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EVALUATION OF PLANNING AND CRIME ANALYSIS UNITS IN ILLINOIS

**Executive Summary
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EXECUTIVE SUMMARY

A. INTRODUCTION

Realizing the need to improve police planning and crime analysis on the local level, the Illinois Law Enforcement Commission created a special funding category in its 1974 plan. The program category is succinctly described in a commission document:¹

Police Planning Research and Crime Analysis units were initially established in ILEC's 1974 plan to encourage police departments to develop administrative and operational planning, with a focus towards improving the utilization of departmental resources (personnel and equipment) in a cost-effective and offense-directed manner.

While both of these units concentrated on various methods for improving police operations and developing a general patrol allocation and deployment system (based on the incidence of criminal offenses, calls for service, response times and traffic enforcement, etc.), Crime Analysis Units were additionally charged with developing and analyzing specific crime-offender-target information.

In 1977, a third type of police planning program, the Offense Directed Resource Utilization Unit, was developed and included in ILEC's plan. This program was designed to choose a specific crime-offender-target and develop a crime specific analysis and tactical response to it.

To date, ILEC has funded nine such programs: Five Police Planning Research and Analysis Units, Two Crime Analysis Units, and Two Offense Directed Resource Utilization Units.

The nine projects funded were in Cahokia, Champaign, Danville/Vermilion County, Deerfield, Downers Grove, Elgin, Lake Forest, Kane County, and Zion.

¹The Illinois Law Enforcement Commission Request for Proposal, "Evaluation of the Process and Impact of the Police Planning Research and Analysis Units, Crime Analysis Units and Offense Directed Resource Utilization Units in Illinois", June 27, 1977.

The purpose of this Executive Summary is to highlight the results of an evaluation of the nine agencies. In addition, recommendations are provided on what ILEC should be doing in the future to promote planning and crime analysis at the local level.

To aid the reader in the following discussion, Table 1 summarizes the funding and personnel staffing for each of the nine projects.

B. HIGHLIGHTS OF THE INDIVIDUAL PROJECTS

The nine projects were collectively involved in a total of 176 different activities. Of these, 85 were identified in the grant applications and 91 were developed after projects became operational. Of the 176 activities, 127 were completed at the time of the evaluation and 21 were partially completed. A total of 28 activities had been discontinued or abandoned during the course of the project.

Many of the activities resulted in improvements within the local agency. Among the activities which were particularly successful are the following:

- Establishment of routine crime analysis reports (Elgin)
- Publication of repeat offender bulletin (Elgin)
- Reorganization study of command personnel (Deerfield)
- Needs assessment of a new police facility (Deerfield)
- Development of personnel evaluation system (Lake Forest)
- Development of crime analysis and management information system (Lake Forest)
- Establishment of crime analysis activities (Danville/Vermilion County)
- Establishment of computerized patrol activity report (Kane County)
- Improvements in communications network (Kane County)
- Establishment of field contact card system (Champaign)
- Establishment of monthly report on calls for service (Cahokia)
- Establishment of team policing (Zion)

TABLE 1
A COMPARISON OVERVIEW OF ILEC FUNDED PLANNING AND CRIME ANALYSIS PROJECTS

	ONE		TWO	THREE	FOUR	FIVE	SIX	SEVEN	EIGHT	NINE
	EMPHASIS		NUMBER OF PERSONS ASSIGNED UNDER THE GRANT*	TOTAL BUDGET FOR FIRST YEAR OPERATIONS	TOTAL PERSONNEL COSTS FOR FIRST YEAR (Including Fringe)	TOTAL STATE AND FEDERAL INVESTMENT TO DATE	STATE FUNDING EXPIRED?	TOTAL YEARS FUNDED TO DATE	NUMBER OF SWORN OFFICERS SERVED (Full-Time)	POPULATION OF JURISDICTION SERVED
	PLANNING	CRIME ANALYSIS								
DOWNERS GROVE	●		Planner (Lieutenant) Clerk	\$28,192	\$24,245	\$26,782	YES	ONE	50	40,578
ZION	●		Planner (Lieutenant) Secretary	\$32,823	\$29,690	\$31,095	YES	ONE	36	18,500
CAHOKIA		●	Crime Analyst (Civilian)	\$16,732	\$15,221	\$15,896	No -- Now in first year	ONE	21	20,700
CHAMPAIGN/URBANA UNIVERSITY OF ILLINOIS (UofI)		●	Crime Analyst (civilian) Planner (civilian) Secretary	\$73,716**	\$57,804**	\$102,209	No -- Now in Third "Phase"	THREE	Champ. 87 Urbana 44 UofI 61 194	Champ. 63,400 Urbana 38,300 UofI 11,100 112,800
DANVILLE/VERMILION CO.		●	Crime Analyst (civilian) Planner (civilian) Secretary	\$62,256**	\$53,700**	\$84,225	No -- Will seek third year funds	TWO	City 68 County 35 103	City 47,000 County 50,000 97,000
DEERFIELD	●		Planner (civilian)	\$27,851	\$24,000	\$50,270	Yes -- Only Project to complete three years	THREE	27	19,000
LAKE FOREST	●		Systems Specialist (civilian) Secretary	\$32,788	\$24,806	\$50,134	Yes -- Did not seek third year funds	TWO	36	17,000
ELGIN	●	●	Planner (civilian) Secretary	\$35,900	\$34,500	\$34,105	No -- Now in First year funding	ONE	92	61,116
KANE COUNTY	●		Planner (civilian) Secretary	\$24,812	\$22,442	\$37,714	Yes -- Withdrew third year application	TWO	51	41,326†
				\$335,070 (Total) \$37,230 (avg)	\$286,408 (total) \$31,823 (avg)	\$432,430			51 (average)	

* Includes secretarial/clerical help but does not include part-time or interns

** Fourteen month award adjusted for 12-month period for comparison purposes

*** Project LOCATE's second funding phase was for a six-month period rather than one year.

† Unincorporated area of Kane County is the figure shown -- total population is 251,005.

- Modifications to juvenile report form (Downers Grove)
- Update of policy and procedures manual (Downers Grove)

These are representative of the variety of activities which planners and analysts accomplished during the course of the projects. Of course, not all projects resulted in an implementation or change within the agency. Many activities were one-time studies and the study recommendations were not always accepted. From ILEC's viewpoint, it was important to establish the planning process within these agencies which is a subject discussed in the next section.

C. OVERALL CONCLUSIONS

With this program area ILEC has funded nine projects for a period of one to three years. There has been sufficient experience to allow some overall conclusions to be made. Based on the evaluation, the major conclusions are as follows:

1. None of the projects established planning as an integral process within the respective agency.
2. Full-time positions for planning or crime analysis cannot be justified in the smaller agencies after the grants ended.
3. Commissioned personnel in the planning position were usually involved in operational planning while civilian planners were usually involved in systems planning.
4. Planners and analysts were usually involved in one-time planning efforts under the grant projects.
5. Grants of 18-24 months are sufficient to establish the planning process in police agencies.
6. Most agencies did not know what to expect from the planning or crime analysis function that was being funded. The Chief of the agency usually defined what the unit was to do.

The justification for each conclusion is discussed in the following section.

D. JUSTIFICATION FOR CONCLUSIONS

1. None of the projects established planning as an integral process within the respective agency.

Each project concentrated on either a major undertaking in the agency or a series of activities that needed attention. For example, the Zion Police Department instituted a team policing project under the grant while the Kane County Sheriff's Department performed a series of interrelated studies under the grant. In each project, the planners and analysts were busy with various activities, but no overall view of the planning function within the agency was taken.

This problem can be termed as the need for a "plan for planning." By this term, we mean that the planning function needs to be integrated into the organizational and operational structure of the department. From ILEC's viewpoint, the aim of the grants was not to provide a means for conducting several needed studies, but rather to establish the planning function within the agency. It was anticipated that the Chief and other command personnel in each department would be working toward a formal planning mechanism in their agency. There was no evidence that this aim was accomplished with any of the agencies.

2. Full-time positions for planning or crime analysis cannot be justified in the smaller agencies after the grants ended.

Full-time positions for planning or crime analysis were not continued in Downers Grove, Zion, Deerfield, Lake Forest, or Kane County. There is doubt that the position in Danville will be continued.

The Deerfield project offers the typical experience. The Chief stated that he did not believe that a full-time planning position could be justified in his agency of 27 sworn officers. There was no doubt in his mind that the planner has done an excellent job on the many activities under the grant project. However, the planner resigned from the Department on the day the funding ended and the position was never filled again.

In many of the agencies, there was a need before the grant for a series of planning efforts. The Kane County grant listed 15 studies in its grant application that needed to be performed. After these studies were completed, it was difficult for the agency to keep the planner busy on a full-time basis.

3. Commissioned personnel in the planning position were usually involved in operational planning while civilian planners were involved in systems planning.

The two projects with commissioned personnel as planners were Downers Grove and Zion. In Downers Grove, the planner was a Lieutenant who had on-going activities of a) developing operational plans intended to attack a specific criminal activity, b) planning target incidence and selective enforcement projects, and c) supplying data for operational activities. In Zion, the major activity under the grant was implementation of a team policing project. The Lieutenant who headed the Operations Division was also the planner under the grant.

This situation can be contrasted with the projects in Lake Forest, Kane County, and Deerfield. In Lake Forest, the main project was the development of what is usually called a Management By Objectives system. The planner was a civilian systems analyst who designed and then programmed a completed system for the Department. The analyst was never involved in operational planning.

In Kane County, the first civilian analyst conducted a series of needed studies of which the two major ones were patrol allocation and 911 communications research. In both studies, the analyst provided information on several key topics -- time response, officer's workload, communications room layout, computerized patrol activity report, and records system inadequacies.

These experiences clearly indicate the differences in how commissioned and civilian personnel are used. The choice of whether to use commissioned or civilian personnel depends on the anticipated activities of the projects.

4. Planners and analysts were usually involved in one-time planning efforts under the grant projects.

Each activity was classified as to whether it was one-time, limited, or on-going. Over all the projects, there were 176 activities of which 97 (55.7%) were one-time efforts. Of the 98 one-time activities, 23 (23.5%) were minor, 51 (52.0%) were significant, and 24 (24.5%) were major. The planners and analysts were, therefore, involved in many one-time efforts that consumed considerable amounts of time.

5. Grants of 18-24 months are sufficient to establish the planning process in police agencies.

Deerfield was the only project to have received three years of funding at the time of the evaluation. The Chief in Deerfield has established an alternative mechanism to accomplish the planning activities. If the grant had ended after two years, this mechanism would probably have been established earlier.

Lake Forest received two years of funding and did not seek third year funds. While the main activity in the Lake Forest project was not completed during the first year, it was well along the way and would probably have been completed by the city.

Based on what we have seen in the projects, there is no reason why the planning process cannot be established within two years within a small police agency. Several alternatives for obtaining the planning function in a small agency are presented in the next section. A two-year time frame is certainly sufficient to institute any of these alternatives. The key ingredients are a commitment by the Chief to planning and the delivery of training on planning and crime analysis subjects.

6. Most agencies did not know what to expect from the planning or crime analysis function that was being funded. The Chief of the agency usually defined what the unit was to do.

In the Champaign/Urbana project, key project personnel candidly admitted that they did not know what to expect from the crime analyst. There were indications that the same situation was true in other projects.

Without exception, the Chief in each agency defined what the unit was to do. Yet, in most projects, the Chief had only a vague idea of what should be accomplished. It was discovered that often the actual grant application and, therefore, the "plan of accomplishment" was written by regional planners.

E. RECOMMENDED GUIDELINES FOR FUTURE PROGRAM FUNDING

1. General

Without a doubt, funding police planning and crime analysis units is critical in maximizing the efficiency of police services. The funding category should be continued. We do, however, see justification for separating police research and planning funding categories from police crime analysis funding. Also, funding planning units is justified in only the "larger" of the small departments, at least as far as traditional funding practices are concerned. The following subparagraphs provide more detailed recommendations.

2. Crime Analysis Funding

As mentioned above, we recommend that a separate funding category be established for crime analysis. The present funding criteria, with no limitation on the size of the department, should be followed so long as an applying department can demonstrate a need for crime analysis and has the proper central support capabilities. While crime analysis can be considered an integral part of police planning, it is sufficiently specialized to warrant funding that will attract qualified persons to the position.

3. Funding a Police Planner for "Larger" Small Departments

During various stages of the four year funding for Police Planning and Crime Analysis Units, ILEC used the agency size as a funding criterion. While the criterion appears to have been flexibly applied, there was a preference to funding departments having at least 50 sworn officers.

We recommend that agency size continue to be a funding criterion but that the preference be given to departments having at least 75 sworn officers. This is in accordance with the National Advisory Commission's recommendations. Agencies with 75 or more sworn officers usually have the need for a full-time planner.

ILEC should also promote, and support with the necessary funding, an annual seminar for police executives on the principles of planning. The seminar should concentrate on developing planning policies within the department; definition of responsibility for certain aspects of planning; coordination of planning; and identification of feedback mechanisms for evaluation purposes.

In addition, the grant application should contain certain key items as follows:

Executive Qualification. A condition of grant award should be the successful completion of the seminar on planning or its equivalent by the Chief or the Command staff to whom the planner will report. Allowances should be made for completion of the training within the first year of grant award.

Planning Policy. The grant application should contain an outline of a Planning Policy (plan for planning). The Planning Policy should address the following points at a minimum:

- Organization. How will the agency be organized to carry out the planning function? The planner should have not more than one person in the chain of command between him/her and the Chief of Police.
- Responsibility. The applicant should demonstrate knowledge of the need for central coordination of planning without robbing the management responsibility for planning from the other functional units of the department. The planning policy should delineate the responsibility for various types of planning, e.g., tactical, operational, management, etc.
- Coordination. The main responsibility of a centralized police planner is to coordinate the planning efforts of the department. How will the coordination be accomplished?

- Job Description and Position Title. The applicant should have the planning function sufficiently well defined so as to be able to describe the planner's specific responsibility in a job description. The job description should be complete enough so as to provide a format for personnel performance evaluation and review.
- Problem Identification and Prioritization. There is a general need within current-day law enforcement to conserve resources and avoid the shotgun approach to problem solving. An applicant agency should be able to define its needs, group them by category, prioritize them, and assign them to the proper departmental unit.

Extra-Departmental Planning. Planning and coordination outside the police department is woefully neglected throughout the nation. Agencies qualifying for the police planning grant should also be encouraged to develop a cooperative planning policy with other governmental and citizen groups.

4. Programs for Funding Smaller Departments

In the State of Illinois, there are 200 police departments with a total of 4,581 sworn officers. These officers serve a population of 2,974,889 citizens. In addition, there are 43 sheriff's offices with 984 sworn officers that serve a total population of 887,196 persons. In total, there are 243 agencies with a combined strength of 5,565 officers that provide law enforcement services to almost four million residents of the State.

In the previous section, we recommended that criteria be established to fund positions for full-time planners only in departments of 75 or more sworn officers. This does not mean that we feel the smaller departments should be abandoned.

This section proposes alternative funding programs for smaller agencies, programs that should have more of an ultimate impact than traditional step-down or phased programs. The recommendations of this section are based upon three premises:

- Small police departments have the same basic problems facing larger departments and need the same expertise to solve them.

- Small police departments should have the same opportunity for obtaining Federal grant monies as larger agencies.
- Departments of less than 75 officers cannot afford to have a full-time planning specialist within their ranks.

There are five alternatives for smaller agencies to develop a planning function.

Training. Training in planning is even more important to the smaller agency than to the larger agency. The executive training seminar described earlier should have special sessions devoted to organizing the planning efforts of a smaller agency.

Contractual Planning Assistance from Larger Agencies. ILEC should consider funding requests from small departments for contractual planning assistance from larger departments with well organized and established planning units. Care should be taken in this regard since large agencies, simply by virtue of size, do not necessarily possess the planning expertise that would be beneficial to smaller departments.

Contractual planning, however, would be especially beneficial in specialized situations, for example, where the smaller agency wants to upgrade its communications system or to revise its records procedures. A larger department that has recently undergone such upgradings, but with the benefit of an in-house planning staff to accomplish the task, would be in a good position to provide technical assistance to the smaller department in order to lead it around all the pitfalls.

In this same vein, smaller departments can benefit from the experience of larger departments in mutual aid agreements, disaster planning, information sharing, etc. ILEC should consider ways to make funds available to foster inter-agency agreements and joint participation in areas such as fiscal planning. A joint purchasing agreement can be especially beneficial to a smaller agency with limited resources.

Technical Assistance from Government Agencies. Specialized planning assistance is often available from State and Federal Government agencies. Programs such as LEAA's various technical assistance projects, Search Group, Inc., and Association of Police Planning and Research Officers (APPRO) all maintain advisory type planning assistance for local agencies. These services should be well publicized and smaller agencies especially encouraged to take advantage of the programs offered.

Contractual Planning Assistance from Consultants. A direct contract with a consultant can provide a local agency more control over the planning process than simply receiving advice or technical assistance as described above. There are several ways an agency can contract for direct services, three of which are described below:

a. The Individual. Although it was not planned within their grant applications, the Lake Forest experience provides a model of what can be accomplished with individual contractual services. While under the grant, the Lake Forest planner/analyst was considered to be a city employee rather than a consultant, but the principle remains the same.

Lake Forest defined a need for upgrading the personnel review and management information system. ILEC awarded the grant and Lake Forest hired a competent, experienced individual. The individual assisted the city in developing the system it wanted, trained an administrative aide in maintenance of the system, and then left the agency. He left behind, however, the management and administrative tools to plan and implement an MBO program within the department.

We believe it possible to create alternatives to the traditional grant procedures of a three year step-down funding period with the "assumption" that the local department will maintain the program as funded. A more realistic alternative for the smaller department would be an 18 to 24 month grant for a respectable salary for an individual with credentials unique to the department's needs. The individual would be used strictly for research and development to establish either planning or analysis procedures within the department. Once systems or procedures have been developed, the agency could then devote the manpower necessary to maintain the programs. Most likely they would not require a full-time person.

b. Universities. As mentioned earlier, the Chief in Deerfield could not justify a full-time planner. As an alternative, he contracted with Northwestern University for a Director of Administrative Services for one year. In other words, he obtained an academician as a planning resource on a short-term basis. In addition, the Director of Administrative Services has supervisory responsibility over records, communications, fiscal affairs, and training. The cost to the Department is \$23,000 per year which is paid directly to the University. The University submitted a list of candidates from which the Chief made his selection.

The Deerfield plan is a viable alternative to obtaining a planning resource. ILEC should consider funding other planning positions in this manner in order to test the concept further.

c. The "Circuit-Riding" Planning Concept. The most innovative and very possibly the most viable alternative for providing planning assistance to the small department could be the "circuit-rider" concept:

In Minnesota, most state agencies have in the past refrained from providing grants to smaller cities because of the lack of management capability to handle the grants. The Redwood County project has overcome this problem, with grants sometimes given to all five cities jointly with one serving as the contractor.²

The Redwood County project described above is one project of several that have come to be known as the "circuit-riding" city manager concept. The Redwood County project consists of five small towns that have banded together to hire a professional manager because they realized they needed professional management assistance but were unable to afford it as individual municipalities.

²Jon, Elarn, "The Circuit-Riding Manager," Public Management, April 1978, p. 4.

This concept has validity for many smaller agencies that cannot afford a full-time police planner. We recommend that ILEC explore the possibility of establishing a funding category for such a concept. Particular care must be taken to ensure that the program is not simply a spin-off of a regional planning effort. For such a concept to be effective, a firm schedule would have to be established. The planner may spend from one week to a month within each agency before he rotates to the next agency.

The main functions of this professional circuit-riding planner would be to provide management and planning training for the local agencies, to assist them in the coordination of their planning efforts, and to help them establish their individual internal planning policies. The rotation concept, of course, would not be conducive to minor projects or tasks. The circuit-rider's main utility would be to organize in order to accomplish these tasks.

END