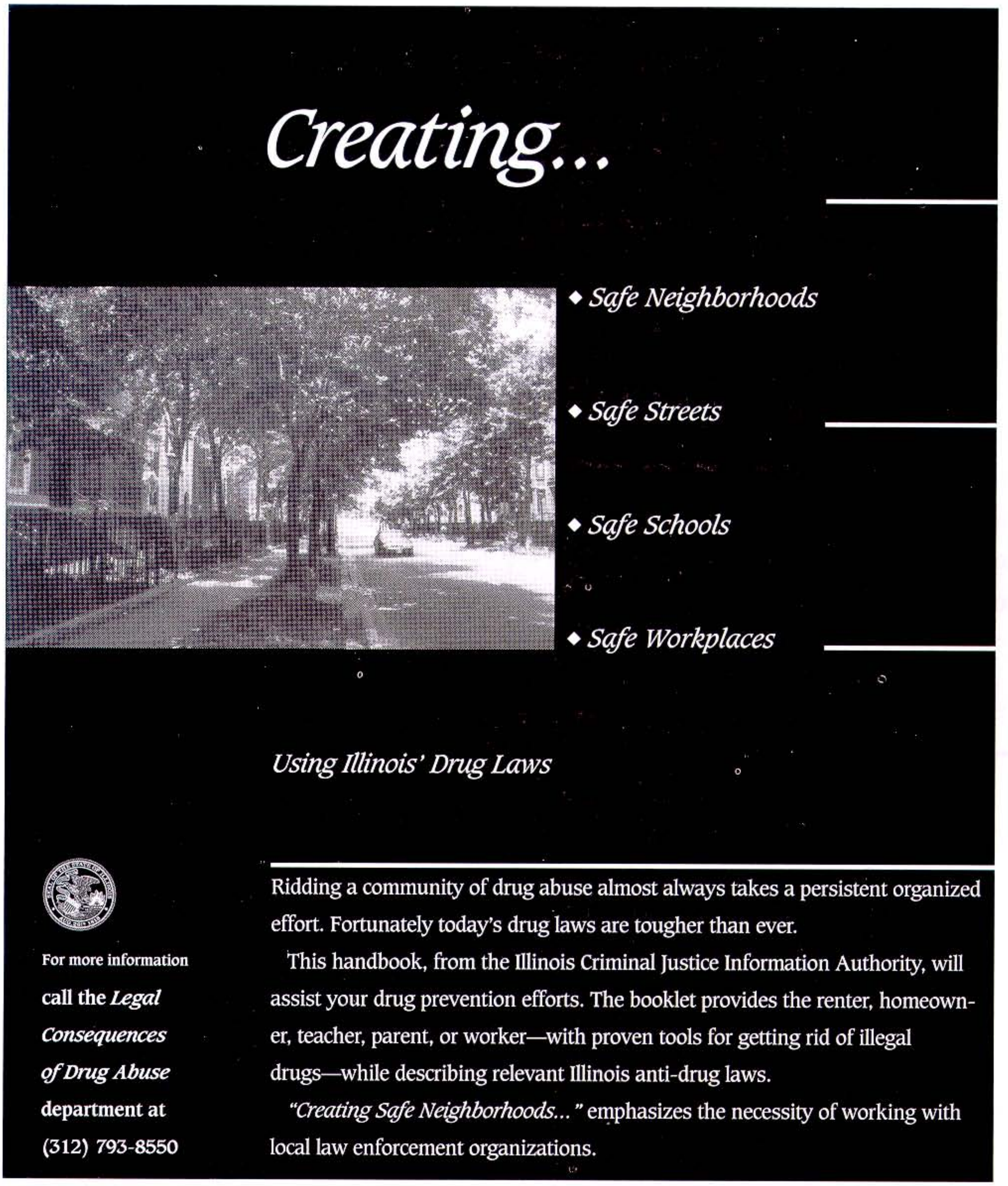
◆ *News and Notes*, the council's newsletter

◆ *Auto Theft Handbook*, used by the statewide training program

◆ Information on the "Park Smart" program

To obtain copies, contact Olga McNamara at 312-793-8550.

Booklet highlights effective Illinois drug laws



For more information call the *Legal Consequences of Drug Abuse* department at (312) 793-8550

Ridding a community of drug abuse almost always takes a persistent organized effort. Fortunately today's drug laws are tougher than ever.

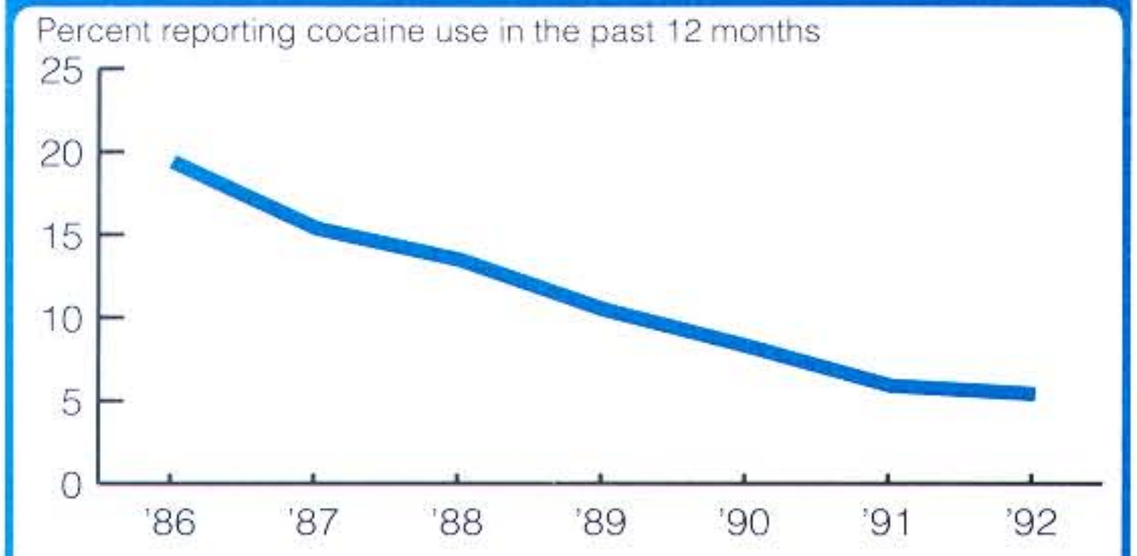
This handbook, from the Illinois Criminal Justice Information Authority, will assist your drug prevention efforts. The booklet provides the renter, homeowner, teacher, parent, or worker—with proven tools for getting rid of illegal drugs—while describing relevant Illinois anti-drug laws.

"Creating Safe Neighborhoods..." emphasizes the necessity of working with local law enforcement organizations.

Although quantities of the *Creating Safe Neighborhoods* booklet are limited, exceptions can be made depending on your needs and your drug-prevention program. Requests for more than 150 booklets are handled on an individual basis. For more information contact Jamilah Owens at the Authority, 312-793-8550.

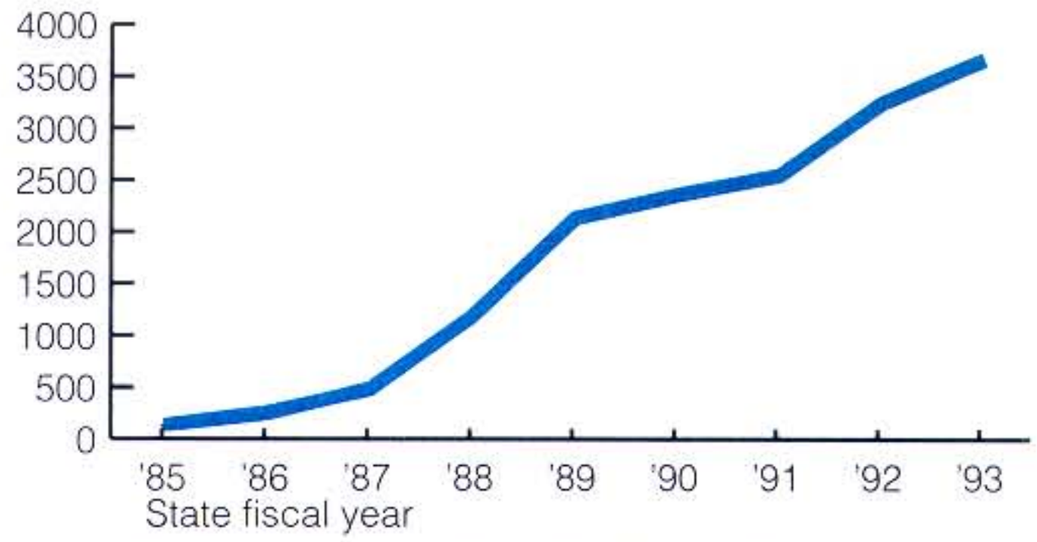
Trends

Cocaine use among young adults nationwide



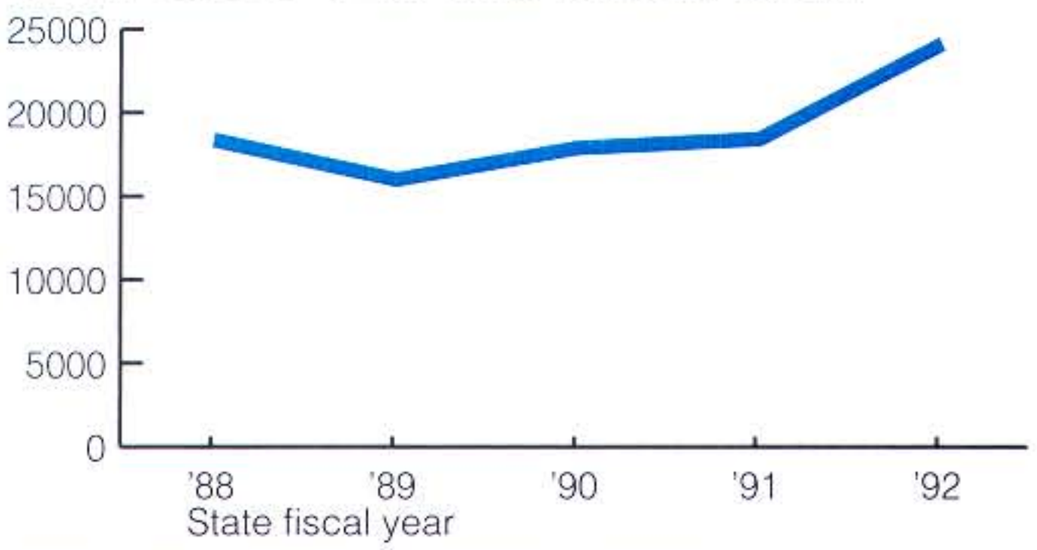
"Young adults" includes high school graduates one to 12 years beyond high schools.
Source: National Institute on Drug Abuse

Substance-exposed infants born in Illinois



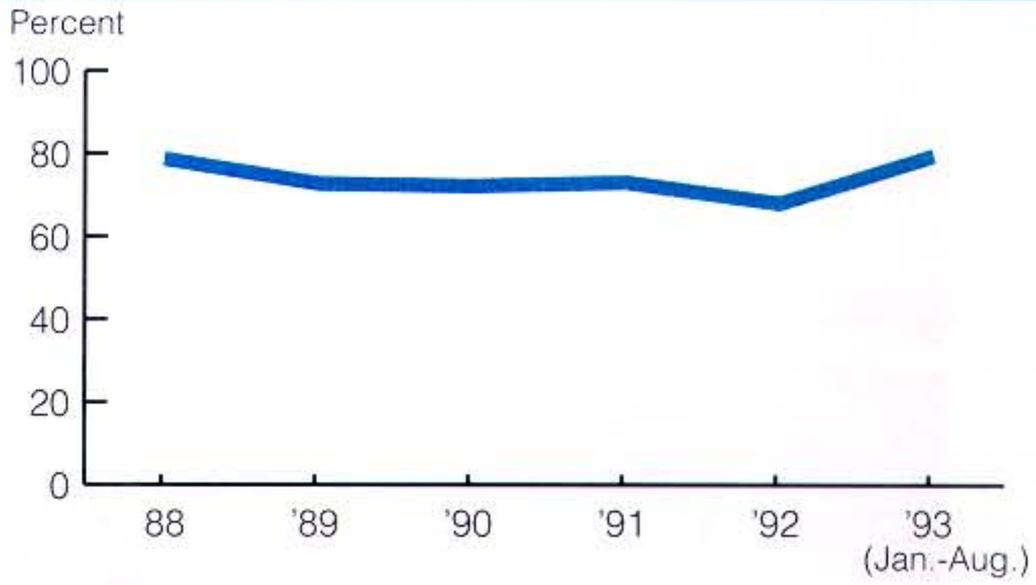
Source: Illinois Department of Children and Family Services

Illinois criminal justice admissions to treatment



Source: Illinois Department of Alcoholism and Substance Abuse

Chicago arrestees testing positive for any drug



Source: Treatment Alternatives for Special Clients, Drug Use Forecasting data

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