

An update on the
Chicago Alternative
Policing Strategy



With strong support
from the community to
move forward, the
Department will begin
Citywide implementation
of CAPS in 1994.

CAPS News

Chicago Police Department • December 1993

Citywide Expansion in 1994

The Chicago Alternative Policing Strategy will be expanded from the five prototype districts to all 25 of the City's police districts beginning the first of the year. Many CAPS activities will be implemented immediately in the 20 non-prototype districts. Budget plans also call for these districts to receive nearly 800 additional officers over the next two years to fully implement the strategy.

"It is a very aggressive schedule, especially with respect to training and additional personnel," said Deputy Chief of Patrol (and CAPS Project Manager) Charles H. Ramsey.

Foundation Modules

CAPS foundation modules—activities that can be implemented immediately without additional personnel—will be initiated in the first quarter of 1994. These include:

- Establishing District Advisory Committees.
- Expanding Neighborhood Relations Offices and staffing them on both the 2nd and 3rd Watches.
- Assigning officers to consistent beats and watches, and beginning to hold regular community meetings and other beat activities.

- Converting existing "sector cars" to "rapid response cars." This change will not provide the full complement of response cars needed under CAPS, but it will bring all districts in line with the basic CAPS structure.

- Establishing new Communication Operations Section dispatch priorities. (See story on page 4.)

"We need to settle people down on their beats. That has to be one of our immediate priorities, even before we have our full complement of officers," Ramsey said.

CAPS training will also be expanded during 1994, and

the curriculum will be revised based on the experience gained in the prototype districts.

Besides introductory training for officers in the non-prototype districts implementing CAPS, there will be greater emphasis on supervisory training, on specialized training for detectives and tactical and gang units, and on orientation for all Department members, sworn and civilian.

Vacancies, New Hires, and Redeploys

To fully implement CAPS, the Department will hire 400 new officers—over and above those officers who will be

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Targeting Gang Violence in the 10th District



Tactical Officers Ray Caballero (right) and Gene Schleder (center) share notes with Gang Outreach Worker Angeb Torres as part of the Gang Violence Reduction Program in the 10th District. See story on page 3. (Photo by Harry Schmuell)

Superintendent's Message

Today now, all Department members should have received their copy of our new strategic plan, *Together We Can*. This document establishes a new and ambitious set of goals for the Department, and it lays out the broad organizational and policy changes that will be needed to achieve those goals over the next three to five years and beyond.

I strongly encourage all Department members to read the strategic plan, to analyze it, to question it, to internalize it. It is vitally important that all of our members—sworn and civilian—in all assignments—Patrol and non-Patrol—understand our new strategic direction.

I also invite members of the community to read and comment on our plan. As part of our strategy, we have made a commitment to establish a strong relationship with the community that will break down barriers, open up avenues of information, and provide meaningful opportunities for collaboration.

As you read *Together We Can*, keep in mind that it is not a "how-to" manual. It is neither a cookbook, nor a rule book. *Together We Can* is a strategic description of *where* we want to be—and *what* we want to be—as an organization three to five years from now.

You should also understand that our plan will guide more than the future of just the Patrol Division and the Chicago Alternative Policing Strategy: it will guide the future of the entire Department.



On 14 October 1993, Superintendent Rodriguez released *Together We Can*, a strategic plan for reinventing the Chicago Police Department. The Superintendent introduced the plan following the Department's graduation ceremonies at the Timothy J. O'Connor Training Academy. (Photo by Steve Herbert)

Together We Can addresses those changes in policy, practices, and organizational structure that will be needed to fully implement this philosophy in all facets of the Department.

Section 4 of the document outlines the key components of change: management style, recruitment, training, disciplinary procedures, performance evaluations, use of technology, and other issues of vital concern to Department members. The document also discusses the role of the community and of other public and private sector organizations.

I recognize that changes in these and other areas will require changes in the Department's mission, culture, and operational philosophy too. The behavior of the *organization* must change before the behavior of individuals within the organization ever will.

To oversee this process of change, I recently established a Policy and Planning Committee, co-chaired by Deputy

Chief of Patrol (and CAPS Project Manager) Charles Ramsey and Director of Research and Development Barbara McDonald. The committee's charge is to transform the broad goals and policy statements identified in *Together We Can* into a meaningful plan of action for our organization.

Such a major revision will take time, of course, and the implementation process will be gradual and evolving. Obstacles will be encountered, and obstacles will be overcome. As a Department and a community, we must remain unified in this strategy, yet open and flexible enough to adjust it when necessary.

Our Department has long been recognized for the quality of our police service and the professionalism of our members. Now, all of us have a real opportunity to enhance that reputation—and to improve our City—by translating our new strategic vision into an effective plan of action. •

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Mission Statement

The Chicago Police Department, as part of, and empowered by the community, is committed to protect the lives, property and rights of all people, to maintain order, and to enforce the law impartially. We will provide quality police service in partnership with other members of the community. To fulfill our mission, we will strive to attain the highest degree of ethical behavior and professional conduct at all times.

The Gang Violence Reduction Program

As part of their implementation of CAPS, 10th District police are working with other agencies and the community in a unique program to prevent gang violence.

A new community-based approach to preventing gang violence is being tried in the 10th District. For the first time, the police, probation and pretrial services staff, former gang members from the community, academic experts, and a neighborhood council are collaborating in an integrated effort to reduce gang violence in the predominantly Latino Little Village neighborhood. The Gang Violence Reduction Program is funded by a federal Anti-Drug Abuse Act grant from the Illinois Criminal Justice Information Authority and by matching City funds.

The program targets up to 200 hard-core gang members between the ages of 17 and

25. Project staff have found that gang members in this age group are especially prone to violence: 67 percent of all incidents of gang-related violence in the target area are committed by 17- to 25-year-olds. Yet many prevention programs concentrate on younger individuals, doing little to address the problem of violence committed by these "older" gang members.

Targeting Older Members

"This program is the first effort in this country where police and gang outreach workers interact with older gang members in order to prevent violence," says Dr. Irving Spergel, a national expert on street gangs and gang intervention strategies. Spergel, a faculty member at the University of Chicago's School of Social Service Administration (SSA), coordinates the gang outreach and research parts of the program.

Roberto Caldero, also from SSA, supervises the civilian gang outreach team of three full-time community workers who were former gang members themselves.

10th District Commander Delphino Bustos is the overall program director. Officers Ray Caballero and Gene Schleder of the tactical unit and Officer Joe Petruzzi and Sergeant Stan Pasko of the Neighborhood Relations Office are the lead personnel from the Police Department.



Officer Gene Schleder:

"We're policemen first. If [gang members] cross the line, then we'll arrest them."

Another participant in the program is the Cook County Adult Probation Department, which has assigned three full-time workers and one supervisor to manage the caseloads of known gang members in the area sentenced to probation. Just recently, the Cook County Pretrial Services Agency also joined the partnership. It is working closely with Probation to identify gang members in the community who have court cases pending.

Goal: Reduce Violence

The goal of the program, which began in September 1992, is not to rid the streets of gangs, but instead to gather information that can be used to reduce and prevent future acts of gang-related violence. It also provides opportunities to gang members that can lead to jobs, education, and re-entry into mainstream society.

The 10th District was chosen as the site of the program because of its traditionally

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Officer Ray Caballero:

"[Gang members] talk to us and tell us a lot of things that they just would not normally tell the police. We're able to do a lot in the way of preventing violence with the information we obtain."

CAPS Dispatch Policy Designed to Maintain Beat Integrity

In August, the Communication Operations Section issued a revised dispatch policy for the CAPS prototype districts. The new policy gives beat cars more opportunities to answer Priority 1 calls on their beats and outlines responsibilities of the field supervisors for maintaining beat integrity.

Keeping beat officers on their beats—called "beat integrity"—is a key element of the CAPS philosophy. By working the same beat on the same watch each day, officers can get to know its residents, its chronic crime and crime-related problems, and the best strategies and resources for solving those problems.

To support beat officers in their new roles, the Communication Operations Section (COS), with CAPS managers and district commanders, designed a unique dispatch policy for CAPS districts last April. After evaluating feedback from dispatchers, field personnel, and CAPS managers, COS issued a revision in August that both altered and clarified some important aspects of the new policy.

Who's Handling the Calls

An analysis of dispatches in the CAPS districts during the first few months of the new

dispatch policy shows that beat cars were increasingly staying on their beats:

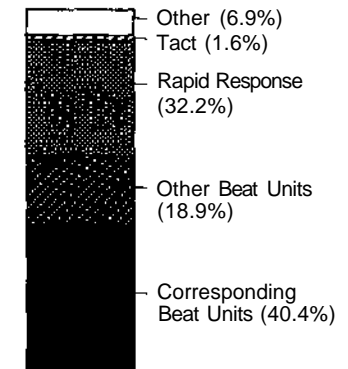
- The percentage of calls handled by beat cars on their beats increased more than 6 percent between May and July.
- By the second week of July, 66 percent of all calls handled by beat cars were on their assigned beats.
- The vast majority of calls are handled by the corresponding beat car and rapid response cars, with the remainder handled by other beat cars, tact teams, and other units (see Figure 1).

CAPS Dispatch Priority

Under the revised dispatch policy, a Priority 1 call can be assigned either to the beat car on the beat in which the incident occurred or to a rapid response car (the original CAPS dispatch policy gave preference to rapid response units). If neither is available, then the call is dispatched according to the following priority: tactical or gang units, rapid response sergeant, sector sergeant, and, finally, a beat unit from a different beat if a field supervisor authorizes it. Radio silence by a supervisor is considered authorization to send a beat car off its beat.

For Priority 2 calls, the beat car on the beat of occurrence is the primary responsible unit, if a beat car is expected to be unavailable for an extended period (as

Figure 1. The 7th District is achieving a high level of beat integrity. Fewer than one in five calls are handled by beat units off their assigned beats.



Based on analysis of radio call cards from 29 April through 13 July 1993.

when conducting a complex preliminary investigation or attending a community meeting), the sector sergeant will assign a rapid response unit to cover the beat. The authority of supervisors to make adjustments in assignments was not clearly spelled out in the April dispatch policy, so calls were being held until the beat car returned. The revised policy also clearly authorizes dispatchers to give out multiple assignments.

Even with the new provisions for preventing backlogs, Priority 2 calls continue to stack up for some beats. When this happens, dispatchers are required to notify field supervisors, who in turn must decide whether to supplement the beats with additional rapid response units or other beat cars, or to authorize the dispatcher to continue holding the calls. •

Simplified CAPS Dispatch Policy

Priority 1

1. Rapid response car or beat car on beat of occurrence.
2. Tactical or gang unit.
3. (a) Rapid response sergeant; (b) Sector sergeant.
4. Beat car from a different beat, if authorized by a field supervisor.

Priority 2

1. Beat car on beat of occurrence (multiple assignments may be given and/or jobs may be held).
2. If beat car is expected to be unavailable for an extended time, sergeant designates rapid response car to cover beat.
3. Dispatcher notifies supervisor of backlog; supervisor has authority to assign no police unit to a call if proper reasons exist.

Note: From approximately 0200 to 0830 hours, only beat cars are available.

The Predicament of Holding Calls

For many dispatchers, holding calls goes against everything they have been told to do over the years:



"from day one, we've been taught to use our manpower efficiently," says Officer Patricia Marshall. It sometimes bothers her and other dispatchers to hold non-emergency, Priority 2 calls when there are available beat cars on other beats. (Photo by Steve Herbert)

An important aspect of managing calls for service under the CAPS dispatch policy is the authority of the dispatcher to hold Priority 2 jobs "when operationally necessary."

This authority is provided in General Order 93-8, issued 11 June 1993. In CAPS districts, it is "operationally necessary" to hold jobs in order to keep beat officers on their beats, a critical element of the community policing strategy.

The primary goal of the 9-1-1 system is still to provide an immediate police response to every situation that represents an imminent threat to life, bodily injury, or major property damage or loss. And every job—no matter how long it's been held—must eventually be assigned and investigated. The CAPS dispatch policy includes several provisions to help achieve both these goals.

Prioritizing Calls

Prioritizing calls accurately is the critical first step in providing immediate police service when and where it is needed

most. For CAPS districts, in which a Priority 2 call may be held until the beat car is available, the ability of zone personnel to determine the presence of "an imminent threat" is even more crucial.

Dispatcher and call taker discretion will always be a factor in the delivery of police services, but setting policies for certain categories of calls can take some of the pressure off. For example, when the CAPS dispatch policy was first implemented last April, many domestic disturbances were falling into Priority 2 status and being held for beat cars. Experience has shown, however, that domestic disturbances tend to escalate to violence quickly. Now the CAPS dispatch priority automatically provides "domestics" with Priority 1 status.

Supervisors

The CAPS dispatch policy also recognizes the importance of a more active role for supervisors. When police resources are managed carefully and aggressively by field supervisors, the result is more efficient handling of all calls for service and a reduced backlog.

Under the CAPS dispatch policy, field sergeants and lieutenants are expected to pay close attention to how cars are being dispatched and what calls are getting backlogged to ensure that beat integrity is being maintained, but not at the cost of public safety. They must also redeploy units as needed.

Soon after the new CAPS dispatch policy was issued, some tension around the

exact interpretation of the policy developed between the zone and the field. To clear up the situation, all field supervisors in the CAPS districts were asked to meet face-to-face with the dispatchers.

"It was an eye opener," says Sergeant Raymond Howe, who works the 2nd Watch in the 22nd District. "The day I went down to the zone, I talked to the dispatchers and I got a chance to see what they do. I saw the problems they had deciding whether it was a rapid response call or beat car call." Talking to the dispatchers in person, says Howe, improves understanding on both sides, and ultimately results in better service to citizens.

Field Resources

Holding Priority 2 calls at the zone and efficient management of field resources both help to keep beat cars on their beats, but an increasing work load challenges the viability of those strategies. Calls for service rose nearly 8 percent between 1991 and 1992 (see page 16).

Until calls to 9-1-1 go down—through increased use of a police non-emergency number and expansion of the alternate response program, for example—field resources must be maximized.

"We really need the tact units in the CAPS districts," says Officer Patricia Marshall, a dispatcher for 10 years. "If they would take the domestics or the VCD [vice] jobs, they might make a pinch. They'd also free up the beat car and let me go on to the next job."!



Gang Outreach

Worker Angelo Torres:

"If you can back up your words with results like a job or a spot in school, then the kids begin to believe in you and trust you."

Gangs

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high level of gang violence. In 1991, the district had a homicide rate from gang-related violence (8.4 murders per 100,000 residents) that was nearly twice the city-wide homicide rate (4.5 per 100,000).

Citywide, according to research by the Authority's Carolyn Rebecca Block, a nationally recognized expert on homicides, four out of every 10 murders of Latino males are street gang-related.

The Tact Team

Ray Caballero and Gene Schleder are street-smart tactical officers who are out on the pavement every night talking with gang members. Their purpose is straightforward: prevent violence rather than simply react to it. They rely on intelligence and discretion as much as a show of authority and force.

"We know almost every gang member in our area by face and name. That right there helps in deterring crime because if we can get any kind of description of the offender in a gang-related incident, we'll know who to go to," says Caballero.

The officers have been able to build up a level of trust with many of the gang members that previously did not exist. "They tell us a lot of things that they just would not normally tell the police," Caballero says. "We're able to do a lot in the way of preventing violence with the information we obtain."

The tact team is still aggressive about arresting gang members who break the law, however. "We're policemen first. If they cross the line, then we'll arrest them," says Schleder.

Gang Outreach

Angelo Torres, one of the gang outreach workers, also works the street every night. Having been involved with gangs his whole life, from both the inside and the outside, has given him a unique insight into gangs and gang violence. Torres grew up as a gang member in the same neighborhood that he now works in. At age 18, he had a wife, a child, and no foreseeable future outside his gang.

Realizing he had to do something with his life, Torres joined the army and served in the Persian Gulf. After the war, he returned to his neighborhood and worked as a volunteer gang outreach worker. When the Department's program came along, he jumped at the opportunity because it gave him the chance to work with other agencies in a more effective partnership.

Torres devotes a lot of his time to finding jobs and educational opportunities for gang members. He tries to find local businesses that are willing to hire the gang members he works with. He also finds places for them in local schools and other programs.

"This program works because it can produce results. Telling the kids to get off of the street without giving them some place to go won't work," says Torres, "But if you can back up your words with results like a job or a spot in

school, then the kids begin to believe in you and trust you."

Results To Date

It is still too early to measure the program's long-term effect on gang violence. In the last year, however, gang homicides in Little Village have declined (from eight to four), and the rate of increase in aggravated assaults has slowed. In addition, at least 15 hard-core gang members have been diverted to educational programs and jobs.

Beyond the statistics, the program has also succeeded in forging new partnerships and relationships among people committed to preventing gang violence. For example, by working with probation and pretrial services personnel, Caballero and Schleder now know who is on probation and who has a case pending among the gang members they work with. Before the program, they had little or no information about the status of most gang members. The tactical officers use this new information as a means to get gang members off the streets for violating probation or as an incentive for them to stay in school or keep their jobs. Other officers frequently come to Caballero and Schleder for information about gangs and specific gang members.

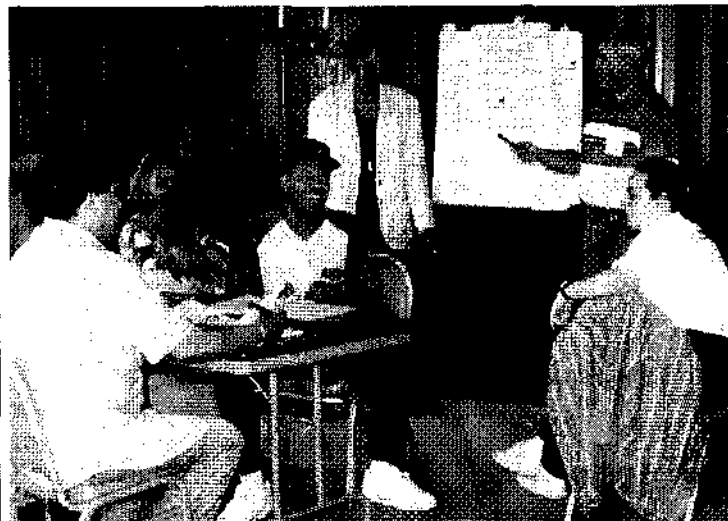
"All of the relationships between the different divisions of the program are really working, and the information-sharing is just incredible. We are able to do so much more than before because of the information that is now available to us," says Caballero. •

CAPS Training

All members of the Department—sworn and civilian, in all units—will receive some level of CAPS training, beginning in 1994.

An aggressive training schedule is being planned to support CAPS expansion:

- All Department members—sworn and civilian—will receive CAPS orientation training.
- Supervisory training will include a course for all exempt members, plus a three- or four-day leadership course for supervisors in the 20 non-prototype districts.
- Officer training in the non-prototype districts will concentrate initially on beat and rapid response officers. Plans call for two days of orientation and training in basic problem-solving during the second quarter of 1994, followed in early



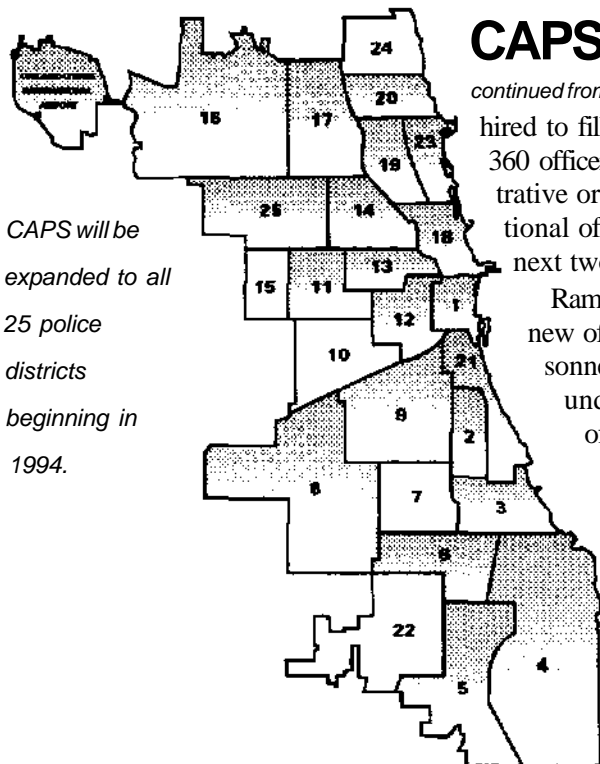
During the first phase of CAPS training, officers attended classes in the informal setting of the South Shore Cultural Center and left their uniforms at home.

1995 with advanced skill building. Other district personnel will also receive basic CAPS training.

- Specialized training will be provided to detectives and tactical and gang officers, and will cover, for example, the connections between community problems and the develop-

ment of missions and investigations.

- Additional training is also planned for personnel in the five prototype districts. The Department is working on joint police-community, beat-level training in problem solving and action planning (see CAPS Q & A, page 9). •



CAPS will be expanded to all 25 police districts beginning in 1994.

CAPS Expansion

continued from page 1

hired to fill existing vacancies—and more than 360 officers will be redeployed from administrative or other assignments. These additional officers will be phased in over the next two years.

Ramsey said that with the phase-in of new officers, there will be "sufficient personnel in all districts to begin operating under the CAPS philosophy by the fall of 1994," even though the full complement of additional personnel will not be in place until 1995.

Other changes planned as a result of CAPS expansion:

- District Administrative Managers, who have already been hired in the five prototype districts, will be added in the

remaining 20 districts. The managers are civilian members who work with district commanders to ensure the effective and efficient operation of district administrative functions (see CAPS Q & A, page 9).

- Sophisticated computer systems, called local area networks (LANs), will be installed to support crime analysis and problem identification.
- \$5 million in capital improvements has been proposed in next year's City budget for repairs and renovation at district stations. •

15th District Advisory Committee Campaigns Against Gang Leader

Cin-Q served half of his 20-year sentence for murder before being paroled this summer. Soon after his release, the West Side gang leader organized a caravan through the streets of Austin, declaring his authority and threatening violence against those who didn't comply.

When concerned citizens informed 15th District police, they quickly intercepted the caravan. Following a scuffle with police, Cin-Q was arrested for battery of an officer. But outraged residents wanted more than an arrest: they wanted to demonstrate their deep concern over Cin-Q's continued presence in Austin.

In stepped the Advisory Committee of the 15th District's CAPS program.

The Committee organized a letter-writing campaign aimed at the judge assigned to the case, demanding that Cin-Q be found in violation of parole and returned to

prison to complete his original sentence. The gang leader continues to sit in jail on the battery charge, and his parole revocation case is also pending. Community leaders hope that through their united front, they won't have to deal with Cin-Q for at least another 10 years.

Businesses Ceted Organized

15th District Commander LeRoy O'Shield points to the Cin-Q situation as an example of the benefits an organized community brings to CAPS. "Our advisory committee, in particular the Business and Court Advocacy subcommittees, have been very beneficial to us in generating community support," says O'Shield, who chairs the District Advisory Committee.

Like the Austin community it represents, the 15th District's advisory committee is both diverse and committed to a strong police-community partnership. The Committee currently includes 17 members, although as new issues arise, new people are added to the group.

Booker Brown, owner of West Side Floor Covering, 5141 W. Madison, chairs the Business Subcommittee. He says getting the business community organized is the group's top priority. Next is "getting the walking customers back"—that is, working with police to move street dealers and other criminals so that neighborhood residents feel safe again shopping on commercial streets such as

West Madison.

The subcommittee has been pulling together both small businesses and large manufacturers and chains such as Walgreen's to brainstorm ideas. "The camaraderie of the business community working together will bring the entire community together too," Mr. Brown predicts.

In addition to business and court advocacy, the 15th District's DAC has subcommittees on schools, youth, senior citizens, ministries and churches, and general enforcement matters. At its monthly meetings, the Committee reviews the work of the subcommittees and goes over recent activities in each of the district's nine beats.

Role of Residents

On the residents' side, most beat-level activities are coordinated by community members known as "beat facilitators." Bob Vondrasek, executive director of the South Austin Coalition Community Council and lead facilitator for Beat 1533, describes the advisory committee as the community's board of directors, with the facilitators serving as staff.

"The key is to develop contact between the people and the facilitators on each block, and then holding meetings and organizing the people on those blocks," he says. Beat facilitators, who meet weekly, are best positioned for this role of "reinventing strong block organizations—the way it was 30 years ago," he adds. •

To help spur community involvement in CAPS, each prototype district has established a District Advisory Committee, consisting of business and community leaders, police personnel, elected officials, and representatives of other agencies. CAPS News will periodically profile different advisory committees, beginning this month with the 15th District.

District Advisory Committee— IStH District

LeRoy O'Shield (Chairman), 15th District Commander	John Molden, Northwest Austin Council
Booker Brown, West Side Floor Covering	Rev. Charles Murray, Westside Ministers
Georgia Clayton	Michael Olson, Island Civic Association
Ed Czorniak	Rev. Willie Upshire, Westside Ministers
PatCarrett, Urban Ministries	Mary Volpe, Northeast Austin Organization
Herbert Heard	Amy). White
Yvonne Johnson, Mid-Austin Steering Committee	Breon Williams
Thomas Mallard, PRIDE	Nairobi Williams
Bennie Meeks, South Austin Coalition Community Council	

CAPS Q&A

Deputy Chief of Patrol and CAPS Project Manager Charles Ramsey answers some of your questions.

Q I know problem solving and action planning are important in CAPS, but to be honest, I still don't get it. Why isn't arresting a drug dealer or confiscating a firearm good enough anymore?

A There's no question that arresting offenders and getting guns off our streets will always be essential parts of your job. The Superintendent has stated on numerous occasions that our officers have established the pace with respect to arresting offenders and responding to calls for service. We will maintain that reputation in our new strategy.

But CAPS also recognizes that responding to isolated incidents and making arrests alone are not enough to address the patterns of crime in our neighborhoods. To be truly effective requires working with the residents on our beats to identify the top priority problems and then figuring out what steps need to be taken—and what resources need to be used—to solve those problems.

We realize that our first phase of training did not adequately prepare officers in the prototype districts for problem solving. We know now that we must provide a different kind of training

when it comes to problem solving. All the models and methods in the world aren't as effective for articulating what we mean by problem solving as one real-life example. That's one of the reasons we publish this newsletter—so you can learn from the examples of your peers. We've also begun to realize that the *community* needs training just as much police officers do. Police officers' jobs will be made a lot easier when the residents on their beat are well-organized and well-informed.

We are planning with the Chicago Alliance for Neighborhood Safety (CANS) to hold joint police-community training sessions for beat officers and residents on their beats. The training will involve identifying actual problems, developing real action plans, and evaluating the success of those efforts. CANS has already started training VISTA volunteers to work with residents in several of Chicago's police districts, including the five prototype districts.

Starting early next year, one beat will be selected from each prototype district to be the laboratory for developing the joint training program. Beat teams, beat residents, Department trainers, and VISTA volunteers will learn in a real-life setting what it takes to form effective problem-solving partnerships. What we learn from that experience will form the basis for future training.

Q What is the purpose of the new District Administrative Manager position?

A The District Administrative Manager position was created so that each district can increase its capacity to handle the many important, new administrative and automation functions under CAPS. The administrative managers are civilians who work under the direction of the District Commander, manage various administrative functions, and supervise civilian staff responsible for time-keeping, traffic citations, statistical reports, and other related activities.

A primary responsibility of the administrative managers is overseeing the implementation and effective use of the computerized local area networks (LANs) that are being installed in each district and the distribution of crime analysis data. The administrative managers will also work with Neighborhood Relations to staff the District Advisory Committees and to coordinate activities with City services. A conscientious administrative manager will help streamline and improve administrative functions in the districts and make sure that district priorities are achieved. •

CITY SERVICES

Towing Abandoned Cars Under CAPS

Vehicle towing is a critical City service within CAPS—whether it's clearing an abandoned car or getting an "immediate tow" for a stolen auto or a vehicle involved in an accident or in the commission of a crime. This article looks at Chicago's Abandoned Auto Program, a coordinated effort between the Police Department, the Mayor's Office of Inquiry and Information, and Streets and Sanitation's Bureau of Traffic Services.

In the spring of 1993, responsibility for the abandoned car problem was effectively transferred from the Police Department to the Department of Streets and Sanitation. But in the CAPS prototype districts, police continue to play a major role in addressing the problem.

Chicago's community policing philosophy appreciates the debilitating effects of problems such as abandoned cars (as well as graffiti, potholes, and broken street lights) on the community. It also recognizes that police responsibility in solving these problems shouldn't stop at writing tickets, filling out forms, or referring complaints to another agency. When it comes to towing abandoned cars, police officers in the CAPS districts are part of a process that attempts to improve efficiency and build in accountability.

Recent Changes

In April 1993, the Police Department's Abandoned Vehicle Officers (AVOs) were assigned to the Detached Services Section and detailed to Streets and Sanitation to process abandoned autos. Under General Order 83-12, Revision 83-12B, Department members were instructed to refer abandoned auto complaints to the Mayor's Office of Inquiry and Information (MOII). The order still directs field officers to take responsibility for reporting "appar-

ently" abandoned vehicles to Streets and Sanitation. In the CAPS districts, however, special procedures—and a stronger system of accountability—have been created to ensure that abandoned vehicles are towed quickly.

The Paper Trail

Beat officers in the CAPS districts are provided with a formal means to request tows and to keep track of the status of their requests. An abandoned car tow is ordered by the beat officer through the CAPS Service Request Form, which is forwarded from the district Neighborhood Relations Office to MOII or, in the case of an emergency, is phoned in by a supervisor to the MOII supervisor's desk. MOII then enters the request into its computerized tracking system, and a Work Order Report is sent electronically to the Bureau of Traffic Services the next day.

In the Traffic Services's abandoned vehicle section, the work orders are given over to the AVOs and civilian field vehicle investigators. Traffic Services recently implemented an internal manual tracking system to ensure that jobs are investigated within three to five days and that none falls through the cracks.

After investigation, the disposition on the work order is entered from the bureau into MOII's tracking system. Every week, MOII sends the CAPS districts a printout showing

the status of every service request, which is used to support police follow-up measures.

Towing Process

Not every car reported as abandoned can get towed as an abandoned auto, however. It's up to the AVOs and civilian investigators to verify that a vehicle qualifies for an abandoned auto tow. They check whether the vehicle (1) is on public property; (2) is in a state of disrepair; (3) has both an expired license and city sticker; and (4) has not been reported stolen. At the time of the initial investigation, the AVO places a dated tow notice sticker on the car, which permits towing of the car after seven days if it proves to be abandoned.

If the car is in a dilapidated condition, and represents a hazard to the community, it may be towed whether it is on public or private property. (Under ordinary circumstances, private property owners are responsible for the towing of abandoned vehicles from their property.) If a dilapidated car is on public property and the license plates or city sticker are current, Traffic Services must hold a hearing and notify the owner by certified letter.

If, after the AVO runs the license plates or vehicle identification number through state and local stolen vehicle files, the car proves to be hot, the AVO follows through with appropriate police procedures

CITY SERVICES

In three of the five CAPS districts, 85 percent or more of all service requests for abandoned autos have been completely processed, according to the 1 November MOII summary report.



Officers Ed Danaher (Beat 2212) and Peggy Burreil (Beat 2232) share the reputation in the 22nd District as being particularly aggressive in the pursuit of City services such as abandoned auto tows. (Photo by Steve Herbert)

for recovering and towing stolen autos. Initially, Traffic Services was reporting stolen autos to the Police Department's alternate response program (ARP), but after meetings between Police Department and Streets and Sanitation supervisors, a more efficient procedure was agreed on.

"Instead of us having to send a beat car, which depletes field resources, abandoned vehicle officers handle it," said Sergeant Bill Bratek, ARP manager. "We improved upon an existing system so we can be more effective, not only in CAPS districts, but Citywide."

CAPS Follow-up

Personnel in the CAPS districts report that abandoned car towing has improved significantly since the program started: resident complaints have been all but eliminated and in three of the five CAPS districts, 85 percent or more of all service requests for abandoned autos have been completely processed, according to the 1 November MOII summary report.

Good coordination between Neighborhood Relations and beat officers, aggressive tracking of service requests, and timely follow-up with the supervisor's desk at MOII are measures used in the districts with the best

records on abandoned tows. Officer Ed Danaher, who works Beat 2212 on the 2nd Watch, and Neighborhood Relations Officer Kimberly Kane say teamwork works for them.

"I've written up a good 400 CAPS reports—more than a hundred for abandoned cars—since the program started," says Danaher. "I initiate the request, and the Neighborhood Relations Officer finishes it up. If it doesn't move in 10 days, I write it up again. Since these CAPS service requests went in, towing has improved 100 percent." •

DISTRICT ROUNDUP

A roundup of news and notes from the five CAPS prototype districts.

7th District
TACTICAL OFFICERS ARE ENCOURAGING residents to contact them directly with information about narcotics activity—a practice that is increasing opportunities for the police to act quickly on neighborhood drug problems. Recently, six firearms and seven pounds of marijuana valued at \$21,000 were recovered and three felony arrests were made by tactical Officers **Ron Condreva, Edward May, James O'Donnell, and Lawrence Schnab**, acting on a tip they received in the tact office from a community member. According to Condreva, this practice has several advantages: "The zone doesn't have much time to get detailed information, but when citizens call us directly, we can gather all the necessary facts ourselves and act on the situation immediately."

BETTER EXCHANGE OF INFORMATION helped tactical Officers **Raymond Schillaci** and **James Volland** make two arrests in a recent child sexual abuse case. Beat Officers **Joel Kuhar** and **Kenneth Walker** of **Beat 723** took the initial report from the victim's grandmother, and then immediately passed the information on to the tact officers. This direct exchange of information between beat officers and tact officers—which is emphasized under CAPS—contributed to the quick follow-up and arrest in this

case, according to Schillaci. "Instead of going into a basket, up to review, and out of the district, a copy of the initial incident report stayed in the district and was passed along to us for immediate follow-up," he says.

RESIDENTS OF THE 5500 BLOCK of South Marshfield have responded to CAPS by forming a block club and publishing a newsletter, *The Marshfield Messenger*. The newsletter's editor attributes the positive changes on South Marshfield to the CAPS program and the persistent efforts of the officers of **Beat 715: Barbara Constanzo, Laureen Fey, Gerald Koch, Irving Miller, Kay Morris, Roberto Sanchez, and Charisse Zeno**. "Just by being out there, we deter crime," says Zeno. "Arrests are not necessarily up, but our increased presence has caused drug dealers and gang members to move out of the area. The community has come together as a whole due to the block club and now we can work with the block club as a force to battle crime."

OFFICERS MARK ADDUCI AND **Patricia Thibault** of **Beat 733** might not have detected a break-in at a house being rehabbed—if their consciousness about crime problems associated with abandoned buildings had not been raised by community members and the CAPS program. During one of their periodic checks, the pair noticed that the back

door of the formerly abandoned building on South May Street had been kicked in. They found the house empty, but discovered the business card of the rehabber inside and called to inform him of the break-in. Seeing that brand-new appliances had just been installed, the officers remained in the building until it was secured.

10th District
DRUG DEALING IN A building near Spry Elementary School was the target of an action plan involving beat and tact officers and Neighborhood Relations staff. In a monthly meeting of the Spry School Safety Committee, Officer **Gissella Kodatt** and Sergeant **Stan Pasko** of Neighborhood Relations and Officers **John Owen** and **Marie Rapacz** of **Beat 1033** learned about a complaint made by a resident to the parents and teachers on the committee. The information was shared with the other beat officers and the tact teams, and police presence in front of the apartment building was increased to deter customers. Meanwhile, on behalf of the building owner—who does not speak English—Pasko and Kodatt contacted the State's Attorney's Office to learn about the procedure for evicting tenants under the narcotics nuisance abatement laws. The building owner hired a private attorney, and in three months the problem tenants were evicted.

DISTRICT ROUNDUP

THREE AUTOMATIC WEAPONS hidden in some overgrown weeds and bushes were recovered after the Department of Streets and Sanitation responded to a CAPS Service Request submitted by Officers **Jay Cepeda** and **Antonio Ponce** of **Beat 1032**. An elderly couple had become unable to care for their front yard, and local gang members were using the location to store weapons and drugs. Community members informed their beat officers of the situation, which was quickly addressed by police and Streets and Sanitation personnel.

BY DEVELOPING A CLOSE RELATIONSHIP with the residents of South Springfield Avenue, Officers **Eve Gushes** and **Robert Carrion** from **Beat 1013** were able to arrest a strongarm robber who was preying on senior citizens in the area. This summer, the officers were made aware of a robbery involving a 93-year-old victim, who was afraid to report the crime or identify the offender. But because of the relationship the officers had developed with the victim's neighbors, the officers were able to persuade the victim to provide the first name of the offender. The victim's neighbors were then able to provide the officers with the offender's full name and other information leading to his location and arrest.

1st District

J. w-/ MORE THAN 600 DRUG buyers have been arrested on the unique charge of attempted possession in a clever reverse-sting operation that was started this summer. Many of the arrestees have been fined and sentenced to community service, but more importantly, they're thinking twice before returning to Austin to buy their drugs. The operation involves all three tact teams, led by Sergeants **Kent Erickson**, **Fred Ousleber**, and **David Schweiger**. Also involved are the gang team, under the supervision of Sergeant **James Roussel**, and the squadrol and lock-up crews. Lieutenant **Roberta Weilgus**, who masterminded the operation in cooperation with District Commander **LeRoy O'Shield** and county prosecutors, says some officers complained about the amount of work involved in planning the sting and then doing all the paperwork afterward. But when they see how it benefits the community they change their mind, she says. "This little boy, at the end of one of our stings, came up to a policeman and said thank you. After that, this policeman—who had questioned the value of the operation—was sold."

THIS SUMMER NEIGHBORHOOD Relations Officers **Julius Nelson** and **Beverly Rogers** trained and supervised

approximately 60 teenagers employed by the Mayor's Office of Employment and Training in the 15th District's youth empowerment program. The teens spent time in parks, schools, day-care centers, churches, and other sites where younger children hang out. "Over the summer, the youth in our program came in contact with nearly 3,000 kids and talked to them about self-esteem, being good role models for others, how to respond to crime, how to cope with drugs and gangs, and what are some other ways—beyond the survival skills they already know—to be safe on the streets," says Officer Nelson.

A SPECIAL FORM FOR PROBLEM identification, developed by the Neighborhood Relations Office for use at community meetings, guides residents in identifying their highest priority problems and in providing specific information about them, such as location and time. The form is tailored for each beat, with a beat map and information on how and when to contact beat officers confidentially. The form also communicates to residents one of the most important principles of CAPS: "We will make every effort to address your concerns, but we need your help. Only through our combined effort can progress be made in improving our neighborhood."

DISTRICT ROUNDUP



Participants in the 22nd District's Court Watch program (above) begin to arrive at the pretrial hearing of a notorious armed robber in their community.

The program is co-chaired by residents Dorothy Riley (left) and Peggie Haggerty. (Photos by Steve Herbert)



O O n d District
 THE 22ND DISTRICT Court Watch Program and the police recently collaborated in an attempt to see that a previously convicted armed robber receive the maximum sentence—30 years—for six armed robberies committed in the Morgan Park area. Arresting Officers **Lee Daley** and **Lester Jones** and Lieutenant **David Dougherty** asked the court advocacy group if they could apply some pressure to the sentencing judge. Co-chairs **Peggie Haggerty** and **Dorothy Riley** took charge, organizing volunteers and obtaining the services of Paige Transportation to provide a bus to transport community members to court for

the pre-sentencing hearing. Although the offender was ultimately sentenced to only eight years, the 22nd District Court Watch Program did benefit from the experience: it gained a stronger partnership between the police and the community, and also attracted a flood of volunteers—including several victims of the armed robberies—for future court advocacy projects.

FOOT PATROL OFFICER **PATRICK Gannon** on South Western Avenue responded to community concern over street peddlers and their impact on safety with a solution of his own design. A recently passed city ordinance banned street peddlers and ice cream vendors in the 19th Ward. Gannon developed a "No Peddlers" sign and distributed it among businesses on his post. Gannon has also made several arrests under the "No Peddling" ordinance, and many of the offenders received fines of up to \$300. Businesses and residents of south suburban Blue Island were so impressed with the effectiveness of Gannon's sign that they copied it and are now posting it in their community.

FOR 90 DAYS BEGINNING THIS December, four foot patrol officers who cover South Western Avenue will carry pagers that local business owners can access by calling a toll-free number. The pagers display messages up to 96 lines long (four lines at a

time), so officers can be informed about suspicious activity or other non-emergency situations. The pilot program, which was developed by the Morgan Park/Beverly Hills Business Association and the 22nd District, will be evaluated and considered for expansion. The paging service is being contributed by Ameritech, and Qualitype Graphics offered to print business cards with the toll-free number.

24th District
 AFTER WITNESSING INCIDENTS of harrasment and hate crimes against a neighboring Somali family, residents of **Beat 2432** contacted their beat officers to share what they knew about the problem. Third Watch Officers **Dave Franco**, **Fred Lopez**, and **Ben Martinez** worked with Area 3 detectives to investigate the situation. Two days later, the beat officers informed the residents that the offender, along with three accomplices, had been arrested. The professionalism and cooperation exhibited by the officers who handled the incident—according to the complainants—has had a positive impact on the other residents of Beat 2432, particularly those living in a nearby CHA building, who now appear more willing to work with police.

DISTRICT ROUNDUP

ON BEAT 2433, OFFICERS AND residents are using regular community meetings as a forum for cooperative problem solving. "There was a burglary pattern, so we all planned together what our next course of action would be," said Officer **Jim VanVranken**. "We try to prioritize the residents' concerns at the meeting in front of them so they don't feel left out. If someone's complaint isn't a priority, we tell them that and they appreciate it," says VanVranken. When citizens complained that drug dealers and prostitutes made them afraid to leave their homes to go to work in the morning, VanVranken and his partner, Officer **Kevin Reppen**, started working with the tact team to set up sting operations and to arrest both the prostitutes and their customers. They also started increasing their presence during the rush hour. "We get our cups of coffee and stand out on the el platform. It gives people more of a sense of security," says VanVranken.

NEW COMMUNICATIONS TECHNOLOGY is demonstrating that effective information-sharing within CAPS doesn't always have to be face-to-face. The Community Safety Bulletin Board System (BBS), developed and maintained by Loyola University's Community Safety Project, can be accessed by community residents through a computer



In November, the 24th District celebrated the six-month anniversary of CAPS with a 24-hour party featuring a buffet and a display of thank-you letters from the community. The party was sponsored by local businesses and residents to show their appreciation for the service provided by all 24th District personnel. From left to right are Officer Joe O'Connor, Carol Montanei (a community member), Jack Bess (a reporter for Lemer Communications newspapers), Officer Jim VanVranken, Lieutenant William Devoney, Officer Val Roytman, and Mary Jo Doyle (also a community member). (Photo by Evidence Technician Steve Duffy)

and modem. The BBS acts as a clearinghouse for information and announcements related to community safety and development. In **Beat 2422**, residents are using a voice-mail hotline to leave messages for their beat officers any time of the day or night. The hotline, which was set up and is monitored by citizen beat representatives, is not intended for emergencies, but for collecting tips or information related to chronic problems in the area.

BEAT OFFICER VAL ROYTMAN spends a lot of his off-duty time in the Russian immigrant community of West Rogers Park, trying to ease the negative views of police that many residents carried over from the former Soviet Union. Roytman, who is a native of Ukraine and speaks Russian fluently, has visited businesses, English classes,

centers for the elderly, and even a summer camp for teenagers to provide advice on how to call the police, play it safe on the streets, protect oneself from crime, and avoid gangs and drugs. Roytman was the focus of a 19 September *Chicago Tribune* feature, which said his work with the Russian community "stands out as an example of what the city's current community policing experiment is designed to achieve." •

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