



C H A R A C T E R

E D U C A T I O N

E D U C A T I O N

I N D I V I D U A L S

A C T I V A T E S

R E S P E C T I N G

S E L F

E A C H O T H E R

E S T R E M

CEASE- FIRE

14 West Jefferson St.
Suite 200
Joliet, Illinois 60431
(815) 727-8453

Co-CHAIRMEN

James W. Glasgow
Will County State's Attorney

Edward F. Masters
Chief Judge, 12th Judicial Cir.

Richard C. Dystrup
Mayor, City of Lockport

EDUCATION COORDINATORS

Cheryl R. Gholar, Ph.D.
University of Ill. Cooperative
Extension Service

Frank M. Desiderio
Superintendent, Will County
Educational Service Region

Lois R. Mayer
Dir. of Public Administration, Will
Co. State's Attorneys Off.

August L. Tomac
Chaney-Monge School District #88

Louise E. Coleman
Joliet Public Schools District #86

MEMBERS

Thomas P. Fitzgerald,
Will County Sheriff
Will County Health Department
Wilmington School District 209U
University of Illinois
Joliet School District #86
Chaney-Monge School District

FUNDING SOURCES

City of Joliet
Will County Health Department
Will County Juvenile Officers
Association

CEASE FIRE is a community based violence prevention coalition. We have been meeting for the past nine months developing a plan to assist schools in helping children develop positive character traits, thereby reducing juvenile crime and violent behavior.

An exciting curriculum, CHARACTER EDUCATION, tested and proven by use in thousands of classrooms around the country is now available *free of charge* to interested Will County Schools.

This kindergarten through high school curriculum consists of teaching activity kits for each classroom. Training will be provided by Cheryl Gholar, PhD, with the University of Illinois Cooperative Extension Service.

Funding from the Violence Prevention grant of the Will County Health Department, the Juvenile Officers Association and the City of Joliet has provided seed money to get this exciting program started. An additional funding source may include St. Joseph Medical Center.

Funding is limited. School wide commitment to implementation is required and priority will be given to schools with a significant number and/or percentage of at risk youth.

Please complete and return the following survey by June 30th, 1994 to:

CEASE FIRE
% Will County Health Department
501 Ella Ave.
Joliet, IL 60433

If you have questions concerning the Character Education Curriculum and training contact Nancy Ranquist at the Regional Office of Education 815-740-8360 or questions relating to this request for proposal please contact Babs Sehring at the Health Department 815-727-8769.

Frank M. Desiderio

Frank Desiderio, Superintendent
Will County Schools

James W. Glasgow

James Glasgow
Will County State's Attorney

Edward F. Masters

Hon. Edward Masters
Chief Judge, 12th Judicial Circuit

James Zelko
James Zelko, Executive Director
Will County Health Department



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June 10, 1994

As the 1990's unfold, crime has taken center stage among the serious problems faced by today's society. The costs of keeping the public safe and secure is steadily rising, and every year it eats a larger portion of budgets at the local, state and federal level. Experts now agree that building more prisons and increasing the forces in the criminal justice system simply cannot be the long term solution to this ongoing problem.

Crime has many complex causes, but the root source of today's criminal activity, as it has always been, is a basic lack of respect for the rights and property of others. Psychologists, sociologists, and educators all tell us that individuals cannot form a sense of respect for others until they have developed respect for themselves. Children who grow up in a traditional loving family atmosphere will usually acquire this sense of respect in the normal course of development. But in today's changed society, even in the most affluent areas, many children are not blessed with the luxury of growing in a nurturing environment, but instead are influenced by the worst elements of drugs, street gang violence, and career criminals as role models.

A critically acclaimed program exists which seeks to infuse a child's learning environment with a positive sense of achievement and to develop within the child positive character traits. This curriculum which is known as Character Education, has been proven to be highly successful in increasing motivation for educational achievement and for discouraging negative attitudes and conduct which often develop into full-blown criminal activity.

CEASE-FIRE is an independent group of concerned Will County public servants and citizens who believe that Character Education represents a significant weapon in the fight to recapture the spirit of today's youth and to actively assist in the long-term war against crime in our communities. A person with true self respect would never use drugs or join in criminal gang activity. Only a person with true self respect can understand and follow the golden rule: "Do unto others as you would have others do unto you." Every dollar we invest in our children to give them the opportunity to become productive citizens saves us tens of dollars come adulthood which then needn't be directed toward crime victims, incarceration, welfare, etc. This bottomless pit of expenses can be avoided by simply taking care of our children.

Training in Character Education is locally available to school administrators and staff through a special program offered by Dr. Cheryl Gholar of the University of Illinois Cooperative Extension Service. There is no charge for this training. Additionally, we have obtained limited funding for the course materials.

After Dr. Gholar has fully explained the Character Education Program to you and your staff, simply complete the attached Character Education Curriculum Request for Proposal if you wish to be considered for funding. Every effort will be made by CEASE-FIRE to obtain the necessary funding for all interested applicants.

Cease Fire



Character Education Curriculum Request for Proposal

School
Name _____ District _____
School
Address _____ Zip _____

Principal _____ Phone _____

Total Enrollment _____

Total Classrooms to Receive Curriculum Kits—List By Grade Level

K _____ 1st _____ 2nd _____ 3rd _____ 4th _____ 5th _____ 6th _____ 7th&8th _____

1. What are your school wide goals in Character Education?

2. How do you plan to structure

a. the initial faculty inservice training sessions?

b. the ongoing inservice training?

3. What are your plans for building school commitment to Character Education Curriculum?

4. In what manner will Character Education be integrated into the existing curriculum?

a. How much time will be spent per week on Character Education?

b. What plans do you have for monitoring implementation?

5. How will Character Education be incorporated into non-instructional activities?

a. Plans for parents?

b. Plans for non-instructional staff?

6. BUDGET

The cost of Character Education curriculum materials will be provided to participating schools during the 1994-1995 School year.

7. Participating schools will be required to submit evaluation data on an annual basis at the close of the school year. An Evaluation Workshop will be held in 1995 May for participating schools.

Data to be collected and analyzed includes:

Attendance Reports (1994-1995)

Suspension/Expulsion Reports (1994-1995)

Discipline Referrals (If possible) (1994-1995)

Student, Parent, Teacher, Support Staff Evaluation Summary Reports

PRINCIPAL'S SIGNATURE _____ DATE _____

SUPERINTENDENT'S SIGNATURE _____ DATE _____

**Mail completed form to: CEASE FIRE Character Education Curriculum
% Will County Health Department
501 Ella Avenue
Joliet, IL 60433**

Challenging Conventional Wisdom

Preventing Violence in Chicago

Prepared for the United States Conference of Mayors

Emergency Meeting on Crime and Violence

Chicago, November 15, 1993

City of Chicago

Richard M. Daley
Mayor

Matt L. Rodriguez
Superintendent of Police



Violence in Chicago

For the first time in five years, violent crime is on the decline in Chicago. The number of homicides, sexual assaults, robberies, and aggravated assaults reported in the City fell by almost 7 percent in 1992, and violent crime reports are down another 10 percent for the first half of 1993. In some of Chicago's most crime-prone neighborhoods, including many of its public housing facilities, crime has gone down significantly over the last year.

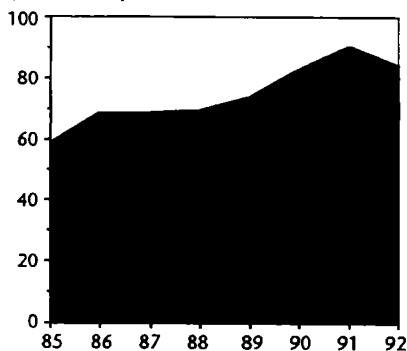
Still, crime and violence exact a heavy toll on Chicago residents. Statistically, Chicago ranks fourth among major U.S. cities in its violent crime rate, according to recent FBI statistics. Last year's violent crime rate (30 crimes per 1,000 City residents) was 50 percent higher than it was in 1985. The 1992 homicide rate was the highest in the City's history. In addition:

- The number of children being killed—and the number of children doing the killing—are on the rise in Chicago (as they are nationally).
- Illegal drugs and street gangs continue to fuel high levels of violence in schools, families, and on the street.
- There continue to be far too many individuals with precision killing instruments—automatic and semi-automatic firearms—who are unable to vent their emotions or solve conflicts without resorting to violence. For the first time in history, more people are dying from gunshot wounds than in automobile crashes in the State of Illinois, one of only three states where that is the case.

Crime and Fear

Violent crime declined in 1992 (and is down again in 1993), but citizen fear remains high in many Chicago neighborhoods.

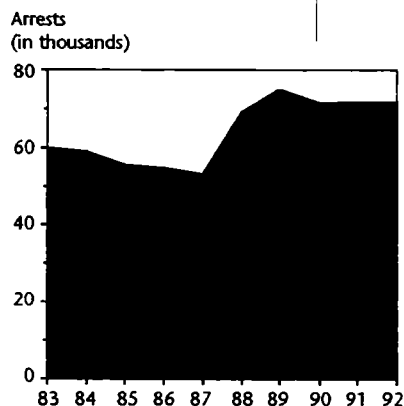
Violent Crimes
(in thousands)



As in most urban areas, violence in Chicago is primarily a manifestation of other, often intractable social problems and trends, including poverty, unemployment, illiteracy, family breakdown, and abuse of drugs and alcohol. These factors have contributed not only to high levels of crime, but also to the more brutal and random nature of violence in our City. Together, crime and the societal problems that contribute to it have produced almost overwhelming conditions and staggering workloads for Chicago's police. More importantly, these conditions have

Record Arrest Levels

Chicago police are identifying and arresting more offenders than ever before, but an overburdened criminal justice system has undermined police enforcement efforts.



produced a real and growing sense of fear and apprehension among many of Chicago's citizens—this despite the statistical drop in crime over the last two years.

The root causes of these problems, as well as their solutions, are extremely complex. They emanate from social conditions and circumstances well beyond the scope and ability of the Chicago Police Department, or any other single government entity, to address. If we look only to the police and to the criminal justice system to solve the epidemic of urban violence, we will certainly fail.

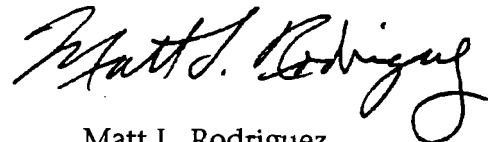
Chicago police are already identifying and arresting more offenders than ever before. Arrests for index crimes increased 20 percent over the last 10 years. Last year, Chicago police made more than 306,000 arrests for all crimes and recovered approximately 20,000 firearms. But a primary outcome of this aggressive enforcement activity has been lengthy backlogs in the courts and severe crowding in correctional facilities. In Cook County last year, 18,624 suspects were released on their own recognizance, without having to post their assigned bail, because of crowded conditions at the County Jail. An overburdened and underfinanced criminal justice system has undermined the effectiveness of police enforcement efforts, has reduced the impact of punitive sanctions, and ultimately, has damaged the justice system's credibility with the public.

The complex nature of urban violence has prevented the criminal justice system, and government agencies at all levels, from finding a complete solution to the problem. However, the inability to provide a complete solution should not deter police and other government agencies from developing strategies that do bring some immediate and meaningful benefit to the community. The complexity of the problem is not an excuse for inaction.

In Chicago, the police and City government are developing new strategies designed to have a more sustained impact on crime and neighborhood disorder. The City's recently implemented community policing philosophy, and the *community government* commitment that is backing it up, represent a comprehensive approach that is designed to enhance the crime-fighting capacity of the Police Department, mobilize both government and community resources in the fight against crime, and most importantly, produce tangible results in improving the quality of life in Chicago's neighborhoods.

This document describes Chicago's comprehensive approach to community policing and community government, as well as specific initiatives that address the serious problems of gangs, drugs, and violence. In many of these initiatives, the Police Department and the City are challenging conventional wisdom that says homicide and other forms of violence cannot be prevented. Chicago's approach says that violence is preventable if we first accurately identify the problem; the specific ethnic, gender, and age groups that are most at risk of victimization; and the specific geographic areas where the risk is greatest—and then if we mobilize the government *and community* resources that are needed for successful corrective and preventive strategies to take place.

The Chicago Police Department joins with Mayor Richard M. Daley in welcoming the nation's mayors and their police chief executives to Chicago for this important meeting on crime and violence. We look forward to this unique opportunity to share information and ideas on dealing with this national tragedy.

A handwritten signature in black ink, reading "Matt L. Rodriguez". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

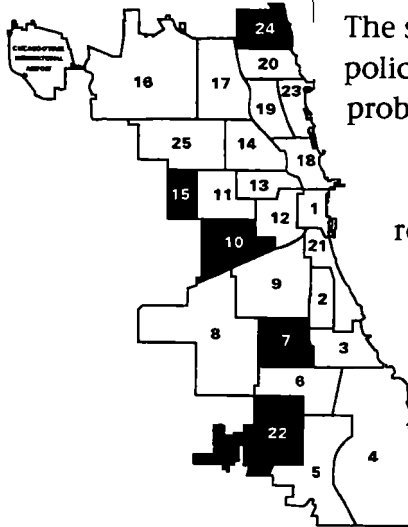
Matt L. Rodriguez
Superintendent of Police

Chicago's Comprehensive Approach

Community Policing

The Chicago Alternative Policing Strategy was initiated in five prototype police districts in 1993.

CAPS, and the community government commitment that supports it, will be expanded to all neighborhoods in 1994.



Violence reduction and prevention efforts in Chicago are taking place within the framework of the City's new community-oriented philosophy of policing, the Chicago Alternative Policing Strategy. CAPS officially rolled out April 29, 1993, on a prototype basis, in five of Chicago's 25 police districts. It is being expanded to all police districts beginning in 1994 and will be fully implemented over the next two years. The Department has also initiated a broad strategic planning effort to successfully integrate the new policing philosophy into the Department's entire organization.

Under CAPS, crime control *and* crime prevention are recognized as dual parts of the policing mission. Vigorous and impartial enforcement of the law, rapid response to serious crimes and life-threatening emergencies, and proactive problem solving in partnership with the community are the foundations of the new policing strategy. CAPS does not represent a "soft" or less aggressive approach to crime and violence. The strategy actually enhances the City's crime-fighting capacity by using police resources more wisely and efficiently in solving neighborhood problems.

At the patrol level, CAPS establishes teams of beat and rapid response officers in each district. Beat officers work the same beat on the same watch each day so they can get to know the beat's residents, its chronic crime problems, and the best strategies and resources for solving those problems. Beat integrity—keeping beat officers on their beat—is achieved through a new police dispatch policy. Rapid response officers are available to answer urgent calls on a beat, so beat officers have more time and flexibility to work with residents in addressing longer-range problems.

Beat and rapid response officers, as well as gang and tactical officers in the districts, work together on **proactive problem solving** in the neighborhoods. A beat profile—a comprehensive record of the characteristics and chronic problems on a beat and the resources available to address those problems—is compiled by these officers and the commu-

Together We Can

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 one another.



nity. It is then used to prioritize problems, identify strategies, and plan missions. Department detectives have also established a liaison with the CAPS districts to assist them in more efficient case management and more effective use of crime analysis.

Neighborhood action planning under CAPS is supported by the collection and analysis of data at the beat level. To achieve this, each district is installing a local area network of advanced computer workstations. These computers allow the districts to analyze and map crime hot spots, to track other neighborhood problems, and to share this information with the community.

The implementation of CAPS is being supported with extensive **training and ongoing evaluation**. Officers and supervisors are being trained in a unique curriculum that includes interpersonal communication, problem solving, alliance building and, for sergeants and lieutenants, advanced leadership skills. Joint police-community training in problem solving and action planning at the beat level is also being developed.

Community members are involved at all levels of the new strategy. Under CAPS, each police district is establishing a Community Advisory Committee which helps identify district-level issues and set broad priorities. In addition, community groups, block clubs, and individual residents meet regularly with their beat officers to discuss local problems and priorities. On a day-to-day basis, residents talk with their beat officers or Neighborhood Relations staff directly, and many are beginning to share more freely what they know about the gangs, drugs, and other illegal activity on their block.

The other essential partner in Chicago's community policing strategy is the rest of **City government**. 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 one another.

Recognizing that problems of neighborhood disorder have such an adverse and costly effect on the community and on crime levels, Mayor Richard M. Daley has made CAPS a priority of all City agencies, not just the Police Department. Police officers and personnel from other City agencies are being cross-trained in each others' operations. In addition, special procedures for requesting, logging, and following up on requests for City services have been established.

As a result, removing gang graffiti and towing abandoned cars used by drug dealers are becoming the collective responsibility of the police, the Department of Streets and Sanitation, and the community, not of one or the other. Similar cooperative efforts are being developed around other neighborhood eyesores and crime magnets, including abandoned buildings and problem liquor establishments.

Yet the relationship of City government to CAPS goes beyond a fast and efficient response to a police officer's request for City services. As part of CAPS, the police, the community, and other City agencies are working to forge broader partnerships with public and private sector service providers in an attempt to improve the quality of life in all Chicago neighborhoods. Achieving that strategic goal, however, must go beyond the search for a new policing strategy, no matter how promising. We must constantly seek out new way for citizens and their government to work together in solving the range of complex and constantly changing problems that confront urban society. The Chicago Police Department will continue to serve as a catalyst for forging and maintaining these partnerships.

Chicago Initiatives

Gangs and Gang Violence

Drugs and Crime

Firearms

Domestic Violence

Youth Violence Prevention

Public Housing Crime

Technology and Information Sharing

Gangs & Gang Violence

There are at least 40 organized street gangs operating in Chicago, with an estimated 38,000 members representing all races and ethnic groups. Chicago's street gangs and the crimes in which they engage vary from neighborhood to neighborhood. In some neighborhoods, gang violence is related to turf. In others, it is motivated by drugs, while in some areas both turf and drugs are involved. Regardless of the motivation, gang violence has turned increasingly lethal in recent years: between 1987 and 1991, gang-related homicides increased 150 percent in Chicago.

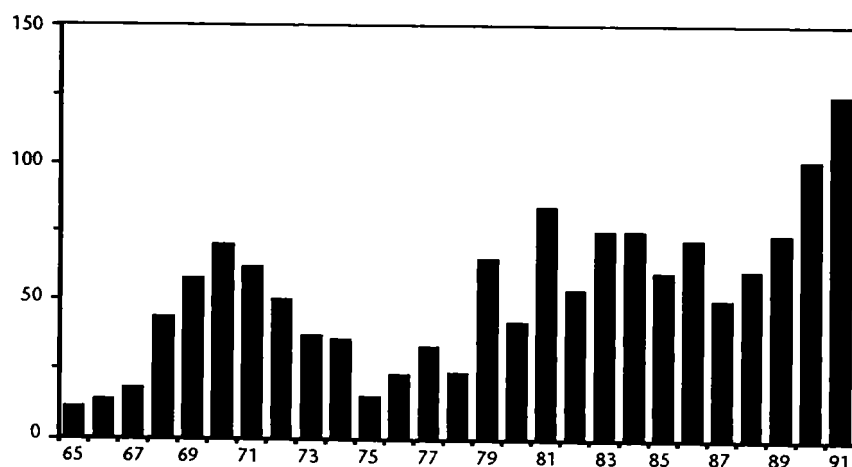
Recognizing the varied and complex nature of gangs and gang crime in Chicago, the Police Department has developed an anti-gang strategy that attacks the problem on several levels:

- At the **neighborhood level**, the Department has placed nearly 200 gang crime officers in 24 of the neighborhood police districts. These decentralized Gang Tactical Teams work with beat officers and community residents to identify and address local gang problems, such as drug dealing or turf battles. An additional 104 officers provide a stand-by capacity to respond to spontaneous gang problems in neighborhoods throughout the City. The decentralization of this important Department function has been successful in maintaining officer productivity and responding to community concern over gangs. So far this year, the Gang Tactical Teams have made more than 20,000 arrests, including approximately 1,700 for homicide, sex offenses, and battery and assault.

Gangs and Violence

Whether they involve turf or drugs, gang-related homicides have increased dramatically over the last few years.

Gang-related Homicides



Source: Illinois Criminal Justice Information Authority

- At the **City level**, the Department maintains a centralized Gang Investigation Section. Its goal is to disrupt and dismantle street gangs and their leadership through in-depth investigations.

- At the **regional level**, the Department participates in multi-jurisdictional task forces that target large and sophisticated gang organizations.

Chicago Initiatives

Gang Violence Reduction Program. Working with probation officials, gang experts from the University of Chicago, and the community, the Police Department is trying to demonstrate that gang violence can be prevented. This program targets the South Lawndale community in the West Side's 10th Police District, which research shows has a gang homicide rate nearly twice the Citywide rate. Under the program, a team of civilian gang outreach workers maintain regular contact with up to 200 known gang members, providing them with crisis counseling, job and school referrals, and other alternatives. The team also works with police to defuse conflicts among street gangs before they turn lethal. Additional probation officers provide close supervision to known gang members, and a Community Advisory Group consults with project staff. In the program's first year, gang homicides declined (from eight to four), and the rate of increase in aggravated assaults has slowed. In addition, 15 hard-core gang members have been diverted to educational programs and jobs.

Anti-Gang Loitering Ordinance. When gang members congregate on City streets or in parks, they instill a level of fear among residents that inhibits their freedom and destroys their quality of life. In response to overwhelming public concern over this problem, Mayor Daley and the City Council enacted a unique Anti-Gang Loitering Ordinance in 1992. It allows police to disperse groups of known gang members and, if they persist, to arrest them for loitering. To ensure the fair and impartial application of the ordinance, the Department established a computerized Gang Information File to provide proper documentation of gang affiliation. So far this year, police are making approximately 350 arrests a month using the ordinance.

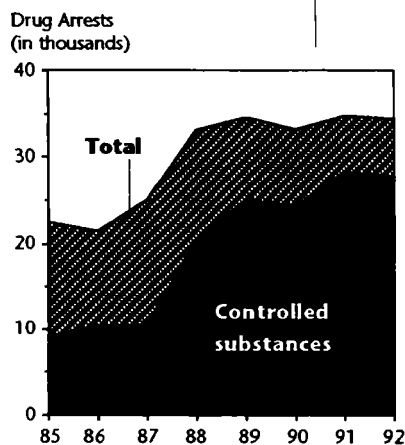
Interagency Task Forces. As Chicago's street gangs have become regional, and even national and international in their scope, the Police Department has formed interagency task forces with other local, state, and federal law enforcement agencies. The Joint Task Force on Gangs has successfully targeted the hierarchy of such "supergangs" as the Black Gangster Discipline Nation. Another task force was created to neutralize Asian organized crime and youth gangs in the Chicago area, as these groups became increasingly powerful and violent. The 12-year-old Chicago Terrorist Task Force was instrumental in dismantling the El Rukn gang, one of the City's most deadly, and in preventing acts of domestic terrorism and hate crimes by groups such as the FALN and neo-Nazis. And the Chicago Violent Crimes Task Force has created a mechanism for the FBI to successfully investigate and apprehend violent fugitives before they flee the state.

Drugs & Crime

Substance abuse is one of the major factors fueling Chicago's crime rate. Violence is used by drug dealers to protect or expand markets, to intimidate competitors, to retaliate against those suspected of cheating, and to avoid being arrested and punished—often with deadly consequences for innocent bystanders. Drug users, too, often engage in violence and other crime to support their drug consumption. And alcohol is a major contributor to many types of violence, including homicide, assault, and domestic abuse. It is clear that the distribution and use of illegal drugs, as well as chronic alcohol abuse, combine to increase violence and other crime, overburden the criminal justice system, hinder learning in our schools, and reduce the productivity of our workforce.

Dangerous Drugs

With the surge in crack cocaine and other dangerous drugs in Chicago, arrests for controlled substances have tripled since 1985.



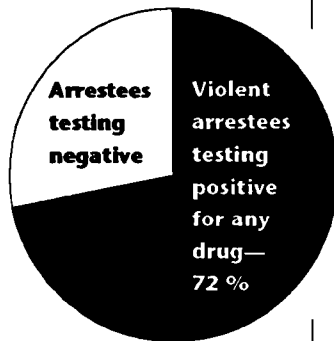
The number of people arrested for drug offenses in Chicago has increased steadily since the mid-1980s. Last year, Chicago police made 34,399 drug arrests, compared to fewer than 22,500 in 1985. Arrests for controlled substance violations (those involving heroin, cocaine, crack, and other dangerous drugs besides marijuana) more than tripled during this period. By 1992, controlled substances accounted for more than 8 out of every 10 drug arrests in the City. Crack cocaine is becoming increasingly responsible for this trend: five years ago, crack was found in only two of the City's 25 police districts; today, crack and the often indiscriminate violence that goes with it are found in every district.

The Chicago Police Department recognizes that an effective strategy to combat substance abuse and its associated problems must attack both the supply of and demand for illegal drugs. It must also recognize the role of alcohol in the substance abuse problem and actively seek to curb its abuse. While the Department's first responsibility is to ensure safety and security through vigorous enforcement efforts, crime control and prevention are dual parts of the policing mission. In both efforts, the Department is actively soliciting and embracing the support of the community and other government agencies.

Chicago Initiatives

Drugs and Violence

Nearly three-quarters of the people arrested for violent crimes in Chicago are testing positive for illegal drugs.



Source: Drug Use Forecasting Program

Crack-44 Hotline. In 1989, the Department initiated a toll-free telephone hotline (1-800-CRACK-44) for citizens to use in reporting suspected drug activity in their neighborhoods. In practice, the hotline is a vehicle for not only attacking the substance abuse problem, but for strengthening police–community relations as well. The hotline is manned 24 hours a day, seven days a week, with Criminal Analysis Review staff who are specially trained to draw out pertinent details from each call. Information on locations, individuals, and vehicles is cross-checked via computer for past or current drug activity, and is referred to the appropriate unit for investigation. Since the hotline was initiated, aggressive promotional campaigns have greatly expanded its use. Already this year, more than 8,000 tips have been received from neighborhoods across the City—or almost three times the number received in all of 1992. Recent marketing efforts have attempted to expand the program's reach even further. The Department, for example, initiated a special program to market the Crack-44 Hotline to area businesses concerned about drug trafficking and abuse within the workplace.

Street Narcotics Enforcement. In response to citizen complaints about open-air drug markets that have appeared throughout the City, the Department engages in aggressive buy-bust operations against street dealers. Targets are almost exclusively identified from complaints to the Crack-44 Hotline or other citizen input.

Tavern Team. Recognizing that a significant amount of drug dealing occurs in and around taverns and liquor stores, the Police Department is focusing on the enforcement of narcotics laws in these establishments. The Department's Tavern Team identifies and researches problem locations. Where appropriate, the team purchases narcotics, makes arrests, and then pursues revocation of the establishment's liquor license. Over the last year, police have conducted 102 raids and made 145 arrests, and the liquor licenses of 17 problem establishments have been revoked.

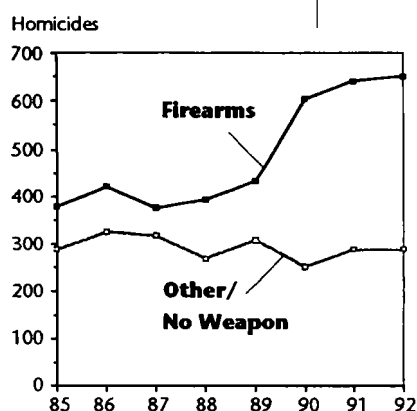
Sale of Alcohol to Minors. In an effort to curb the availability of alcohol to minors, the Department initiated its Sale of Alcohol to Minors Program in early 1993. Randomly selected liquor establishments, as well as those with a history of selling to minors, are covertly tested for sale to minors by police personnel working with civilian minors recruited from local universities. Violators are subject to regulatory action through the Mayor's Liquor Licence Commission, including fines and temporary closing of the establishment.

Firearms

The ready availability of, and easy access to, firearms play a significant role in the escalation of violence, the loss of life, and the fear that is so pervasive in communities across the country. A national Harris poll of 2,508 students between the ages of 10 and 19 found that 71 percent believed their overall safety has been endangered because of the easy availability of weapons. Fifty-nine percent said they could get a handgun if they wanted one, and one-third said they probably will die at a younger age because of guns.

Firearms and Homicides

The recent surge in Chicago murders is directly attributable to homicides involving firearms.



Chicago's crime statistics reflect this disturbing and often deadly picture. Over the past four years, homicide levels in Chicago have risen from their lowest point in a generation to among their highest ever. Firearms are primarily responsible for this lethal trend. Of the 940 homicides that occurred in 1992, more than 69 percent involved the use of a firearm. In 1985 when there were 666 murders, just over 56 percent involved firearms.

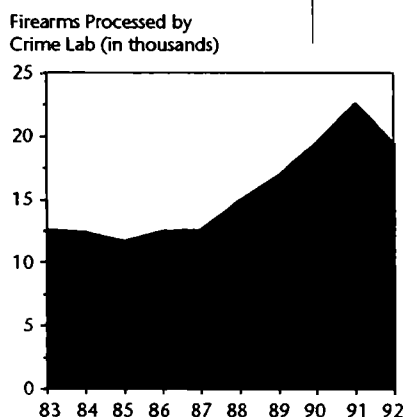
Increasingly deadly firearms are finding their way into the hands of young people in Chicago. Of the 11,545 arrests for weapons violations in 1992, more than 40 percent involved offenders under the age of 21. Seven years ago, fewer than 30 percent of weapons arrests involved these young offenders.

Chicago Initiatives

Firearm Recovery. Historically, the Chicago Police Department has placed a concerted emphasis on locating and recovering illegal firearms. This aggressive stance is supported by tough municipal gun control ordinances and state statutes. In 1992, the Chicago Police Department crime lab processed 19,435 firearms recovered by police officers or turned in by citizens. Approximately 17,000 firearms have been processed through October of this year. For the last several years, Chicago has led the nation's cities in the recovery and removal of firearms from the street.

Deadly Weapons

Chicago police lead the nation in the recovery and removal of firearms from the street.

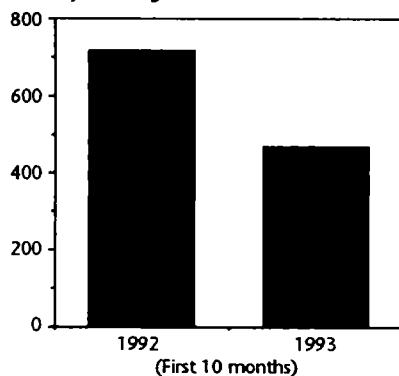


Chicago's outstanding recovery rate is due in part to the Department's continuing effort to foster a culture within the organization that recognizes the importance of taking firearms off the street. This culture has been developed through an environment that encourages the mentoring of younger, less experienced officers by seasoned veterans, and that rewards successful efforts

Drive-By Shootings

A local ordinance designed to curb drive-by shootings may be partly responsible for the recent drop in these crimes.

Drive-By Shootings



to recover firearms with organizational praise and acclaim. In addition, the Department has supported and participated in various citizen gun turn-in efforts.

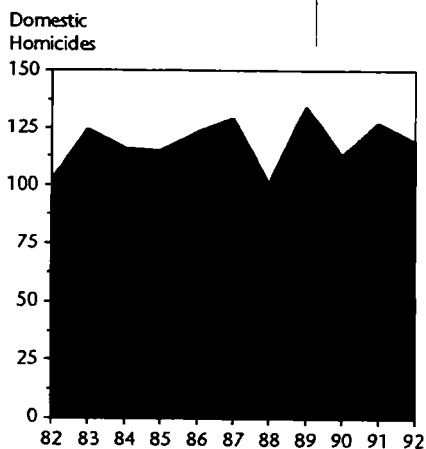
Vehicle Impoundment Program. In an attempt to curtail drive-by shootings in Chicago, Mayor Daley and the City Council passed an ordinance in October 1992 that allows police to impound motor vehicles involved in firearm violations. Chicago police have aggressively enforced the ordinance. Over the last three-and-one-half months, 385 vehicles were impounded, 409 weapons were recovered, and 511 arrests were made under the program. While it is still too early to determine whether the ordinance and the Department's aggressive enforcement of it are having a long-term impact on drive-by shootings, the first-year figures do show some progress. In the first 10 months of 1993, drive-by shootings in Chicago are down 34 percent compared with the same period last year.

Firearm Dealer Crackdown. "Kitchen-table" weapons dealers—those who sell firearms, knives, and other weapons from their homes—account for more than 70 percent of the 250,000 federally licensed dealers nationwide. In Chicago, however, tough local ordinances prohibit the sale of firearms from a residence, and require federally licensed dealers who sell other weapons to obtain a local deadly weapons license. Chicago police are cracking down on those kitchen-table dealers who are not complying with federal and local licensing requirements as a way to reduce the number of illegally purchased firearms on Chicago streets. A recent eight-month investigation involving the Police Department, the federal Bureau of Alcohol, Tobacco and Firearms, and the Illinois Department of Revenue revealed that 197 of 212 federally licensed dealers in Chicago were not in compliance. Most violators have already surrendered their licenses, and the remainder are in the process of being revoked.

Domestic Violence

Household Violence

Through quick response and early intervention, Chicago is challenging conventional wisdom about the prevention of domestic homicides.



For decades, police—and society in general—treated domestic violence as a private, “family” matter best resolved by the individuals involved. With greater awareness of the problem came a realization that domestic violence demanded a police response. Still, most police agencies continued to operate on the theory that while violence in the home is a problem that the police must respond to, it is not one that they can prevent.

Chicago is challenging the conventional wisdom about domestic violence prevention. Research has demonstrated that domestic violence is a behavioral syndrome in which the level of violence within a household tends to escalate over time. Domestic violence also has a generational effect: children who witness violence in their homes today are likely to repeat the same behavior as adults. The Chicago Police Department, in conjunction with community-based social service agencies, is exploring new ways to intervene and to interrupt the cycle of violence before it turns lethal. This strategy is designed not only to save lives, but also to preserve community peace and to limit the need for the police to respond to repeated calls to the same households.

Chicago Initiatives

Domestic Violence Reduction Program. The goal of this new pilot program is to reduce homicides, serious assaults, and injuries related to domestic violence in the 3rd Police District on the South Side. This area has a homicide rate from domestic violence that is nearly three times the Citywide rate, and the victims are as likely to be males as females. The program uses a dual-response approach. The first phase involves a prompt response by patrol officers to all reports of domestic disturbances. Officers follow a newly created protocol in handling domestic incidents.

The second phase involves early intervention for high-risk households. Teams of specially trained police officers and counselors from local victim service agencies pay a follow-up visit to these high-risk families within 24 hours of an incident, and every month thereafter. Follow-up

services include counseling, referrals to other service agencies, and an orientation to conflict resolution and violence reduction. To help identify high-risk households and promote a quick police response, a special computer system is being developed to link domestic violence incidents by address, apartment number, household names, and other variables.

Domestic Violence Referral Project. In six other police districts (including three of the CAPS prototypes), the Police Department has established special procedures for referring victims of domestic violence to community-based social service agencies. Again, the goal is to reduce the number of domestic violence cases, and to prevent cases from turning lethal, through early intervention and referral to support services.

Youth Violence Prevention

When violence reaches into the classroom, the effect can be dramatic and long lasting. The fear created by crime in and around schools significantly alters the behavior of teachers and students, and it destroys the learning environment necessary for young people to better themselves. According to a recent Illinois Criminal Justice Information Authority survey, one-third of public high school students in Illinois reported carrying a gun to school. In just the first two months of the current school year, there have been eight shootings near Chicago high schools, three of them fatal.

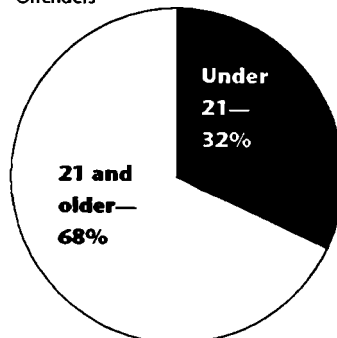
These statistics are indicators of a much broader and alarming trend of escalating youth violence. In 1992, nearly 28 percent of homicide victims and 45 percent of homicide offenders in Chicago were under the age of 21. Of the 330 young homicide offenders in 1992, seven out of every eight used a firearm.

The underlying causes of youth violence can be traced to other problems such as changes in the family structure, poverty, child abuse, the availability of firearms, and violence in entertainment. As society works on these larger issues, police in Chicago will continue to confiscate weapons and arrest young offenders. Schools should be made safer, but making a fortress of a school building will not by itself improve the quality of life for our children. Prevention of youth violence, and the social factors that contribute to it, must be a priority for the entire community—parents, police, businesses, City agencies, neighbors, and young people themselves.

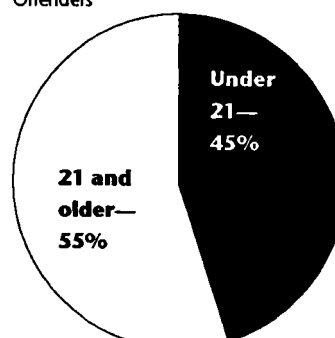
Youth and Lethal Violence

The number of young people being killed—and the number doing the killing—are on the rise in Chicago.

1988 Homicide Offenders



1992 Homicide Offenders



Chicago Initiatives

Operation SAFE (Schools Are For Education). Under this program, the Police Department and school administrators share responsibility for security in and around Chicago schools. Two uniformed officers from the Police Department's School Patrol Unit are assigned to each of the City's 67 public high schools, to provide enforcement and prevention activities. Under an interagency funding agreement, the Chicago Board of Education reimburses the Police Department for the costs of these officers. The School Patrol Unit is supplemented by mobile police units that aggressively patrol outside troubled schools. During the 1992-93 school year, the School Patrol Unit made more than 9,700 arrests, including 159 for aggravated battery, 128 for robbery, 14 for aggravated sexual assault, and 14 for murder. More than 1,500 school-related arrests have already been made this school year.

High School Metal Detectors. In an attempt to keep guns and other weapons out of schools, police and school officials have been working to install permanent metal detectors in all City high schools. Fifty-three of the 67 public high schools have accepted the City's offer of free metal detectors. The permanent metal detectors are complemented by a random metal detector program that is administered when the local school council requests it. Last school year, metal detectors caught 525 students with weapons, including guns, knives, chains, and mace. In addition, 158 firearms were recovered in and around Chicago schools last year.

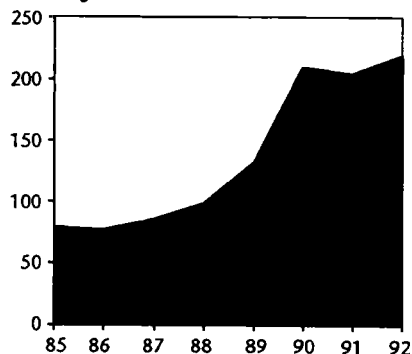
School Zone Mission Team. To supplement the ongoing presence of the School Patrol Unit and metal detector program, the Department this fall initiated the Mission Team program. The primary objective of this highly visible, uniformed team is to saturate areas around schools that are experiencing high levels of gang, drug, and weapons activity. Its composition includes school patrol officers, youth officers, and district tactical officers who are knowledgeable of the community and sensitive to the problems of school crime. Deployment of the team is based on crime reports, information from school principals and the community, and input from local police personnel. In just its first two weeks, the School Zone Mission Team recovered five guns and five vehicles, and made nearly 100 arrests.

Safe School Zone Laws. Chicago's school security efforts are supported by strong Safe School Zone laws in Illinois that enhance penalties for many drug and weapons offenses committed in and around a school facility. In Illinois, these laws are in effect 24 hours a day, 365

Providing Alternatives

Prevention programs are designed to provide alternatives to gangs and drugs—and to reduce the number of young homicide victims.

Firearm Homicide Victims Under Age 21



days a year—even when school is not in session. Safe school zones not only provide an additional enforcement tool, but also serve to focus attention on the problem and to bring the police and the community together around the issue of school safety.

Positive Alternative Program (P.A.P.). This educational and crime prevention partnership is designed to help young people ages 7 to 21 to combat the negative influences of drugs, gangs, and harmful peer pressure. Positive choices and direction are offered through a variety of free educational, employment and leisure time activities. Classes are held at two Chicago City College campuses and three Chicago police district stations. An added benefit of P.A.P. is the rapport developed among the police, children, parents, business people, and local schools. The 15th District (which has won two national awards for its program) reports that school truancy is down, youth crime is down, and meaningful relationships among youth, community, and police are improving as a result of P.A.P.

CAPS and the Schools. The Chicago Alternative Policing Strategy stresses the need to decentralize activities to the police district level so that the unique needs of neighborhoods can be addressed. As part of the Community Advisory Committees being established in each CAPS district, special subcommittees have been created to focus on crime problems in and around the schools. This allows a more comprehensive approach to dealing with security and other issues faced by Chicago's schools.

Public Housing Crime

In most U.S. cities, public housing developments have become a flash point for violent crime, gangs, and illegal drug activity. Chicago is no exception. In 1991, the violent crime rate in Chicago Housing Authority developments—54 crimes per 1,000 residents—was 65 percent higher than in the City as a whole.

Security and law enforcement in Chicago's 41,712 public housing units are provided by both CHA police and the Chicago Police Department. The vast majority of the CHA's 150,000 residents are interested and committed residents who are tired of living in fear and are eager to help improve their living circumstances. Chicago's comprehensive approach to the problems of violent crime in public housing recognizes the value of a stronger partnership with CHA residents.

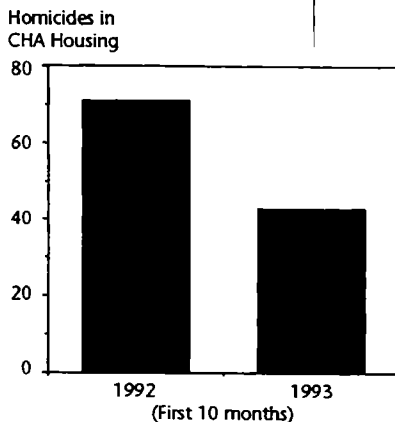
Chicago Initiatives

Specialized Training in Community Policing. Chicago has been selected to participate in a specialized training program for community policing in public housing. The training, which includes Chicago police, CHA police, and CHA management and residents, is being provided by the federally funded Community Policing in Public Housing Consortium. The goal is to develop ways to tailor the Chicago Alternative Policing Strategy to the public housing setting. This effort is still in its early stages, but could prove essential to improving safety for CHA residents.

Operation Clean Sweep. This model program was initiated in the fall of 1992 in response to requests from CHA residents for better, more sustained security for their housing developments. A "sweep" involves the surprise inspection of selected high-rise buildings by teams of CHA maintenance crews, electricians, plumbers, janitorial service workers, and other employees. The teams inspect all apartments within the targeted building to determine needed repairs, while other CHA personnel construct security fencing and limited-access entry ways at the base of the building. Following the sweep, access to the building is controlled by security personnel. The Police Department commits approximately 50 personnel to each sweep. Their role is to establish a perimeter around the building and to provide a police presence in

A Drop In Violence

With aggressive enforcement and security measures, CHA developments have witnessed a dramatic drop in homicides and other violent crimes.



hallways and stairwells during the sweep. All 202 CHA structures have been swept over the past year, resulting in nearly 500 arrests and the recovery of 56 firearms. In addition, the sweeps have contributed to a dramatic reduction in CHA crime over the last 11 months: system-wide, serious crime is down more than 9 percent, with homicide (40 percent) and robbery (43 percent) showing large decreases.

C.H.A.N.G.E. In concert with the Clean Sweep program, Mayor Daley and other local officials initiated the Chicago Housing Authority Neighborhood Gang Enforcement Program. The concept is to first clear out drug dealers and violent criminals from public housing, and then to help “seed” the area with economic development and other activities. Enforcement activities are being carried out by a task force of federal, state, county, and municipal police and prosecution agencies—the largest multiple-agency operation in the City’s history. The task force targets a public housing development that has a high rate of crime and narcotics trafficking. A plan is developed, usually consisting of surveillance, undercover drug purchases, and the identification of gang members and others with outstanding arrest warrants. On a specified date, arrest teams are formed from the various law enforcement agencies. Search warrants are executed on locations where narcotics sales occurred, arrest warrants are served, and a sweep of the development is done. These operations can include up to 450 law enforcement personnel. Nearly 1,100 arrests and 129 firearm recoveries have resulted from the eight task force operations conducted thus far.

Special Employment Program. The Chicago Police Department augments its regular patrol of public housing developments with a Special Employment Program in which officers may voluntarily work one of their days off in CHA housing. The officers are paid by the Housing Authority. This fall, the Police Department enhanced the program by encouraging entire district tactical teams—a sergeant and 6 to 10 officers—to continue working as a squad in public housing on their days off. This provides greater continuity for the special CHA patrols, which focus on hot spots or problems identified by the commander of the Department’s Public Housing Section. In the last two months, the Tactical Team Directed Mission Program has generated 157 arrests and the recovery of 10 firearms.

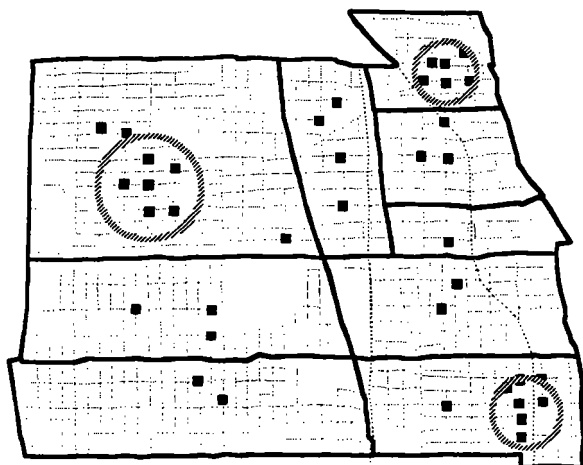
Technology & Information Sharing

While it is the interpersonal side of community policing that tends to get most of the attention, there is a significant role for technology within this new philosophy of policing. To effectively identify and solve local crime problems, both the police and the community need accurate and up-to-date information about patterns of crime and disorder in their neighborhoods. And when solving a neighborhood problem means conducting an in-depth investigation or accurately identifying and processing an offender, technology plays a critical role as well.

To support these and other facets of its community policing philosophy, Chicago is developing new information and identification technologies. Where appropriate, the Police Department is looking for new ways to share information with other government agencies and with the community in an attempt to solve neighborhood problems.

Mapping Crime Hot Spots

Through computerized crime mapping technology, beat officers and the community will be able to quickly identify and target problem areas.



Chicago Initiatives

Neighborhood Crime Mapping and Analysis. The collection and analysis of up-to-date data at the beat level are key elements of Chicago's community policing strategy. As part of CAPS, each police district is installing a local area network of advanced computer workstations. These computers are allowing beat officers to identify crime hot spots and to track other neighborhood problems (such as problem liquor establishments). As importantly, the new computer systems will allow police to generate easy-to-read crime maps and to share this information with community organizations, block clubs, and individual residents. In an attempt to better understand violent crime patterns and their causes, the Department's Detective Division is also using sophisticated mapping technology to enhance its investigative methods.

LiveScan Fingerprinting. Once a suspect has been arrested, accurate and speedy identification is critical to ensuring that proper charges are filed, appropriate bond is set, and public safety is achieved. In 1991, the Chicago Police Department significantly improved the process of identifying suspects in custody through the use of direct electronic fingerprinting, or LiveScan, in all police lockups. Chicago is the first, and by far the largest, local law enforcement agency to implement such a system on a department-wide basis. Using LiveScan, police capture a suspect's fingerprints by computer, then transmit them electronically to the Department's central Records Division, where the person is positively identified and his or her criminal history is retrieved. LiveScan reduces the number of unreadable fingerprints, speeds up the processing of arrestees, and helps free up police officers' time for proactive policing activities.

New 9-1-1 Technology. Perhaps the most meaningful source of information for the Chicago Police Department and the community will be realized in 1995 with the completion of the City's new Public Safety Communication Facility. It will house a state-of-the-art 9-1-1 and Computer-Aided Dispatch system. The Department has designed the system to be a comprehensive repository of on-line criminal and operational information. This important new source of management information will help set standards and priorities in our evolving partnership with the community.

*For further information about these or other
Chicago police initiatives, contact:*

Commander Anthony Chiesa
Office of the Superintendent
Chicago Police Department
1121 South State Street
Chicago, Illinois 60605



CITY OF JOLIET POLICE DEPARTMENT

"WORKING WITH THE COMMUNITY FOR A SAFE CITY"

JOSEPH P. BEAZLEY
CHIEF OF POLICE

815-740-2235
FAX: 815-740-6172

October 5, 1994

Jose Cerda
Domestic Policy Council
Old Executive Office Building
The White House - Room 222
Washington, DC 20500

Dear Mr. Cerda:

Thank you for your interest in the Joliet, IL Police Department's transition to Neighborhood-Oriented Policing (NOP).

Enclosed is a sample of documentation related to our NOP implementation. Feel free to contact me if you have any questions or if you desire any other information.

In addition to in-house documentation, the Center for Research in Law and Justice at the University of Illinois at Chicago has recently completed a two-year process and impact study of NOP implementation. For more information regarding this study, please contact David Olson at the Illinois Criminal Justice Information Authority (312/793-8550).

Again, we appreciate your interest in NOP and, if possible, encourage you to visit us.

Sincerely,

Sandy Kaminska
Sandy Kaminska
NOPT Coordinator

MILESTONES IN NEIGHBORHOOD-ORIENTED POLICING IN JOLIET

From Today to the Beginning

Joliet is a city of approximately 78,000 situated 45 miles southwest of Chicago on the banks of the DesPlaines River. Joliet resembles Chicago both geographically and demographically: roughly bisected by the river, the east side of Joliet tends to contain older housing stock and a higher percentage of African-American and Spanish-American residents. The far west side of Joliet is predominantly Caucasian and contains more of the city's newer, upscale residential neighborhoods and shopping malls. The same street gangs that plague Chicago have also called Joliet home territory since the 1980s. Joliet has a strong ethnic, working class history and has weathered the "boom-and-bust" cycle of most Midwest industrial towns. The Stateville Penitentiary, the Joliet Correctional Center, and the Will County Jail -- all within five miles of downtown -- have some effect on the city's demographics both vis-a-vis local employment and the impact that prisoners' friends and family have on the area. A more recent development, riverboat gaming, has had an insignificant effect on crime and disorder while allowing the city to utilize gaming revenues for much-needed infrastructure improvements. Gaming revenues received by the city are, to many, surprisingly limited and are expected to decline sharply as area competition (particularly if Chicago is granted licenses) increases; hence the city's decision to invest in long-lasting or one-time-only infrastructure improvements.

- In early September, the Department becomes partners with the County Sheriff, State's Attorney's Office, local judges, shelters, and counselors to institute a pilot program whereby domestic violence offenders will be channeled to accredited therapists via sentencing. The 26-week program will also be open to voluntary participants and will help to fill a huge gap in area domestic violence intervention strategies. Inter-departmental collaboration regarding this program may also establish a pattern of improved communication and cooperation regarding domestic violence and other similar issues.

- Community Internships, a pilot segment of recruit officer field training is tested for two weeks in August. Community Internships are designed to familiarize officers with the community and its problems -- and the community with the officers -- on a one-on-one informal basis. During their Internship, an officer is placed in a community center or with a community organization and participates in the center/organization's everyday activities for a week. The response from both participating community members and recruits is so overwhelmingly enthusiastic, that a decision is soon made to institute Community Internships as a mandatory three-week extension of the current field training. Community Internships, along with a mandatory two weeks spent in NOPT, renders Joliet recruit field training one of the most extensive and innovative in the state.

- Representatives from each shift and unit (including civilian) begin meeting in mid-August to formulate the initial geographic restructuring of existing zones and beats. The CORE (Committee on Re-evaluating Everything) group's first-step goal is to use natural boundaries and gross workload indicators to divide the city into four-to-five large zones that will be serviced by quasi-independent, de-centralized, area-based teams.
- The second Departmental substation -- on the corner of one of the most troubled neighborhoods in the city -- is put into place at a day-long block party/ribbon-cutting ceremony in early August.
- NOPT sergeants and the NOPT civilian coordinator were asked to present an overview of NOP implementation in Joliet and participate in a followup planning session with the St. Charles, IL Police Department. The Joliet Police Department agreed to maintain a "mentoring" relationship with St. Charles.
- Members of the Police Department and the City Manager are personally invited by the Executive Director of the Police Executive Research Forum (PERF) in Washington, D.C. to do a special presentation at the Fifth International Problem-Oriented Policing Conference in November 1994. This conference is one of the oldest and most respected events in the field of community policing and is regularly attended by more than 500 police practitioners from across North America.
- F.B.I. Researchers have requested a copy of "Point/Counterpoint: The Philosophical versus Programmatic Implementation of Community Policing" by Sandy Kaminska, Joliet NOP Coordinator, Lt. William Fitzgerald, Joliet NOP Commander, and Dr. Jess Maghan, Director of the Office of Security Programs at the University of Illinois at Chicago (former Deputy Superintendent of the New York City Police Department). This paper was originally presented at the 1994 Annual Meeting of the Academy of Criminal Justice Sciences and printed in **Justice Quarterly**.
- A chapter on NOP implementation in Joliet and Aurora is published in "The Challenge of Community Policing: Testing the Promises". The book praises Joliet as one of the police departments that is fulfilling the promises of community policing and is based upon a two-year evaluation of the Department performed by the Center for Research in Law and Justice.
- More than 50 members of the Chicago Alliance for Neighborhood Safety (C.A.N.S.), one of the largest and most well-respected community groups in the nation, made a bus trip to Joliet to discuss community policing with Joliet Department personnel and community members. C.A.N.S. has been one of the primary forces behind the implementation of community policing in Chicago.

- Graduation ceremonies for the second class of the Joliet Citizens' Police Academy were held in June 1994. Two class participants asked to be included in the Community Advisory Board and/or Area Advisory Boards (when they are created), and several other class participants volunteered to do "anything they could" to help NOP become city-wide.

- The first meeting of the Community Advisory Board took place at the end of April 1994. The Board is comprised of twenty community representatives from across the city. The Board's first task will be to assist the Police Department and city government in determining boundaries for each neighborhood in order to facilitate the Patrol Division's transition to area-based policing. The Board will also help to organize the Area Advisory Boards that will work with Patrol Division Area Teams.

- Four new NOPT areas have been created thus far in 1994, with two of the new areas manned by two officers and two areas manned by one officer. Four new officers have been accepted into the unit from the Patrol Division, while two NOPT officers were shifted from existing NOPT areas that had experienced dramatic declines in activity.

- In early 1994, graduation ceremonies are held for the first class of the Citizens' Police Academy. This ten-week course was attended by 20 civilian residents of Joliet and was designed to provide a broad overview of the police and their place in society, as well as explore the future of police-community cooperative endeavors.

- By the end of 1993, quantitative and qualitative data indicate that NOPT has had a substantial effect on even the most disorganized, high-incident target sites with areas such as Benton/Garnsey and Fairview experiencing -20% to -30% declines in incidents. Other areas, such as Jefferson and St. Pat's, continue to show incremental declines in activity (at least -10%). All NOPT areas showed decreases in activity in 1993 while city-wide crime continued to decrease by approximately -8% in 1993 (as well as 1992).

- As a Christmas present to NOPT, the unit acquired a lieutenant to oversee its increasingly diverse operations and a separate sub-station across the river from headquarters (all 21 NOPT sworn personnel plus four cadets were working out of one small office).

- Throughout 1993, personnel from other law enforcement agencies, both national and international, make site visits to Joliet to work with NOPT officers. In-state visitors include police from Chicago, Chicago Housing Authority, St. Charles, and Naperville. North American visitors include Los Angeles, New York, St. Louis, Louisville, and Edmonton, Canada. And administrators from the national police agencies of South Africa, Botswana, Russia, and China all visited Joliet to discuss community policing and problem-solving implementation.
- At the Fourth International Problem-Oriented Policing Conference in late 1993, the Benton/Garnsey NOPT is one of four national winners of the First Annual Problem-Solving Award.
- NOPT, patrol, and tactical unit officers become increasingly involved in non-law-enforcement-oriented activities in their assigned neighborhoods. Involvement in YouthBuild, Midnight Basketball League, D-FY-IT, the Warren-Sharpe Center, area schools and churches, and Neighborhood Watch and community groups becomes a regular part of officers' lives.
- The Service Management Committee, with members from all sworn and non-sworn units in the Department, is organized to improve the effectiveness and efficiency of all aspects of service provision to the public including call and dispatch management, paperwork and reporting procedures, computer and software installation and access, establishment of sub-stations, station structural improvements, and manpower and resource allocation. The Committee is chaired by a master patrol officer and makes recommendations directly to the Chief. The Committee proves to be extremely productive throughout 1993 and into 1994 and is responsible for such disparate innovations as the evolution of call management and differential response policy and practice, and the installation of an on-site gym for Department personnel.
- In anticipation of the opening of riverboat gaming and the revitalization of the Joliet city center, the city center becomes the tenth NOPT area. Two volunteers from the Patrol Division are screened and interviewed by a committee comprised of NOPT sergeants and officers; this peer review committee subsequently becomes the standard process for entry into NOPT.
- Other departments of city government became highly involved in collective problem-solving in 1993 with the advent of the Cooperative Team. The Cooperative Team holds monthly meetings with representatives of all city departments to identify and propose actionable solutions to Joliet's problems.

- Additional tactical skills, suggested by NOPT officers, are also instituted in 1993. A police bicycle patrol unit begins with two NOPT officers, and expands to 10 NOPT officers, one NOPT sergeant, and two tactical unit officers by the end of 1993. Other officers begin to specialize, and become resources for the entire Department, in such areas as landlord/tenant problems, innovative drug abatement strategies, team-building, and communications services and manpower allocation.
- In 1993, Department training focussed on re-thinking the role of supervisors in NOPT and developing the management and planning skills necessary to expand NOPT Department-wide.
- By the end of 1992, qualitative and quantitative evidence tends to show that the effect of NOPT in relatively organized, low-disorder areas such as Jefferson and St. Pat's is already being reflected in greater community satisfaction with the police and declining incident rates. In relatively dis-organized, high-disorder areas such as Benton/Garnsey and Fairview, however, the impact of NOPT is reflected by an increase in reported incidents linked to improved citizen-officer communication.
- In 1992, Dennis Nowicki stepped down as Chief of Joliet to become Executive Director of the Illinois Criminal Justice Information Authority. While the search for a new Chief took place, many Department personnel who resented the changes engendered by NOPT tried to grasp this opportunity to undermine NOP implementation. Joseph Beazley, another high-ranking commander from the Chicago Police Department with a reputation for innovation, was appointed Nowicki's successor, however, and quickly moved to impress his dedication to NOP upon all Department personnel.
- In addition to formal training and seminars, Department personnel begin to make site visits to, and/or network with, selected law enforcement agencies implementing C/POP.
- All sworn personnel are scheduled for a one-day seminar in advanced community-oriented crime prevention.
- The entire Department is scheduled for a one-day seminar in cultural diversity issues.
- NOPT institutes unit meetings to provide a forum for experimentation with collaborative management (and an example for the rest of the Department) as well as collective problem-solving among officers.

- By spring of 1992, NOPT totals 17 officers in nine different NOPT sites, plus two sergeants. Although many individual NOPTs have had some formal training in C/POP by this time, a two-day course in problem-oriented policing is scheduled for the entire Department (all sworn and unsworn personnel) to help to improve internal communication and understanding. A special one-day course is also scheduled for representatives of all city departments, including the Mayor and City Manager, to facilitate their understanding and support of NOP.

- Three additional NOPT areas are chosen: Broadway, dominated by a low-income housing complex; Jefferson, a four-mile stretch of the city's main retail strip; and St. Pat's, a very large neighborhood teetering between decay and re-vitalization. Five additional NOPT officers are chosen from Patrol Division volunteers and an additional sergeant is added to NOPT.

- Joliet's implementation of community- and problem-oriented policing becomes known as "neighborhood-oriented policing" (NOP) with officers assigned to designated areas known as the Neighborhood-Oriented Policing Team (NOPT, pronounced "NOPits").

- After analyzing calls for service data, crime statistics, and anecdotal evidence gathered from the officers and the community, three high-incident areas are chosen as initial implementation sites. Benton/Garnsey, a large area with a high degree of drug- and gang-related activity; Second/Union, similar to Benton/Garnsey but smaller in area; and McDonough, another, still smaller site of drug- and gang-related activity immediately adjacent to the Housing Authority's DesPlaines C/POP site. Six officers are chosen from Patrol Division volunteers.

- The Illinois Criminal Justice Information Authority agrees to fund a demonstration project of C/POP implementation in Joliet and Aurora. The Authority also funds a comprehensive process and impact evaluation of the project, using Evanston as a control site. Implementation and evaluation funding is renewable yearly, with a maximum of four years of funding for implementation and two years for evaluation.

- In 1991, the Housing Authority of Joliet agrees to support two additional C/POP officers and expand the program to another site. A sergeant is chosen to supervise the six C/POP officers; the additional officers are volunteers from the Patrol Division.

- A proposal to fund the implementation of community- and problem-oriented policing (C/POP) in Joliet is submitted to the Illinois Criminal Justice Information Authority.

- In 1989, Dennis Nowicki, Deputy Superintendent of the Chicago Police Department, becomes Chief of Police in Joliet. Chief Nowicki begins to outline a plan for community policing in Joliet and, in 1990, the Housing Authority of Joliet enters into an agreement with the City and the Police Department to support four community policing officers at two Housing Authority sites. Officers are chosen from volunteers from the Patrol Division.

Opposites form inseparable team

Police partners come from different worlds, but are of one mind about crime



Police officer Anthony White grew up in Chicago's tough Englewood area, and he says The Hill neighborhood often reminds him of home.

By Stewart Warren
HERALD-NEWS WRITER

On the surface, police officers Jeffrey Kneller and Anthony White seem to have little in common.

Kneller, 25, lived a sheltered life while growing up in Shorewood. White, 33, grew up tough in Englewood, on Chicago's South Side.

They're opposites: Kneller likes to listen to people's problems. White doesn't. Kneller is married. White is single. Kneller likes to play golf. White would rather go fishing.

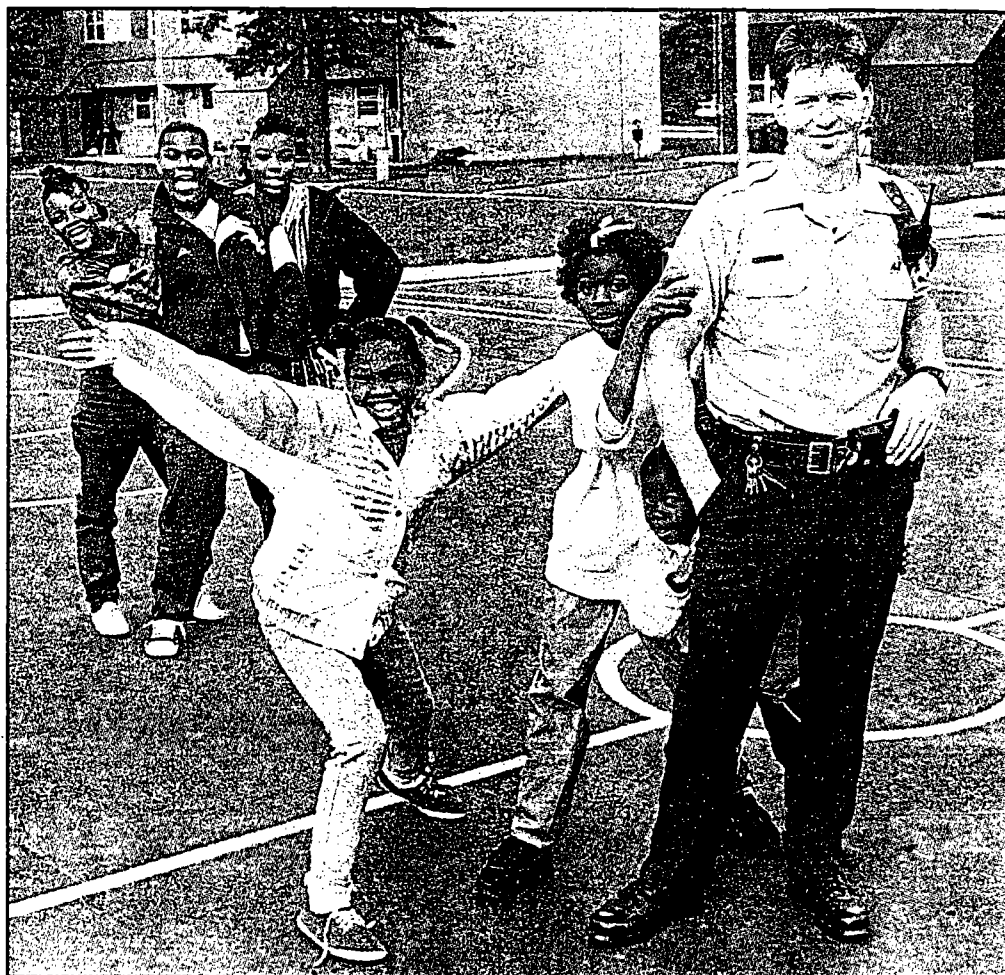
But together, as part of Joliet's Neighborhood Oriented Policing team, they are trying to make life better for the people who live on The Hill.

They're different, but in sync. They've worked together so long they even finish each other's sentences.

"Even though we're from two different worlds, I trust Jeff, and I can say that about few people. Our values are the same. We have the same scruples," White said.

Kneller said White taught him that he can't solve all the world's problems in one day.

"He helps me with his wisdom. He tells me



HERALD-NEWS PHOTOS BY JOHN PATSCH

Neighborhood Oriented Policing Team member Jeff Kneller spends afternoons

sometimes when I worry about something, 'There's no hurry; they're going to be here tomorrow,' " Kneller said.

As a team, they are inseparable.

"If he leaves from up here (on The Hill), I leave from up here," White said.

"It's the same with me," Kneller said.

They are the kind of police officers who don't just arrest people, they try to help them.

One Friday night, they had a resume written for a Fairview Housing project resident. When they gave it to him, they promised they'd try to find a job for him.

Another day they dropped what they were doing to introduce a different Fairview resident to a potential employer.

Kneller and White will try almost anything

working with youngsters in the Forest Park Youth Build program.

to solve The Hill's problems. To get rid of the drug dealers who worked at Fairview and Juniper streets, they had a tree cut down.

"Then they couldn't hide their stuff there, and there wasn't a nice tree for them to sit under in the summertime," White said.

To further discourage the corner's drug traffic, they carried folding chairs in their squad car. The pair would sit where the tree had been.

"We were there five days a week, seven hours a day, for months," Kneller said.

They believe in the neighborhood policing theory of displacement.

"It's impossible to stop the problem, so we just move it along," Kneller said.

"Once we move them out of their element, things change," White said.

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CHICAGO ALLIANCE FOR NEIGHBORHOOD SAFETY

28 East Jackson Boulevard • Suite 1215

Chicago, Illinois 60604

Telephone: (312) 461-0444

Fax: (312) 461-0488

June 8, 1994

Ms. Sandy Kaminska
Office of the Chancellor
Joliet Police Department
150 W. Jefferson
Joliet, IL 60431

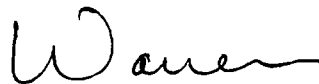
Dear Sandy:

Thank you for the hard work. The Chicagoans who visited had a good time, learned a lot and were impressed by you, the officers and community activists that they met. People felt warmly received and appreciated the attention. They were impressed by the time you and the Chief gave us and several of the participants wished they had officers in their neighborhoods like the ones they met in Joliet (as things progress in Chicago, they may find that they do).

I think, especially for the people from the higher crime, more demoralized neighborhoods, the trip was good preparation for participating in what's developing in Chicago. They'll feel a bit like experts on the subject and, if our experience with the Leadership Institute and the trips to Seattle and New York is any indication, this and the bonding that takes place on these trips, encourages long term commitment.

Once again, thank you for your work and your hospitality.

Sincerely,

A handwritten signature in cursive script, appearing to read "Warren".

Warren Friedman
Executive Director

**JOLIET NEIGHBORHOOD-ORIENTED POLICING
AND PROBLEM-SOLVING**

**YEAR III REVIEW
and
YEAR IV NARRATIVE**

DRAFT 10/1/94

EXHIBIT A

Program Narrative

I. SUMMARY OF PROGRAM

A decade ago Joliet was in the socio-economic doldrums: unemployment averaged nearly 30%, city and social services were over-loaded, and drug- and gang-related crime was climbing. Joliet began to reverse those trends in the early 1990s and today appears to be on the verge of a broad-based civic revitalization.

A Recovering Local Economy

In 1993 the operation of two riverboat gaming ventures in Joliet stimulated an atmosphere of financial optimism; however, it would be erroneous to over-emphasize the actual impact of riverboat gaming on the local economy. Local government has been the recipient of a very small percentage of gaming revenues. Although this percentage translated into a significant contribution to the City's budget in 1993 and 1994, we do not anticipate riverboat gaming revenues to continue at present levels -- particularly if there is increased competition from other area gaming ventures. Because riverboat revenues are unpredictable, the City deals with them in a fiscally conservative fashion and dedicates approximately 95% of gaming income to long-term improvements in the infrastructure (streets, sewers, lighting, parks, playgrounds, etc.). And, because the City's population and geographic boundaries will probably continue to expand over the next three-to-

five years, gaming revenues will be set aside to support an expanding infrastructure.

These improvements in, and maintenance of, the physical environment help to create a growing individual and corporate economic optimism in the future of Joliet. Moreover, the synergy between this optimism and the slow but steady diversification of the local economy since the early 1990s has resulted in tangible improvements in almost every "quality-of-life" indicator in Joliet (steady reductions in Part I and Part II crimes, new housing starts, renovation of current housing stock, percentage of high school graduation, more community involvement in local government, new small business starts [particularly in under-resourced neighborhoods], diversification and coordination of social service agency activities, more parks and playgrounds, better street lighting and traffic flow patterns in neighborhoods, more efficient city services, etc.).

Income opportunities directly related to riverboat gaming have, however, been very limited. The reasons for the lack of a direct causal relationship between riverboat gaming and economic growth are twofold: 1) as other gaming sites in Illinois have learned, riverboat visitors generally do not patronize local businesses (restaurants, taverns, etc.) and wholly confine their spending to riverboat enterprises and 2) riverboats often do not employ the most needy local residents because they have criminal records/lack the education/lack job skills and experience. In

fact, Joliet riverboats employ a substantial number of residents of Chicago, Bolingbrook, and other Chicagoland cities and suburbs. This evaporation of the anticipated employment panacea offered by riverboat gaming has led to increased disillusionment and cynicism in some un- or under-employed segments of Joliet. And almost all Joliet residents now realize they will never have a significant share in the riverboat owners' record-breaking profits; be it directly or indirectly, through the City of Joliet.

Improvements in City Service and Social Service Delivery

Joliet's municipal and social services, like its economic viability, has slowly and steadily improved due to the confluence of several parallel efforts. In the early 1990s the City Manager, John Mezera, City Management and Budget Director, Robert Fraser, and Corporate Counsel, Thomas Thanas, set aggressive, yet practical, goals for the City's next decade. They focussed upon improving the City's infrastructure and City services to attract and sustain economic, population, and geographic growth into the 21st Century. They brainstormed innovative ways of improving government revenues while maintaining a high level of long-term fiscal integrity; begged, borrowed and co-opted breakthrough service delivery programs from other municipalities; and sought out visionary practitioners in policing, youth services, and municipal management to consult with and hire.

One example of the City's long-range planning and effort is the property inspection and licensing program that began with

multi-unit rental properties in 1991, was expanded under a recent ordinance to bring single unit rental properties into the program in 1995, and will be expanded to apply to all residential properties in three-to-five years. Although this program was originally promulgated at the highest administrative levels of City government, its development has since depended heavily on the efforts and input of individual health and building inspectors, police officers, individual landlords and the Landlords' Association, and community members. This multi-phase, multi-entity implementation of the inspection and licensing program enables the City to establish and maintain improved housing standards, ensure procedural fairness and clarity when dealing with the problems engendered by irresponsible landlords and/or tenants, and improve the overall physical appearance of neighborhoods at minimal cost and disruption to the community.

While City government has moved forward on many fronts -- from instituting entirely new programs to improving the overall efficacy and responsiveness of government services -- many Joliet social service providers have also succeeded in re-focussing to meet the demands of a changing economy and a changing clientele. Several small, informal entities that were originally organized around a single goal or theme (e.g., jobs or education) have broadened their perspective in the 1990s. The acknowledgement of the multiplicity of causes (sub-standard education, lack of accessible job opportunities, splintered families, sub-standard nutrition and health care, etc.) that contribute to crime and poverty led social

service organizations to develop more multi-faceted, integrated approaches to these problems. Thus the Warren-Sharpe Center has expanded from a community-based early child care and recreational center to providing G.E.D. instruction, supervising offenders sentenced to perform community service, and acting as a job training and employment network; the Joliet Community Basketball League ("midnight basketball") begat the Forest Park YouthBuilders (education, pre-apprenticeship training, job opportunities, drivers' education, day care); the Job Corps (jobs) would like to institute a formal community service program; and Mt. Carmel church (religious/neighborhood organization) has begun its own YouthBuild program (G.E.D. classes and job training).

The growing number of coalitions between governmental bodies in 1993-94 also marks a significant departure from traditional methods of addressing the social and economic underpinnings of crime and disorder in Joliet. The problem-solving philosophy of the Cooperative Team is now second nature to many segments of City government; particularly in relations between the City Manager's Office, Police Department, Building Inspections, Management and Budget, Streets and Sewers, and Fire Department. The Will and Grundy County Child and Adolescent Local Area Network brings together medical, social service, education, and law enforcement providers to improve inter-agency communication and formulate effective intervention strategies for troubled and abused youth. The fledgling Will County Domestic Violence Commission likewise links state's attorneys, judges, law enforcement officers and

civilians, shelter workers, and counselors and therapists in an effort to improve the identification of and intervention in elder, partner, and child abuse situations. Whether these groups are essentially community- or government-based, they all seem to have developed two characteristics in recent years: 1) a more comprehensive vision of their mission and 2) a more savvy and aggressive stance regarding the obtainment and use of funding, including the development of the ability to successfully pursue public and private grants.

Effectively Addressing Crime and Social Disorder

From the introduction of the Neighborhood-Oriented Policing (NOP) concept in late 1990 to planning for the fourth (and final) year of the initial phase of NOP implementation, Joliet can trace a steady, uninterrupted decline in Part I and Part II crimes despite the fact that the City has grown significantly in area and population during that time. Between 1990 and 1991 a decline in Part I and Part II incidents of -6% was recorded, followed by -6% between 1992 and 1991, -3% between 1993 and 1992; and -3% between the first half of 1993 versus 1994. So-called "services and other activities" -- everything from non-arrest responses to domestic violence calls to loitering teen-agers to traffic problems to rounding up stray animals -- varied insignificantly throughout this same three-and-a-half year period. The total -17% reduction in Part I and Part II incidents since 1990 therefore translates into a net reduction of -14% in total incidents.

Although this net reduction in incidents (particularly serious incidents) seems sufficient cause for rejoicing by Joliet City officials, police officers, and community residents, we believe this raw quantitative data falls far short of its current and future implications. For example, the data prima facie supports the policies and procedures instituted in 1994 by the Service Management Committee. Less overall incidents means that officers are spending less time responding to calls and should have more time to undertake problem-solving. Further, because the most significant reductions occur in the most serious incident categories, the barriers to implementing service and time management procedures are lessened (i.e., there are fewer serious or emergency calls, which are almost impossible to re-prioritize or provide a response alternative). Better service management then opens up even more potential time for community policing and problem-solving. "I don't have enough time to do that other stuff because I'm too busy running from call to call" is thus exposed as an excuse, and not a reason, for an officer's reluctance or failure to practice NOP (defined in Joliet as the integration of community policing and problem-solving with traditional enforcement techniques).

We realize that multi-faceted socio-economic factors produce crime and disorder and do not claim that NOP implementation is solely responsible for the cited incident reductions. We would, however, argue that the NOP philosophy has provided a basis for the cooperative, creative relationships between the police, municipal

government, independent agencies, and the community that have begun to turn the tide against crime and disorder. The importance of a team-oriented, problem-solving philosophy to the recent economic and civic vitality of Joliet has been alluded to throughout this summary. However, when the learnings from successful community policing agencies across the country are compared with our experience, it becomes clear that the adoption of a cooperative problem-oriented approach by entities beyond the police department is essential to reducing crime and enabling the community to revitalize itself.

Following is an overview of Joliet's third year progress-to-date and a discussion of the planned evolution of NOP through a fourth year of implementation, including a proposed budget and budget narrative.

II. REVIEW OF PROGRESS MADE

For the fourth year in a row, Joliet has experienced significant reductions in Part I and Part II crimes. Because this trend has proven to be consistent over time (a -5% to -10% reduction per year since 1991), and because crime has not simply been displaced to another part of the city, we have reason to believe that NOP is having a measurable impact on crime and disorder.

Despite potentially incendiary situations -- the funeral of a well-known gang member, a murder and conspiracy case involving three branches (two Joliet-based, one Chicago-based) of a large regional gang, and several high-profile investigations and trials (the arson and murder of two gang members' grandmother by a rival gang, the apparently random murder of a local businessman) -- the police, the city, and the community have worked together to reverse the tide of drug- and gang-related violence that still plagues so many urban areas.

A brief review of the progress Joliet has made in attaining its Year III process and outcome objectives will be followed by a more detailed review of Year III program strategies.

Year III Process Objectives

Continued growth of number of personnel in significant POP projects

- 1992 = 30
- 1993 = 43
- 1994 = 74

More middle management involved in NOP

- 1992 = 2
- 1993 = 5
- 1994 = 9

One NOPT area expanded; one additional NOPT area instituted by Spring 1994

- Second/Union NOPT joined by Third/Sherman NOPT
- New Cathedral NOPT - April 1994
- New North Broadway NOPT - April 1994
- New Parkwood NOPT - April 1994

Remainder of Patrol Division re-organized into area-based teams during Summer 1994

- Patrol assignments to existing zones stabilized
- All patrol personnel completed a problem identification exercise in their area
- Call prioritization and differential response General Order issued, Telecommunications staffed and completed first phase of training to facilitate shift to area-based teams
- Re-districting of city according to geographic boundaries, neighborhood boundaries, traffic routes, residential population, school zones, and departmental manpower resources - early October 1994
- Staffing of area-based teams - by 1 January 1995

Promotional/hiring system revised

- New performance evaluation system instituted in NOPT
- New supervisory promotional system proposal submitted to City Council and Police and Fire Board (if approved, will be used to establish new promotional lists for sergeants, lieutenants, and captains in November 1994)
- Mission and Goals Committee formulating strategies to effect change in Police and Fire Board officer promotional/hiring guidelines

Continued NOP-supportive training

- Frequency and diversity of training is at record levels despite no grant funds being allocated during fiscal year 1993; city attributes its willingness to increase police training budget to perceived benefits of supporting and expanding NOP

Year III Outcome Objectives

Increased citizen participation in POP projects

- Increase in both new and renewed trespass agreements
- Citizen volunteers combine with officers to establish new YouthBuild projects in Fairview (Forest Park YouthBuilders) and Benton/Garnsey (Mt. Carmel YouthBuild)
- Landlords' Association and independent landlords unite with police and city to pass new property inspection and licensing ordinance
- Jefferson Avenue Business Association formed in cooperation with Jefferson NOPT
- City Center merchants combine with NOPT to find temporary jobs for homeless residing at downtown shelters
- Community Advisory Board established to advise Department regarding re-districting of City and expansion of NOP throughout City, is also consulted by Chief regarding Departmental policies and procedures, and serves as a network for neighborhood and community groups willing to share crime- and disorder-fighting strategies
- Merchants, particularly packaged liquor dealers, agree to split costs with city for new "no trespassing", "no loitering", etc. signs
- Cathedral Area Preservation Association convinces their city council representative to provide funds to train and equip Cathedral NOPT Bicycle Patrol officer

Increased participation of Departmental personnel in community meetings

- All day shift personnel required to attend meetings in their area; some become involved in area block parties, bicycle "rodeos", and teaching crime prevention to children's groups on their own time
- Afternoon shift officers encouraged to attend in their area whenever possible; shift lieutenant and sergeants are frequent attendees and almost all have taken an interest in a particular area or problem
- NOPT personnel maintain high level of meeting attendance; meeting participation (not just passive attendance) formally evaluated as part of new performance review
- NOPT personnel have been elected as board members/life members/executive officers of numerous community-based organizations including the Landlords' Association of Will County, the Forest Park YouthBuilders, the Mt. Carmel YouthBuild, the Jefferson Business Association, St. Pat's Neighborhood Association, Cathedral Area Preservation Association, etc.
- Civilian NOPT coordinator substantially increases participation in, and consultation with, community groups

Increased citizen satisfaction monitored through surveys

- Community response, gathered at meetings of community organizations and/or from focus groups discussing specific initiatives, has been generally upbeat and enthusiastic:
 - Specific Departmental initiatives, such as the Community Internship Program and Telephone Reporting Unit (TRU), have received overwhelming approval
 - Improvements in City services and infrastructure have been met with general appreciation and approval; some specific dissatisfaction has been voiced (such as backed-up sewers perceived to result from paving dirt roads) as well as some caution regarding the enforcement of new ordinances (will the expansion of the City's systematic building inspection program to single family rental dwellings achieve the desired impact on "bad" versus "good" landlords?)
 - The popularity of NOPT has engendered a range of community response: most NOPT and non-NOPT neighborhoods are lobbying for either NOPT status and/or City-wide expansion of NOP, at least three NOPT areas want more NOPT officers assigned to their neighborhood, and one NOPT area contains a community center that has become relatively anti-NOPT within a largely pro-NOPT resident population

Reduction in quality-of-life complaints to City and Department

- Quality-of-life issues relative to the City's deteriorating infrastructure have subsided due to improvements in literally every area and every neighborhood
- Other environmental issues -- such as abandoned cars, graffiti removal, and improvement of housing stock and management of abandoned buildings -- have come under better control in most problem areas
- Although some progress has been made in affecting juvenile and gang problems, loitering, public drunkenness, truancy, and drug- and crime-related activity among juveniles has become an increasingly salient concern as other crime and disorder continues to decline

Inclusion of more community representatives in the Cooperative Team, and other Department and City committees

- Both individually and through the Community Advisory Board, community members have participated in City and Departmental decision-making and policy formulation on an ad hoc basis; citizens have been invited to become regular members of CORE (re-organization of the Patrol Division) and will be invited to participate in a new steering committee that will oversee training and policies regarding internal and external diversity issues

Implementation of learnings from Citizens' Police Academy by participants

- A total of twenty-two citizens have graduated from the Citizens' Police Academy and, although approximately half were already active participants in their communities, most have heightened their activities and efficacy. Graduates from two relatively dis-organized neighborhoods were successful in convincing the Department and City to designate their areas as new NOPT areas (Parkwood and North Broadway); other graduates have joined the Community Advisory Board, organized a new Neighborhood Watch group, began attending City Council meetings, and began screening tenants, utilizing improved lease agreements, and networking with the Housing Authority of Joliet (and encouraging other neighborhood landlords to do so) to help control problem rental properties.

Institution of multi-agency efforts against violence in schools and via SHOCAP (Serious Habitual Offender Comprehensive Action Program)

- Although the SHOCAP initiative awaits action from the State's Attorney's Office, other multi-agency efforts to address the problems of violence in families and in the schools are in progress. In addition to on-going D.A.R.E., G.R.E.A.T., and P.A.L. classes and activities:
 - Forest Park YouthBuilders and Mt. Carmel YouthBuild, a joint effort of the Fairview community, Police Department, Private Industry Council of Will County (PIC) and Joliet Junior College, has succeeded in securing education (both G.E.D. and school re-enrollment) and job training for juveniles
 - The Department has instituted a procedure whereby a copy of all reports of domestic violence are FAXed to selected social service agencies and shelters to facilitate immediate and thorough follow-up
 - By agreement between the Police Department, Will County Sheriff, Will County State's Attorney's Office, and Will County judges, a 26-week mandatory counselling course for domestic violence offenders will become a sentencing option on 1 October 1994. The above agencies will also set up a shared database or computer network to track case histories of domestic violence offenders throughout the county.
 - D-FY-IT (Drug-Free Youth in Touch), an organization of high school students and counsellors, Department personnel, and area businessmen, will extend its membership to the junior high schools in 1995
 - The Department has joined the Will County Juvenile Probation Division and other area social service agencies in assisting Joliet Township Schools with a "Safe Schools" grant

- The Department has submitted a Project SAFE (School) proposal, establishing multi-agency "action teams" in schools, to the Department of Justice's Supplementary Police Hiring program

III. PROGRAM STRATEGIES

Significant and, in some cases, surprisingly dramatic progress was made in each strategic area targeted in Year III:

Organizational

- More personnel involved in significant POP Projects
- More middle management involved in NOP
- Increasingly effective service management
- Evolution of Patrol Division re-organization

Administrative

- Further evolution of decision-making committees
- Revision of promotional/hiring system
- Internal communications improved
- Further evolution of technical assistance

Training

- Evolution of Citizens' Police Academy
- Team-building
- Computer skills
- Site visits/conference participation
- NOP Refresher Course
- New training development

Community Outreach

- Continued support for community empowerment and programs that offer positive alternatives to "at-risk" youth
- Evolution of Citizens' Police Academy
- Increased community involvement in Department
- Evolution of Cooperative Team
- Continued outreach to law enforcement and criminal justice community

ORGANIZATIONAL PROGRESS

More Personnel Involved in Significant POP Projects

The Department has greatly exceeded its target POP Project increase of +20% despite smaller, but more stubborn, pockets of resistance to Department-wide implementation. Having received a 97% response to a Department-wide problem identification exercise distributed in May 1994, monitoring of problem-solving activity levels to-date indicate the following:

In addition to the more sophisticated level of problem-solving undertaken in the fourteen NOPT areas (24 officers), 90% of (18) Day Shift patrol officers have submitted and acted upon at least one significant, and several smaller, POP Projects in the past year. Approximately 40% of (21) Afternoon Shift patrol officers and (8) Tactical Unit officers now regularly spend significant time and energy on POP Projects, both independently and in cooperation with NOPT officers. And even 17% of (22) Midnight Shift patrol officers have exhibited problem-solving activity. The Investigations Division and NOPT have continued to build an increasingly strong and supportive relationship, with particularly close coordination regarding investigative follow-ups and victim contacts. Only (6) Power, or Cover, Shift officers remain largely un-involved in POP Projects.

More Middle Management Involved in NOP

Given the resistance to NOP exhibited by sergeants during Years I and II, their growing acceptance during Year III came as

somewhat of a surprise. This acceptance has developed gradually throughout Year III but has cumulatively resulted in at least half of all sergeants becoming actively supportive of NOPT and encouraging POP Projects from their own patrol officers. The reasons for this level of "buy-in" among the sergeants are varied, usually with one particular "buy-in" strategy being key to a particular sergeant. For example, a week-long series of team-building exercises coordinated by Sgt. Dominic Licavoli of the Los Angeles Police Department became the turning point for at least two sergeants. Participation in decision-making committees led another sergeant to "buy-in" to the NOP philosophy. Another sergeant blossomed into an excellent NOP-style practitioner after working with NOPT on a couple of POP Projects. Promoting and transferring known NOP supporters to desirable positions has also sent a clear message to some sergeants (even two of the newly-promoted patrol sergeants who are not considered to have acquired "plum" positions support NOP), which the new sergeants', lieutenants', and captains' evaluation and promotional system will only serve to enhance.

At the lieutenants' level, on the other hand, the ranks of NOP supporters have thinned. Lt. Weiss, who became Chief in Lincolnwood, IL, left a distinct gap in the Department's ideological leadership regarding NOP. Lt. Fitzgerald, NOPT Supervisor, and Lt. Farmer, Afternoon Shift Supervisor, have remained at the forefront of management level NOP implementation but, while the attitude of other shift supervisors has been more accepting of NOP, they remain only sporadically involved in actual

POP Projects. Because two of these shift supervisors have indicated they will retire in Year IV (1995), however, the results of the Fall 1994 promotional exams and evaluations will almost certainly result in the installation of more NOP-supportive leadership at the lieutenant's level.

Of the three current captains -- Patrol, Investigations, and Administration -- the Investigations Captain is strongest in terms of general leadership ability, credibility across all Departmental ranks and divisions, and, happily, understanding of the NOP philosophy. Investigations Capt. Grace has been instrumental in moving his detectives into greater cooperation and appreciation for NOPT. And due, at least in part, to Capt. Grace's efforts NOPT and Investigations have forged an unusually close and successful working partnership wherein they routinely share information, follow-up interview duties, victim assistance efforts, and special operations planning. The remaining captains are very close to retirement and, while they are not obstructionists, have failed to exhibit much interest and/or understanding of the NOP philosophy despite strong suggestions from the Chief.

Increasingly Effective Service Management

The Service Management Committee played a leadership position in effectuating important internal changes in the way the Department delivers services to the community. This multi-rank, multi-division committee provided the essential basis for the transition to area-based teams by:

- drafting and distributing new call management policies and orders that established the prioritization of calls and alternative call responses
- designing new data entry and report forms
- overseeing the re-training of Telecommunications personnel
- putting new guidelines into place regarding the duties and responsibilities of injured "light duty" officers
- establishing reference centers at key areas in the Department and substations
- providing updated maps to Telecommunications and Administrative personnel
- writing policy and procedure, and staffed and trained the Telephone Reporting Unit (TRU)
- establishing an arrest processing office at the Louis Joliet Mall to address the needs of the Mall and the far west side, particularly during peak activity seasons
- instituting streamlined fingerprinting and report filing procedures
- undertaking a false alarm monitoring project to substantiate the application of the City's false alarm ordinance
- providing Department, City and community members with reports and charts tracking call management and response

Perhaps just as importantly, the Service Management Committee -- which had no members above the rank of sergeant, was chaired by an officer, and made recommendations directly to the Chief -- triggered a fundamental change in the Department's culture and beliefs. The Committee's efficacy made clear the primacy of teamwork and creative problem-solving regardless of the rank and/or status of the decision-makers. The Committee, in short, made all personnel believe they could be empowered.

Evolution of Patrol Division Re-organization

The Year III re-organization of the Patrol Division began by engaging as many personnel as possible, as early as possible, in the transition process. It has proven to be necessary to institute change slowly to allow time for as much communication, consultation, and negotiation as possible to take place at the

service management, training, administrative, and "hands-on" street levels.

As has been noted above, the Service Management Committee has done an outstanding job of facilitating the transition of the Patrol Division to area-based teams. The re-training of Telecommunications personnel and the installation of a sworn Telecommunications Operations Supervisor will also support this transition. Training of other Departmental personnel in a variety of skills and disciplines such as team-building, incident analysis, manpower allocation, computers and computer networks, and interpersonal communications has also been drawn upon in the planning of the new areas and patrol routines.

The first-step planning group, the Committee on Restructuring Everything (CORE), consists of supervisory personnel from all shifts and divisions who have analyzed natural geographic boundaries, current zone boundaries, known neighborhoods, population density, planned growth, location of schools and churches, incident dispersal, traffic patterns, response times, etc. This group has divided the city into the four major areas which will provide the framework for the decentralized Departmental policing teams.

The CORE has begun to focus on two parallel second-step phases of transition planning: 1) defining, in cooperation with the Community and Area Advisory Boards, neighborhood boundaries within

the four major zones and 2) determining, with officer and union representatives, manpower and scheduling needs.

Preliminary manpower and resource allocation plans indicate that each of the four zone teams will be headed by a lieutenant, who will be the area commander, with all area lieutenants coordinating their schedules so that at least one lieutenant is on duty at all times. Sergeants will be second-in-command in their areas and will be given primary oversight responsibility for a number of neighborhoods within their area. The number of officers needed per area will be determined, as will the number needed as primary rapid responders, with each non-rapid responder acting as the primary contact with a particular neighborhood(s). All personnel will bid into their areas and/or neighborhoods by seniority. Scheduling will be flexible beyond minimal guidelines (such as full 24-hour coverage) and coordination of schedules across areas will take place as necessary and desirable. Each area-based team will be required to evaluate and report on their effectiveness on a quarterly basis. The projected completion date for internal second-step planning is early 1995.

ADMINISTRATIVE PROGRESS

Further Evolution of Decision-making Committees

As noted above, the Service Management Committee and CORE have accomplished a great deal in the first three quarters of 1994. Having fulfilled all of its original goals, the Service Management Committee will suspend its regular meeting schedule. The Committee

will now meet on an ad hoc basis to address specific issues and to periodically evaluate the quality of service delivery, particularly regarding Telecommunications.

The CORE group began meeting in June of 1994, moving into second-step planning for the reorganization of the Patrol Division in October 1994.

The Professional Standards Committee met sporadically throughout 1994. Having concluded that the present evaluation system was neither grounded in the changing values of the Department or tied to the promotional system, the Professional Standards Committee re-focussed its attention on formulating a re-statement of the Department's mission and values. The Committee fielded an internal survey and solicited Department-wide input. Drafts of proposed statements will be circulated for comment with January 1995 established as the target date for the re-statement. The new mission and values statement will then be printed on a wallet-size card and distributed to all personnel.

The Cooperative Team, consisting of representatives from all City Departments, continued to meet on an as-necessary basis. The collective problem-solving approach is now customary in Joliet and often includes council members, community organizations, and residents. Team members problem-solved specific residences and neighborhood environments, the extension of the systematic inspection ordinance to include single family rental dwellings, and

the amendment of the packaged liquor licensing ordinance to prevent loitering and curtailing the hours of packaged liquor dealers.

A new Departmental committee, consisting of a diverse group of command staff and chaired by the Chief, succeeded in devising a new promotional rating system in time for the sergeants', lieutenants', and captains' exams scheduled for November 1994 (see below).

Triggered, in part, by concerns voiced by the Black Police Officers' Association, a new standing committee is being designed that will address both internal and external diversity issues. Every race and gender in the Department -- and perhaps eventually in the City -- will be represented on the committee. Consideration is also being given to including representatives of different religions. In consultation with Lt. Ondre Berry of the Reno, NV Police Department, a nationally known figure on diversity issues in policing, the committee will address tensions within the Department, develop policy, and formulate an on-going in-house training curriculum. This committee should be functioning by the end of 1994.

Revision of Promotion/Hiring System

Swiftly and decisively, a multi-shift, multi-division group of command personnel convened by the Chief drafted a new promotional rating system for sergeants, lieutenants, and captains that provides a well-rounded assessment of the suitability of personnel for advancement. The three components of the new system include:

1) a self-evaluation consisting of a standardized form and a short narrative, 2) a unit commander evaluation consisting of a standardized form and a short narrative, and 3) a promotional potential evaluation. To evaluate promotional potential, the self evaluation, unit commander evaluation, and the individual's history (previous evaluations, awards history, disciplinary history, assignment history, training history, and educational history) will be reviewed by a panel consisting of three supervisors and two peers. One reviewing supervisor and one peer will be drawn from the same unit as the candidate being reviewed. The review panel will then forward its recommendations to the Chief, and to the Police and Fire Board.

Although it is reasonable to anticipate some resistance from City Council members, and perhaps even other City Departments or employees, the success and popularity of other changes fostered by NOP may help to assuage any opposition. And, because union members were involved in the development of the proposed promotional system, support can be counted upon from the union. The Police and Fire Board, however, may prove to be a formidable obstruction. Even though Joliet has a "weak mayor/strong city manager" system, the Mayor (a former police lieutenant who makes no secret of his disdain for NOP and the current Chief of Police) still retains the power to appoint Police and Fire Board Commissioners. Community, union, City employee, and political support is therefore gathering to militate for the acceptance of a promotional system more in keeping with the innovative philosophy of the Department.

In addition to their power over promotional issues, the Police and Fire Board has traditionally controlled the hiring and firing process. Using an opportunity created in the course of union negotiations, the Chief was able to secure a voice in these processes. Although the Chief does not have the power to hire, he has been granted a consultative role and has the power to veto hiring decisions. The precedent for the Chief's dismissal of sworn personnel also was established in 1994 through an agreement with an individual officer who had had approximately four hearings in two years before the Police and Fire Board without a decision to dismiss. Board dismissal of this officer on subsequent charges appearing to be very unlikely, the Chief (in addition to the other sanctions imposed by the Board) requested the imposition of a one-year probationary period during which the Chief could dismiss without referring the case to the Board. Because the officer had already consumed a great deal of union, City, and Board resources, all parties agreed to this condition. (Note: this officer was charged with other misconduct within a month of the above decision and the case is currently under internal investigation). It is hoped that these building blocks to a more cooperative relationship between the Department and the Police and Fire Board will promote our efforts to find and develop better police personnel.

Internal Communications Improved

The increase in cross-division operations and relationships has greatly facilitated clear and accurate communication regarding

the evolution of NOP in Joliet. The dissemination of information by committee members throughout the various shifts, ranks, divisions, and other City departments they represent has contributed greatly to the clarity and consistency of communications. Regular team meetings also continue to take place in NOPT, and have spread to the Tactical Unit and segments of the Patrol Division. Face-to-face communications are bolstered by articles in the City's newsletter, which highlights the Department's activities in the "Bullet Points" column as well as in a separate feature on the Telecommunications Unit. And, finally, any discussion of NOP and other related issues are posted, copied, and widely distributed throughout the Department and City offices.

One result of the improvement in communications has been a pronounced transition from "what are we doing?" questions to "when are we doing?" questions. For example, although the Patrol Division re-organization is only in the second-step planning stages, personnel ceased to ask "are we doing something to the Patrol Division?" months ago; enquiring minds -- no matter how far removed from the process -- only want to know "when are we re-organizing the Patrol Division?". Even the coterie of officers who declare they want nothing to do with the Department-wide expansion of NOP seem to have accurate, up-to-the-minute information regarding committee activities and organizational changes. There appears to be a real recognition that change and development in Joliet is no longer an "iffy" proposition but only a matter of "when" or "how soon".

Further Evolution of Technical Assistance

During Year III the NOPT Coordinator became an integral part of the Department, the City, and the community. The Coordinator's office is a resource center for Department personnel, City personnel, other local criminal justice and social service agencies, and community members who contact the Coordinator regarding crime analyses, problem-solving strategies, information on innovative agencies and programs from around the world, training information, legal issues, and to become part of the network that is making NOP work in Joliet. In addition to acting as an information resource, the Coordinator focussed on:

- Outreach to and/or mentoring individual personnel, from coaching beginning problem-solvers and matching them up with advanced mentors to encouraging skilled problem-solvers to expand their efforts and pursue more challenging specialized training and formal education.

- Bringing the Department and the community together through the Community Advisory Board, the organization and development of the Forest Park YouthBuilders, active participation in D-FY-IT (Drug Free Youth in Touch) and the Will County Domestic Violence Commission, and by acting as a coordinator and instructor in the Citizens' Police Academy. Assisting in the development of on-going diversity training and family violence awareness training for both Department personnel and the public should also foster improved police-community communications and understanding of these issues.

- Clearing communications channels between ranks and divisions, and between the Department and other City Departments and area agencies; acting as a watchdog to insure that a real investment, not just "lip service", was being made to "bottom-up" participative management.

- Maintaining a flow of information regarding the NOP implementation experience to the popular media, professional journals, and academic and research fora to focus internal attention on the continuing need for documentation and to garner both internal and external feedback.

TRAINING

Evolution of Citizens' Police Academy

The first two classes of the Citizens' Police Academy were a rousing success. Academy graduates have been uniformly enthusiastic about the course and have recommended it to their friends, neighbors, and relatives. Many graduates of the Academy have asked to become members of the Community Advisory Board, volunteered to help organize their Area Advisory Groups, and have either developed new Neighborhood Watch groups or joined their existing group. After a summer hiatus, our third -- and largest (23 citizens) -- ten-week Academy class commenced 28 September 1994.

Although the Academy's curriculum was considered an experiment in combining the communication of a realistic, non-sensationalized portrait of policing to the community with an empowered image of the community itself, few changes in the original curriculum have proven necessary (for curriculum, class rosters, and a sampling of class evaluations, see Exhibit ?). Consistently emphasizing the synergy generated when police and the community work together to control crime and disorder, the class begins with an introductory lecture outlining the goals of the Academy and of our changing Department. The first half of the Academy is designed to give participants an overview of the criminal justice system and includes sworn and civilian instructors from the Department and the State's Attorney's Office. Beginning with a class in NOP taught by an NOPT officer, the second half of the Academy focuses on the

efficacy of cooperative police-community relations and offers information on crime prevention, constructive community activism, and conflict resolution and abatement skills such as Verbal Judo.

Team-building

We have attempted to integrate team-building concepts into virtually all Departmental operations. As noted above, teams and committees have supplanted upper management as the predominant decision-making entity. The team approach to planning and decision-making has also become popular at the street level, with such operations as drug and gang "sweeps" planned by groups of officers and street sergeants. On a more formal level, Sgt. Dominic Licavoli, Special Assistant to the Deputy Chief of Personnel of the Los Angeles Police Department, conducted a week-long team-building workshop for all sergeants, lieutenants, and captains. The workshop began with a Team Character Inventory that assessed the supervisors' capacity for leading, and acting within, effective teams as well as the supervisors' assessment of the Department's collective ability to undertake non-traditional community-oriented teamwork. Intensive team-building exercises were then conducted with small groups (6-8) of supervisors, with some one-on-one exercises held during ridealongs with individual supervisors. The Team Character Inventory was then administered again as a post-exercise measure of the supervisors' ability to comprehend and apply team-building concepts. Sgt. Licavoli was very popular and the conversion of at least two sergeants to active

problem-solving can be traced directly to his influence. The Department's NOPT Coordinator remains in contact with Sgt. Licavoli to perform follow-up exercises and for general consultation regarding team-building and development of NOP-friendly supervisors.

Computer Skills

As is often the case with the installation of a new LAN (local area network), the Department's LAN will probably take approximately twice as long to complete as originally projected. However, because many more free-standing personal computers are available, many personnel have had the opportunity to develop computer skills. For the first time, for example, supervisors were able to replace handwritten manpower and resource allocation sheets with computerized schedules retrieved from the PCs on their desks. Electronic mail became available to administrative personnel, facilitating their communications, while the NOPT Coordinator instructed some NOPT officers how to conduct basic crime analysis utilizing pre-packaged database management software. And the first detailed analyses of incident dispersion, response times, and officer-by-officer time usage was undertaken by the CORE preliminary to Patrol Division re-organization planning; these analyses are now planned to take place on a quarterly basis. "Cleaning" and downloading of PIMS file data into the STAC system also remains underway with a small number of "hot spot" maps being produced for special projects; NOPT officers will be instructed in the use of STAC in Fall 1994.

Conference Participation/Site Visits

While Joliet personnel continued to benefit from their relationships with the network of problem-solvers they have met at national conferences and fora, Year III site visits have focussed on specific skill-building -- such as domestic violence abatement - - and the development of our in-house training capacity. In the past nine months, officers attended:

- Advanced Gang Seminar at the National Law Enforcement Institute
- Basic Elderly Services Officer training at the Illinois Law Enforcement Officers Training Board
- Fourth Annual Police on Bicycles Conference in San Antonio, TX
- Networld and Interop '94 Conference in Las Vegas, NV
- Dealing with Upset Citizens and the Public at the University of Nebraska-Lincoln
- Combatting Domestic Violence in Milwaukee, WI
- Basic/Advanced Microcomputers given by the U.S. Department of Treasury in Glynco, GA
- Eighth Annual Elder Rights Conference sponsored by the Illinois Department of Aging
- National D.A.R.E. Conference
- Novell System Training
- Midwest Law Enforcement Executive Development Seminar in Downers Grove, IL
- Fifth International POP Conference in San Diego, CA (funding was obtained from the Authority for the POP Conference only)

NOP Refresher Course

A NOP refresher for supervisors was given in conjunction with the team-building exercises conducted by Sgt. Dominic Licavoli, cited above. NOP training for street officers was undertaken on a more informal basis by NOPT officers, particularly Ofc. James Scarpetta, and at in-house discussions led by Lt. Fitzgerald. Field training has been revised to place new recruits into NOPT for their first two weeks where they undergo an orientation to NOP

developed by Ofc. Scarpetta (who also teaches the NOP segment of the Citizens' Police Academy).

New Training Development

In-house training talent that began to emerge with the Department's increased involvement in innovative policing strategies continued to develop throughout Year III. Lt. Fitzgerald, NOPT Commander, remains a popular POP instructor in agencies across the nation while NOPT Ofc. Killian's certified training in neighborhood-oriented police bicycle patrol is always fully subscribed. Verbal Judo instruction, provided by Sgts. Jaeger and Powers, proved to be extremely popular and will be continue to be offered to new recruits, Citizens' Police Academy participants, and any personnel desiring a refresher course. NOPT Ofcs. Scarpetta and Blackburn likewise remain in demand as trainers to policing agencies and the community in Landlord Training, with Ofc. Scarpetta developing into one of the most popular trainers in both the Citizens' Police Academy and with new recruits. Ofc. Scarpetta is also working with the NOPT Coordinator and Chief Beazley on the development of in-house training regarding family violence situations.

The skills of other officers as in-house specialists and trainers is also being developed. NOPT Ofc. Regis, who was mentored by Ofc. Scarpetta, has taken a very active role in educating the community regarding landlord/tenant issues and is also working to improve the handling of domestic violence

situations. Ofc. Terry, one of our crime prevention officers, is also an instructor in the Citizens' Police Academy and is developing an expertise in issues affecting the elderly and disabled. Ofcs. Santos and Price also attended a "Train the Trainer" session on cultural diversity sponsored by the National Organization of Black Law Enforcement Executives, and further development of this capacity will be undertaken in conjunction with the University of Illinois at Chicago and in consultation with Lt. Ondre Berry of the Reno, NV Police Department, a nationally recognized authority regarding in-house diversity training development.

The Department's new Community Internships, introduced in Fall 1994, shows immense promise as a tool for teaching new recruits about the community they serve prior to their involvement as police officers. This innovative segment of Field Training places recruits into local community centers for three weeks (one week each at three different centers) in plain clothes with the sole purpose of allowing meaningful one-on-one relationships to develop between the officer and the community. In the pilot program, two recruits were scheduled for two days each at the Salvation Army, the Spanish Center, and the Peter Claver Center. While at the centers, the officers undertook whatever tasks (answering phones, filling out paperwork, cleaning up, supervising and playing with children, etc.) deemed appropriate or desirable by their community-based supervisors. The responses of the officers and their supervisors were so wildly and unequivocally enthusiastic that the

Chief immediately made the experimental program a permanent addition to Field Training. At the suggestion of both Community Internship officers and their community supervisors, the pilot program was expanded from six days to three weeks to enable the officers to spend an entire week at each site. Community Internships may be further expanded to include more community centers and, eventually, to afford experienced officers an opportunity to interact with the community in a completely non-enforcement-oriented mode. In the words of one of the original Internship participants "this helped remind me of what I thought being a cop should be -- especially after all that training at the Academy and other people trying to tell me it was hardly ever this way" (members of the recruit's family are Chicago Police Department personnel).

COMMUNITY OUTREACH

Continued Support for Community Empowerment and Programs That Offer Positive Alternatives to "At-Risk" Youth

The growth of the Forest Park YouthBuilders was one of the City's premier success stories. Although the City did not receive a HUD grant for city-wide YouthBuild programs in the first round (almost all Year I grants went to local Housing Authorities; we will applying to HUD for second round consideration shortly), Forest Park YouthBuilders attracted support from throughout the city and county. During its first year of existence, Forest Park YouthBuilders cleaned and maintained vacant lots and public places throughout the neighborhood, renovated a single-family dwelling and ~~returned~~ it to the City's housing lottery for low-income families,

provided G.E.D. classes that led to certification for 33 participants, re-enrolled another eight participants in high school, helped nine participants enroll in Driver's Education courses and obtain their driver's licenses, coached participants and volunteers in office procedures and resume writing, maintained a well-run business office to coordinate program activities, assisted the City in the beautification and upkeep of Union Station, and facilitated the full-time employment of four participants with the Housing Authority of Joliet, a total of five participants with Harrah's and the Empress, and the entrance of two participants to junior college on scholarships. YouthBuilders has received 501(c)(3) Internal Revenue Service status as a non-profit corporation and was recently deeded a building by the AmeriFed Banking Corporation for renovation and use as a YouthBuilders headquarters. The YouthBuilders center is projected to contain a day care and community service center, and space for G.E.D. and other training programs, as well as YouthBuilders offices.

Crime and disorder incidents in the Forest Park neighborhood dropped substantially (over -30%) within months of YouthBuilders introduction, and have remained under control ever since. Due to the efforts of YouthBuilders, and the improvements made in the Fairview Housing Authority property in the heart of Forest Park, the physical appearance of the neighborhood is dramatically different; it is difficult to remember that just two years ago the area was so disorganized and under-serviced that City and Housing

Authority personnel were afraid to remove a discarded mattress from the middle of the street without a police escort.

The success of Forest Park YouthBuilders, despite limited resources beyond the \$4.50/hour paid to participants by the Private Industry Council of Will County (PIC), has stimulated activity in a third under-resourced, gang- and drug-ridden area: the Mexican-American community in, and around, the Benton/Garnsey neighborhood (the first YouthBuild program was established at the relatively well-funded Warren-Sharpe Center in 1992). Following the Forest Park model (which is community-based versus community-center-based, as is Warren-Sharpe's), Mt. Carmel YouthBuild represents a coalition of community members, NOPT officers (two sit on the Mt. Carmel YouthBuild Executive Board), and the City of Joliet. Mt. Carmel organizers have been close observers of the Forest Park project and, utilizing the advice and network of Forest Park personnel, are coordinating their efforts with PIC and locating a suitable renovation site through the City; the Mt. Carmel G.E.D. program component is already under way.

The Department began to expand its commitment to reaching out to the City's children during Year III. An additional officer was assigned to D.A.R.E./G.R.E.A.T. programs, and all five Community Service Officers (CSOs) and four NOPT Officers coached a P.A.L. softball team as well as regularly contributing time to children's programs and child-oriented events. A chapter of the Explorers, for adolescents interested in policing and public service, was

formed in the Spring of 1994 under the direction of Sgt. Day and P.O. Badertscher. This group has been very active and have worked as support staff at numerous City functions and community events. Recruits will also be encouraged to maintain contact with the many children, and continue to support the many child-centered activities, they became acquainted with during their Community Internships.

In 1994 the Department joined a number of broad-based coalitions that came together to more better address the problems of children, adolescents, and families. These groups include the Will/Grundy County Child and Adolescent Local Area Network (mental and public health issues), the Safe Schools Group (coordinating school- and community-based education, counselling, and intervention efforts; grant-writing), and the Will County Domestic Violence Commission (criminal justice information network, court-ordered counselling, development of training for criminal justice personnel, grant-writing). It is hoped that these collaborative relationships will enable us to identify and address emerging and recurring family-based problems before they become the basis for a wide range of more serious crime and disorder.

Evolution of Citizens' Police Academy

The evolution of the Citizens' Police Academy has been described above (please see under Training and Appendix ? for details).

Increased Community Involvement in Department

The Community Advisory Board is the primary direct channel between the community and Departmental decision-makers. The Chief usually opens the monthly meetings, while other Departmental personnel -- from watch commanders to rank-and-file officers to the civilian NOPT coordinator -- present Board members with information and updates regarding crime-related issues. Substantive discussions take place at each meeting and advisory recommendations made by the Board are incorporated into the Department's and the City's decision-making process. Board recommendations have been instituted regarding Departmental policy (e.g., banning black leather driving gloves from use because they may be mistaken for "sap" gloves by the community), planning (e.g., neighborhood and area boundaries for the re-organization of the Patrol Division), and other issues (e.g., cooperatively addressing possible police-community tensions aroused by the re-trial of Manual Salazar for the killing of a Joliet Police Officer). Having seen their recommendations put into action, Board members have "bought into" the reality of NOP in Joliet and are spreading a better understanding of the NOP philosophy through the community.

In addition to community input registered by the Community Advisory Board, participants in the Citizens' Police Academy have questioned Departmental and City practices in the course of class discussions and their perspectives on a number of civic issues have been forwarded to the appropriate committee and/or to the Chief. Representatives from the community have also been invited to

Cooperative Team and CORE meetings to discuss specific subjects. Finally, numerous special meetings have been held between community residents, special interest groups (such as neighborhood landlords), and City and Department personnel to resolve troublesome situations through cooperative problem-solving. City Manager John Mezera has become especially partial to resolving specific problems by brainstorming solutions in this fashion.

Evolution of Cooperative Team

During Year III the Cooperative Team became more of an ad hoc committee that brought appropriate members of City government together with the community to address specific problems. This method of problem-solving served the dual purpose of generating "buy-in" to the NOP philosophy while making it a more natural, less formal way of doing the City's and the community's business.

Continued Outreach to Law Enforcement and Criminal Justice Community

Joliet continues to reach out to the criminal justice community via such publications as the PERF newsletter, Subject to Debate, and Criminal Justice of the Americas (CJA) and Criminal Justice International (CJI), newsletters published by the Office of International Criminal Justice at UIC. Departmental personnel continue to network and exchange information at conferences, workshops, and seminars. Thus far in 1994, enquiries and visitors have been received from as near as St. Charles, IL and as far away as South Africa and Botswana. NOPT Officers from Joliet have been invited to discuss the crime bill and the efficacy of community

policing in a small forum with former Deputy Attorney General Phillip Heymann, and the President's Domestic Policy Council has requested detailed information and on-going updates regarding NOP implementation in Joliet.

Locally, the Joliet Herald-News has improved both the quality and quantity of its coverage of NOP and related initiatives, such as YouthBuild. And the Department, in cooperation with Continental Cablevision, is developing a monthly half-hour news and information show. This program will be roughly modelled after "Streetbeat" in Oakland, CA and will include crime news, crime prevention information, features on specific neighborhoods and/or community projects, spotlights on Department and City personnel, and information on selected topics such as family violence, gangs, and violence in schools.

IV. GOALS AND OBJECTIVES OF YEAR IV IMPLEMENTATION

Goals and objectives of Year IV will remain consistent with Year III with a special emphasis on 1) re-organization of the Patrol Division, with extra care taken to expand the understanding and Department-wide integration of the NOP philosophy and 2) increased involvement with the community.

Most program strategies will likewise be a continuation of Year III:

Organizational

- Evolution of Patrol Division re-organization
- More personnel involved in significant POP Projects
- More middle management involved in NOP
- Increasingly effective service management

Administrative

- Revision of promotional/hiring system
- Internal communications improved
- Further evolution of technical assistance
- Further evolution of decision-making committees

Training

- Evolution of Citizens' Police Academy
- Computer skills
- Site visits/conference participation
- New training development

Community Outreach

- Continued support for community empowerment and programs that offer positive alternatives to "at-risk" youth
- Evolution of Citizens' Police Academy
- Increased community involvement in Department
- Continued outreach to law enforcement and criminal justice community

**JOLIET NEIGHBORHOOD-ORIENTED POLICING
AND PROBLEM-SOLVING**

YEAR III PROPOSAL

Complete Revision 12/1/93

EXHIBIT A

Program Narrative

I. SUMMARY OF PROGRAM

The past twenty-five years have seen many changes in the City of Joliet. Once a hard-working, religious, blue-collar industrial city, Joliet experienced a severe economic downturn. With the loss of industry, unemployment approached the rate of 30%. Neighborhoods began to deteriorate and gang problems began to grow in the early 1980s. Like many other communities, graffiti, street drug sales, and drive-by shootings became the increasingly frequent signs of economic and social ills that were far beyond the capacity of law enforcement agencies to solve alone. At the very time that street crime and disorder were becoming an increasing problem, the city's economy began to diversify and employment increased. The crime problems, however, persisted. In 1990 the Joliet Police Department therefore began to re-train and re-structure itself to work with the community and other non-law enforcement agencies to better address the City's problems.

In Year I of Joliet's implementation of Neighborhood-Oriented Policing (NOP or, in other communities, Community-/Problem-Oriented Policing [C/POP]), the City enjoyed a -5.4% reduction in Part I and Part II crimes versus the previous year. Well past the midpoint of Year II implementation (end of July 1993), we find that Part I and Part II crimes have declined a dramatic -10.8% over last year's -5.4% reduction. Because crime is the result of complex and multi-faceted socio-economic factors, we cannot claim that implementation of NOP is wholly responsible for these dramatic reductions. We may, however, reasonably conclude that NOP implementation has had a positive effect due to 1) documented crime and disorder problems that have been eradicated, controlled or effectively displaced and dispersed through POP projects undertaken by NOPT and patrol officers, 2) anecdotal evidence of increased community satisfaction with the Police Department, bolstered by surveys conducted by the Department and the Center for Research in Law and Justice at the University of

Illinois at Chicago; and 3) the fact that Joliet's decreasing crime rate is running counter to a general increase in crime and disorder in surrounding communities with little or no NOP initiatives.

Below is a summary of Joliet's second year progress-to-date and a discussion of the planned evolution of NOP through a third year of implementation, including a budget and budget narrative.

II. REVIEW OF PROGRESS MADE

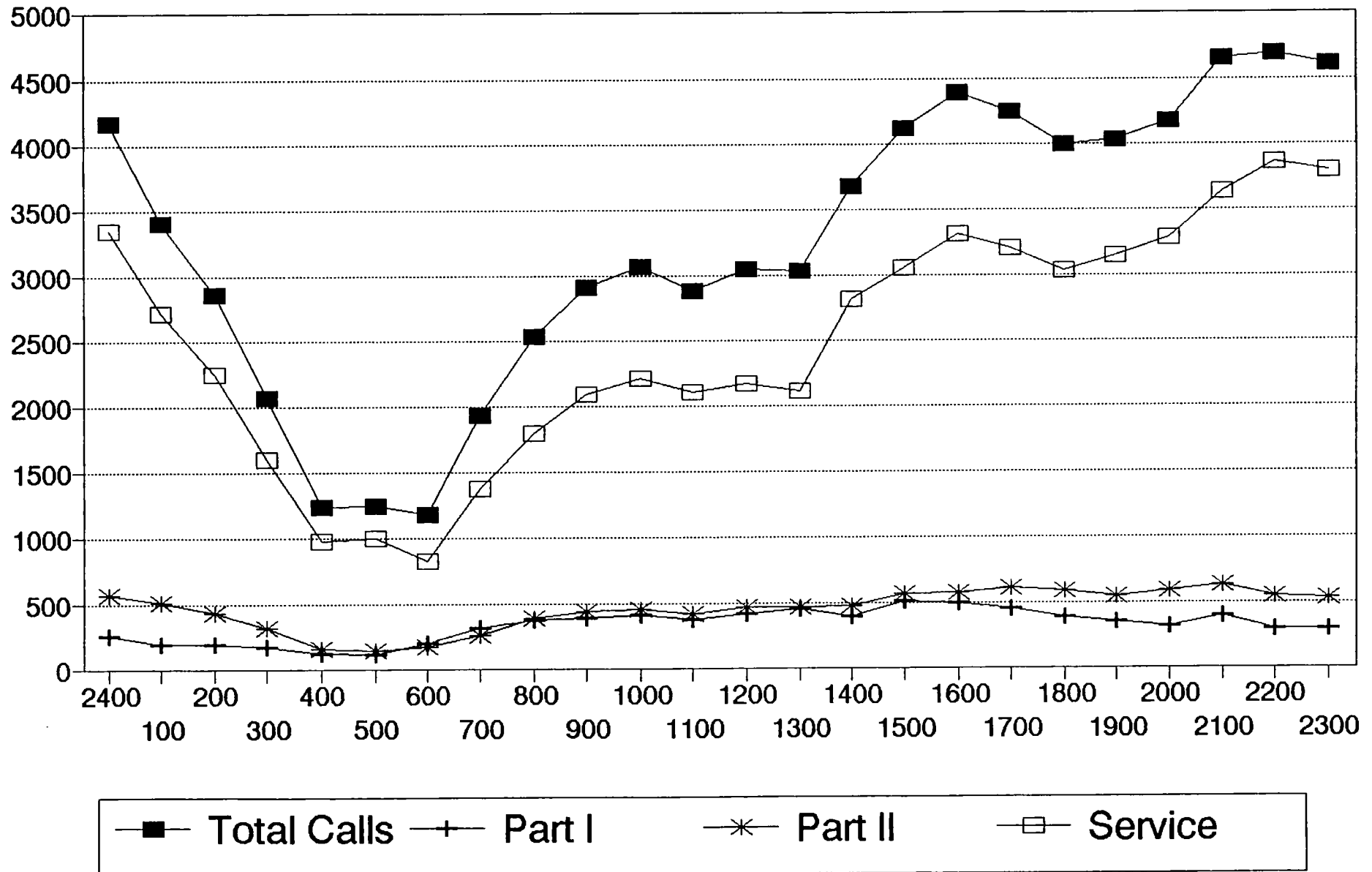
Thus far in Year II, a significant reduction in overall crime -- including drug- and gang-related activity - is, in part, attributable to progress made in meeting the implementation goals and objectives found below. Because the crime rate has steadily declined since the implementation of NOP, we are increasingly confident that NOP has had a significant positive impact.

In addition to overall incident decreases in most NOPT areas, we can see (in the attached graphs) that daily periods of peak activity have flattened in most NOPT areas since 1991. Because NOPT officers have scheduled at least 70% of their time in the last two years to cover these daily peak activity periods, we can reasonably assume that there is a causal link between the flattened activity and the officers' efforts.

Further, both quantitative and anecdotal evidence supports the premise that NOPT has been actively involved in a cooperative effort with the community, and various narcotics enforcement teams, to reduce street sales of drugs and drug- and gang-related crime. Working with neighborhoods and individuals, Joliet personnel were able to initiate two major drug sweeps resulting in approximately 40 felony arrests in Joliet and 55 arrests in other parts of Will County. At least half of these felons have received substantial sentences thus far, greatly reducing drug- and gang-related activity in targeted neighborhoods. The dramatic reduction in incidents on Jackson Street in the Benton/Garnsey NOPT area in 1993 (graph attached), for example, is directly attributable to the extended incarceration of three drug-dealing gang members who had lived and operated in the area for four-to-five years. These gang members may have safely continued their profitable operations **but for** the information gathered from area residents with whom the NOPT officers had established a cooperative, trusting relationship.

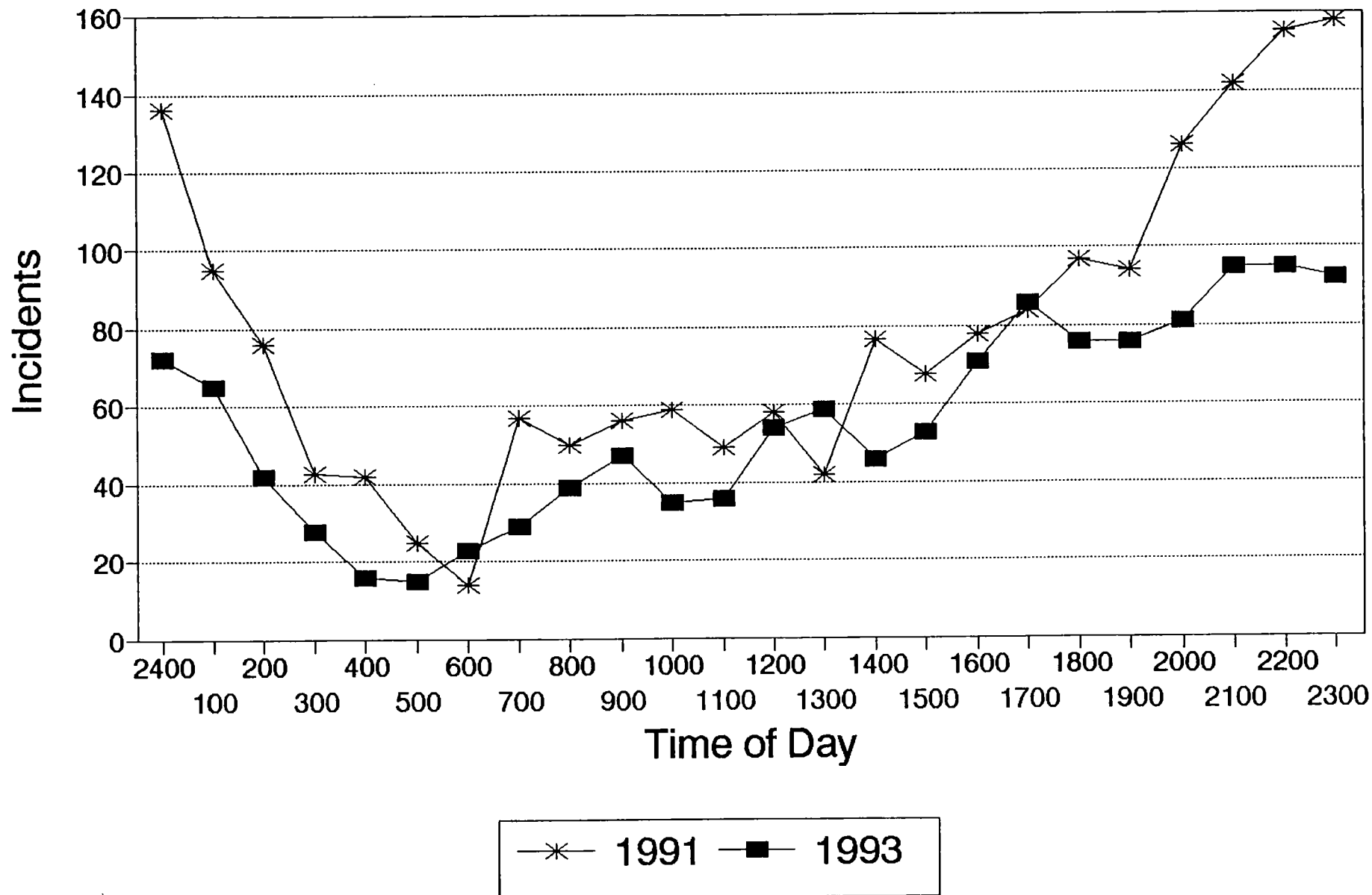
JOLIET POLICE DEPARTMENT

1992 Total Incidents per Hour



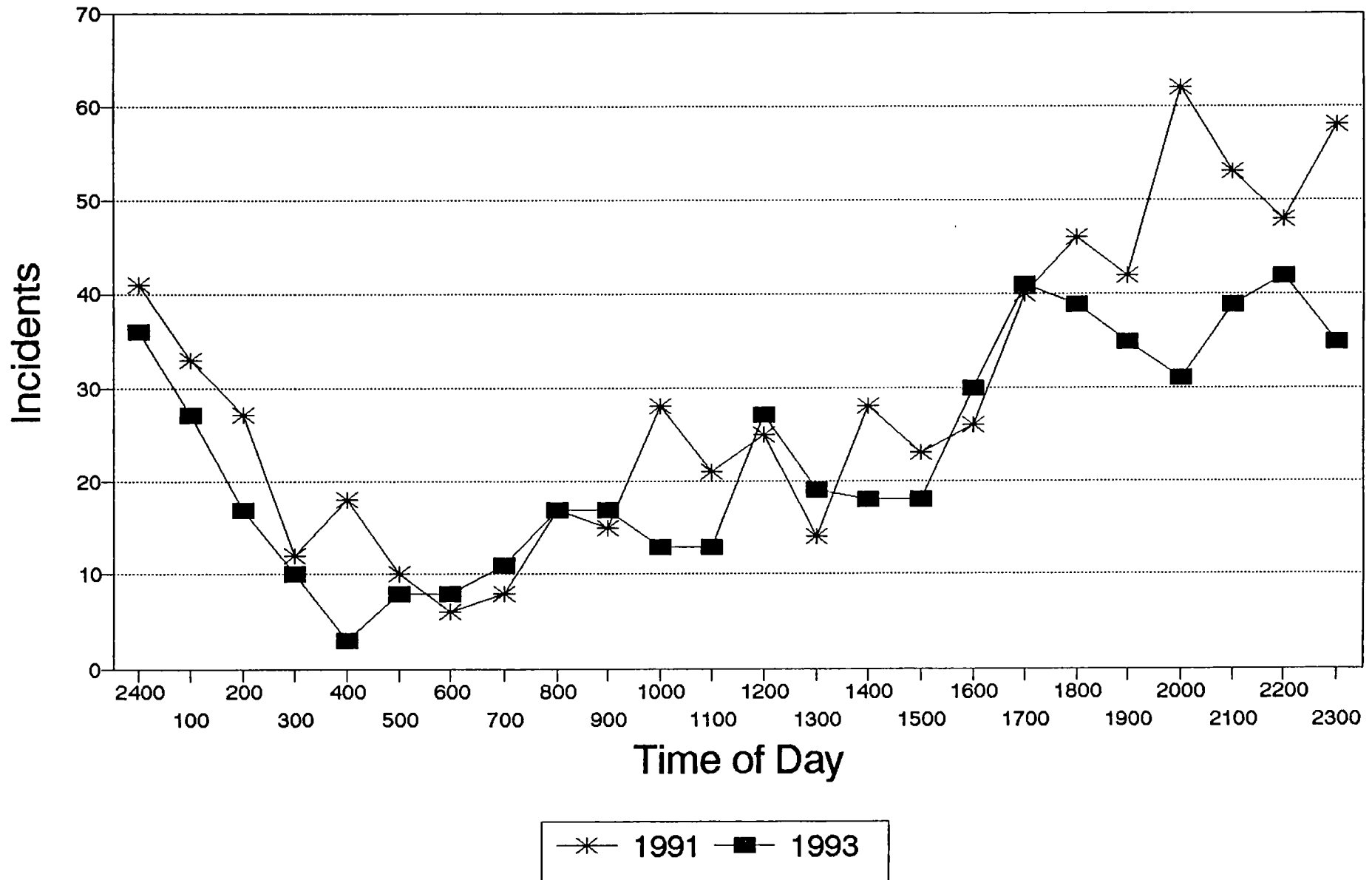
ALL NOPT AREAS

3rd Qtr Incidents by Time of Day



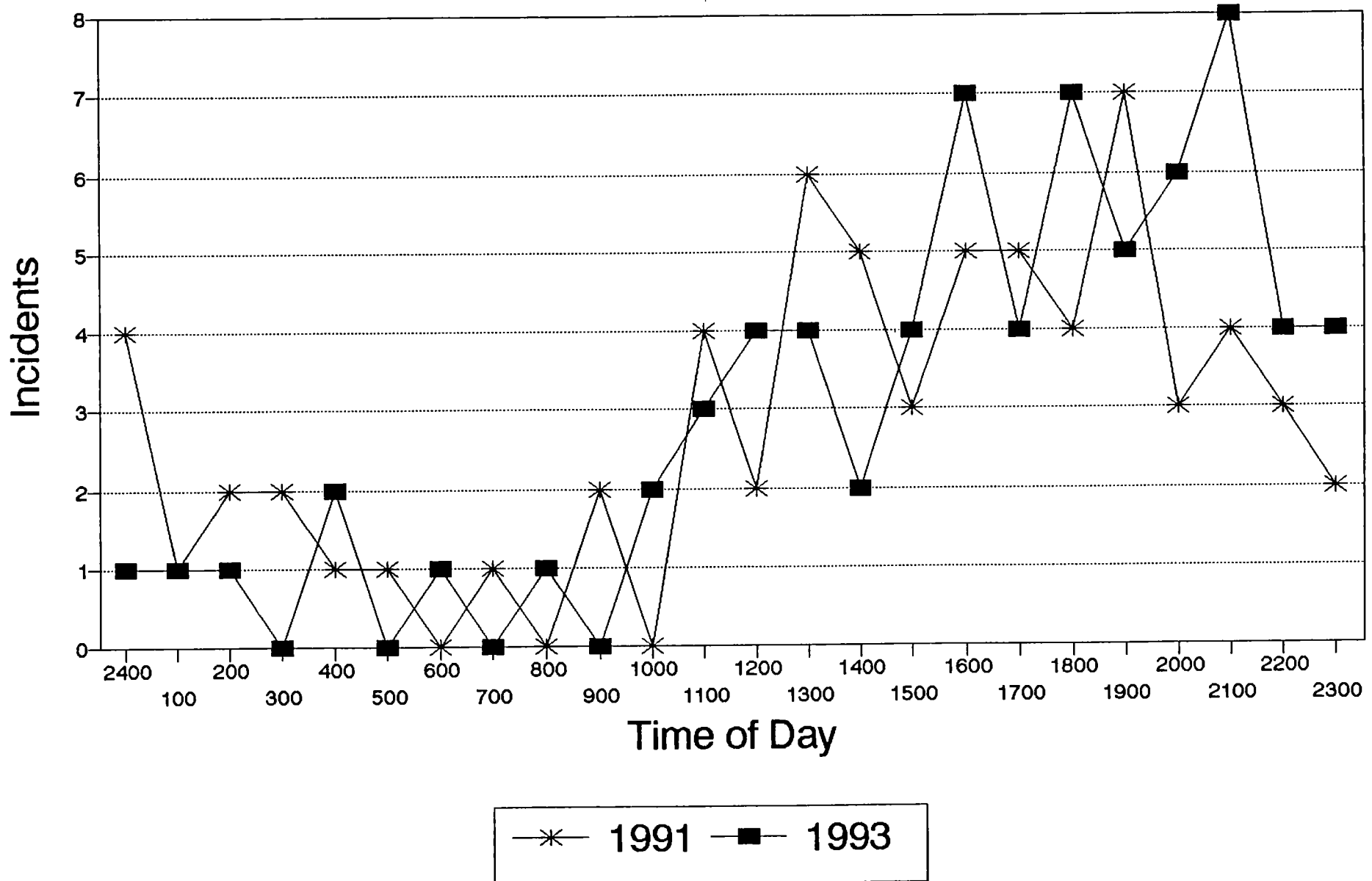
BENTON/GARNSEY NOPT

3rd Qtr Incidents by Time of Day



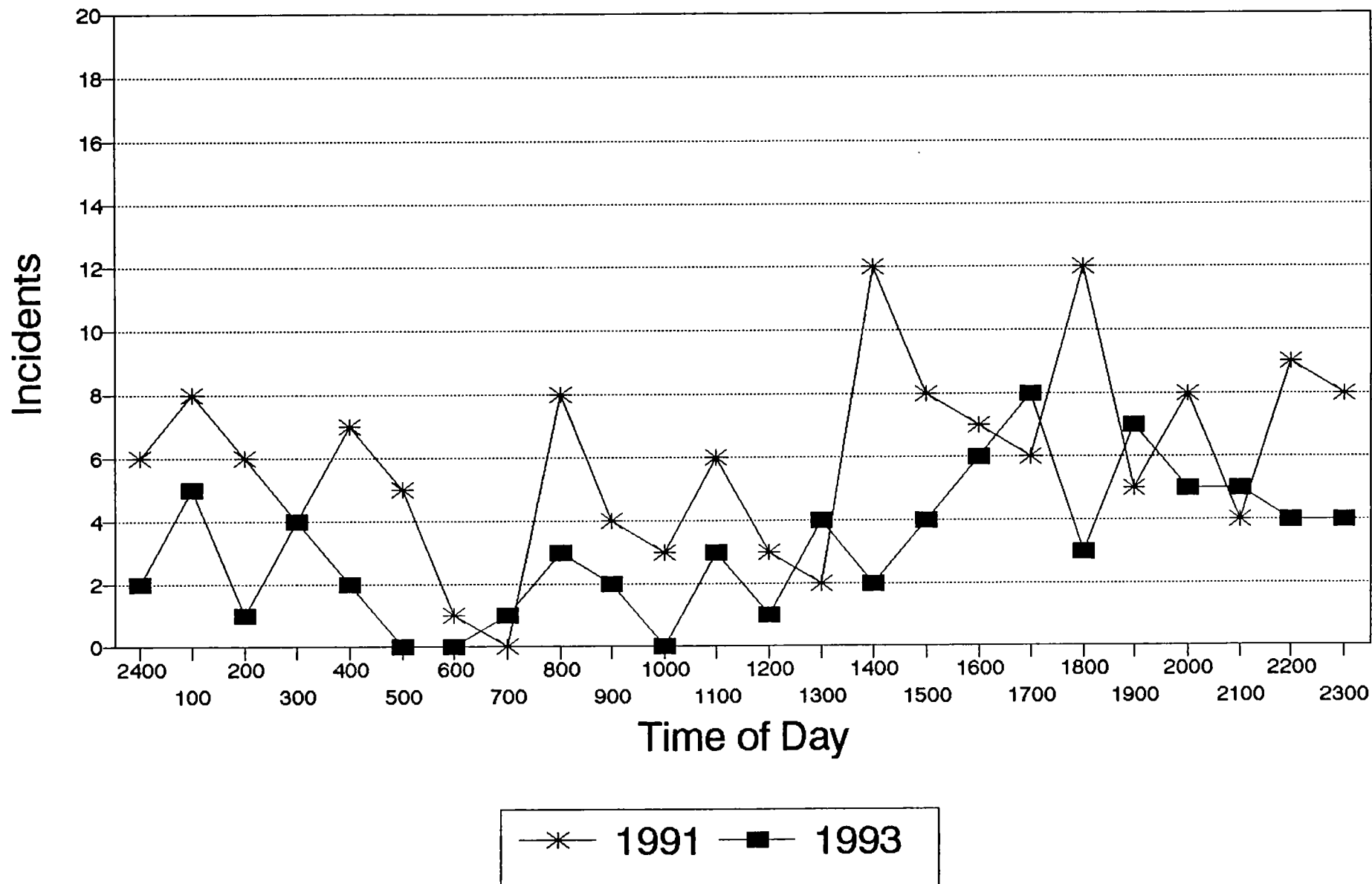
DESPLAINES NOPT

3rd Qtr Incidents by Time of Day



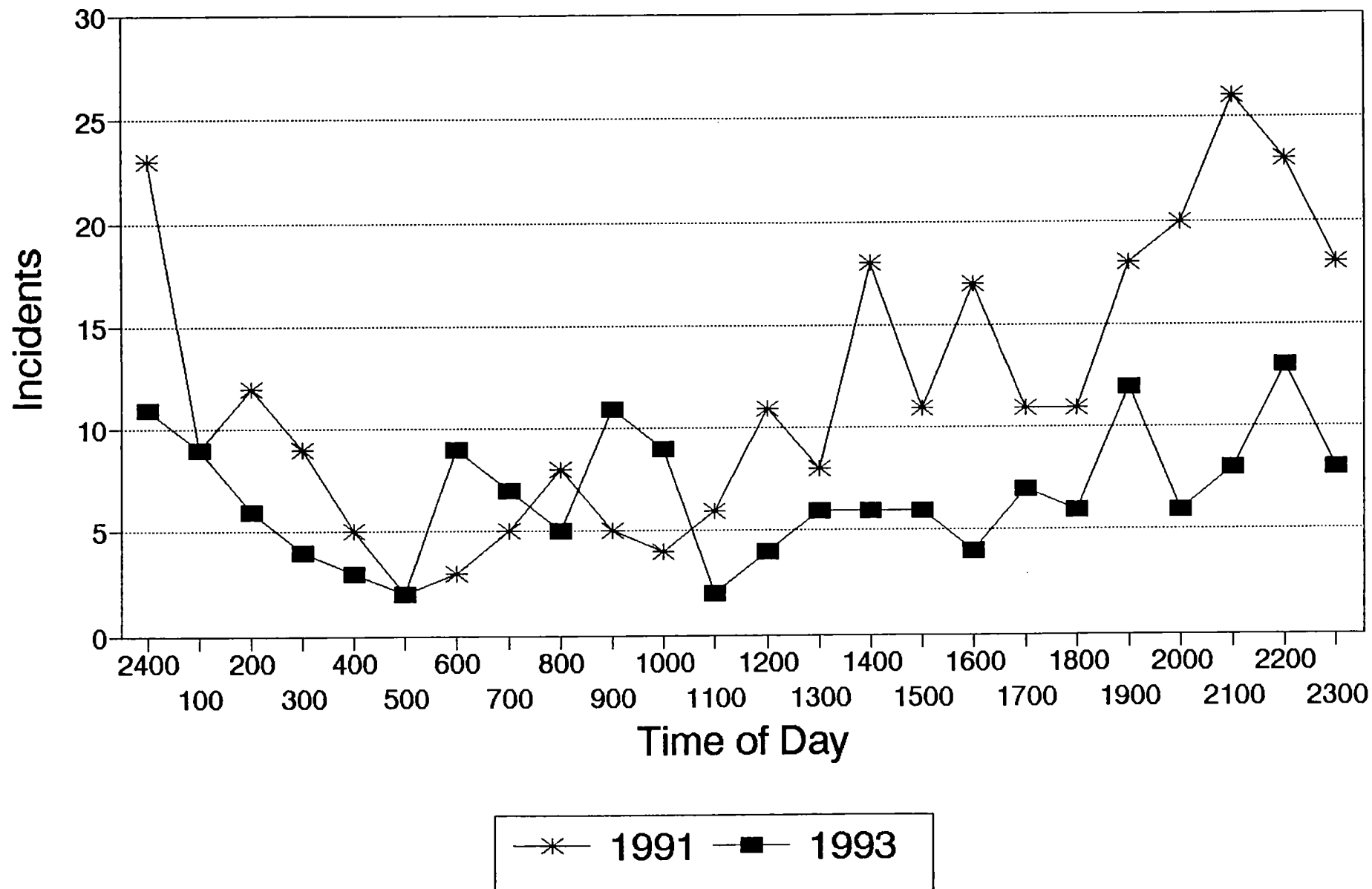
FAIRVIEW NOPT

3rd Qtr Incidents by Time of Day



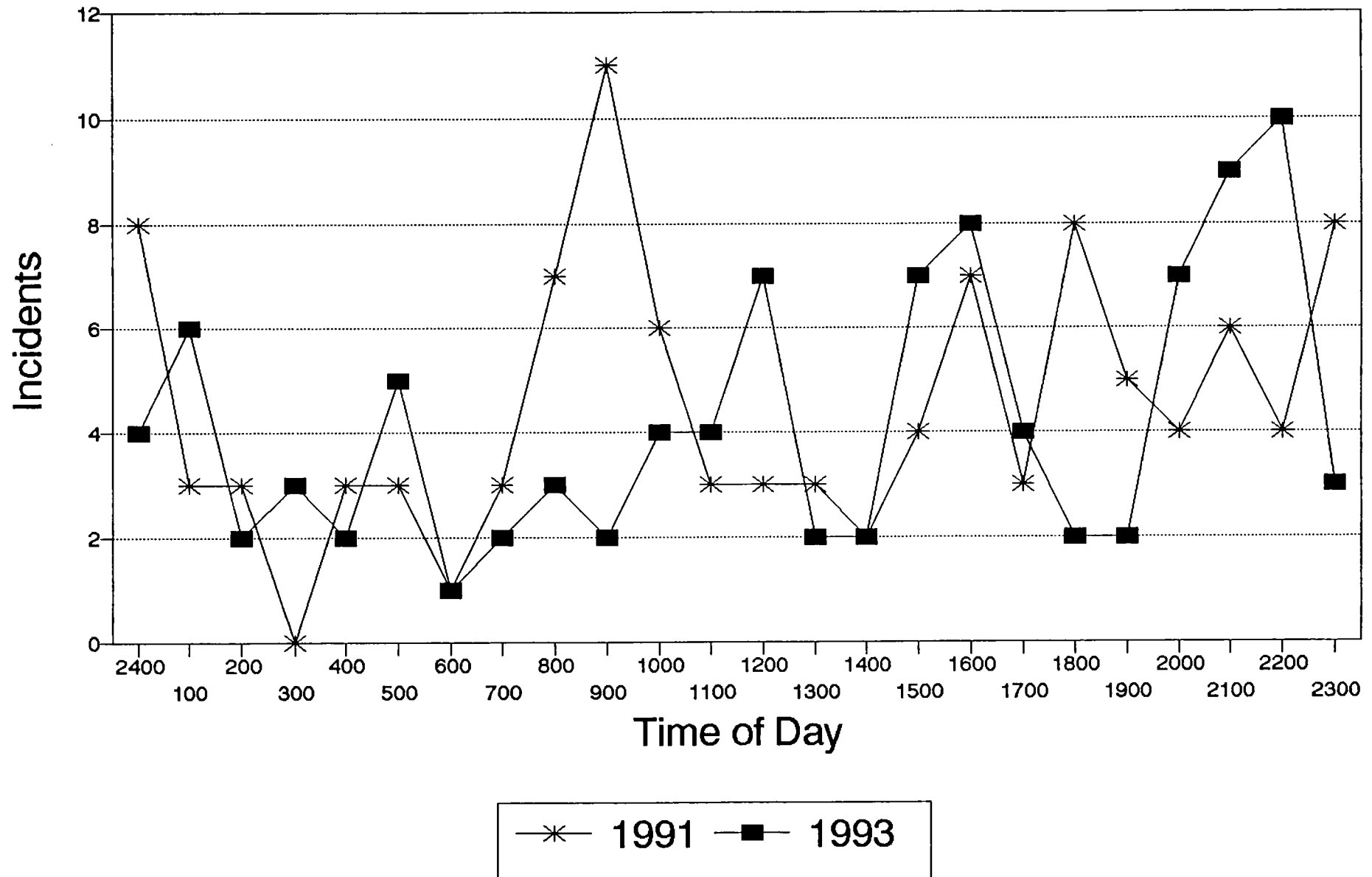
McDONOUGH NOPT

3rd Qtr Incidents by Time of Day



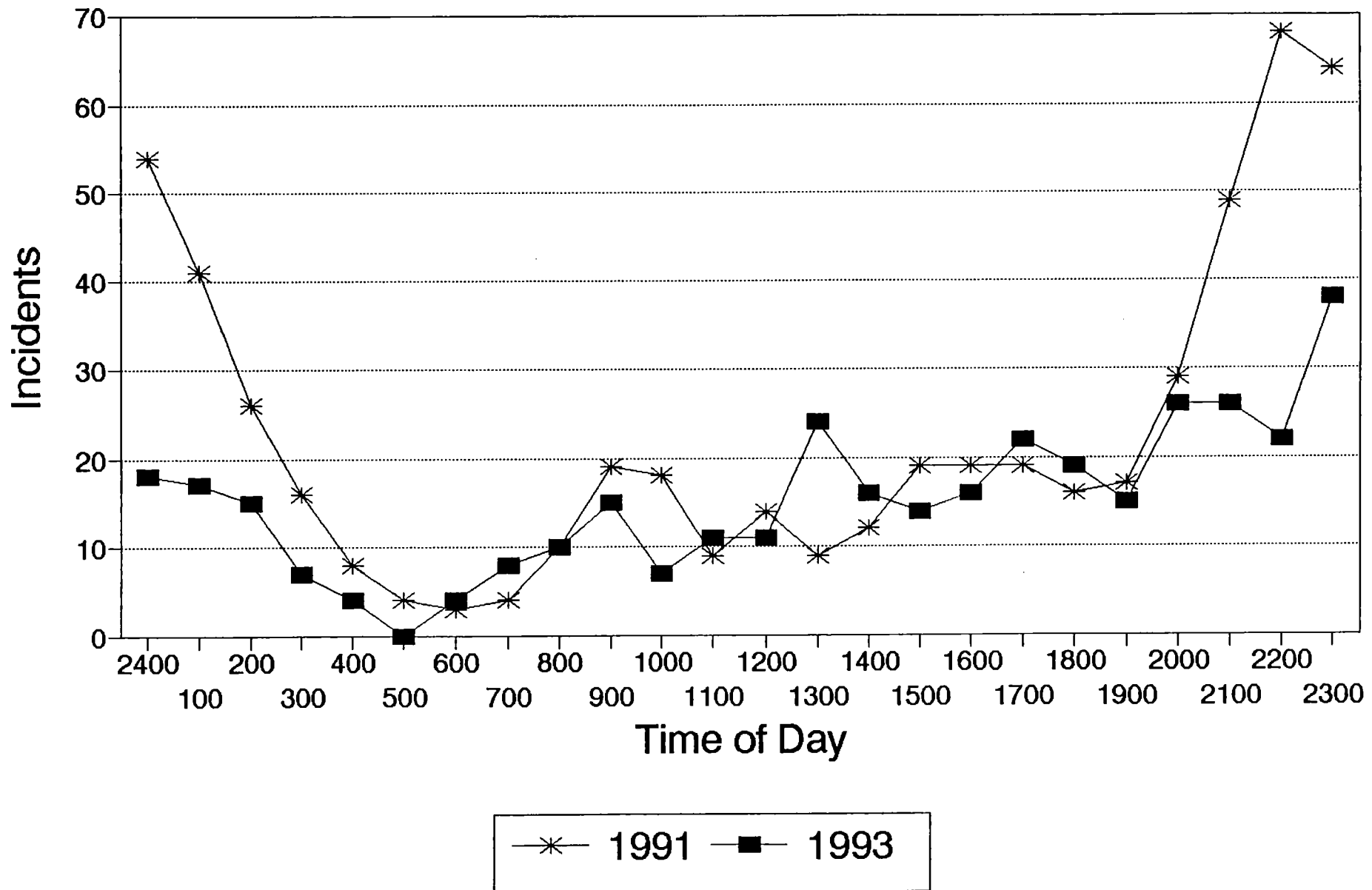
POOLE GARDENS NOPT

3rd Qtr Incidents by Time of Day



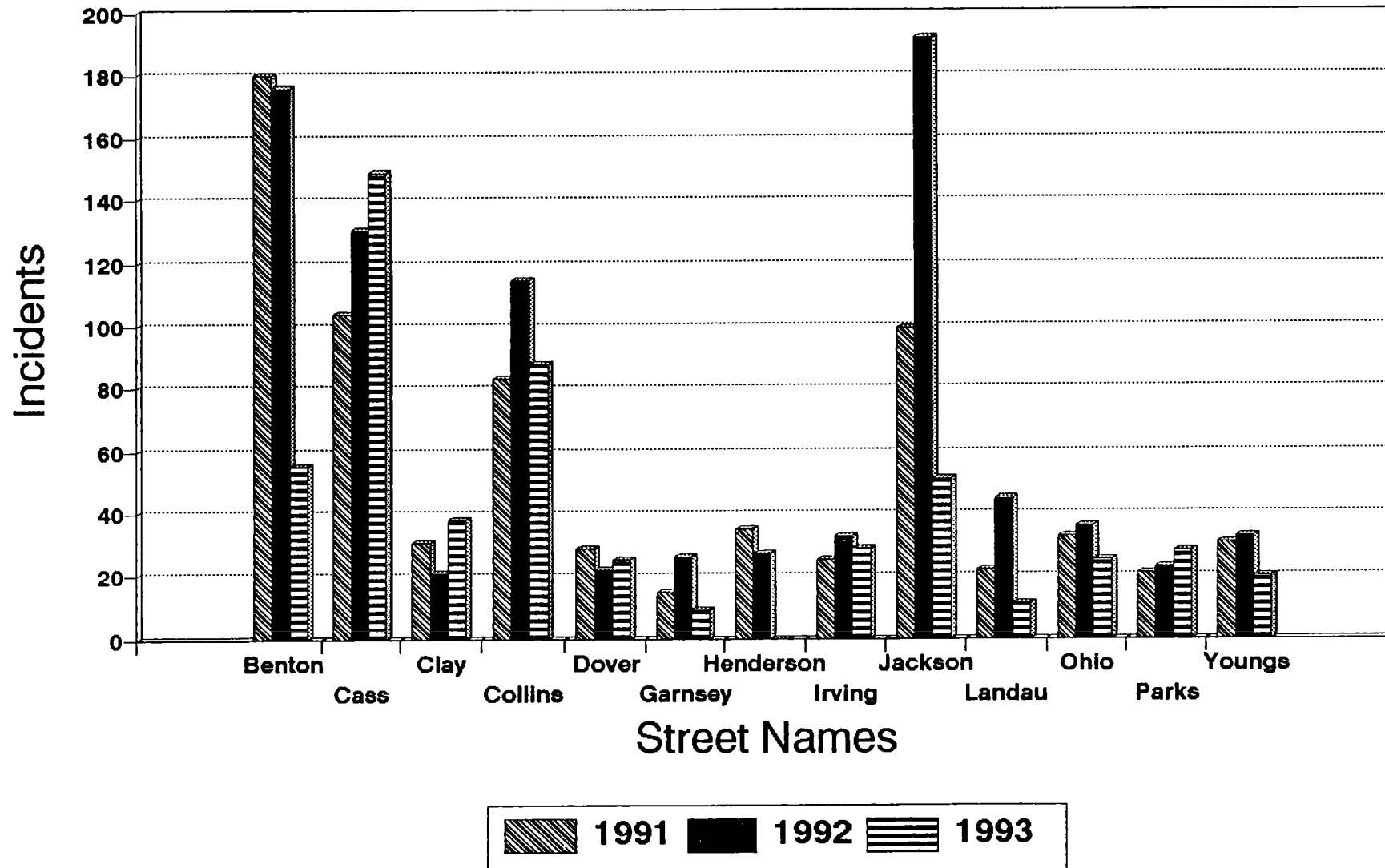
SECOND/UNION NOPT

3rd Qtr Incidents by Time of Day



BENTON/GARNSEY NOPT

3rd Qtr Incidents by Street



ORGANIZATIONAL PROGRESS

More Officers Undertaking Significant POP Projects

In terms of sheer numbers, the NOPT Unit of prototypical problem-solvers has expanded +69%: from twelve officers (eight grant-funded and four city-funded) and one sergeant in 1991 to twenty officers (eight grant-funded and twelve city-funded) and two sergeants (one grant-funded and one city-funded). This includes ten NOPT officers who are patrolling their areas as accredited Bicycle Patrol officers. As is evidenced by the submission of the 609 East Benton POP Project to the First Annual POP Award Competition (Appendix C), these officers exhibit an increasingly impressive range of responses and a long-term commitment to solving their neighborhood's problems. NOPT officers of this quality are proving to be among the most effective trainers and leaders that the Department has.

Thus far in Year II, two patrol officers have been formally cross-trained in NOPT. Cross-training requires switching a patrol officer with an NOPT officer for one month. During this cross-training, patrol officers have the opportunity and the support to become more comfortable with their problem-solving skills. At the same time, the NOPT officer who has "switched places" with the patrol officer has the opportunity to break down some of the communications barriers between units as well as providing highly accessible NOP instruction and advice to Patrol. Projects initiated by non-NOPT personnel now constitute over 40% of current POP projects and are, in general, more ambitious than projects undertaken during Year I.

During Year II, NOPT personnel have been involved in 54 projects versus 51 in Year I; an increase of +5.9%. Non-NOPT personnel have initiated 27 POP Projects versus 17 in 1992; an increase of +58.8% versus Year I. As is illustrated by the Project examples attached (see Exhibit C), we do not consider POP Projects to be simple, one-step or quick-fix solutions to a problem. Although the many routine activities of both NOPT and non-NOPT personnel -- regarding traffic and safety problems, common neighborhood disputes, and networking with the community and the City -- are appreciated, they are not accorded the status of a POP Project. NOPT personnel, in particular, tend to invest a significant amount of work on a problem before they consider it

extraordinary enough to be deemed a POP project. Nor is "success" necessarily the measure of a POP Project. The definition of a Joliet POP Project is: 1) identification of a chronic community problem **by someone other than an officer** [although it may be in conjunction with an officer]; 2) gathering as much information as possible **from as many sources as possible** [this often continues throughout the life of the Project]; 3) planned, multi-faceted responses to the problem **that go beyond the unilateral decisions and/or efforts of one officer**; 4) the quality of **problem follow-up** [how many responses were attempted? for how long?]; and 5) the impact on the community, including **improved quality of life and perceptions of heightened empowerment**.

The main difference between NOP and non-NOP officer involvement in POP Projects continues to be time. NOP officers have more time to spend working on projects and interacting with the community because remaining within their assigned neighborhoods on a long-term basis has been accorded the highest priority. NOP officers have, on average, been assigned to the same area for over a year-and-a-half; zone patrol officers have been on "permanent" assignment for eight-to-ten months. NOP officers have flexible hours; zone patrol still adheres to the shift structure. NOP officers are primary responders only in their assigned neighborhoods and are back-up responders to other areas only in extreme emergencies; zone patrol officers still routinely spend half of their time responding to calls outside of their zones because call prioritization and full service management (including, but not limited to, differential response) has yet to be instituted. In short, the current patrol structure still limits the zone officers' NOP activity to his "free time".

Despite time limits, zone officers have managed to avail themselves of the instruction, advice, and direct assistance of NOPT sergeants and officers with increasing frequency. Without exaggeration, we can now say that almost all NOPT personnel have direct contact with other personnel (usually from Patrol) specifically regarding a non-NOPT problem-solving project on a weekly basis. NOPT sergeants assist patrol officers in beginning and documenting their POP Projects on a daily basis. NOPT Officers are then available to help other officers with

the mechanics of working with the community to solve problems. As Patrol Officers attempt to solve more complex problems -- and must, therefore, devise more creative solutions -- we have found that they become increasingly likely to consult with experienced NOPT officers. The assistance that NOPT officers regularly render to other officers includes advice and information, introductions to important contact people, accompanying other officers to community meetings, and working with other officers on a relatively long-term basis to solve a particular problem. Both this informal mentoring and formal cross-training have stimulated the rise in non-NOPT officer involvement in POP Projects and, in general, a more NOP-oriented approach to their duties.

More Middle Management Involved in COP/POP

Middle management involvement continued, during Year II, to be our most stubborn impediment to Department-wide implementation of NOP. Through weekly readings (from both the Harvard Executive Sessions on Policing and a wide range of writers on effective management) and face-to-face contact with ex-Supt. Chris Braiden of the Edmonton Police Service, we have managed to move middle management to a fairly high intellectual "comfort level" with the NOP concept. The adversarial attitude of middle management to NOP has thereby "softened", decreasing to almost no active obstruction. However, only a few sergeants have reached the level of active support of problem-solving.

The Department has experienced on-going conversions to the NOP philosophy, largely among the lieutenants. From the beginning, we have received less resistance from lieutenants than from sergeants. Lt. Weiss, facilitator of the Mission and Values Committee, has been a proponent of NOP from the outset and has been of great assistance in formulating and articulating Departmental goals and objectives. Lt. Fitzgerald became a proponent of NOP during Chief Nowicki's tenure and is now the commander in charge of NOPT and its Tactical Response Team, as well as an instructor in C/POP. During Year II, Lt. Farmer also became heavily involved with implementing NOP on a Department-wide basis in his capacity as both the Afternoon Shift Watch Commander and the facilitator of the Professional Standards Committee. Other middle managers have gradually

become less hostile to the change that the NOP philosophy represents; a few more are even openly supportive and are working closely with the patrol officers on their shift.

Our first-line managers, the sergeants, remain the most entrenched policing traditionalists in the agency. In addition to the readings and training all middle management has received, individual sergeants have been coached and counseled -- on an informal one-on-one basis -- by NOPT supervisors and officers. Although some progress has been made versus a year ago, we will be requiring more tangible support from the sergeants during Year III.

Because most of the sergeants' criticism seems to focus on the implementation of NOP, rather than the philosophy, we have specifically invited recalcitrant sergeants to join every one of the Department's decision-making committees. Regrettably, these sergeants have -- without exception -- failed to take part in any implementation committees, even though the decision-making power of these committees has been proven over the past year. To some extent, knowledge of the failure of these sergeants to take part in decision-making committees has resulted in a loss of credibility with their followers. With fewer followers (usually patrol officers), these sergeants become less troublesome. And, despite the lack of participation by most sergeants, we are reluctant to mandate their input at this time. We prefer, for at least the remainder of Year II, to emphasize the rewards of active participation versus punishment for non-participation.

We have taken advantage of every possible opportunity to support and reward NOP-oriented sergeants. We have also taken great care to place NOP-oriented sergeants in key, high-profile positions such as Training Sergeant. Finally, during Year II, we began to groom a few patrol officers most likely to be sergeants within the next year. Both formally and informally, these officers have been placed in positions (such as Telecommunications Operations Supervisor) and/or given the task of implementing NOP support structures: assignments far beyond those usually entrusted to the rank-and-file. We hope that making rewards clearly

dependent upon participation in NOP -- even to the extent of enhancing an officer's prestige versus a recalcitrant supervisor's -- will garner more middle management support than will any form of punishment.

Call Management Policy in Place

During Year II, the Service Management Committee exceeded all expectations in planning and implementing changes in many day-to-day operations . . . not just Call Management. Due largely to the Committee's efforts and the support of the upper management, an overall pattern for operational change was put into place. Our pattern for change follows one guiding principle: the people who do the work are the experts and will, whenever possible, actually determine the internal policies and procedures that govern their work; or, at the very least, have input into those policies and procedures. Therefore, with little or no modification, the Service Management Committee re-established and manned a Telephone Reporting Unit; drafted and issued new/revised arrest and fingerprinting procedures; planned new internal security procedures; issued new telephone directories for city services; undertook the first phases of a long-range plan to revamp the inter-office communications system; installed new "community-friendly" signage around the Department; drafted and developed new policy and procedure for managing calls for service; and, to insure the quality of implementation and improved service to the public, and saw its chairperson installed as a "hands-on" supervisor of Telecommunications Operations. The above-specified Year II objectives (additional Telecommunications personnel in place, role of Community Service Officers re-defined, and expansion of role of "storefront" offices) were also accomplished by the Service Management Committee, or the Committee working with the Advisory Board and/or Department personnel. The work of the Service Management Committee has not only enhanced our operational quality and capacity, it has shown the rest of the Department what the "average grunt" can -- and will be allowed and encouraged -- to do.

At community meetings, and within the context of the Citizens' Police Academy, the community has been engaged in discussions regarding service as it is currently rendered by the Department and has been asked for suggestions on how to improve that service in the future. The most common community response to these queries is "We want our own NOPT officer." Instead of responding that time/financial/manpower constraints prevent the Department from doing so, we discuss the work of the Service Management Committee with the community. Thus far, citizens have invariably supported our ideas regarding differential response, storefront

offices, call prioritization, and the Telephone Reporting Unit. At this point, however, we cannot be certain if the citizens are truly agreeable or if they simply do not feel qualified (lacking specialized knowledge? intimidated?) to disagree. For this reason, we will begin by asking graduates of the Citizens' Police Academy to be the first community members to participate in internal Departmental committees in early 1994.

Preliminary Phases of Departmental Re-organization Accomplished

A basis for Departmental re-organization was established at a number of different levels: the service management level; the administrative level; the training level; the community level; and the "hands-on" street level.

At the service management level, the Service Management Committee began to plan and implement effective differential response procedures and efficient administrative procedures that will allow personnel the essential time and opportunity needed to problem-solve. These types of procedures must be developed and put into place to insure quality of service delivery while the Department is undergoing fundamental change.

At the administrative level, the decision-making experiences of many of our committees -- working both independently and with management -- has established a precedent for a team-based approach to management. This experience with team-based management will guide us in establishing effective intra- and inter-area team management styles. As of this writing, the day-shift sergeants assigned to areas and directed to begin team-oriented management of their areas have yet to formally implement any team-based structure. Therefore, upper management will be mandating that certain implementation guidelines and deadlines will be met by middle management during Year III.

At the training level, the array of training detailed below provided and/or enhanced the knowledge and skills that are a necessary precursor to our re-organization. A more detailed matrix of training given to NOPT personnel is also included (see Exhibit D).

At the community level, a series of meetings were held with Neighborhood Watch and other community groups to help us determine area and neighborhood boundaries, to gather more information regarding the demographics of areas and neighborhoods, and to exchange information and solicit input regarding our re-organization.

At the street level, officers were asked to identify three problems in their zones. They were required to consult as extensively as possible with the community, and to utilize as many resources as possible, to help identify these problems. The problems were then collated, and given to shift supervisors. At the time of this writing, the problems identified by officers are being checked against problems identified by a separate community survey and cross-checked with problems identified by other city agencies. This "hands-on" exercise is the Patrol Division's first experience of team problem-solving and will begin the "response" mode at the beginning of 1994.

ADMINISTRATIVE PROGRESS

Multi-Rank Advisory Board Undertaking Management Decisions

Administrative support structures are necessary for the implementation of the NOP philosophy. Following our primary guideline for effectuating internal change (the people that do the work, create the policy; see above), administrative support for NOP relies on three elements: 1) multi-rank, multi-division, multi-agency, goal-driven committees or teams of "average grunts", 2) strong ideological leadership from the Chief coupled with a willingness to push decision-making responsibility down to the ranks, and 3) the incorporation of feedback from the community.

The Advisory Board was the first committee to commence operation in Year II, and has undertaken two phases. The initial phase consisted of distinguishing which Year II goals justified the formulation of individual working subcommittees. This, along with some small projects, occupied the first few months of the Board's

existence. The Board then evolved into a monitor of the subcommittees, meeting only when activities need to be coordinated between subcommittees or to consider initiating a new subcommittee (see Exhibit F).

The first subcommittee fostered by the Advisory Board was the Service Management Committee. This Committee, typified by the motto "we simply do it", was originally convened to formulate and implement differential response policies and procedures. As has been outlined in Monthly Progress Reports and elsewhere in this document, the Committee has far exceeded its original charter. And, although Committee membership has grown and consults with management-level personnel when necessary, it remains our Departmental model for what a group of dedicated rank-and-file personnel can accomplish (for further committee detail, please see Exhibit F).

The city's multi-agency group, the Cooperative Team, also grew out of an Advisory Board initiative. The Team has made great strides in improving cooperation between the many city agencies charged, in one way or another, with solving the community's problems. This Team, facilitated by the City Manager, serves a number of purposes: 1) it provides an open forum for all city, and sometimes county, agencies to communicate and address the community's problems, 2) it expedites the formation of multi-agency "action teams" who focus on resolving a specific problem within a given timeframe, 3) it helps to prevent duplication of efforts and/or working at cross-purposes with other city agencies, and 4) it compels disparate agencies to discuss and focus on a unified, long-term vision -- instead of their own separate visions -- of the community's future. The Team met on a weekly basis for a number of months; experimented with one monthly meeting in August; and reverted to bi-weekly meetings in September. The Team's successes have already captured the attention of researchers and law enforcement practitioners at the national and state level and, at some point during Year III, we have been given to believe that Mark Moore, Faculty Chairman of the Program in Criminal Justice Policy and Management at the John F. Kennedy School of Government - Harvard University, is interested in documenting the development of Joliet's Cooperative Team.

The Professional Standards Committee, like the Service Management Committee, began with a somewhat more limited mission than the one it has grown into. And, again like the Service Management Committee, this subcommittee quickly changed its name (from the Performance Evaluation Committee) to reflect the broadening of its mandate. The Committee's members represent sworn and civilian personnel from each rank, division, union, race, ethnicity, and gender in the Department. The Committee's functions are outlined below (see **Revised Performance Evaluation System [Internal]** and **Groundwork for Revised Promotional System [External]**).

The Department's fifth group, the Mission and Values Committee, is so new it has yet to re-name itself. This Committee was originally charged with formulating a new Departmental Mission Statement and supporting Departmental Values. Although Department-wide input will be welcomed and solicited, it is currently the smallest and most management-heavy of our groups. It also has two members in common with the Professional Standards Committee to maintain close communications and a unity of purpose between the two subcommittees. Because the Departmental Values formulated by the Committee must remain synchronous to/in sync with a long-term vision of the Department and the evolution of that vision, the Mission and Values Committee is already contemplating the expansion of its role; consequently re-naming itself the Futures Committee.

Revised Performance Evaluation System (Internal) and Groundwork for Revised Promotional System (External)

The Professional Standards Committee (see above) quickly grew beyond its original mandate of revising the existing Performance Evaluation System. The Committee initially assumed that engineering a new performance evaluation system was their ultimate goal. To that end, they gathered performance evaluations from law enforcement agencies across the United States and Canada, reviewed packaged performance evaluation systems, and attended performance appraisal workshops and seminars. However, the more research the Committee did, the more short-sighted their original goal seemed to be.

The Committee realized that a new Performance Evaluation System should not be drafted in a vacuum. Before any further energy was expended, they needed to determine two things: the real necessity of a new System 1) to support the Department's Mission and Values and 2) as a basis for recognizing and promoting candidates for supervisory positions. Both of these seemingly self-evident propositions are now considered dubious, at best. It is possible that the Committee will recommend abolishing performance evaluations and substitute a very simple, succinct "reward or pass or fail" system; or, simpler still, a "reward" system. Such a system would focus on rewarding an individual or a team for efforts made pursuant to the Department's Mission and Values. This would also insure some minimal level of feedback -- again, focussing on the positive -- from supervisors. As we move our supervisors from a command-oriented style to a more coach-oriented style, personnel should receive the more and more supervisor feedback on a daily, "hands-on" basis. The "reward" system may be only a formal recognition of the feedback the officer receives on a regular basis.

In addition to the supervisory guidance and feedback that officers should receive more regularly, two other mechanisms will allow us to evaluate the status of Departmental personnel. These are the "bottom-up" reviews of sergeants and lieutenants by the officers, and peer review at all levels. When viewed with the "reward" system, these regular reviews give us a more accurate, complete picture of how an individual is faring within a Departmental context. In contrast, current Performance Evaluations probably tell us more about the relationship between an officer and his immediate supervisor than about the officer's personal and professional development.

By relying on relatively simple and effective feedback mechanisms, the Committee can sooner direct their efforts to addressing the problems of promotions and hiring standards. Resolution of these issues will help to determine the future of the Department, as well as the on-going success of the NOP philosophy. The Police and Fire Board, a very traditional, politically-based entity wholly external to the Department, has controlled promotions and hiring for decades. Therefore the Department has minimal, if any, input into promotions and hiring. The Committee has already recognized two responses to the situation: 1) gain control of/have greater input into promotions and hiring or 2) educate the City and the Police and Fire Board regarding the Mission

and Values of the Department, and somehow compel them to promote and hire police personnel accordingly. Currently, support for these options is quietly being gathered at a number of political and administrative levels. This has already resulted, with the ratification of the current union contract, in the granting of greater input into hiring and promotions to the Department. When we are better able to gauge the reaction of the Police and Fire Board to this recent development, the Committee will consider option strategies for Year III that may incorporate Police and Fire Board participation.

Internal Communications Improved

The NOP-oriented bulletin board next to the Assembly Room and the "What's Going On Around Here?" bulletin board containing updates on Committee projects have helped to disseminate reliable information. We hope that the broad focus of our fledging Departmental newsletter, "From the 21st Step", will further our efforts at improving internal communications (editions of this newsletter will be included with monthly progress reports). The most significant improvement has been made, however, in face-to-face communications between officers. Cross-training, more direct contact between personnel, and professionally facilitated discussions of internal diversity issues have all aided in overcoming barriers to internal communications. Further, a history of growing NOP success and a resilient sense of humour have provided a Year II atmosphere more conducive to communication.

Documentation of Projects Improved

Both formal and informal documentation of projects has greatly improved. Officers now have relatively detailed, extensive POP project files and keep a notebook of daily contacts, notes, and observations. NOP sergeants and officers regularly assist patrol personnel in the "how-tos" of project documentation. The Tactical branch of NOP also keeps complete files on POP/Tactical projects. And peer pressure, particularly a healthy rivalry between NOP and Tactical, compels more officers to maintain a certain quality of documentation (for detail, please see Exhibit C).

Preparation of project files as case studies for presentation to other departments, at conferences, etc., and/or in submission to the Webber Seavey Award for Quality in Law Enforcement, the First International POP Award, etc., has also stimulated greater care and pride in documentation during Year II.

Technical Consultant's Role Revised

In accordance with Year II goals, the Technical Consultant's role changed significantly in each of the following respects:

- Much more work was done with individual officers, both in NOPT and in other units, on specific POP projects, general problem-solving skills, project documentation, and inter-agency trouble-shooting.
- New training, more responsive to the Department's needs, underwent development and the initial phases of implementation during Year II. Experimentation with an on-going tolerance/diversity/hate crime program, in collaboration with the University of Illinois at Chicago, commenced mid-Year II. An approach to establishing alternative responses to stressful incidents, done in cooperation with senior PERF staff, was in development. And a Citizen/Officer Academy began with training in meeting management skills and exercises in police-community collaborative planning.
- As Department personnel took over the leadership of committees, the Technical Consultant was able to move into the role of facilitator and advisor.
- Participation in community meetings and involvement with specific community projects, such as YouthBuild, became a regular part of the Technical Consultant's schedule. In addition, some residents of NOPT areas began to contact the Consultant when they had a question and their area officer was not working, or when they wished to commend an officer or complain about a particular situation.

To a lesser degree, there has been some success in moving middle management to greater acceptance of NOP through an education campaign. However, this has yet to manifest itself as a significantly higher degree of active involvement in NOP (see above).

TRAINING PROGRESS

Presentation Skills

Personnel with notable presentation skills devoted a substantial amount of time during Year II to coaching and mentoring those with lesser skills. We include in the term "coaching" everything from actual in-

house coaching to participating in the presentation itself. Although most of the coaching personnel were experienced NOPT officers, there have been instances in which patrol officers who are more familiar with particular community members have coached NOPT officers. Some skillful senior personnel, such as Lt. Weiss, often serve as "lead" presenters and facilitate the presentations of other personnel. And, when the Chief is invited to speak in public, he encourages the invitation of NOPT or patrol officers to speak with him. Finally, we are lending peripheral support to presenters by arming them with informational brochures and charts and graphs.

Citizens' Police Academy Established

Felice Kirby, of the Citizen's Committee for New York City, conducted an on-site survey of the Department, community groups, and community meetings during Year II. Then, in consultation with the Department, began to plan a curriculum -- specifically suited to Joliet's needs and capabilities -- that would establish a model for police-community collaboration. The Academy will meet for the first time in the fall of Year II.

During Year II, we have decided to focus on three components: 1) a workshop, for police and City personnel, on working with community groups; 2) meeting management skills for both the police and the community; and 3) collaborative planning exercises for both the police and the community. We will evaluate the impact of these sessions before the end of Year II. We will utilize these findings in planning the future activities of the Academy.

Alternative Stressful Incident Response Techniques Developed

A broad-based Departmental working group met during Year II to develop a comprehensive approach to managing stressful professional situations. The group was facilitated by Bill Geller, PERF Associate Director and a well-known commentator on use-of-force issues. The group's findings present us with three needs: 1) more counseling and psychological support services, 2) more training and discussion of diversity/tolerance topics, and

3) more training in alternative use-of-force techniques. Although we began to address these needs during Year II, we will be making a concerted effort to fulfil these needs during Year III.

Verbal Judo

Both of our NOPT sergeants became certified Verbal Judo instructors during Year II. Department-wide training is planned during the fall of Year II.

Because Verbal Judo is a series of lectures and exercises that both explores diversity/tolerance issues and illustrates alternative use-of-force techniques for controlling stressful situations, this training answers some of the needs identified by the Alternative Response group, above.

Team-building Exercises

All NOPT personnel completed a team-building workshop offered by the Parkside Lodge of DuPage. NOPT officers and sergeants spent a full day at Parkside participating in verbal and physical exercises designed to explore the dynamics of an effective team. This workshop will be offered to all Department personnel.

Team-building exercises were also undertaken in connection with the re-organization of the Patrol Division and the Citizen/Officers Academy. In addition, the inaugural meeting of the City's Cooperative Team was devoted to a discussion of teams and team-building.

Middle Management Outreach

Chris Braiden, recently retired Superintendent of the Edmonton, Alberta Police Service, visited Joliet during Year II for a series of one-on-one discussions with sergeants. After these discussions, Supt. Braiden debriefed the Chief, Technical Assistant, and a small group of administrators regarding the next steps that could be taken to bring these middle managers into active involvement with NOP. We will be incorporating some of Braiden's recommendations into our Year III strategies. For the duration of Year II, Braiden was in agreement

with our practice of making it clear that we reward and support effective, innovative policing and do not support -- and will even reprimand -- obstruction of the Department's mission and goals.

To provide middle managers with more NOP and NOP-related information, we have distributed weekly readings to all captains, lieutenants, and sergeants. The readings always include one of the "Perspectives on Policing" series of reports published by the National Institute of Justice and administered by the Kennedy School's Program in Criminal Justice Policy and Management. These reports are often accompanied by shorter articles on such topics as ethics in policing, supervising the officers of tomorrow, and new management techniques (especially Total Quality Management). By all indications, these readings have stimulated discussion among middle managers and have enhanced their "comfort level" with the NOP philosophy. It has also reinforced the perception that NOP is not a temporary, isolated program but a long-term, international change in policing.

In the last quarter of Year II, we will begin sending sergeants to the week-long Management Development Program conducted by the University of Illinois at Chicago Office of Security Programs for the Chicago Police Department. The Program emphasizes management skills and incorporates a week-long simulation exercise that compels the participants to utilize a wide range of skills and knowledge. Special segments of the Program are devoted to cultural diversity, community policing, dealing with the media, etc., and are facilitated by experienced practitioners in the field. By sending our sergeants through training outside the Department, we hope to accomplish the following: 1) once again, the perception that the NOP style of policing and police management is isolated to Joliet will be refuted; 2) outside training may have more credibility, or enhance the credibility, of on-site training they have already received; 3) taking them out of the Department may "shake up" entrenched attitudes; 4) they will be able to network with Chicago sergeants, and UIC staff and trainers; and 5) they may even gain in self-confidence and enthusiasm when they realize what an advanced of knowledge and skills they have already attained. Because this Development Program focusses, in part, on the Booze-Allen recommendations to the Chicago Police Department, we will re-consider the Program's value to

Joliet after two-to-three selected sergeants have completed the training. The Technical Consultant will also monitor the Program and will help to determine, along with the sergeants and the Chief, whether participation should be continued.

Finally, as part of the re-organization of the Patrol Division, all Patrol sergeants will be given a series of practical problem-solving exercises designed to give them the "hands-on" experience of undertaking a POP Project and supervising an officer(s)'s POP Project.

Site Visits

This year NOPT and Patrol officers, sergeants, and lieutenants returned with a great deal of information, enthusiasm, and pride (due to Joliet's Year I and II accomplishments) from site visits. The Department has benefitted in the following ways from Year II site visits:

- Ft. Lauderdale, FL: Additional NOPT officers were trained in police bicycle patrol for the Fairview area; one officer was certified as a training instructor. Our certified training officer has since trained six full-time and four back-up bicycle patrol officers, plus bicycle patrol officers from surrounding jurisdictions. Police Bicycle Patrol is now active in five areas -- Jefferson, Fairview, DesPlaines, City Centre, and Benton/Garnsey -- and has been utilized as a single unit for special deterrent patrol in a series of residential burglaries and a series of criminal sexual assaults. The Bicycle Patrol is hugely popular throughout Joliet and, from all reports, has had a positive impact on the perception of crime. In addition, an actual impact on crime has been documented in Jefferson and Fairview NOPT areas; it is too soon to draw conclusions regarding the other Bicycle Patrol areas. Personnel attending: NOPT Ofcs. Dwayne Killian, David Saxon, Jeff Kneller, Anthony White.

- Tempe, AZ: A complete set of COP/POP-related orders and procedures, performance evaluations, and an outline of Tempe's area-based patrol structure were obtained during this site visit. Officers also gathered

information on intra-governmental cooperation for our Cooperative Team and tourist-targeted crime for our City Centre/Riverboat Casino area. Personnel attending: NOPT Ofcs. Joseph Peters, Christopher Regis.

- Santa Barbara/Hayward, CA: Information was obtained regarding police/community anti-gang and anti-graffiti efforts. As a result of this officer's site visit, we are testing a "package" of anti-gang strategies in NOPT areas that includes letters notifying parents that their child is often seen in the company of known gang members (the officer also drafted the procedural order for use of this letter), enforcing a number of little-used underage drinking and public drunkenness ordinances, and utilizing Bicycle Patrol. Personnel attending: NOPT Ofc. Michael Reilly.

- Portland, OR: Officers attended a workshop on Landlord/Tenant Training, underwritten by a BJA grant to the Portland Police Bureau, and worked with Portland officers familiar with different aspects of Portland's related enforcement procedures. These officers have since influenced Joliet building, leasing, and landlord/tenant ordinances; instituted new tenant screening procedures in Joliet; revised Joliet's trespass agreements; established very effective working relationships with city inspectors; and, for their efforts, been voted honorary members of the Joliet Regional Landlords' Association. They are currently planning to begin Landlord/Tenant Training workshops in Joliet. Personnel attending: NOPT Ofcs. Robert Blackburn, James Scarpetta.

- Champaign, IL and Sparks, NV: Two sergeants were certified as Verbal Judo instructors at the Verbal Judo Institute. Verbal Judo training, as an alternative to use-of-force, was scheduled Department-wide beginning in November. Personnel attending: NOPT Sgts. James Powers, Steven Jaeger.

- Springfield, IL: Two additional D.A.R.E. officers were trained to meet the growing demand for D.A.R.E. activities from the schools and the community. Personnel attending: Ofcs. Rex Provenzale, Jack Douglas.

- New Haven, CT: Valuable networking and information exchange with other Chiefs took place at the Working Conference on Community Policing Strategies for Medium-Sized Cities. In addition, the Chief was able to visit the Yale/New Haven Child-Centered Community-Based Policing Program, underwritten by a grant from the Office of Juvenile Justice and Delinquency Prevention. Based on the Chief's assessment, Joliet is looking forward to replicating this Program when training and/or technical assistance becomes available. Personnel attending: Chief Joseph Beazley.

- Chicago, IL: Ten members of the Department attended the PERF Regional Meeting, hosted by the Chicago Police Department, to hear presentations on "Total Quality Management". Because we are in the process of addressing our middle management "buy-in" problem, the presentations by Chief David Couper, of Madison, WI, and Bill Millon, Vice President of Motorola, were very timely and relevant. Personnel attending: Chief Joseph Beazley; Deputy Chief David Gerdes; Lts. William Fitzgerald, Nicholas Weiss, David Farmer; NOPT Sgt. James Powers; Ofcs. Keith Turney, Jay Terry, Cindy Gonzalez; Technical Consultant Sandy Kaminska.

- Arlington, VA: Officers returned from the NIJ-sponsored Community Policing Conference with a vast array of useful information but, most importantly, accomplished their goal of gathering information useful to the Service Management Committee and Professional Standards Committee. Personnel attending: Lt. David Farmer, Ofc. Keith Turney.

Tampa, FL: One NOPT officer took part in a QUADS open-air drug market operation, and post-operation briefing, with Tampa officers experienced in both community policing and the QUADS multi-agency drug market effort. Personnel attending: NOPT Ofc. Bradley Price.

San Diego, CA: A total of nine Department and City personnel (eight of whom will be grant-funded) will be attending the Fourth International POP Conference, sponsored by PERF and the San Diego Police

Department. Seven of the attendees have been invited to participate in workshop panels; two attendees will be presenting their POP Project as finalists in the First Annual POP Award competition. Last year's POP Conference was, perhaps, the single most valuable site visit made based on learnings of benefit to the Department, networking that has benefitted us over the past year, and the contribution of our personnel to the training benefit of other conference participants. Personnel attending: Lts. William Fitzgerald, Nicholas Weiss; NOPT Sgt. Steven Jaeger; NOPT Ofcs. Brian Benton, Michael Reilly, James Scarpetta; Ofcs. Jay Terry, Keith Turney; City Management and Budget Director Robert Frasier.

Other site visits, which were not funded by the grant but were of benefit to our implementation:

- Washington, DC: Valuable insights and information were garnered by Chief Beazley and Lt. Weiss, particularly regarding middle management "buy-in" and intra-governmental cooperation, at the PERF Annual Meeting. Personnel attending: Chief Joseph Beazley, Lt. Nicholas Weiss, Technical Consultant Sandy Kaminska.
- Lawrence, MA: Lt. Fitzgerald, commander of the NOPT and its Tactical Unit, attended PERF's Senior Management Institute for Police (SMIP). This three-week program could best be described as the equivalent of the FBI National Academy for progressive, COP/POP-oriented law enforcement managers.
- Madison, WI: One NOPT officer and our Crime Prevention Officer made a site visit to observe "Total Quality Management" implementation and police/community relations. Personnel attending: NOPT Ofc. Bradley Price, Ofc. Jay Terry.
- Itasca, IL: Two NOPT officers assigned to the Fairview housing complex, plus an NOPT sergeant, participated in the regional Weed & Seed "Community Policing in Public Housing Training Workshop" administered by the International City/County Management Association, the National Center for Community Policing, PERF, and the Institute for Law and Justice. Although the grant supplied a partial per diem for the

three-day seminar, the Department and the Housing Authority of Joliet funded the bulk of the expenses.

Personnel attending: NOPT Ofcs. Anthony White, Jeffrey Kneller; NOPT Sgt. Steven Jaeger.

COP/POP Refresher Course

All new officers have received COP/POP training and have spent two weeks of their field training with NOPT. Although no formal training has taken place to supplement last year's two-day, Department-wide training; informal, one-on-one instruction is regularly obtained from experienced NOPT sergeants, NOPT officers, and the Technical Consultant.

Computer Skills and Basic Incident Analysis/Crime Analysis Skills

Until the Department installs a LAN at the beginning of Year III, we will remain somewhat challenged by a lack of readily available computer stations. Nonetheless, we have made significant progress in expanding our skill base. All NOPT personnel now have basic word processing skills and have significantly increased both the quality and quantity of their documents and presentations. They also run PIMS Reports, or ask the Community Service Officers (CSOs) to run them, with increasing frequency. They now utilize these reports for everything from charting their impact on a problem, to helping to identify a problem location, to graphing incident trends. The quality of their problem analyses has increased commensurately. The Patrol Division, at least at the supervisory level, is now beginning to follow suit and analyzes PIMS Reports to track different types of incidents or analyze incident occurrences at different times of the day.

Progress has also been made in the installation of a mapping program (STAC; utilizing MAPInfo and FOXPro) and establishment of a "clean" incident database. This should be complete by the end of Year II and accessible through the LAN during Year III.

COMMUNITY OUTREACH PROGRESS

Increased Involvement in Community Empowerment and Programs That Offer Positive Alternatives to "At-Risk" Youth

Due to a combination of unremitting Departmental efforts, movement of personnel into key positions, support from city government, and the gathering momentum of success, very significant progress was made in this area. Personnel from NOPT, Patrol, D.A.R.E, the Canine Unit, the Tactical Unit, Crime Prevention, G.R.E.A.T., Administration -- even the Technical Consultant -- were present at an unprecedented number of community meetings and/or involved with police/community projects.

As a result, the Department has been a catalyst for a number of new programs throughout the community. Officers have responded to direct requests from citizens, community leaders, and gang members for more recreational, educational and employment opportunities. Departmental personnel have used their skills to cut red tape and act as facilitators between the community and city government, private organizations, businesses, schools, and social service organizations.

A prime example of Departmental facilitators are Tactical Sgt. Pedersen and NOPT Ofc. Benton, who were instrumental in establishing and maintaining the first YouthBuild vocational and educational opportunity program in the DesPlaines area. This project has already renovated an annex to the Warren-Sharpe Community Center and a four-bedroom home that was sold to a low-income family under the Homestead Program. Former gang members now have marketable work experience and a G.E.D. certificate; some are working on the next YouthBuild project, some have gone on to regular employment with contractors, and some are continuing their educations at the junior college level. The second YouthBuild program, the result of NOPT Officers White and Kneller responding to the needs communicated to them by Fairview residents, is renovating its first house; has had five former gang members receive G.E.D. certificates thus far; and has three participants entering junior college this fall. The Fairview YouthBuild is also incorporating as a non-profit corporation and plans to expand into other vocational training and small-business start-ups during Year III. The ParkBuild project, spearheaded

by Ofc. Starceвич in cooperation with the community, has been similarly successful in bringing a safe play area to the heart of an under-resourced, fear-ridden neighborhood. All of these programs required a great degree of community, police, and city government involvement, and have resulted in a gratifying degree of community empowerment through education and job opportunities.

Moving a NOP-oriented officer with excellent presentation skills into the role of Crime Prevention Officer has had a dramatic effect on the level of constructive activity among Neighborhood Watch and community groups. Neighborhood Watch groups formed, or dormant groups were re-activated, in areas where residents had been either too intimidated or too disorganized to coalesce. Seventeen more Neighborhood Watch groups have been active Year II versus Year I. At least ten neighborhoods held block parties this summer that were cooperatively planned by the residents and NOPT and/or Crime Prevention officers. These parties took place in areas like Third/Sherman and Parkwood where, six months ago, residents were afraid to let their own neighbors into their homes. The mere presence of the NOPT has, in some cases, created an atmosphere wherein the community can feel comfortable enough to both organize and socialize. And, with the help of Crime Prevention and other Department personnel, some of these groups are becoming more confident, knowledgeable, effective activists. The community is beginning to use the officers as resources for neighborhood empowerment: the community asks the officers who to call to get things done -- but a community member makes the phone call, attends the public meetings, tangles with the bureaucracy, etc. Officers are encouraged to empower and instruct the community, not to control the community or fight the community's battles.

Communication between community groups has also been facilitated by the Department. Officers have networked community groups with a common interest, such as down-zoning their residential housing stock, in order to exchange information and experience, and to coordinate their efforts. The Citizens' Police Academy also affords ample opportunity for participants to network with each other and with Academy facilitators.

The Department began to produce and distribute informational brochures on NOP, and NOP-related developments such as TRU, throughout the community. We also instituted the first in a series of brief community surveys, on over-sized postcards, that will be distributed randomly throughout the city on a quarterly basis. All materials have been printed in both English and Spanish (please see Exhibit H).

One way to quantify the increase in cooperative relations with the community might to contrast the number and geographic distribution of current trespass agreements versus a year ago. Trespass agreements were initially popular among the businesses in the Jefferson NOPT area. Although the agreements still tend to be concentrated in NOPT areas (perhaps because these areas were originally targeted as our highest-incident areas), they have spread throughout the city and have increased over eight-fold since last year (0 in 1991; 18 in 1992; 149 as of October 1993).

Citizens' Police Academy

After the initial training seminar, Department facilitators (including the Technical Consultant) will lead community participants through "how-to" presentations and exercises on collaborative problem-solving (see above under Training Progress). During the second half of the Academy, focussing on NOP and Neighborhood Empowerment, classes will be "team-taught" by the Technical Consultant, an active member of a community organization in Chicago (tentatively, Candace Howell of C.A.N.S.), an active member of a community organization in Joliet (tentatively, Charlie Graham of St. Pat's or Al Forts of the near west block watch), and a NOPT officer. In addition, Academy participants will be asked to identify subjects, such as gangs or violence in schools, for elective "special topics" seminars. "Special topics" sessions will be roundtable discussions led by a panel of local practitioners and citizens.

It is expected that Academy graduates will go into their respective communities and train other community members how to better organize and mobilize in their own self-interest, as well as become more

effective partners with the Department. Because the Academy is still very new, we have yet to decide whether, or when, citizens will be utilized as teachers/facilitators more extensively.

Community Involvement in Department Efforts

Although the community has more input into Department activities vis-a-vis the cooperative efforts outlined above, formal inclusion of community members into Department and/or City planning meetings is still somewhat premature. Our Year III plans, however, were discussed with various community groups, and their input was solicited.

Year III itself will see a turning point in our focus. The entire Department will be engaging the community on a city-wide basis. From this outreach we hope to solicit, not only broad-based support for NOP, but a broader base of citizen participation in all phases of NOP implementation.

Cooperative Team

The Cooperative Team has succeeded in involving members of other city departments in problem-solving on a regular basis. And, as the Team evolved, it continued to expand beyond city departments to include such entities as the Park District. Having experienced the rewards of city-wide cooperative problem-solving, these agencies began to change their bureaucratic cultures and attitudes to deal with the City's problems in a more creative, effective manner.

Outreach to Law Enforcement Community

Joliet shared its implementation experiences with a growing number of other law enforcement agencies and criminal justice researchers during Year II. We have had international visitors from the Russian National Police, the Police Science Society of China, and the Chinese Ministry of the Interior to compare our implementation of COP/POP with initiatives in their own countries. Closer to home, we have had frequent site visits and repeat contact regarding COP/POP with personnel from the Chicago Police Department; CAPS

Project trainers from the Chicago Training Academy; the Chicago Housing Authority Police; St. Charles, IL; Aurora, IL; DuPage County Sheriff's Department; Naperville, IL; Jeffersonville, IN; University of Chicago Police; Gary, IN; Michigan City, IN; Kansas City, MO; and the U.S. Park Patrol.

Joliet personnel who have made site visits maintain communications with the Edmonton, Alberta, Canada Police Service; Portland, OR Police Bureau; Santa Barbara and Hayward, CA Police Departments; Los Angeles, CA Police Department; Madison, WI Police Department; New Haven, CT Police Department; and the Tempe, AZ Police Department. Through conference attendance, personnel have networked with literally hundreds of individuals at other agencies with whom they have exchanged information and experiences. Personnel have also had the opportunity to consult with the leading writers and researchers in the COP/POP field, such as Herman Goldstein, George Kelling, Mark Moore, Felice Kirby, and Robert Trojanowicz; some of whom -- Mark Moore and Herman Goldstein -- have expressed a desire to publish papers on Joliet's implementation.

Finally, Joliet has published articles on our progress-to-date in the Illinois Prevention Resource Center's Common Ground bi-annual; on Joliet's value as a demonstration model for COP/POP implementation in Criminal Justice in the Americas (published by the Office of International Criminal Justice at the University of Illinois at Chicago); has participated in a panel on "Problems of Translating Criminal Justice Research into Action in a Police Department" at the 1993 Annual Meeting of the Midwest Criminal Justice Association; and has been featured in The Chicago Reader and The Chicago Tribune.

III. STATEMENT OF PROBLEM

Although we have seen declines in almost every category of offense during the last two years, social and economic conditions insure that some level of crime and disorder will always be with us. Overall, crime has decreased significantly (-10.8%) versus a year ago. Even our most violent crimes, those involving weapons, have declined since last year. Curiously, however, a higher percentage of those crimes have been categorized as gang-related. Likewise, a higher percentage of fires, relative to the overall incidence of fires in the city, have been categorized as arson. Both of these mysteries are solved, however, when one considers the diagnostic advances made by the Department in the past year. In the first circumstance, gang intelligence has so improved over the past year (thanks, in part, to better community information developed by NOPT) that we are better able to ascertain gang involvement in incidents. In the second circumstance, arson investigation techniques have also developed over the past year to the extent that (again, aided by better community information developed by NOPT) more fires have been discovered to be arson. The true causes of these discouraging increases in gang crime and arson -- better information, knowledge, and skills -- instead encourages us to strengthen our commitment to change.

Joliet has seen steady increases in incidents over the past ten years -- particularly gang-related incidents -- but, in contrast to the past two years, the response of the City and the Department had been to promise more reactive policing: more manpower, more patrolling, faster response, and the formation of more "task forces" or "special deterrent patrols." This only resulted in (what was perceived by the community as) more broken promises and a continued increase in incidents. It became obvious that the rise in incidents would require more than simple, one-dimensional solutions to address the underlying problems. The City and the Department therefore decided to experiment with community policing.

Increased community involvement, built on neighborhood participation in the problem-solving process and seeking a variety of means to control conditions that are not conducive to a safe environment, is the only

way we can attempt to address the complex problems that result in an increase in incidents. We believe that increasing communications, empowering citizens in their neighborhoods, reducing fear and the perception of fear, combatting violence through a community-police partnership, while providing alternatives to gang involvement is the best chance we have of re-directing the energies of our youth. A multi-faceted partnership must be formed with a commitment to improving the quality of life throughout Joliet.

To achieve the above, the Department has identified three major challenges to successful implementation of NOPT: 1) middle management involvement in NOP, 2) re-organization of the Patrol Division, and 3) increased community involvement.

IV. GOALS AND OBJECTIVES OF NEIGHBORHOOD-ORIENTED POLICING IN JOLIET

During Year II, the Department published and distributed a pamphlet to the community entitled "Neighborhood-Oriented Policing". In this pamphlet, the Department declared that its goals were the classic goals of policing: "to serve the community, to protect it, and to uphold the law." The pamphlet goes on to say that "The means for achieving these goals, however, are the elements that define neighborhood policing. Problem solving rather than incident handling, is the core of neighborhood policing." Further, "In developing and implementing neighborhood policing, the Joliet Police Department has three objectives: (1) to address serious problems of crime and violence in the neighborhoods; (2) to build strong collaborative relations with the neighborhood citizens; and (3) to build an organizational capacity to sustain this community-based effort." The pamphlet also attempts to illuminate the meaning of Neighborhood-Oriented Policing by defining what it is not, including: "It is not a program, technique or tactic"; "It is not 'soft' on crime"; "It is not a 'quick fix' or the solution to all our problems"; and "It is not social work."

As the NOP implementation evolves, we expect to further develop and refine our objectives and strategies with the help of our Mission and Values Committee. Our long-range vision, however, "...is that one day each neighborhood will have its own identifiable police officers, who will be a visible, but unremarkable, part of the community scene" (see Exhibit H).

Process Objectives

- Continued growth of number of personnel involved in significant POP projects (1992 = 30; 1993 = 43, +43.0%)
- More middle management involved in NOP (1992 = 2; 1993 = 5, +150.0%)
- One NOPT area expanded; one additional NOPT area instituted by Spring 1994
- Remainder of Patrol Division re-organized into area-based teams during Summer 1994
- Promotional/hiring system revised
- Continued NOP-supportive training

Outcome Objectives

- Increased citizen participation in POP projects
- Increased participation of Departmental personnel in community meetings
- Increased citizen satisfaction monitored through surveys
- Reduction in quality-of-life complaints to City and Department
- Reduction in complaints against Department personnel
- Inclusion of more community representatives in the Cooperative Team, and other Department and City committees
- Implementation of learnings from Citizens' Police Academy by participants
- Institution of multi-agency efforts against violence in schools and in SHOCAP (Serious Habitual Offender Comprehensive Action Program)

V. PROGRAM STRATEGIES

Year III strategies will build upon Year II as outlined below:

Organizational

- More personnel involved in significant POP Projects
- More middle management involved in NOP
- Increasingly effective service management
- Evolution of Patrol Division re-organization

Administrative

- Further evolution of decision-making committees
- Revision of promotional/hiring system
- Internal communications improved
- Further evolution of technical assistance

Training

- Evolution of Citizens' Police Academy
- Team-building
- Computer skills
- Site visits/conference participation
- NOP Refresher Course
- New training development

Community Outreach

- Continued support for community empowerment and programs that offer positive alternatives to "at-risk" youth
- Evolution of Citizens' Police Academy
- Increased community involvement in Department
- Evolution of Cooperative Team
- Continued outreach to law enforcement and criminal justice community

ORGANIZATIONAL

More Personnel Involved in Significant POP Projects

Our goal is an, at minimum, +20.0% increase in the number of personnel undertaking POP Projects throughout the Department. This will be encouraged by the successful Year II methods of formal cross-training, informal mentoring, and formal and informal rewards and recognition. The re-organization of the Patrol Division will greatly facilitate increased involvement.

More Middle Management Involved in NOP

The re-organization of the Patrol Division will necessitate the heightened involvement of middle management with NOP. This involvement will be supported by team-building exercises and re-inforced by middle management's "hands-on" experience of planning and supervising their own area-based teams. We will continue to groom promising NOP-oriented officers and sergeants for key positions, and hope that our promotional strategies will neutralize any truly obstructionist lieutenants and sergeants at some point during Year III.

Our patrol sergeants remain our greatest challenge. If we deem the Management Development Program conducted for Chicago Police Department sergeants to be of value, we will send all of our sergeants. The efficacy of this Program in accomplishing our objectives will be judged by its 1) ability to enhance the understanding and acceptance of the NOP style of policing and police management, 2) credibility with our sergeants, 3) capacity for "shaking up" entrenched traditional attitudes, and 4) opportunities for networking with knowledgeable practitioners and gathering helpful information.

Subsequent to our participation in the Management Development Program, we will be working with personnel at the University of Illinois at Chicago to institute "Quality Leadership" (using a phrase from Chief David Couper of Madison, WI). Dr. Jess Maghan, former Assistant Commissioner of the New York City Department of Correction Academy and a well-known commentator on diversity and training issues, and Donald

Lavey, formerly on-staff at Interpol in Lyons, France and lecturer at the F.B.I. National Academy, will head the staff consulting with Joliet on a program that will re-focus middle managers toward coaching, listening, and "quality management" skills, and away from the traditional coercive, authoritative style of management.

Increasingly Effective Service Management

The continued improvement of call management and administrative procedures will be essential to providing the basis for our transition to an area-based team style of policing. The goal of service management is to direct citizen calls for service to the officers assigned to the area of occurrence. Historical data suggests that this actually occurs less than half the time in Joliet. Achievement of this goal should contribute greatly to:

- Effective communications between officers and residents of the neighborhood they serve
- Better problem-solving
- Increased sense of ownership by both officers and neighborhood residents

To these ends, the Service Management Committee will spearhead efforts to prioritize and stack calls, and institute an effective differential response system suited to the needs of the community -- and based on the community's input -- and not just administrative convenience and/or efficiency. Our sworn Telecommunications Operations Supervisor, put in place at the end of Year II, will be present to insure quality implementation and trouble-shoot any problems that may arise.

In Year III, we will continue to expand and create positions that will allow us to provide the most effective possible service to the community. We will be adding new Telecommunications personnel and enhancing their training. We may also hire additional CSOs on either a full-time or a part-time basis. This will allow us to cost-effectively staff our storefront offices on a more regular basis, as well as provide support staff for more youth programs. Finally, we will better utilize any personnel on light duty by channelling them into three specific positions instead of leaving their assignments subject to the whim of whichever supervisor claims them first. These three positions will be: 1) handling "walk-in" business at the TRU Office in Union Station and the NOPT office on the near west side, so that other officers can carry out their primary duties; 2) a property

maintenance officer who will remain at the station to issue radios, cars, etc., so that supervisors may spend more time in the field with their officers; and 3) a patrol assistant who will aid supervisors in any administrative functions not performed by the property maintenance officer, to further enable supervisors to spend more time coaching and team problem-solving with their officers.

Evolution of Patrol Division Re-organization

By the middle of Year III, the NOPT and Patrol Division will be restructured into teams of supervisors and officers. The configuration of these teams will follow certain broad guidelines: e.g., each team will consist of "x" number of rapid responders, "x" special projects personnel, "x" neighborhood officers, "x" sergeants, "x" CSOs, etc. Minimal standards and procedures will be established for filling and rotating assignments within teams, scheduling vacations, and coordinating scheduling across teams for city-wide coverage. Any difficulties with these functions will first be referred to a peer mediation/arbitration board, and then to upper management for ratification, appeal, or further adjudication. Each team will hold regular team meetings; most with, but some internally sensitive meetings without, the participation of community representatives.

Although we have communicated a clear vision of our area-based teams throughout the Department, we know from past experience (and the experience of other departments we have visited) that we cannot simply order our personnel to become a team. The **process** of becoming team-based will be the focus of Year III. We have laid a solid foundation for this transition during Years I and II, and we are confident that we will effect a successful transition by taking the comprehensive approach outlined below.

The goal of our Year III re-organization is to build teams by engaging the entire Department in the transition process. Across the country, the change process has been met with insurmountable resistance because some vital personnel or important process has been overlooked. In Joliet's case, for example, we are still trying to solve the problems caused by sergeants who feel unsure of their role in a changing Department. Many of our Year I and II experiences taught us that we must approach the change process as comprehensively as possible.

And, to be comprehensive, it is necessary to institute change slowly -- even incrementally -- so as to involve as many personnel as fully as possible. Our team transition process, therefore, is planned to take place simultaneously at many levels: at the service management level; at the administrative level; at training; at community meetings; and at the "hands-on" street level.

At the service management level, the Service Management Committee and the Telecommunications Operations Supervisor will be working to insure that an effective differential service system is in place, and is functioning smoothly. Without the development of this component, street-level officers and supervisors will not have the time or opportunity to engage in problem-solving. Moreover, when we move from shifts to teams, the efficiency and effectiveness of our service management will be essential to maintaining the quality of rapid response, and coordinating rapid response with the efforts of other team members.

At the administrative level, information must be gathered and decisions made regarding new area and beat configurations, guidelines for establishing assignment and vacation schedules, procedural orders, coordinating inter-team projects, guidelines for management responsibilities, etc. In addition, the Internal Affairs function will be phased into a Quality Assurance Management function, better suited to effective organizational reassessment. These administrative efforts will be undertaken by a combination of upper management, committees (including community representatives), and the area-based teams themselves.

At the training level, everyone will undergo team-building training. Supervisors will be exposed to a variety of progressive team management philosophies, including total quality management. Computer skills training will also be offered to enhance the capacity of all team members to gather, collate, analyze, and present information. Teams will learn how to analyze workload indicators, priority calls per zone, and area demographics in order to better plan team operations. In addition, NOPT and other specifically chosen individuals will be identified as internal trainers and/or mentors to their fellow team members.

At the community level, after helping the Department to define neighborhood boundaries at the end of Year II, community participation in area teams will be formalized through area advisory groups. Area teams will hold regular meetings with these area advisory groups for information exchange and collaborative problem-solving efforts. Graduates of the Citizens' Police Academy will also be expected to participate, and facilitate the participation of other community members, in the decision-making and problem-solving efforts in their areas.

At the "hands-on" street level, teams will be expected to schedule and supervise themselves given minimal guidelines. Each team will have to deal with their own internal job assignment systems, vacation schedules, manpower and resource deployment, coordination of team efforts on special projects, addressing service management problems within their area, internal discipline, and relations with other teams. Each team will have responsibility for their own area analyses and team planning, and will be required to reassess their efficacy in addressing the area's needs on a regular basis.

We believe that this outline provides us with a means whereby we can accomplish our transition to area-based teams and, in the process, actually learn how to behave like a team.

ADMINISTRATIVE

Further Evolution of Decision-making Committees

The Advisory Board, the Service Management Committee, the Professional Standards Committee, the Mission and Values Committee, and the Cooperative Team will continue to function during Year III. Their efforts will be essential to maintaining the quality of service while we reorganize our Patrol Division. The responsibilities of all of these groups will increase during Year III, as decision-making continues to be "pushed down" from upper management levels.

To aid in the implementation of area-based teams, two other entities will be created: a mediation/arbitration panel of peers for consultation and review of any problems that may arise with regard to

intra- and inter-team functions, and area advisory groups consisting of community residents who will work collaboratively with area teams and help them to assess their efforts.

Revision of Promotion/Hiring System

The Professional Standards Committee will focus on instituting and fine-tuning the reward-oriented system begun at the end of Year II, integrating both "bottom-up" and peer reviews. This system will provide a basis for a more far-reaching professional standards system.

During Year III, we will be phasing out Internal Affairs. In its place we will institute a Quality Assurance Management group as part of our professional standards system. Instead of judging whether personnel were technically "right" or "wrong" according to written Departmental orders and procedures, the Quality Assessment Management group will focus upon whether actions were in keeping with the mission and values of the organization. If an individual's behavior is questioned, Quality Assurance will consider which elements in the organization may have given rise to that behavior and attempt to remedy any organizational problems that facilitated the behavior. Thus Quality Assurance will be designed to be more effective in preventing inappropriate behavior than simple punishment has been in the past. Further, Quality Management Assurance is a logical extension of our proactive, problem-solving methodology to internal affairs.

The Professional Standards Committee and upper management will continue to focus on gaining greater input into the promotions and hiring system vis-a-vis the Police and Fire Board during Year III, and is actively engaging the police unions in these efforts. Although utilizing the police unions as an ally may seem an unlikely tactic, it has become a necessary -- and very productive -- alliance in view of the intense territoriality of the politically well-entrenched Police and Fire Board. Commissioners of the Police and Fire Board are appointed by the Mayor (who is something less than a proponent of NOP) for a three-year term **or, absent opposition from the City Council, indefinitely.** For at least the past two years, the Police and Fire Board has been extremely resistant to any overtures made by the Department regarding a collaborative revision of hiring and/or

promotional standards. Until the police union was successful in militating for a Departmental voice in hiring, as part of its contract negotiations at the end of Year II, the Police and Fire Board's dominion over hiring and promotions was absolute. At this time, and barring a well-organized political seige against the members of the Police and Fire Board, it appears as if the Department and the unions will have to build incrementally on the input into the hiring/promotions process gained during Year II. We also hope to stimulate an educated community, such as graduates of the Citizens' Police Academy and representatives to the area-based teams' advisory groups, to militate for more community input into the hiring and promotions processes.

Internal Communications Improved

Team-building training and the transition to area-based teams will necessitate greater communications and cooperation across traditional division and shift boundaries. Professionally facilitated discussions on internal tensions and diversity issues will continue, as will publication of the Departmental newsletter, "From the 21st Step". Information flow will also continue to be facilitated through regular area team meetings and the Cooperative Team, and NOP- and committee-oriented bulletin boards will continue in use. And the Department will move communications into the computer age with the installation of electronic mail on its new local area computer network.

Further Evolution of Technical Assistance

The Technical Consultant will continue to focus on the following functions:

- Working with individual personnel and area team mentors on specific projects, skill-building, documentation, and general trouble-shooting
- Participation in community meetings and involvement with community projects, the Citizens' Police Academy, and area advisory groups
- Facilitation of "bottom-up" participative management, and the broadening of involvement and support for NOP throughout the Department
- Facilitation of increasing support and participation from City government, and other area agencies and organizations

Also, during Year III, more emphasis will be placed on the development of training responsive to the Department's needs versus being mere consumers of "pre-packaged" training. The Department has evolved to the point where we have identified specific needs which traditional law enforcement-oriented curricula does not exist; quality management skills, the "next step" in tolerance/diversity/hate crime training, computerized crime analysis skills for the "average grunt", etc. The Technical Consultant will therefore be working with personnel with expertise in these areas from the University of Illinois at Chicago to develop training to address these needs.

TRAINING

Evolution of Citizens' Police Academy

The Citizens' Police Academy will utilize the talents of area personnel, including six NOPT officers (Lt. Fitzgerald; Ofcs. Kneller, Regis, Benton, Scarpetta, and Reilly) trained by Felice Kirby during Year II, as instructors/facilitators of the Citizens' Police Academy. The pilot Academy will consist of workshops offered one evening per week over a twelve-week course period; approximately one-third of these workshops are electives (for complete goals and objectives, plus the initial curriculum, see Exhibit G). All workshops, except for the elective Station Tour and ridealongs, are held in the "neutral" territory of an area high school. The workshops will acquaint the community and Department participants with the basic roles of the police, the judicial system, the corrections system, and city government in effecting and maintaining order. Later workshops in the series will discuss effective management and agenda-setting techniques borrowed from successful businesses, "re-invented" government entities, and effective community activists. The final third of the Academy curriculum focusses on Neighborhood Empowerment; learning to cooperatively solve the community's problems. These sessions will not be lecture-oriented, but will consist of discussions and exercises led by teams or panels of Department personnel, local criminal justice practitioners, and civilian members of active community organizations in Joliet and Chicago. Class members must complete a one-page evaluation of each session they attend, and will be asked to participate in a more complete oral and written critique of the course immediately prior to the "graduation ceremony". We plan to complete two-to-three full Academy classes during Year III, and will utilize the critiques of prior classes in the development of the Academy curriculum over that period.

Team-building

Because team-building is integral to our re-organization of the Department, we will be availing ourselves of any and all quality training and exercises we deem useful. This may include the team-building workshop offered by the Parkside Lodge of DuPage; team-building and team supervision programs developed by businesses such as Motorola, McDonalds, and Wal-Mart; and team-building exercises we develop ourselves and/or with UIC personnel. Some type of team-building training and/or exercises will be integrated into virtually all of our Year III implementation strategies.

Computer Skills

Installation of an extensive Department LAN (local area network) at the beginning of Year III will greatly facilitate the utilization of computers for improved planning, analysis, and communication. All personnel will have some access to computers with electronic mail; Department, Division, and team schedules; software that analyzes manpower deployment; PIMS access; mapping software and the STAC early warning system; plus standard software such as WordPerfect and QuattroPro for documentation and presentation. Well-managed utilization of computers will heighten our administrative efficiency, thus enabling personnel more time and opportunity to exercise their problem-solving skills. Department personnel, the Technical Consultant, and personnel from UIC will aid in software installation and training. UIC personnel have extensive experience with law enforcement-oriented computer systems on the local, national, and international level; including consultation with the London Metropolitan Police and implementation of systems at the Chicago Police Department.

Conference Participation/Site Visits

Joliet personnel have derived a great deal of valuable information and experience from conferences and site visits in the past, but will concentrate on developing their internal capacities in Year III. In this context, certain conferences -- such as the International POP Conference and the NIJ-sponsored Community Policing Conference -- which have proven to be of consistently high quality and usefulness to the Department, will continue to be a high priority. These conferences offer both a wide array of practical information, and an

opportunity for the Department to network, do presentations, and enhance the learnings of other practitioners. Other very specific opportunities -- particularly related to team-building and quality management -- may be evaluated and pursued on a case-by-case basis. Involvement in two programs identified during Year II, the Yale/New Haven Child-Centered Community-Based Policing Program and the next phase of the BJA-sponsored Landlord/Tenant Training, may also necessitate some travel. Other site visits, while possible, will be minimal and subject to close scrutiny before a request is submitted to the Authority.

NOP Refresher Course

A brief, formal refresher course in the basics of NOP -- the SARA model, the "crime triangle", project documentation -- will be compulsory for all personnel. Management personnel will also attend a more intense in-house course on supervising NOP-oriented personnel.

New Training Development

The Department has, in some respects, developed to the point where we believe that we can offer training in NOP and NOP-related topics that is as good as, or better, than training offered elsewhere. Indeed, Lts. Fitzgerald and Weiss have formally trained other agencies in NOP; both independently and as PERF trainers. NOPT Ofc. Killian is overwhelmed with requests for certified training in neighborhood-oriented police bicycle patrol. NOPT Ofcs. Scarpetta and Blackburn have been requested as trainers to rank-and-file NOP officers in other departments, and as facilitators to policing agencies and the community in Landlord Training. And, by the end of Year II, an almost constant stream of other law enforcement agencies were making site visits to Joliet for training and consultation. Therefore we believe it is appropriate to develop internally, and in consultation with other chosen entities, training that will answer Joliet's specific needs at this point in time -- training for which traditional law enforcement-oriented curricula may not even exist. Chief among the training needs identified thus far are quality management skills that will best suit our NOP philosophy and transition to area-based teams, and on-going, cutting-edge seminars in tolerance/diversity/hate crime training.

COMMUNITY OUTREACH

Continued Support for Community Empowerment and Programs That Offer Positive Alternatives to "At-Risk" Youth

In November of Year II, the two existing community bases for the YouthBuild program officially joined with the City and the Police Department to submit a proposal to the Department of Housing and Urban Development for federal funding of a city-wide YouthBuild program. Representatives of the Warren-Sharpe Center, the Forest Park YouthBuilders, the City, the Department, and other interested community members agreed that a joint submission to HUD would probably have a better chance at success than several independent submissions. It was further agreed that a city-wide YouthBuild initiative, with or without the HUD grant, would go forward under the aegis of a central planning committee consisting of representatives from each interested independent community group (such as Warren-Sharpe and Forest Park), the City, the Department, local businesses, and trade unions. The planning committee will generally be restricted to administrative and financial oversight functions, and will not interfere with the operations of the individual YouthBuild programs. At least one additional YouthBuild program area (the third) is planned for Year III, and the second YouthBuild project (Forest Park; the Warren-Sharpe Center already has non-profit status) will be incorporating as a non-profit organization. Status as a non-profit organization aids YouthBuild in expanding its training, education, and employment opportunities beyond the usual scope of YouthBuild projects. The Forest Park program plans to rehabilitate a project site for use as a permanent headquarters where educational and vocational programs can take place, and where fledgling businesses can open offices. Currently, the project is limited to a G.E.D. educational component and a building trade vocational component; expansion to higher and/or specialized education is projected, plus such marketable vocational training as beauty school and hospitality/food service.

Identifying and addressing problems in and around the city's schools will be one of Year III's top priorities. It will be compulsory for each area policing team and its community advisory group to collaboratively plan and carry out education, intervention, and order maintenance programs in neighborhood schools -- both public and parochial. Early intervention and education, particularly at the elementary school level, will be

emphasized. On a Departmental level, more manpower and resources will be devoted to such programs as D.A.R.E. and G.R.E.A.T. Further, in conjunction with the community and the schools, the Department:

- has been asked to assist the local archdiocese with the formulation of a sexual harassment/sexual abuse policy for their elementary and junior high schools
- will become part of the Will County team, spearheaded by Aunt Martha's, for counseling and intervention with "at-risk" youth
- will participate in the development and implementation of conflict resolution programs in area schools
- will explore, in cooperation with St. Joseph's Hospital, the development of awareness and intervention programs designed to combat youth violence; particularly gun-related violence
- in January 1994, will facilitate the first area-wide meeting regarding SHOCAP (Serious Habitual Offender Comprehensive Action Program). The Department has invited representatives of the City, Will County Sheriff's Office, Will County State's Attorney's Office, area judges, the warden of Stateville Correctional Institute (who has a background in juvenile justice and probation/parole), area social service agencies, area schools, and community organizations to participate. Sgt. John Mickler, of the Decatur, IL SHOCAP, will address the group, and a SHOCAP Board will be formed.

By utilizing more full-time and part-time CSOs, we plan to be able to offer more recreational and after-school programs to youth. The CSOs will be available for a variety of duties including, but not limited to, their traditional roles as coaches of PAL baseball teams, monitors of after-school programs, and playground patrol officers. Members of city government, as well as the above-named entities, will also be pledging volunteer time to create and maintain more recreational and after-school opportunities to "at-risk" youth.

Evolution of Citizens' Police Academy

The Department will broaden its outreach to the community by holding two-to-three Academy classes during Year III (please see above under Training for details).

Increased Community Involvement in Department

The community will have input into how they are policed through formal inclusion of community members in Cooperative Team meetings and regular meetings with their area policing team. As Year III

progresses, community participation in most Departmental committee meetings -- and Departmental participation in most community-based organizations -- will become the "norm."

Community opinion regarding the Department will be frequently monitored through multiple waves of surveys -- both brief, frequent surveys on out-sized postcards and more extensive post-contact evaluations of citizen satisfaction with police service. We will also solicit feedback through the evaluations and critiques of Citizens' Police Academy participants, and at brief evaluations distributed at community and Neighborhood Watch meetings.

We plan to make the Department more accessible and inviting to the community in very tangible ways. First, by establishing an NOPT office on the near west side, in addition to one or two more storefront offices, and establishing convenient, regular service hours; and, secondly, by refurbishing the gloomy, forbidding information and reception area at headquarters. This area will be re-designed, re-lit, and re-painted; clear signs and directions will be installed; the information windows will be enlarged; and the service phone area (enabling direct access to personnel within the Department without having to wait to be "buzzed in" by the receptionist) will be clearly marked.

Evolution of Cooperative Team

The Cooperative Team will continue to expand to include representatives from agencies outside of city government, such as the school districts, DCFS, and Housing Authority of Joliet. In addition, individual community members and representatives of community groups will be joining the Team -- as well as other Department and City committees -- on an ad hoc basis.

During Year III, we will also devote one Cooperative Team meeting to a refresher course in problem-solving (a full day of problem-solving training was given to approximately twenty city department heads during Year I); and another meeting to a discussion of quality management and re-inventing government.

Continued Outreach to Law Enforcement and Criminal Justice Community

We anticipate the almost constant flow of visiting law enforcement and criminal justice professionals to Joliet, that began at the end of Year II, to continue unabated through Year III. We have made it known that we welcome any inquiries and/or visitors seeking information on NOP and NOP-related issues. We will continue to respond as promptly and fully as possible to all requests. We will also continue to share our learnings at conferences and seminars, and plan to increase our level of publication and presentation activity.

VI. PERFORMANCE INDICATORS

Process Indicators

- +20% overall increase in Department-wide level of participation in POP projects
- Double active middle management involvement with NOP
- Transition to area-based teams accomplished during Summer 1994
- Higher percentage of calls in an area handled by personnel assigned to area team (from 50% to 65%); reflecting increased efficiency and effectiveness of Service Management
- Promotion/hiring more supportive of quality management and quality personnel
- More published articles and presentations focussing on NOP

Outcome Indicators

- Increased citizen participation in POP projects reflected in project documentation
- Increased participation of Departmental personnel in community meetings reflected in personnel documentation
- Increased citizen satisfaction monitored through surveys
- Reduction in quality-of-life complaints to the Department and City
- Reduction in complaints against Department personnel
- Inclusion of more community representatives in the Cooperative Team, and other Department and City committees reflected in committee minutes
- Implementation of learnings from Citizens' Police Academy by participants
- Institution of multi-agency efforts against violence in schools and in SHOCAP (Serious Habitual Offender Comprehensive Action Program) documented in monthly progress reports

JOLIET POLICE DEPARTMENT CITIZENS' POLICE ACADEMY

Objectives

The Joliet Police Department plans to introduce groups of citizens of the City of Joliet to general police practices and police-community mobilization techniques. The first portion of the Citizens' Police Academy will focus on the criminal justice system, a brief history of law enforcement, and police-related procedures. This will expose citizens to some of the entry-level training received by police officers in order to orient them to the rationale behind police actions. The second portion of the Academy will focus on neighborhood empowerment and cooperative police-community problem-solving. The Citizens' Police Academy will provide an interactive forum for both the Joliet Police Department and community participants to share information.

Goals

The Joliet Police Department, through Neighborhood-Oriented Policing (NOP), has made a commitment to better communication and cooperation with the citizens of Joliet. The Joliet Police Department recognizes that better lines of communication yield to better understanding. The Citizens' Police Academy will reach citizens from various backgrounds as well as from different economic levels. And, in conjunction with NOP, the Citizens' Police Academy will provide a basis for city-wide, cooperative responses to the city's crime and disorder problems.

Anticipated Benefits of the Citizens' Police Academy

The Citizens' Police Academy should yield a greater understanding of police practices, provide the tools to form objective opinions regarding police action, and address community concerns regarding these actions. The community mobilization portion should establish a prototype for more effective community and police-community action regarding the above. The Citizens' Police Academy should afford its students the ability to differentiate between the application of law and/or departmental procedure and inappropriate police and/or community action. It should also provide Academy students with an increased awareness and appreciation of the Joliet Police Department's function, while presenting an expanded knowledge of Constitutional Law, State Law, City Ordinances, general police procedures and the community's role in maintaining order within this system.

Selection of Candidates

A committee of police officers and civilians will select prospective students in the Citizens' Police Academy project. This selection will be the result of names submitted from a pool of candidates. The source of names will be current organizations with a proven interest in addressing crime, disorder, and the conditions that give rise to crime and disorder. Organizations such as the Neighborhood Watch program and JACOB are examples of such organizations. These candidates will have to successfully pass a background check conducted by the Joliet Police Department.

Selection of Instructors

Most instructors will be practitioners in the criminal justice system in Will County. When appropriate, and financially feasible, specialists from other jurisdictions will be invited to present. To the optimum extent

possible, civilian instructors and/or citizens of the City of Joliet will be utilized as instructors or classes will "team taught" by a member of the criminal justice system and a civilian.

Class Length and Size

The Joliet Police Department's Citizens' Police Academy should meet no more than three hours per session. Most sessions will start at 1900 and end at 2100 hours. The entire program is geared for ten weeks of programmed instruction so that participants can keep a strong interest in the program. At least a third of the classes will be electives, and participants will be given the option of convening "special topics" sessions at which a panel of local specialists in such specific topics as gangs will be made available for a roundtable discussion. The pilot class should be restricted to no more than 25 participants.

Location

A neutral environment, outside of the Police Department, conducive to learning should be provided.

Criteria for Graduation

Each participant who attends at least 75% of the scheduled classes will be eligible to graduate and receive a Certificate of Completion at the conclusion of the Citizens' Police Academy.

CITIZENS' POLICE ACADEMY PILOT CLASS SYLLABUS

<u>Date</u>	<u>Class</u>	<u>Length</u>	<u>Type</u>	<u>Facilitator</u>
11/10/93	Introduction to the Academy	1/2 hour	R	Chief Beazley
	Departmental Organization	1/2 hour	R	Sgt. Day
	Managing Calls for Service	1 hour	R	MPO Turney
11/17/93	Criminal Justice System	2 hours	R	Lt. Weiss
11/24/93	No Class			
12/1/93	Station Tour	1 hour	E	Sgt. Day
	Tools of the Trade	1 hour	E	Sgt. Day
12/8/93	Laws of Arrest	1 hour	E	ASA Sokol
	Search & Seizure	1 hour	E	ASA Sokol
12/15/93	Street Sense	1 hour	R	Ofc. Terry
	History of Policing	1 hour	R	Lt. Weiss
12/22/93	No Class			
12/29/93	No Class			
1/5/94	Neighborhood Oriented Policing	2 hours	R	Lt. Fitzgerald/NOPT Ofc.
1/12/94	Total Quality Management	2 hours	E	TBA
1/19/94	Neighborhood Watch	2 hours	E	Ofcs. Terry & Hulbert
1/26/94	Use of Force	2 hours	R	Dir. D. Nowicki
2/2/94	Neighborhood Empowerment I	2 hours	R	Team
2/9/94	Neighborhood Empowerment II	2 hours	R	Panel
TBA	Critique & Graduation	2 hours		Lt. Weiss/Sgt. Day

R = Required

E = Elective

Introduction to the Academy

Chief of Police Joseph Beazley welcomes the participants and gives a brief overview of the Academy's purpose and goals.

Department Organization

Participants will become acquainted with the organizational structure of the Joliet Police Department and the functions of each division. The participants will also learn how to contact each particular division in order to better address their questions.

Managing Calls for Service

Discussion of the Telecommunications Department, and its role in policing and current capacities. Participants will be familiarized with the mechanics involved in the receipt and dispatch of a call for service. An outline of planned development in call and service management will be offered, and participants will be asked for their input regarding the Telephone Response Unit (TRU), call prioritizing and stacking, storefront offices, mail-in reporting, etc.

Criminal Justice System

An overview of the criminal justice system and the Police Department's role within that system. Included in this presentation will be a discussion regarding sentencing, as well as parole and probation.

Station Tour and Tools of the Trade

A complete tour of the station will be offered; including exhibits, discussions, and demonstrations of policing instruments and instrument training.

Laws of Arrest and Search and Seizure

Participants will become acquainted with the elements necessary to constitute a lawful arrest and with the concept of "probable cause." The participants will receive a brief overview of the laws governing lawful searches and the subsequent seizure of evidence. The laws pertaining to emergency commitments will also be discussed.

Street Sense

Participants will receive an overview of personal, residential, and business crime prevention techniques and programs; including personal target-hardening techniques, home security surveys and hardware, and auto theft prevention.

History of Policing

A brief overview of the function of police within a society, with a focus on the transition to the modern era of "professional" policing and why the "professional" police model seems inadequate to today's problems.

Neighborhood Oriented Policing

Participants will be familiarized with the concept of community- and problem-oriented policing; the history of various implementations across the county and Joliet's own Neighborhood Oriented Policing Team.

Total Quality Management

Participants will be familiarized with the Department's current procedures for investigating complaints and administering discipline, as well as the protections afforded police officers via the Law Enforcement Officers' Bill of Rights. The Department's planned transition from an internal investigations system to a quality assurance program will be discussed, and participants' input regarding the community's role in total quality management and quality assurance will be solicited.

Neighborhood Watch

Neighborhood Watch liaisons will lead a discussion on the role of Neighborhood Watch as the community's self-policing and self-protection mechanism; the mechanics of an effective Neighborhood Watch organization; and the accomplishments of Neighborhood Watch organizations across the country.

Use of Force

The guidelines regarding appropriate uses of force by police officers will be discussed, as well as the community's role in use of force situations. The latest learnings regarding use of force situations and an overview of alternative use of force training in Joliet (such as verbal judo) will also be offered.

Neighborhood Empowerment I

A discussion of steps to effective community organizing, networking with the police and other city agencies, and the community's role in policing itself will be team-facilitated utilizing the "Skills for Mobilizing the Community Training Workbook and Resource Kit" of the Citizens' Committee for New York City.

Neighborhood Empowerment II

A panel discussion on the role of the Police Department, city government, area agencies and organizations, and the community in effective management of crime and disorder problems in Joliet.

Critique

Each participant will have the opportunity, immediately prior to the graduation ceremony, to engage in a thorough evaluation of the Academy, its purpose, and its accomplishments in relation to its purpose.

CITIZENS POLICE ACADEMY 3-94

DATE	CLASS	LENGTH	TYPE	INSTRUCTOR
9/28/94	Introduction to the Academy	1/2 hour	R	Chief Beazley
	Department Organization	1/2 hour	R	Sgt. W. Day
	Managing Calls for Service	1 hour	R	Sgt. K. Turney
10/5/94	Station Tour	1 hour	E	Sgt. W. Day
	Tools of the Trade	1 hour	E	Sgt. W. Day
10/12/94	History of Policing	1 hour	R	S. Kaminska
	Role of Police in the Community	1 hour	R	S. Kaminska
10/19/94	Criminal Justice System	2 hours		Lt. D. Farmer
10/26/94	Laws of Arrest	1 hour	R	L. Norbut
	Search & Seizure	1 hour	R	L. Norbut
11/2/94	Use Of Force	2 hours		MPO D. Goron
11/9/94	Neighborhood Oriented Policing	2 hours	R	P.O. J. Scarpetta
11/10-29/94	Ride-Along	4 hours	E	
11/16/94	Crime Prevention	2 hours	E	P.O. J. Terry
11/23/94	NO CLASS			
11/30/94	Verbal Judo	2 Hours	E	Sgt. S. Jeager
12/7/94	Neighborhood Empowerment	2 hours	R	S. Kaminska
12/14/94	Critique & Graduation	2 hours		

							Index vs.	
Incidents	1990	1991	Index	1992	Index	1993	Index	1990
Part I	8187	8037	98	7617	95	6978	92	85
Part II	16145	14754	91	13912	94	13873	100	86
Parts I&II	24332	22791	94	21529	94	20851	97	86
Services/Activities	61302	59064	96	58743	99	59693	102	97
Total	85634	81855	96	80272	98	80544	100	94

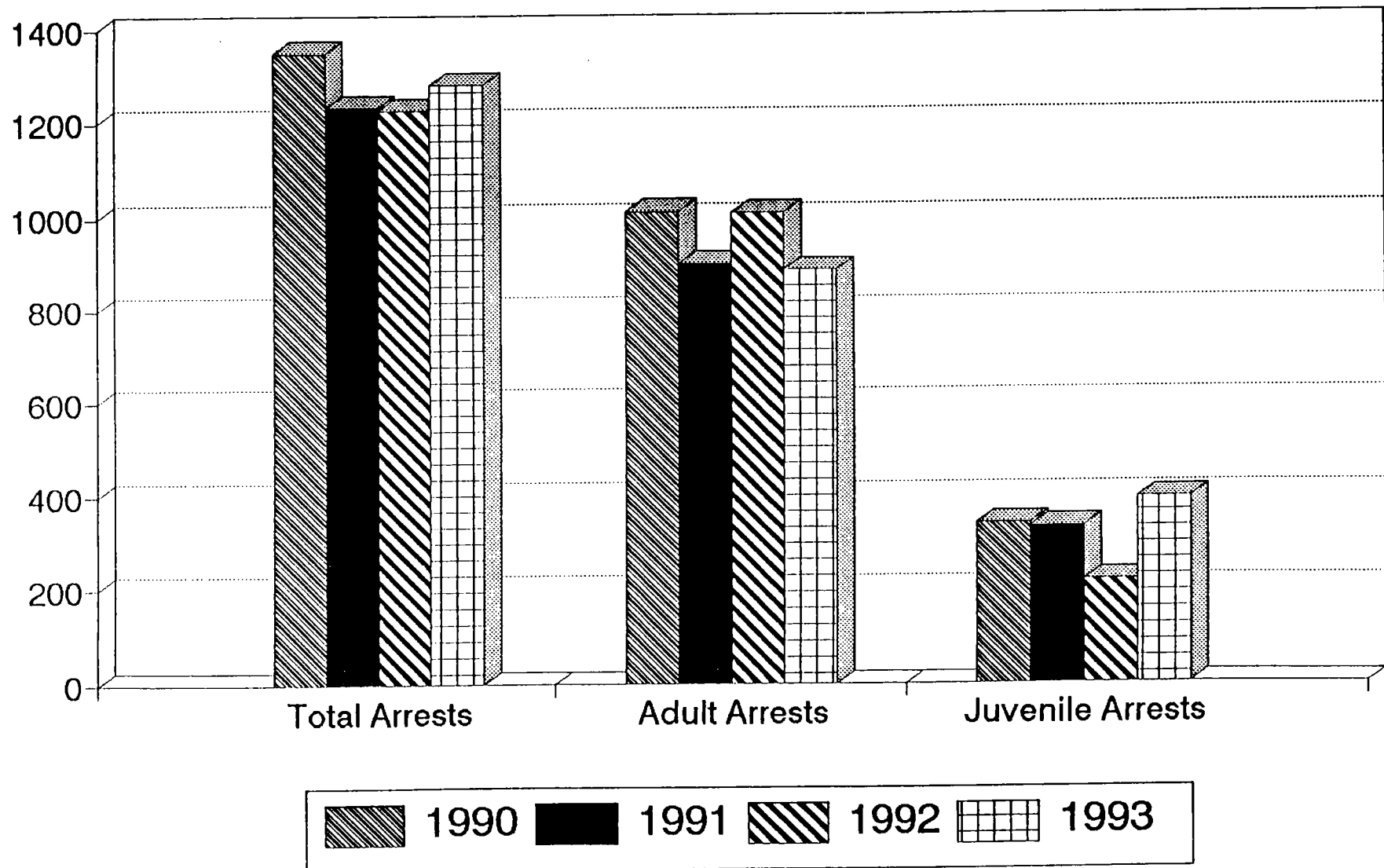
							Index vs.	
Total Arrests	1990	1991	Index	1992	Index	1993	Index	1990
Part I	1348	1231	91	1223	99	1278	104	95
Part II	4004	3364	84	3260	97	3332	102	83
Parts I&II	5352	4595	86	4483	98	4610	103	86
Services/Activities	842	798	95	742	93	805	108	96
Total	6194	5393	87	5225	97	5415	104	87

							Index vs.	
Adult Arrests	1990	1991	Index	1992	Index	1993	Index	1990
Part I	1009	898	89	1008	112	883	88	88
Part II	3377	2839	84	2706	95	2677	99	79
Parts I&II	4386	3737	85	3714	99	3560	96	81
Services/Activities	806	759	94	712	94	774	109	96
Total	5192	4496	87	4426	98	4334	98	83

							Index vs.	
Juvenile Arrests	1990	1991	Index	1992	Index	1993	Index	1990
Part I	339	333	98	215	65	395	184	117
Part II	627	525	84	554	106	655	118	104
Parts I&II	966	858	89	769	90	1050	137	109
Services/Activities	36	39	108	30	77	31	103	86
Total	1002	897	90	799	89	1081	135	108

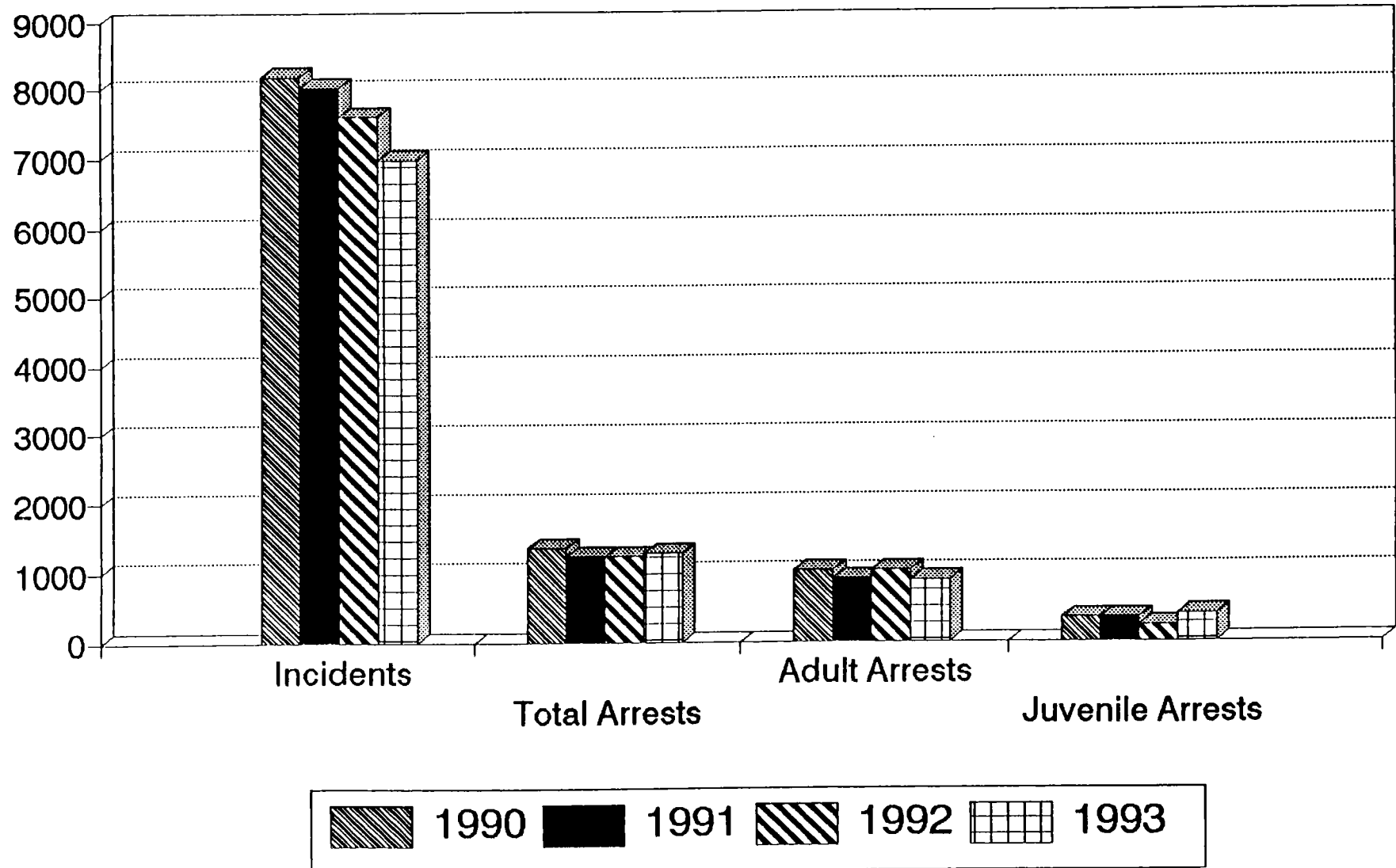
JOLIET POLICE DEPARTMENT

Part I Arrests



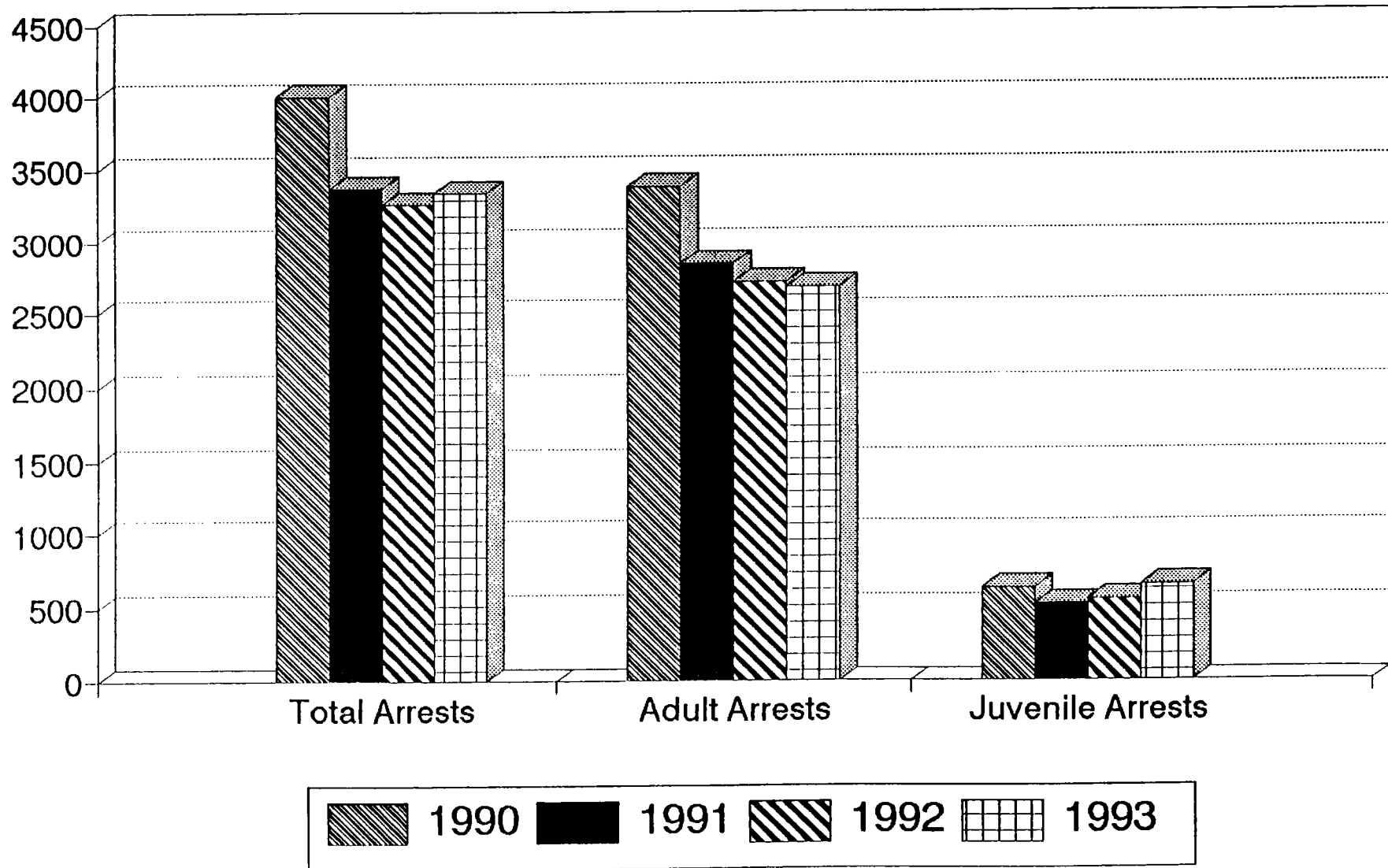
JOLIET POLICE DEPARTMENT

Part I Incidents



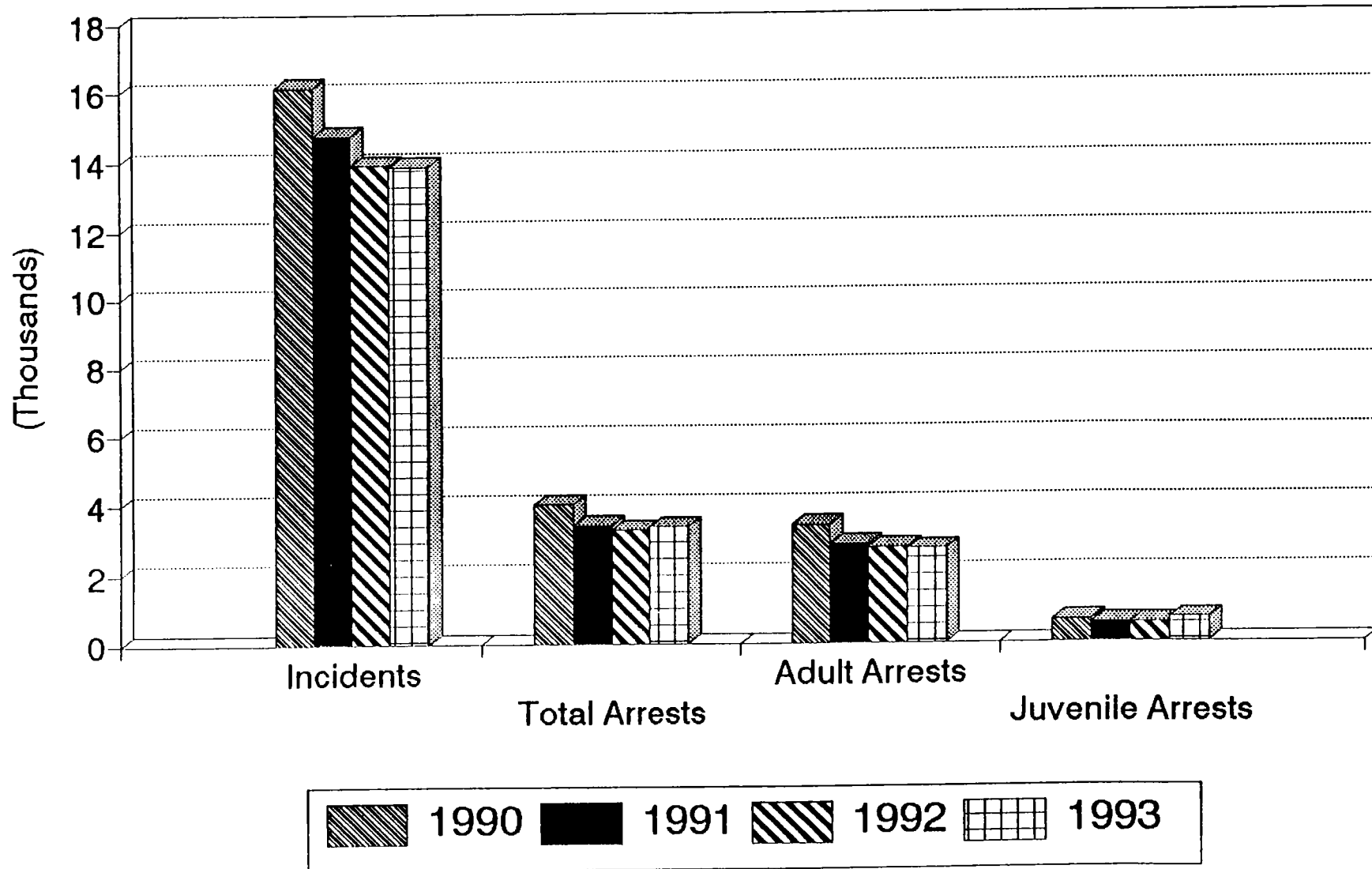
JOLIET POLICE DEPARTMENT

Part II Arrests



JOLIET POLICE DEPARTMENT

Part II Incidents



**MATT L. RODRIGUEZ
SUPERINTENDENT
CHICAGO POLICE DEPARTMENT**

On April 13, 1992, Matt L. Rodriguez was appointed by Mayor Richard M. Daley as the Superintendent of the Chicago Police Department. The Chicago Police Department is an organization of 16,660 employees, 12,500 of whom are sworn personnel. The Chicago Police Department is the second largest police agency in the nation and is presently reorganizing to effectively implement a Chicago Alternative Policing Strategy (a community policing philosophy - "Together We Can", CPD 1993).

The appointment as Superintendent was the culmination of thirty three years of professional service with the Chicago Police Department. Matt Rodriguez has served in most of the major divisions within the Chicago Police Department including Patrol, Criminal Investigation, Organized Crime, Vice Control, Gambling, Training, Youth, etc. For twelve years prior to achieving the position of Superintendent, he served as the Deputy Superintendent of the Bureau of Technical Services.

Superintendent Rodriguez is the Chairman of the Major Cities Chiefs Organization, Chairman of the Hispanic Institute of Law Enforcement, serves on both the Committees on Civil Rights and Communications of the International Association of Chiefs of Police, and he is on the Executive Board of the Illinois Association of Chiefs of Police, etc. He is also actively involved in many civic and charitable organizations including The March of Dimes, The Advisory Board of the Catholic Charities, the Mental Health Association of Greater Chicago, Boy Scouts of America, etc.

Superintendent Rodriguez holds degrees in public administration including a Masters Degree in Public Administration, achieved at Roosevelt University in 1976. He has a degree from Wright College and a Bachelors Degree from Roosevelt University. In addition, he has participated in graduate level programs at Northwestern and Harvard Universities and has successfully completed the Northwestern University Traffic Institute Management Program and the Senior Management Institute for Police Intensive Management Program (PERF).

Superintendent Rodriguez is a member of the adjunct faculty of the University of Illinois at Chicago where he has taught Criminal Justice and Organized Crime Enforcement courses. He has lectured on criminal justice matters internationally: Shanghai-Beijing, Peoples Republic of China (1984); Bramshill Police College, United Kingdom (1986); International Center and Studies, Messina, Sicily (1985); and was a delegate to the Soviet Union (1990) with the Office of International Criminal Justice, UIC.

Superintendent Rodriguez has also authored numerous articles including "Police Policy in Dealing with Organized Crime" (Office of International Criminal Justice, UIC Press (1990). "The Acquisition of High Technology Systems by Law Enforcement" FBI Law Enforcement Bulletin, (1988). International Drug Trafficking; "Strategy and Reality" Office of International Criminal Justice, UIC Press (1988). "Computer Applications Link Field to Records via Mobile Terminal System" IACP Police Chief Magazine (1982), etc.

Superintendent Rodriguez is a lifelong resident of Chicago and currently resides on the northwest side with his wife Ruth. He has a daughter, Kathleen Diaz (husband - Richard) and has two grandchildren (Felicia and Matthew).

THE WHITE HOUSE
WASHINGTON

JANUARY 27, 1994

MEMORANDUM FOR BRUCE REED
JOSE CERDA
FROM: PAUL TOBACK
SUBJECT: CRIME PROVISIONS
CREDIT.

Mayor Daley is coming to see Mack tomorrow. Attached is a memo laying out some of the issues he proposes to raise with Mack. Could you please send us back a note today describing our position on the crime provisions, especially the flexibility of money for the new cops, so Mack knows how to respond?

Thank you.

MEMORANDUM

TO: Paul Toback
FROM: David Yudin
DATE: January 26, 1994
SUBJECT: Issues for meeting with the Chief of Staff

The Mayor is likely to mention the following issues/concerns in his meeting with Mr. McClarty:

Crime/gun control

- Crime legislation should be the number one priority of this Administration; it is not only politically important, but is necessary to supplement local police efforts which are effective but spread too thin.
- RMD supports the administration's efforts to get more police on the street, but sees a need for more flexibility on how it is done than is allowed in the legislation which requires 85% of the funds to be used for new hires. We can have more police on the street faster and doing more effective community policing if the funds can be used more flexibly to pay overtime and provide communications equipment and training for police on the beat.
- RMD supports the Presidents call for aggressive gun control legislation. He supports Lloyd Bentsen's call for heavy license fees on federal firearms licensees, and urges that the legislation contain provisions assuring that no one can have a federal firearms license without complying with all local laws. RMD also supports assault weapons bans, and would go further than the crime bill by imposing taxes on weapons and ammunition to help fund trauma costs.
- The Mayor will also give the Chief of Staff some background and examples of programs that have been tried in Chicago.[See attachment] He may also mention his idea (which is contained in the Senate crime bill) to require reporting to IRS of all cash bonds of over \$10,000.

Government reform/simplification

- RMD often raises issues regarding making the federal government work better, and relate better to local government. He supports Reinventing Government and wants the Administration to stay with it and carry out its promise to reduce bureaucracy.
- The Mayor also has a concern that many new ideas for program reform coming from the Administration rely too much on giving funds/discretion to States, and ignore the need for direct partnership with local governments. It does not help Chicago to create block grants going only to the State of Illinois; it simply creates a new and often more difficult layer of bureaucracy. RMD believes that new (and many existing) programs should provide direct funding to the major cities.

Environmental tax credit

The Mayor has personally developed and pushed for the concept of a tax credit to directly involve the private sector in the clean up of abandoned contaminated industrial sites and the return of these sites to economic productivity. Mel Reynolds has introduced the Mayor's proposal as HR2340. We strongly seek the Administration's support for this idea which brings together the imperatives of environmental cleanup and economic development. [Materials have been sent to you]

Please call me if you have any questions.

GUN CONTROL AND VIOLENCE REDUCTION INITIATIVES

Gun Confiscation and Destruction

Chicago confiscates more guns per capita -- 22,000 in 1993 -- than any other city in America. We destroy all guns seized.

As a result of national attention to Mayor Richard M. Daley's track record, Sen. Carol Moseley-Braun and others have called for amending the crime bill to mandate the destruction of all guns seized. Mayor Daley's "Safe Neighborhoods Bill" would mandate the same practice on a state-wide level. Recently, the General Services Administration has ceased its practice of allowing the re-sale of federally confiscated weapons. Mayor Daley's public statements on this issue may have helped shape this new policy.

Last week, Mayor Daley of Chicago and Mayor Johnson of Phoenix discussed joining forces to publicize their efforts to mandate the destruction of all guns. Both Chicago and Phoenix melt down all guns seized. Their staffs are working together on a letter that will be distributed to other Mayors at the U.S. Conference of Mayors meeting and on an op-ed piece for the Washington Post.

Federal Firearm Licenses (FFLs)

The City of Chicago initiated a crackdown on FFLs that put 197 licensed dealers out of business. Through a task force consisting of the Chicago Police Department, the Chicago Department of Revenue, and the Bureau of Alcohol, Tobacco and Firearms, the City of Chicago targeted gun dealers who did not comply with local laws and the majority surrendered their licenses.

Mayor Daley strongly supports Sen. Simon's bill to amend the Federal Gun Control Act to severely restrict the issuance of FFLs.

Vehicle Impoundment Ordinance

In October 1992, Chicago enacted a vehicle impoundment ordinance which authorized new penalties for individuals who transport a gun that is not broken down and out of reach. Chicago police impound more than 100 vehicles per month under this law. Drive-by shootings were down 34% during the first 10 months of 1993 compared with the same period in 1992.

Federal Firearms Licenses (FFLs). The City of Chicago and its police department joined forces with ATF to crackdown on gun dealers who did not comply with local laws and put 197 licensed dealers out of business. Daley strongly supports the Federal Firearms License provisions added to the Senate crime bill by Senator Simon. These provisions would make several key changes to the FFL system, including: (1) requiring dealers to certify that they are in compliance with state and local laws; (2) dropping the 45-day requirement for action on FFL applications; (3) allowing ATF to investigate a dealer more than once a year if necessary; (4) requiring dealers to report a shortage in a firearm shipment, or lost or stolen inventory to ATF; and (5) require dealers to comply with ATF firearms trace requests.

Several FFL reforms, which passed as part of the Brady Bill, go into effect on Monday. These include: information on the multiple sale of guns must now be sent to state and local law enforcement; common carriers are prohibited from labeling packages that contain firearms and are required to obtain written receipts for firearms deliveries; and it is now a felony to steal a firearms from a licensee.

School Safety. Chicago has taken a multi-faceted approach to school safety. Mayor Daley has created a School Patrol Unit and Operation SAFE, which assigns two officers to each of the city's 67 high schools; offered free metal detectors to any high school upon request; supported state legislation increasing penalties for crimes committed in "Safe School Zones"; and encouraged the teaching of non-violent conflict resolution skills at 25 of the City's elementary schools.

Comm. Policing: Daley's Police Superintendent, Matt Rodriguez, is an outspoken advocate of comm. policing, & we have worked w/him in deve

School Safety

The City of Chicago has taken a multi-faceted approach to school safety issues. Mayor Daley has:

- (1) created a School Patrol Unit and Operation SAFE, which assigns two officers to each of the city's 67 high schools;
- (2) offered free metal detectors to any high school upon request;
- (3) supported state-wide legislation creating enhanced penalties for crimes committed within "Safe School Zones";
- (4) encouraged the use of S.T.A.R. curriculum at 25 public elementary schools to teach non-violent conflict resolution to youths; and
- (5) created the School Zone Mission Team, which supplements the School Patrol Unit with a highly visible specialized unit.

Federal Gun Control Legislation

Mayor Daley has focused his efforts on fighting for a package of common sense gun control laws on both the state and federal levels. His package includes:

- * a ban on assault weapons
- * 25% tax on weapons and ammunition
- * federal firearm licensing reform
- * strict liability for illegal sales and transfers

Violence Reduction Efforts

In addition to Mayor Daley's work on the gun control issue, the Mayor's Office is involved in a number of other coalitions formed to combat the rise in violence, particularly affecting youth. These new coalitions include:

- (1) the Chicago Board of Health's Task Force on Violence Reduction, chaired by Dr. Michael McCally;
- (2) the Illinois Council Against Handgun Violence's "ON TARGET" project, which works to build support for gun control programs and legislation statewide;
- (3) the Chicago Council on Urban Affairs project entitled "Violence and Values in Chicago"; and
- (4) gun control advocacy initiatives under the leadership of Dr. Katherine Christoffel at Children's Memorial.

TASC SUMMARY OF SERVICES

TASC (Treatment Alternatives for Special Clients) is a statewide, not-for-profit agency that links various service systems through a unique system of client case management. Through TASC, a variety of populations in need of special services can find the help they need. Most TASC clients are substance abusers in need of treatment. In recent years TASC has expanded its services outside of the substance abuse field to include programs for HIV-affected persons and youth involved in the child welfare system.

THE TASC CASE MANAGEMENT MODEL

TASC uses a case management system to handle thousands of clients while still giving each person the individual attention that is required for success. This system consists of:

Assessment: This is an in-depth interview and verification process to determine the nature and extent of the client's presenting problem. For most TASC clients, this problem is alcohol or other drug abuse.

Specialized Service Planning: TASC develops an individualized care plan for each client, taking into account such factors as the client's presenting problem, ancillary services needed by the client, and the treatment or other resources available to address these needs.

Intervention, Service Referrals and Placement: Clients who meet TASC and state criteria are placed in treatment or are referred to the appropriate service agency. TASC provides ongoing support and client intervention before placement, and coordinates all the activities necessary to place the client into treatment.

Monitoring: While the client is in treatment, TASC monitors his or her progress and makes reports to the agency or court that referred the individual. Failure to comply can be cause for dismissal from the TASC program. TASC also provides ongoing support and advocacy to each client.



Administrative Offices: 1500 N. Halsted • Chicago, IL 60622 • (312) 787-0208

TASC, Inc.

Administrative Offices: 1500 North Halsted, Chicago, Illinois 60622 (312) 787-0208

TASC, Inc. (Treatment Alternatives for Special Clients) is a statewide, not-for-profit agency that links various service systems through a unique system of client case management. Through TASC, a variety of populations in need of special services can find the help they need. Most TASC clients are substance abusers in need of treatment.

TASC is the only agency that provides substance abuse assessments and recommendations for the Illinois courts, and it is the preeminent authority regarding the effect of substance abuse on state systems. In recent years TASC has expanded its services outside of the substance abuse field to include programs for HIV-affected persons and youth involved in the child welfare system.

WHAT TASC DOES:

- Assessment to identify the nature and extent of the individual's presenting problem
All clients receive AIDS risk reduction information during assessment
- Specialized service planning that takes into account the client's ancillary service needs
- Treatment readiness and placement into an appropriate treatment facility
- Monitoring of the individual's progress for the courts or other referral source

WHERE TASC OPERATES:

Offices throughout the state serve all 22 judicial circuits in Illinois

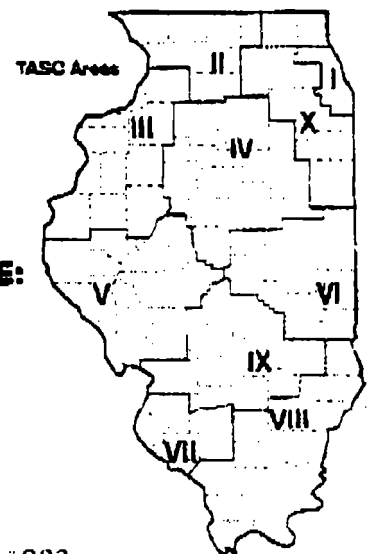
POPULATIONS SERVED:

Individuals who have demonstrated a need for treatment or other services, including:

- Adult offenders
- Juvenile offenders
- Elementary school students
- SSI recipients whose disability is substance abuse
- HIV-affected persons
- Youth involved in the child welfare system

NUMBER OF INDIVIDUALS SERVED BY TASC STATEWIDE:

- More than 80,000 assessed since 1976
- 5,384 adult offenders assessed in FY 1993
- 3,399 DUI offenders served in FY 1993
- 1,173 adolescents assessed in FY 1993
- 4,025 SSI recipients served in FY 1993
- Case management services provided to 332 HIV-affected persons in FY 1993
- HIV-prevention education provided to 7,252 individuals in FY 1993
- 272 child welfare clients served in FY 1993



PROGRAM FOR SUBSTANCE-ABUSING OFFENDERS

TASC, Inc. (Treatment Alternatives for Special Clients) has been operating in Illinois since 1976. The purpose of the TASC program for substance-abusing offenders is to stop the persistent and recurring criminality associated with drug or alcohol dependence. TASC is committed to the care of the individual as well as to the concerns of the community.

TASC is a bridge between the criminal justice system, which represents community norms, and the treatment system, which represents individual needs. Through TASC, a partnership is developed which allows these separate institutions to work together toward a common goal.

In order to do this, TASC has established relationships with both systems based on the highest standards of professional skill and service. These standards make up the internal TASC system. TASC has adopted both criminal justice and treatment priorities so that both societal and individual concerns are met.

The court system expects and receives from TASC objective information and consistent case management services. The treatment system receives TASC support and assistance for each individual referral as well as for larger treatment initiatives for funding and resources.

The TASC Case Management System

The case management system forms the core of all TASC services. Its purpose is to provide a systematic approach to social problems by coordinating institutions, people and resources toward a common goal. There are three primary components to the case management system.

1) **ASSESSMENT:** The TASC assessment answers three questions:

- What is the nature and severity of the client's presenting problem?
- Is the individual appropriate for treatment?
- What type of treatment is appropriate for the individual?

2) **PLACEMENT:** TASC will manage the actual placement of the client into treatment. This includes:

- escort services for certain clients
- negotiating placement with treatment providers
- communicating intake procedures and requirements to client
- preparation of a client summary - substance abuse history, personal information, criminal history, treatment history, and so forth.

3) **TRACKING & MONITORING:** TASC will follow clients who are placed in treatment:

- to provide continuous information on client progress to the courts
- to maintain the client's awareness of his/her responsibilities under the referral contract - this often includes a judicial mandate
- to provide technical assistance to treatment providers, and assist in the coordination of ancillary services for clients.

How a Client Enters the Case Management System

Approximately 80% of TASC referrals come from people in the court system: judges, probation officers, attorneys, etc. Since TASC opened its doors in 1976, the courts have become increasingly aware of the link between drugs/alcohol and crime. Substance abuse has become a routine consideration in the sentencing of certain offenders.

There are many ways in which a possible substance abuser can be identified in the court system. Many crimes are directly related to drug or alcohol use - illegal possession or DUI, for example. Police reports may include a statement of the defendant's intoxicated condition at the time of the arrest. The individual may go through withdrawal in jail or may state to his/her attorney or probation officer that he/she has a problem with drugs or alcohol. Any of these events can trigger a request for a TASC assessment.

Clients may also come directly to TASC on their own initiative (self-referrals), or they may have been identified by TASC during a routine "jail screening process." A small percentage of clients are referred by community agencies and services.

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**A Strategic Plan for Reinventing
The Chicago Police Department**

Together We Can

October 1993



**Richard M. Daley, Mayor
City of Chicago**

**Matt L. Rodriguez,
Superintendent of Police**