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Riverboat Gambling and Crime in Illinois

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Preliminary Report on Riverboat Gambling in Joliet:
Impact on Criminal Activity and Law Enforcement Workloads

May 1994

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**Preliminary Report on
Riverboat Gambling in Joliet:
Impact on Criminal Activity
and Law Enforcement Workloads**

May 1994

**Prepared for the City of Joliet and the Illinois State Legislature by
The Illinois Criminal Justice Information Authority
Peter B. Bensinger, Chairman**

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Acknowledgements

Staff want to thank City of Joliet officials, particularly Chief Joseph Beazley, for their support and cooperation in this effort. Thanks also go to the administrators and security personnel for both the Empress and Northern Star Riverboats. Without the cooperation and support of these city and riverboat representatives, this study could not have been accomplished. Finally, staff appreciate the time given by other riverboat and city officials in Aurora, East Dubuque, and East Peoria. Interviews with these individuals added significant background information on statewide riverboat policy issues.

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Section 1: Executive Summary

The purpose of this preliminary investigation was to investigate the potential impact a riverboat casino enterprise might have on crime and law enforcement activities in a particular community. The Authority's earlier (1992) report on a proposed land based casino in the city of Chicago indicated that Chicago could expect to spend anywhere between \$41 and \$100 million dollars annually in increased criminal justice costs related specifically to the impact of the land based casino. The clear distinctions between riverboat and land based gambling enterprises prompted several inquiries from Illinois legislators. They asked that the Authority provide additional information on how riverboat casinos might impact criminal justice expenditures in a particular community.

To answer those questions, staff of the Illinois Criminal Justice Information Authority have completed a preliminary study on the criminal justice impact of riverboat gambling in Joliet. This study focused on crimes and calls for service data provided by the Joliet Police Department; anecdotal interviews with City of Joliet and Joliet Police Department officials; and interviews with representatives of both the Empress and Harrah's Northern Star riverboats located in the City of Joliet.

To provide additional background, staff visited several other Illinois cities with riverboats, including Aurora (Hollywood Casino), East Dubuque (Silver Eagle), and East Peoria (The Par-A-Dice). No statistical crime or calls-for-service data were collected from these cities, but interviews were held with sheriff's department, police, and riverboat officials.

While this study is less systemic than the earlier casino study, it nonetheless yields clear indication of the variation between riverboat and land based casino impact. The key findings of the study, from all interviews and data analyzed, are:

- ▶ Riverboat enterprises are viewed very positively by both city officials, primarily due to economic benefits, and law enforcement administrators, based on direct experience with boat security staff.
- ▶ Law enforcement officials tend to have effective collaborative relationships with riverboat security staff, with smooth transition of cases from on board the boats to local criminal justice authorities.
- ▶ While calls for service and/or specific crime incidents increased slightly in selected beats proximate to the riverboats in Joliet, *overall patterns of service calls and crime incidents in the City of Joliet remained stable or even declined after the riverboats began service.*

It appears from data available thus far that riverboat casino enterprises afford a highly controlled and secure setting for legalized gambling. The presence of riverboats in a city do not appear to have any substantial negative impact on overall criminal activity or calls for service in the host jurisdiction. In fact, in the City of Joliet, financial arrangements between the city and riverboat representatives have provided increased law enforcement resources at a level more than sufficient to offset any additional riverboat related duties.

This study is intended as a preliminary review of riverboat impact on crime and law enforcement. It is important to remember that a variety of other long range issues have yet to be addressed, including organized crime infiltration, impact on addictive gambling, and other longer term issues. The Authority strongly recommends that cities with riverboats collaborate with riverboat enterprise officials to conduct more in-depth analyses of the long term affects of riverboat gambling on the community. Such studies would yield rich data and provide a more substantial indicator of impact over time.

Finally, it should be noted that there is difficulty in predicting the nature and outcome of riverboat gambling in the City of Chicago when comparing it to relatively smaller towns such as Joliet, Aurora, East Peoria, and Galena. Comparisons of this level, therefore, must be viewed with caution as the current discussion for siting boats in the City of Chicago goes well beyond the scale, with multiple boats and an adjacent land-based amusement/activity area. In contrast to the plans for Chicago, this particular study focused on mid-sized cities with one or two non-stationary boats.

Section 2: Background; Reason for Study; Difference Between Land Based and Riverboat Gambling

The Authority's 1992 *Casino Gambling and Crime in Chicago* study focused exclusively on the proposed land based casino complex just south of Chicago's Loop. That study estimated the additional criminal justice costs that would be incurred if such a complex were to become operational. Authority estimates, including law enforcement, pretrial detention, court, probation and correctional costs ranged from a low of \$41 million to a high of almost \$100 million per year.

These cost figures were useful as the legislature undertook discussion of the land based casino proposal. Even though the legislature did no give approval for the concept to proceed, the issue of casino gambling still remains an active issue for the legislature. The more recent initiatives involve proposals for riverboat casinos.

Subsequent to this shift to riverboat proposals, the Authority was asked to help clarify the differences between land based and riverboat gambling — in particular how riverboat casinos would impact law enforcement and criminal justice activities in a given community. While legislators and gambling entrepreneurs agreed that there were clear distinctions between land based and boat based casinos, there was an absence of substantive information about those distinctions.

During this study, staff identified the principal differences between the riverboat casinos in various Illinois cities and the previously proposed land based complex for Chicago. The riverboat enterprises currently in operation in Aurora, Galena, East Peoria and Joliet are relatively small (in terms of square feet of city land utilized); the actual gambling occurs away from land, during scheduled boat cruises; and there tends to be little if any possibility of a "criminal subculture" springing up around the boat and/or the docks, since riverboat sites are well controlled and located in previously developed areas of the city.

Given these differences, staff set out to identify how these riverboat complexes (land-based dock and cruise ship) affected local law enforcement. No comparisons were attempted between the earlier Chicago study and these riverboats. The Chicago concept was unique, almost equalling the size and scope of Disneyworld or at least something akin to the larger gambling complexes in Las Vegas or Atlantic City. The riverboats included in this follow up study had no similarity to the Chicago concept, each taking up relatively little space in the site city, and none offering the array of ancillary programs and services planned for the Chicago complex.

Section 3: Project Methodology

Since this was a preliminary study with a relatively short timetable (3 months) staff determined to focus data collection in the City of Joliet only. Joliet's experience with two separate riverboat enterprises presented staff with an opportunity to obtain "before and after" data (before boats were operational and after) data on calls-for-service and criminal events.

Working with Joliet Police Department officials, staff utilized the Police Information Management System (PIMS) at Joliet to obtain Illinois Uniform Crime Report and calls-for-service data from October 1988 to August 1993. Since the Empress riverboat became operational in June of 1992 and the Northern Star in May of 1993, these time series data for service and incident data allowed observation on changes to trends after each boat became operational.

In addition to statistical data collection, staff also interviewed a number of Joliet city and law enforcement officials to obtain their anecdotal perspective on riverboat gambling. A complete list of all interviewees is included in Appendix A of this report. These interviews allowed staff to interpret the "hard" data more readily, and to gain insight to issues not apparent from statistical analysis. Administrators and security staff for each riverboat were also interviewed.

To provide supportive information beyond Joliet's experience with riverboat gambling, staff also conducted interviews with the county sheriff's department, police department and boat officials from Aurora, East Peoria and East Dubuque (Galena area). Each city has at least one boat and several plan expansion shortly. While only limited statistical information was collected for these cities, the anecdotal interviews allowed staff to identify patterns of relationships and experiences between city law enforcement officials and riverboat casino representatives. Appendix B lists all individuals interviewed and also provides the text of the questions asked during interviews.

Once data and interview observations were obtained and documented, staff then analyzed data and attempted to tie data analysis to anecdotal statements of various officials. A draft report was then circulated to all involved parties for their comment. After commentary was received, staff completed and printed the final report for dissemination to the target audience of city officials, riverboat representatives and state legislators.

Section 4: Experiences with Riverboat Gambling and Crime in the Illinois Cities of Aurora, East Dubuque and East Peoria

AURORA

In Aurora, staff met with Aurora Chief of Police David L. Stover. John Beck, the director of security at Hollywood Casino, also responded by filling out the survey questionnaire.

The Hollywood Casino Corporation has two boats in service in the city of Aurora. These boats have been in service since June 17, 1993. Presently there are no plans to add any more boats in Aurora. On a daily basis, there are six 2 hour and 45 minute cruises. The most popular boat times are Friday and Saturday evenings from 5 p.m. until closing. The boats accommodate approximately 5,140 patrons per day, 150,000 per month, and a projected 1.8 million per year. Each boat's capacity is about 600 people. Hollywood Casino has about 1,600 employees. There are 7 security personnel assigned to each casino shift; staffing is higher on weekends. Approximately 60 percent of operating monthly expenses are directed toward salaries, wages and benefits, plus gaming and admission taxes. The amount of money spent on alcohol within the boats from June 17 to December 31, 1993 was \$908,000.

Chief Stover discussed several benefits of the riverboats, including new employment opportunities for Aurora residents, and the redevelopment of downtown Aurora through new construction and new business. He noted that while the community has clearly benefitted in the shortrun, the longrun implications are unpredictable. Initial impact included 6 Aurora police officers leaving their positions in Aurora to work as security staff for Hollywood Casino. In turn, the police department hired and trained 6 new officers to replace those who left at a cost of approximately \$75,000 to \$100,000 (screening, hiring and training costs, excluding salary and benefits). John Beck also mentioned that the city of Aurora receives a share of the admission revenue from Hollywood Casino. He reiterated that the Casino has increased employment and spending in the immediate area and furthermore, it has made downtown Aurora a safer and a more interesting place.

The chief indicated that the inception of community policing in Aurora has helped the city be more prepared to respond to riverboat gambling. The emergence of riverboat gambling has, in fact, led to increased protection in the downtown area. Aurora residents perceive an increase in safety due to the riverboats and the related security for those boats. Citizens are less apprehensive about walking downtown based on increased police and security activities in that area. According to John Beck, Hollywood Casino enjoys a good relationship with the Aurora Police Department. In particular, Hollywood Casino's Security Department works very closely with the Aurora police officers assigned to the boats.

John Beck noted that weekend cruises present the problem of underage persons attempting to board the casino. Hollywood Casino has responded by using an aggressive age verification policy. Mainly, any person suspected of being 25 years or younger is required to have an acceptable picture identification card; if a picture identification is not available, then the person is denied access to the boat. Disorderly conduct is the crime most often witnessed and responded to by Hollywood Casino security. Most situations take place in the evening hours, and they

occur both in the pavilion and on the boats. Such incidents mainly involve persons who have been consuming alcohol. Mr. Beck also mentioned an increase in traffic in the area, however, since the cruises are 1 1/2 hours apart and have a capacity of 600 people, there is no indication of grid lock traffic tie ups.

According to the Chief, overall crime levels in Aurora have decreased by 2% since the boats became operational. Additionally, DUI's (associated with disembarking boat patrons) have not increased. While the Chief believes the riverboats have not had any negative impact on public safety, the number of service calls have increased by 10 to 20 percent. The Chief suspects this increase can be linked more to the community policing initiative than to the riverboats.

EAST DUBUQUE (GALENA AREA)

In the Galena area, staff met with Steve Allendorf, the Sheriff of JoDaviess County and Ron Scheiwe, the Chief of Security of the Silver Eagle Riverboat. These interviews were conducted separately, with the information from both interviews combined and presented here.

There is one boat, the Silver Eagle, in operation in the Galena area (specifically East Dubuque). The Silver Eagle began its operation on June 18, 1992. Currently, there are no plans for a second boat in the Galena area. Sunday through Friday, there are approximately 2,800 patrons. On Saturdays, there are about 4,100 to 4,200 visitors. The Silver Eagle offers 6 cruises a day; the most popular cruises are everyday at 9:00 p.m. and Sundays at 3:00 p.m. Most visitors are from the Chicago or Rockford area; 20% of the visitors are from Iowa. Typically there are 5-7 security officers on board in addition to 1 or 2 Illinois Gaming Board Officers. There are also 3 land based riverboat security officers.

Interviewees indicated that benefits associated with the riverboat include jobs (mostly local employees), entertainment, and expanding businesses (hotel/motel, restaurants, etc.) due to an increase in tourism. The county receives a percentage of the riverboat revenue which is appropriated to various systems - such as education, law enforcement, etc. According to those interviewed, the community has adjusted well to the boat. The only drawback of the riverboat is an increase in traffic and traffic accidents. Subsequent to the operation of the boat, a Gamblers Anonymous has been initiated in the Dubuque area.

According to those interviewed, there has been no significant change in crime levels. At the earlier stages of the riverboat gambling concept, the community was concerned about "worst case" scenarios. According to Sheriff Allendorf, there has been no such negative impact. He attributes this to the fact that the Galena area is a temporary stopping point for tourists, who visit the boats and other attractions then depart the area. He believes that cities with large permanent populations (like Chicago) would tend to have and attract a criminal element to the boat areas, making riverboat operation in larger cities more problematic. The only problems noted so far are traffic congestion problems. Very few DUI accidents have been attributed to boat patrons.

EAST PEORIA

In the Peoria area, interviews were held with Allen Misener, Sheriff of Peoria County, Paul Bazano, Chief of Police of Peoria, Jim D. Druin, Chief of Police for East Peoria and Dave Elmore, Chief of Security for the Par-a-dice Boat.

There is currently one boat in East Peoria, the Par-a-dice. This boat provides 6, 2-hour cruises a day. The maximum capacity of the boat is 1,200. On average, there are about 500 people per cruise. The most popular cruise is the 9:00 p.m. cruise on Saturdays. There are typically 7 security officers on board as well as 1 or 2 Illinois Gaming Board officers. There are also 5 or 6 security officers on land. Most boat patrons tend to be from Indianapolis, Indiana rather than the Peoria area.

The presence of the Par-a-dice is generally supported by the community. The benefits associated with the boat include employment opportunities (800 new jobs in the area), and the revitalization of East Peoria. Seven years ago, East Peoria was losing ground with urban development. It is now enjoying steady community growth. The riverboat has brought new businesses to the area (two new car dealerships, and several new hotels). Previously, the community was principally dependent on the Caterpillar Company for economic development and employment. The tax revenue generated by the Par-a-dice is shared by both Peoria and East Peoria; the county does not get a share. The city of Peoria has begun to make use of the additional revenues and is, for example, constructing a new police facility.

There was consensus among the interviewees that even though the potential exists, the riverboat has had no negative impact on the community. The biggest problem is traffic, but the police are used to dealing with traffic because Caterpillar (before down-sizing) created a lot of traffic as well. From the perspective of boat security personnel, the biggest problem is dealing with unlawful use of drivers licenses. In response to gambling issues, a few Gamblers Anonymous programs have started up in local hospitals.

According to Chief Druin, the community prepared for the worst and hoped for the best as boat plans took shape. In preparation, the security systems for boats in Iowa were studied. As in other cities, however, there has been virtually no increase in crime due to the presence of the riverboat. Traffic, property damage, intoxicated patrons, and disorderly conduct were the only problems mentioned. Since the inception of the boat there have been only 2 drunk-driving incidents related to boat patrons. Further, police officials do not feel that calls for service have either increased or become more serious since the riverboat began operation. Overall, the seriousness and the number of service calls associated with the riverboat are, in the view of law enforcement, comparable to most other businesses in the city.

Section 5: Impact of Riverboat Gambling in Joliet, and the Joliet Police Department

For this component of the project, interviews were held with the City Manager John Mezera, Danny Elsey, the Chief of Security of the Empress Riverboat, Jim Murphy, Administrator of the Empress Riverboat, Tim Wilmot and Ed Cisowski of Harrah's Northern Star and Joseph Beazley, Chief of Police of Joliet, and Thomas Fitzgerald, the Sheriff of Will County.

Riverboats in Operation

At the time of this study, Joliet had two active riverboats, Harrah's *Northern Star*, docked in the downtown area, and the *Empress* Riverboat, docked at the edge of the city. The Northern Star began operation in May 1993, the Southern Star in January 1994 and the Empress went into service in June of 1992. Staff were interested in obtaining data on these riverboats for two reasons: 1) their dates of initial operation allowed pre-and-post operation analysis of crime trends, and 2) their unique locations within the city (center of city vs. edge of town).

The Empress Riverboat handles approximately 6,355 people per day, 193,297 people per month, and 2,319,575 people annually. Currently the Empress has one boat in service in the Joliet area. It began operating on June 18, 1992. Eight cruises are taken daily; the most popular cruises are Friday through Sunday from 6:00 to 12:00 p.m. On average, the Empress spends about \$6,500 to \$7,000 on alcohol per day. However, the major expenses of the operation are associated with payroll and training. There are 9 security officers stationed on board, and 8 security officers stationed on land. The casino security officers are not armed. There are, however, 1 or 2 Illinois Gaming Board Officers on board who are armed. A second boat, the Empress II began operation in January 1994.

The Northern and Southern Star Riverboats handle approximately 6,100 customers per day with the highest volume of people attending on the weekends. Each Riverboat takes 6 cruises per day for a total of 12 during the week and 13 on the weekends. The average age of customers is about 44 or 45 years old. Currently the boats employ 6 supervisors, 96 guards plus security from the Illinois Gaming Board for a total of 1,600 employees. Security personnel' philosophy is based on customer service and protecting the assets of the boat. According to Head of Security, Ed Cisowski, relatively little money is spent on alcohol. Most of their expenses are derived from labor costs. Benefits from the boats include 1,600 additional jobs, 8 to 10 million dollars of revenue brought to the City of Joliet annually, and a business investment of 70 million dollars to the City of Joliet.

General Perceptions

The City of Joliet and its business community was completely supportive of the concept of riverboat gambling in Joliet. The research from Iowa riverboat communities indicated that no negative impact would occur. The community is now welcoming the second Empress boat. There is no substantial or sustained opposition to either boat site.

The specific benefits attributed to the riverboats are: 1) increased tax revenues, 2) a drop in unemployment, 3) additional leisure time activities for the community, and 4) compared to neighboring communities, Joliet spending per capita has gone up by very little - only 1%. Overall there is a general consensus that the community has benefitted.

During interviews there was no mention of any drawbacks to riverboat presence in Joliet. According to Sheriff Fitzgerald, the only drawback from the county perspective is the fact that the county does not share in revenues generated by the gambling operation.

Crime Issues

Both Part I (Index) and Part II (Non-Index) as defined and documented in Illinois Uniform Crime Reports have decreased in Joliet over the past several years. All the interviewees seemed to recollect only one alleged robbery on Route 6 that could have been directly related to the Empress Riverboat. According to Sheriff Fitzgerald, any time there is new public area, there are more target opportunities. However, the numbers have been stable over the last year. Battery, disorderly conduct, theft and alleged theft are the basic security concerns. Most problems start after midnight, with younger male patrons causing most problems. Since the inception of the boat, there has only been one incident (alleged theft) on land directly associated with the Empress.

It was noted during interviews that a very collaborative relationship exists between riverboat security officers and the state and local law enforcement officials. For example, 5 Will County Sheriff's department officers are employed (off duty) by the Empress. There is also a contract with the Joliet Police Department to have one officer on Route 6 for traffic control. The city is reimbursed for both salary and administrative expenses for those officers assigned to Route 6 traffic control.

In an effort to decrease crime and increase community safety, the Joliet Police Department recently implemented a Neighborhood Oriented Policing project (NOP). The purpose of this program, especially in areas which have experienced an increase in drugs, gang activity, and violent crime, is to help officers and the community work together to solve problems. This approach allows citizens to interact with police personnel and to take a proactive role in reducing crime in their neighborhoods.

It should be noted that Zones 14 (Northern Star location) and 15 (adjacent to Northern Star) contain four of the city's ten NOP areas, and borders on a fifth NOP site (Zone 21 is also largely a NOP site). Changes, such as NOP, can directly influence the calls for service in the related areas. It is therefore important to interpret calls for service with caution and with an understanding that many factors can influence crime and disorder such as economic growth and development patterns as well as the specific geographic location of boats within the city.

A more detailed discussion of crime data relative to the Joliet riverboats follows in Section 6.

Section 6: Criminal Activity and Law Enforcement Workload in Joliet (before and after riverboats were established); By Type of Crime; By Month; By Area of City.

This study has focused on Joliet because the dates of boat operation allow for analysis of crime and calls-for-service data before and after the riverboats became operational. This pre-post data analysis allows for specific observations about any potential impact these boats may or may not have had on specific crime or police workload levels in the city of Joliet. The following analysis looks at Part I (I-UCR Index violent and property crimes) and Part II (non-Index crimes) crime data for Joliet, derived from Illinois Uniform Crime Report (I-UCR) data provided by the Joliet Police Department. The data have been disaggregated to allow discrimination among non-boat police beats in the city and the beat areas adjacent to each of the two riverboats.

Harrah's Northern Star Beat Areas

Figures 1 through 12 yield information on Part I, Part II crimes, and calls-for-service activity in Joliet Police Department Beats 13, 14 and 15 and 21. Each of these beat areas either covers or is proximate to Harrah's Northern Star Riverboat docking area. The figures present crime and calls for service totals from October 1988 thru August 1993. The vertical arrow line toward the right side of each chart marks the actual operational start date for the Northern Star Riverboat.

Figures 1 through 12 show actual crime or call level data (lines with peaks and valleys) and also a regression line that smooth's out the data into an overall trend line (dark straight line). This trend line continues to the right of the vertical boat operation line. As an added analytical feature, a second trend line is presented to the right of the vertical boat operational line. This second trend line indicates the trend for crime and incident data *only for the period after the boat became operational*. By comparing the original trend line and this post-boat trend line, directional changes in crime or incident level trends after boat operation can be observed.

For these Northern Star related police beats (13, 14 and 15 and 21) the following observations can be made:

- ▶ Part I verified crime trends increased slightly in three beats after the Northern Star became operational. In one beat (13) the trend turned slightly downward after the boat became operational.
- ▶ Part II verified crime trends turned slightly upward in three of the four beats after the Northern Star went into operation and remained unchanged in the remaining beat.
- ▶ Trends in calls for service, a possible indicator of citizen concern regarding boat related activities, either dropped off or remained stable for each beat.

Note: Staff combined the data for all four beats at the Northern Star site and then applied a test for statistical significance to the data. For the most part, all changes in crime or incident trends were statistically insignificant, meaning that no change had really occurred. Part I crime

increases were, however, measured as statistically significant, meaning those changes (if they continue) bear further observation to determine the reason(s) for the increase.

Figure 1

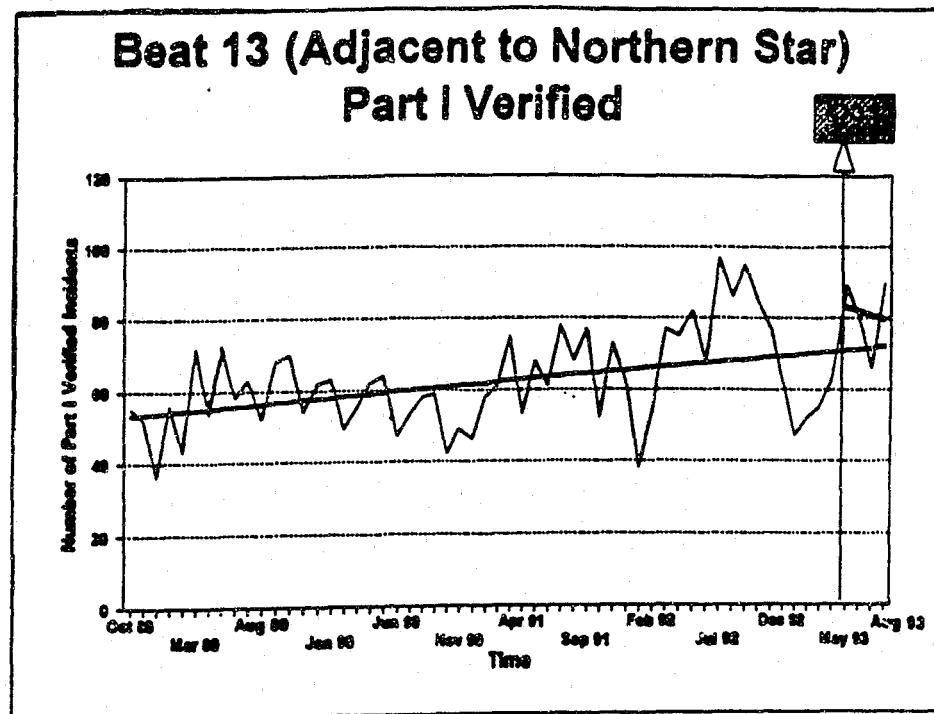


Figure 2

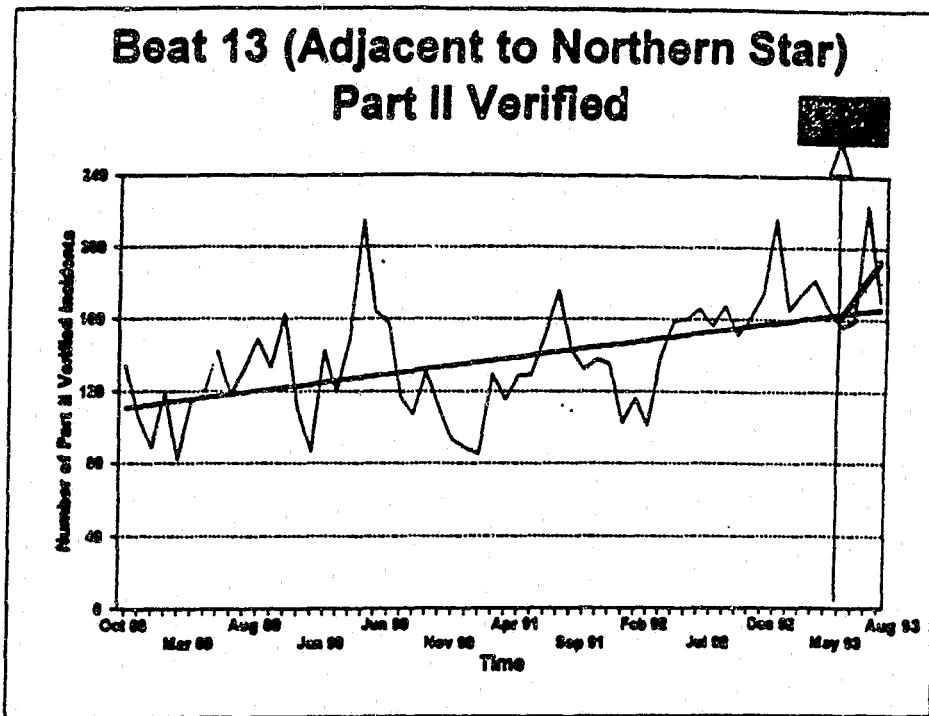


Figure 3

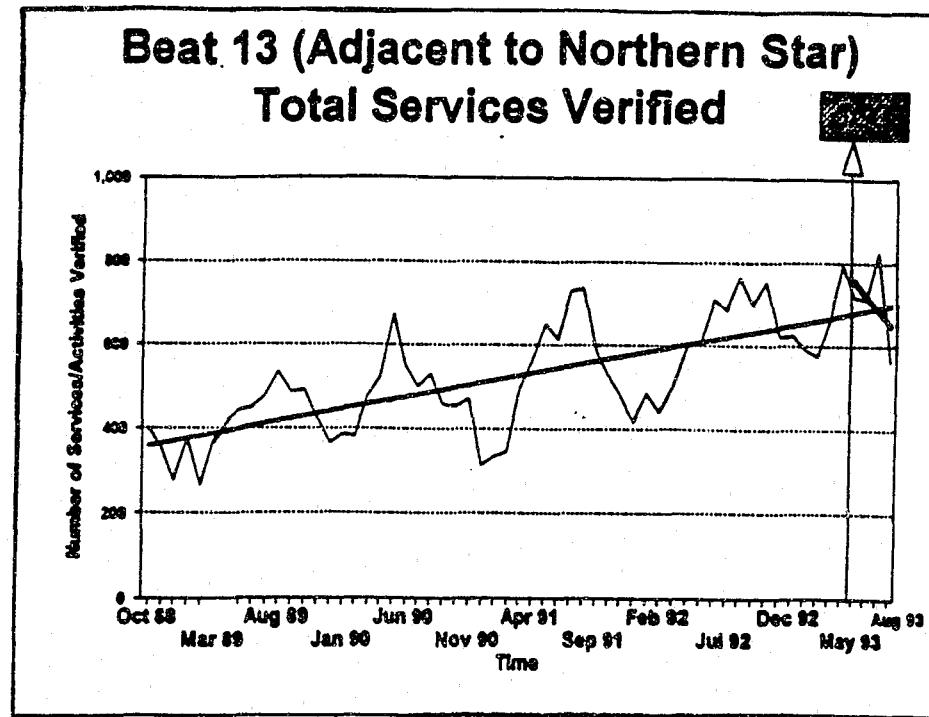


Figure 4

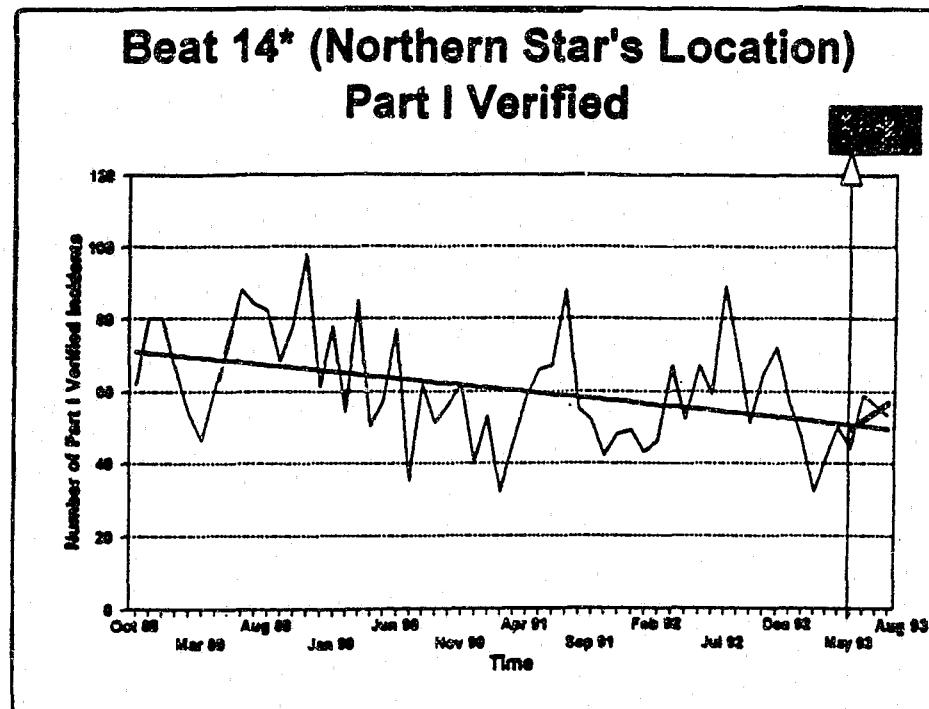


Figure 5

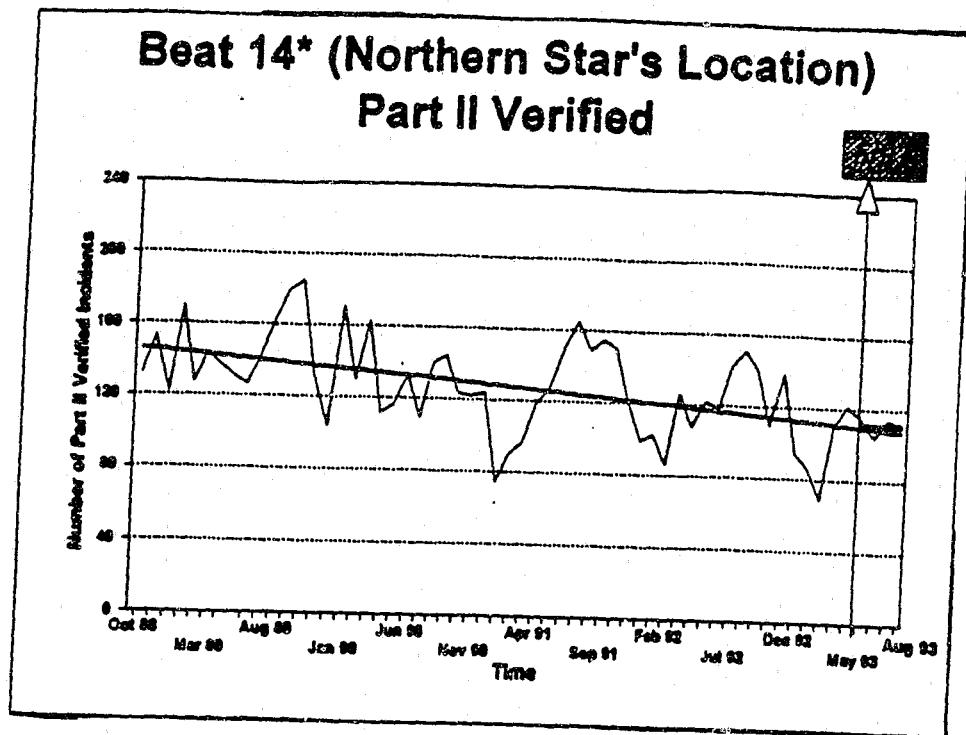


Figure 6

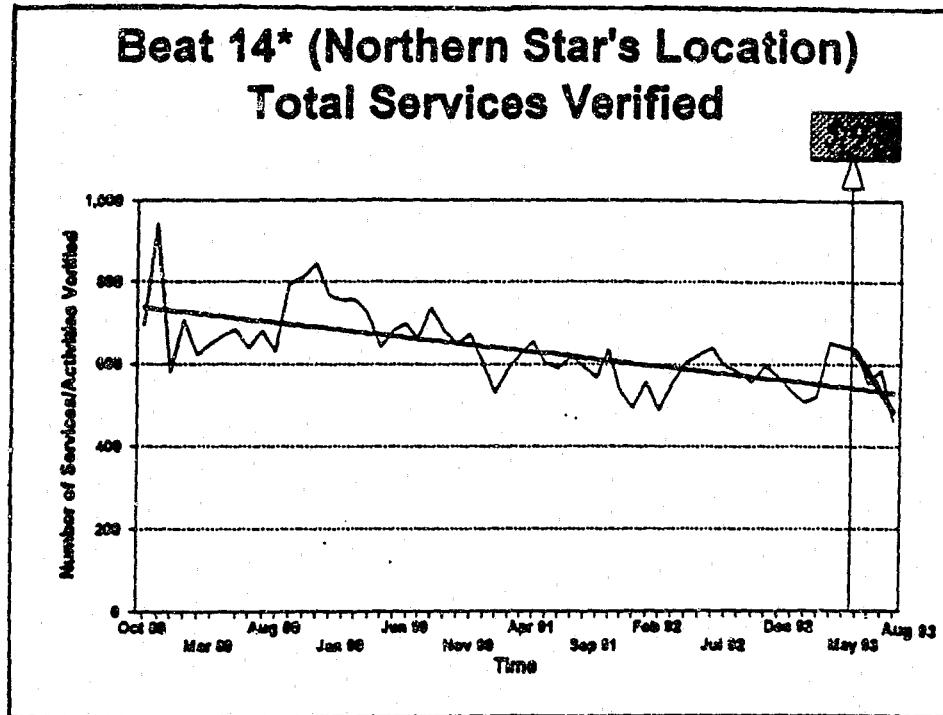


Figure 7

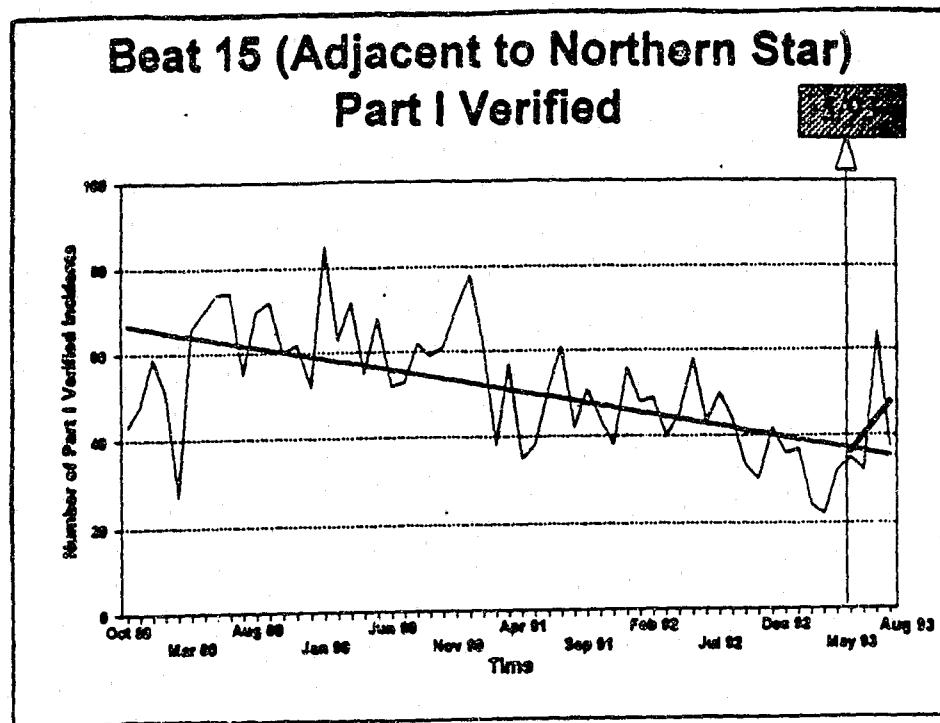


Figure 8

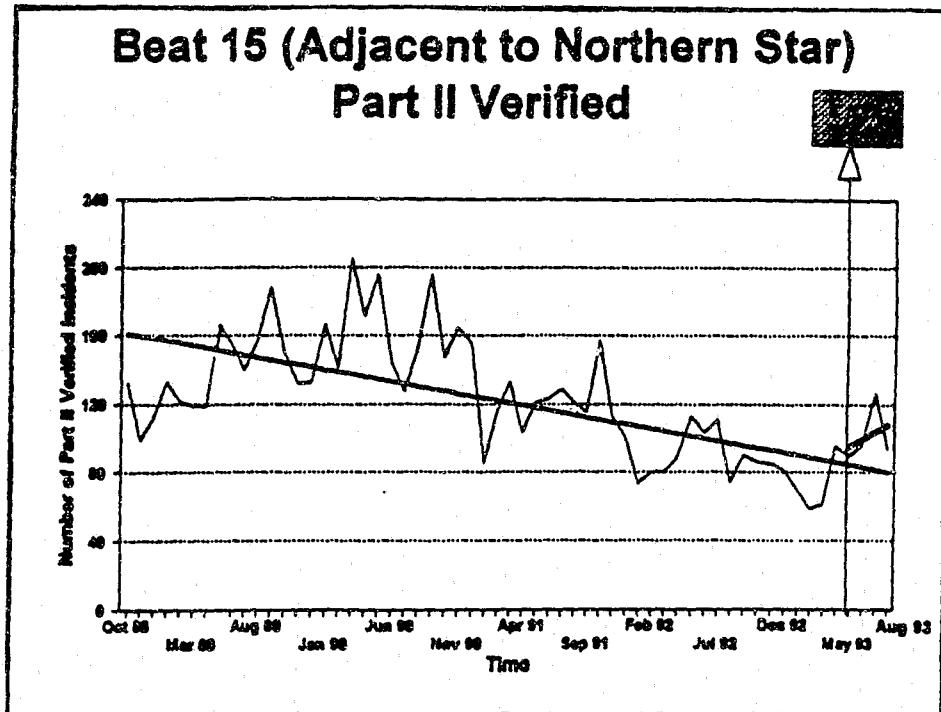


Figure 9

**Beat 15 (Adjacent to Northern Star)
Total Services Verified**

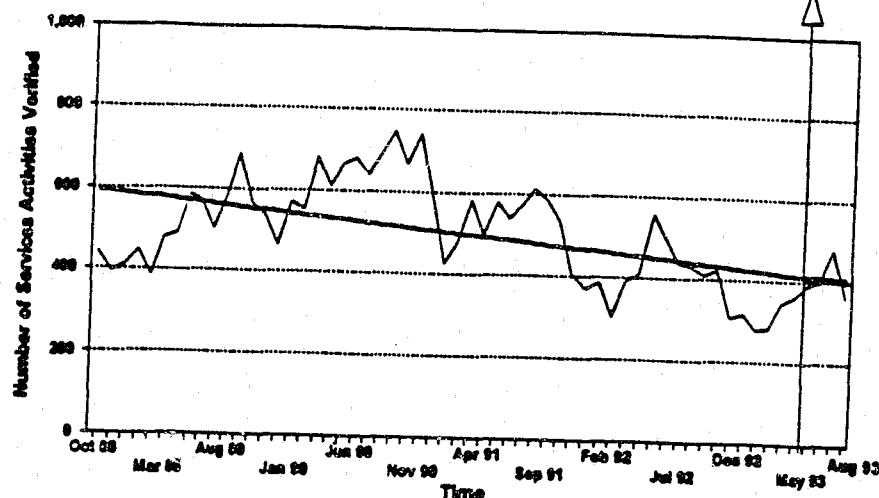


Figure 10

**Beat 21 (Adjacent to Northern Star)
Part I Verified**

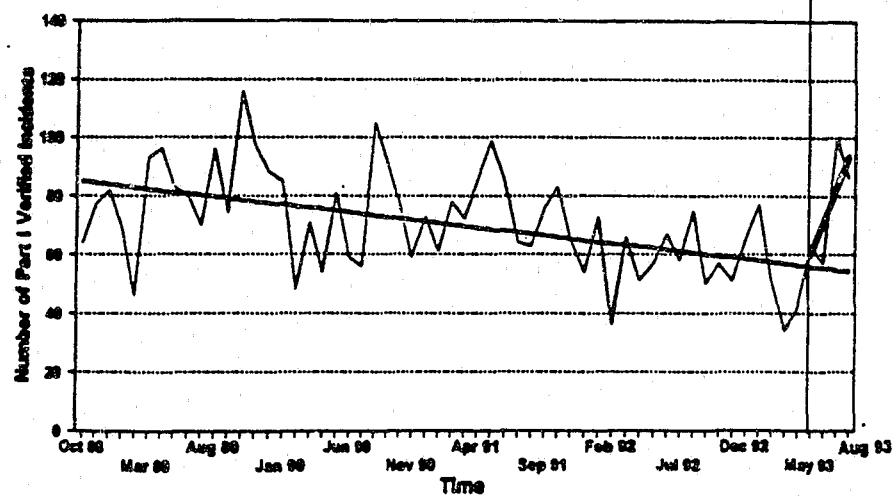


Figure 11

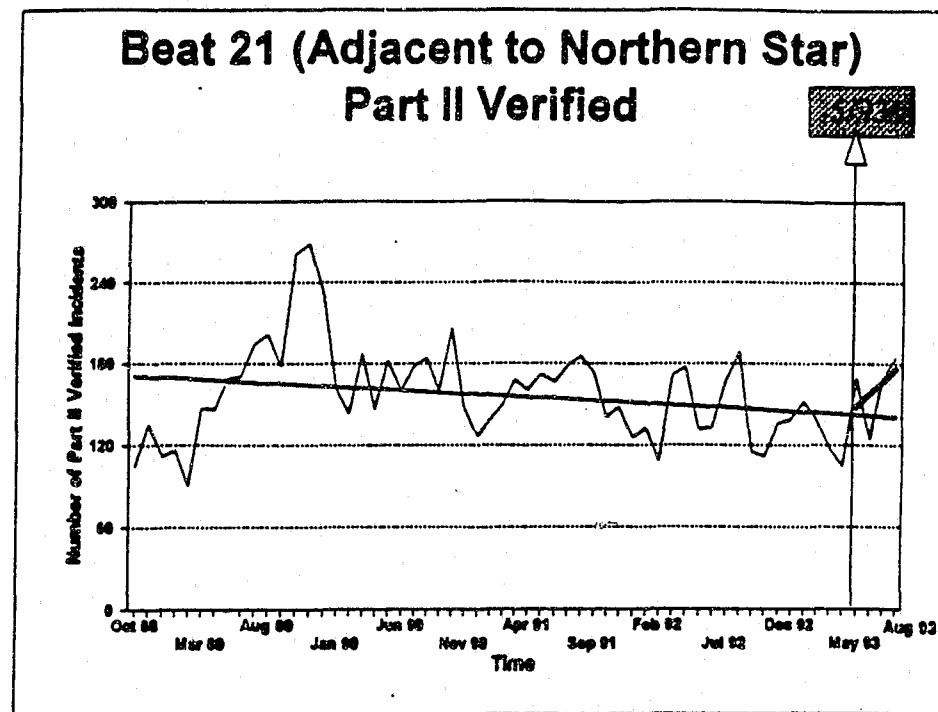
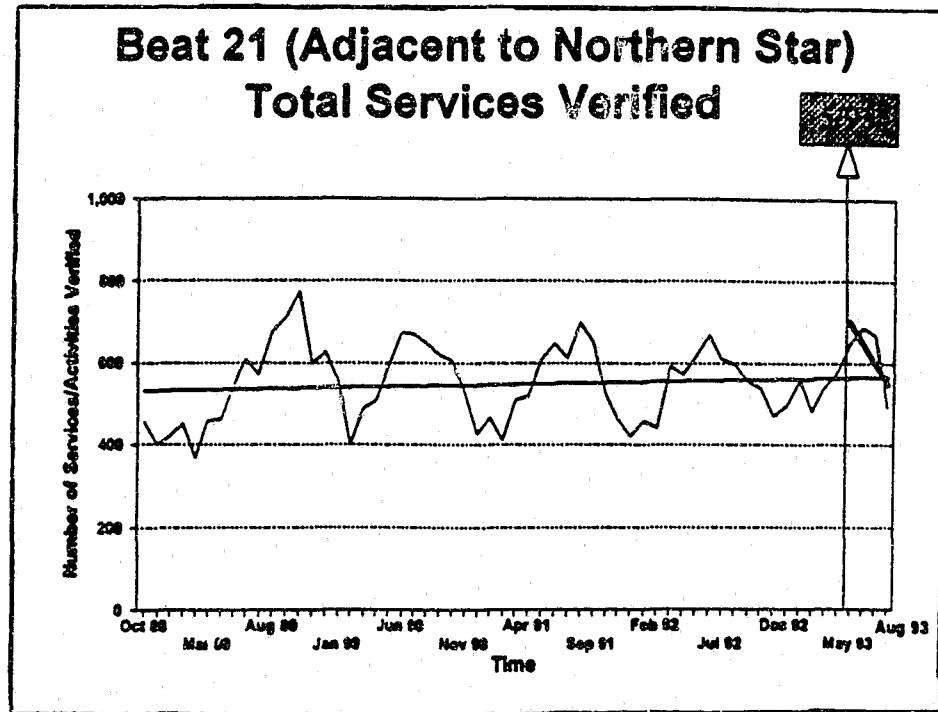


Figure 12



Empress Beat Areas

The location of the Empress boat is substantially different in character than that of the Northern Star. The Star docks right in the middle of town, while the Empress dock is situated southwest of town off Route 6. This location further reinforces the "session" dynamic discussed earlier in this report. That is, patrons drive to the Empress for a particular session and depart immediately following that session.

Figures 13 through 18 yield information on Part I, Part II crimes, and calls-for-service activity in Joliet Police Department Beats 24 and 25. Each of these beat areas either covers or is proximate to the Empress Riverboat docking area. The figures again present crime and calls for service totals from October 1988 thru August 1993. The vertical arrow line toward the right side of each chart marks the actual operational start date for the Empress Riverboat.

Figures 13 through 18 show actual crime or call level data (lines with peaks and valleys) and also a regression line that smooths out the data into an overall trend line (dark straight line). This trend line continues to the right of the vertical boat operation line. As an added analytical feature, a second trend line is presented to the right of the vertical boat operational line. This second trend line indicates the trend for crime and incident data *only for the period after the boat became operational*. By comparing the original trend line and this post-boat trend line, directional changes in crime or incident level trends (after boat operation began) can be observed.

For these Empress related police beats (24 and 25) the following observations can be made:

- ▶ Part I verified crime trends either remained stable or went down after the Empress became operational.
- ▶ Part II verified crime trends rose slightly after the Empress went into operation.
- ▶ Calls for service levels either remained stable or rose slightly.

Note: Staff combined the data from both beats and then applied a test for statistical significance to that data. For the most part, all changes in crime or incident trends were statistically insignificant, meaning that no change had really occurred. In one case, the decrease in Part I crimes, the change was measured to be statistically significant, meaning those changes (if they continue) bear further observation to determine the reason(s) for the decrease.

Figure 13

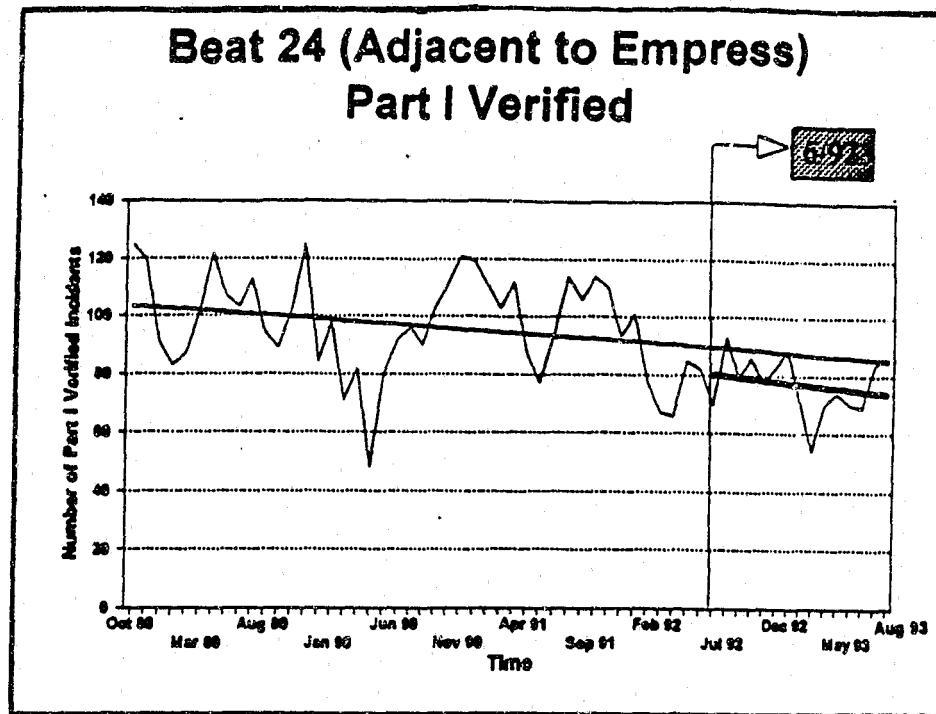


Figure 14

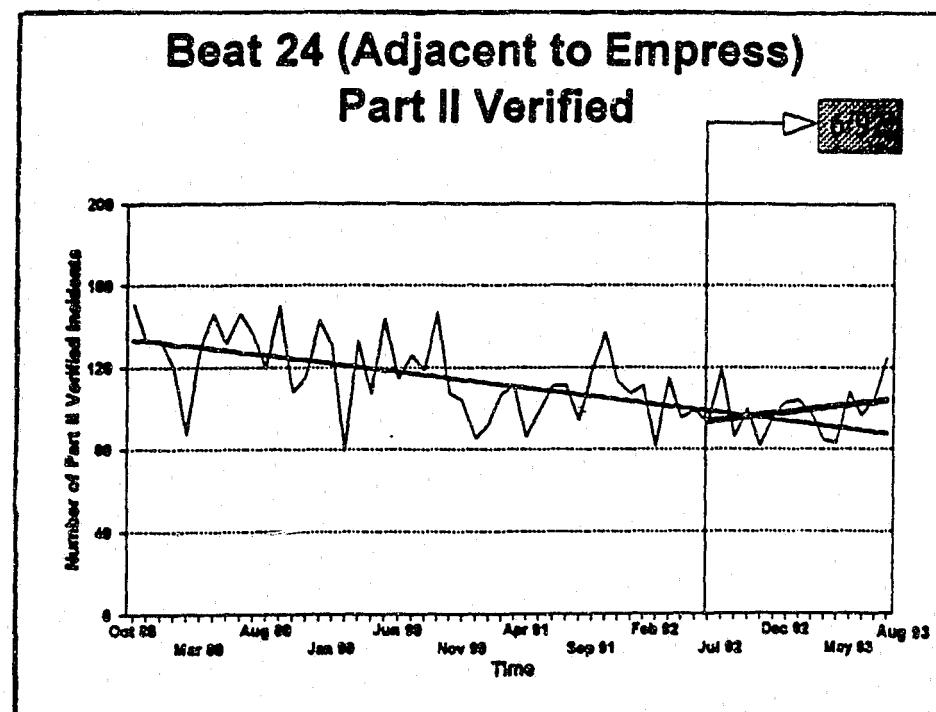


Figure 15

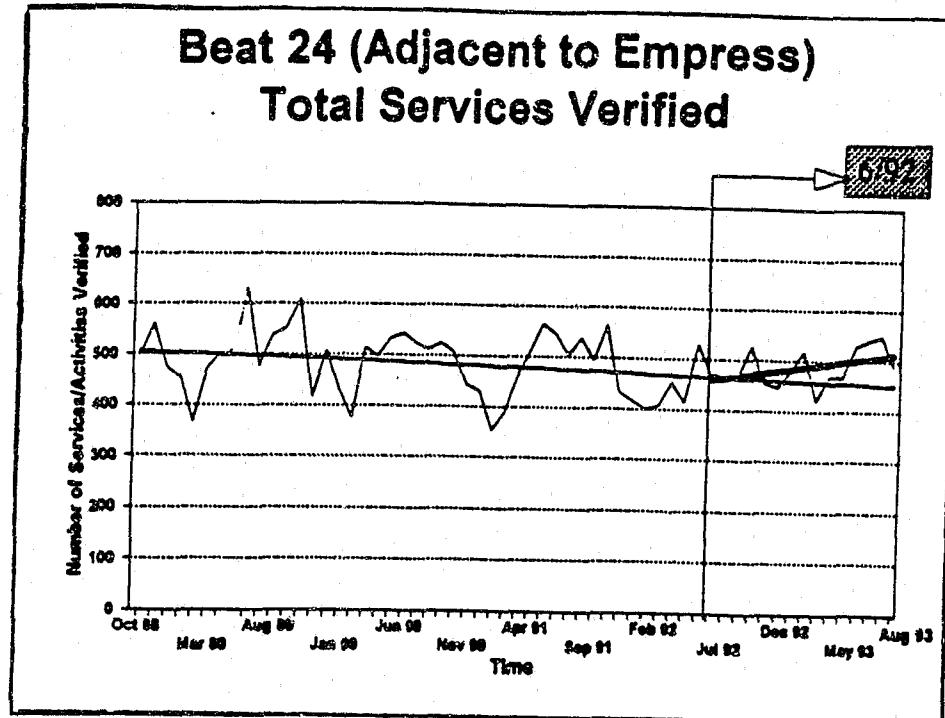


Figure 16

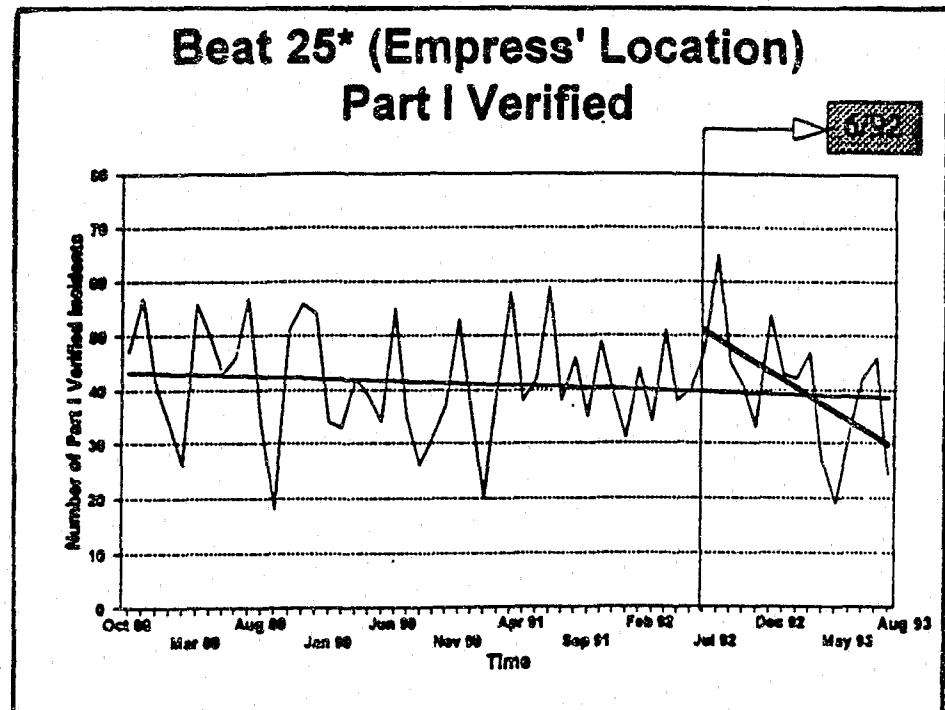


Figure 17

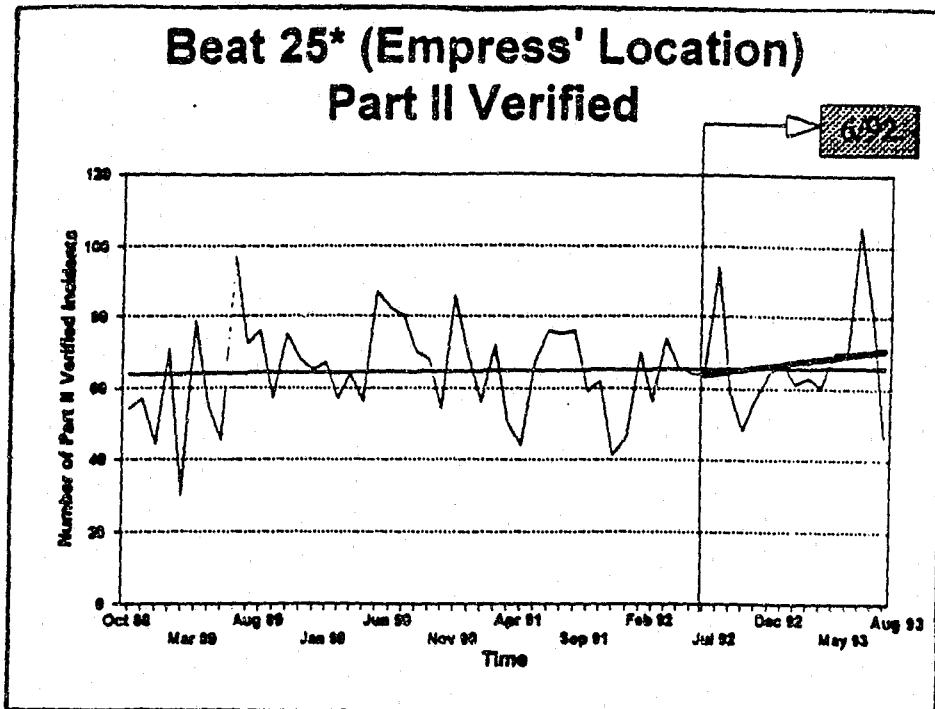
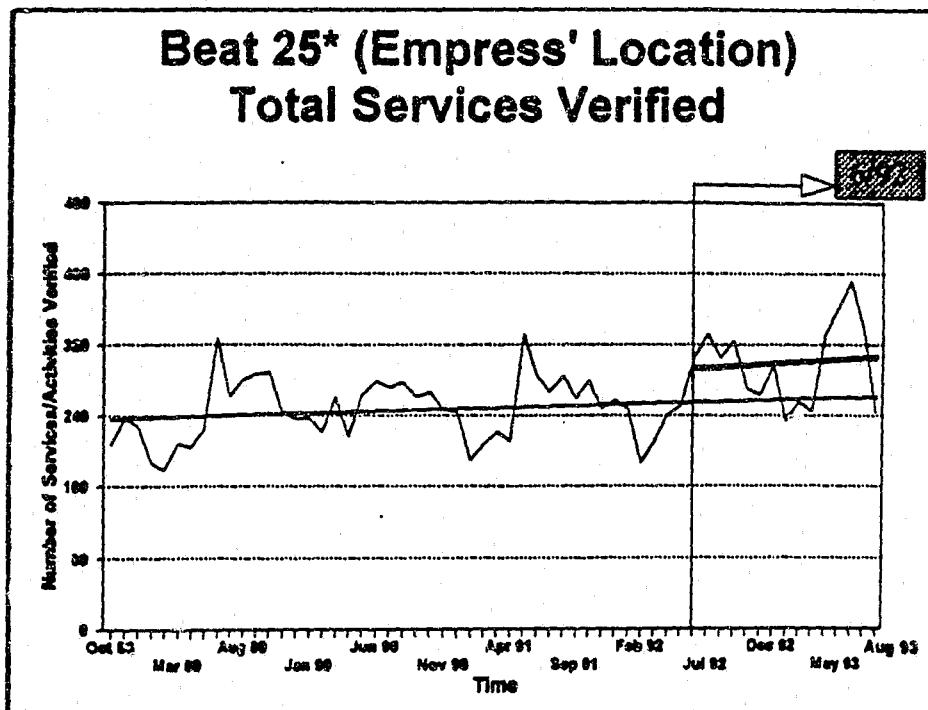


Figure 18



Non-Boat Beat Areas:

Figures 19, 20 and 21 show crime and calls-for-service trend lines for all Joliet Police beats that do not cover or stand proximate to either the Empress or Harrah's Northern Star boats. Review of these figures indicates that the overall trend in Part I, Part II crimes and calls-for-service have been declining for some time and have continued to do so after the arrival of the riverboats.

Figure 19

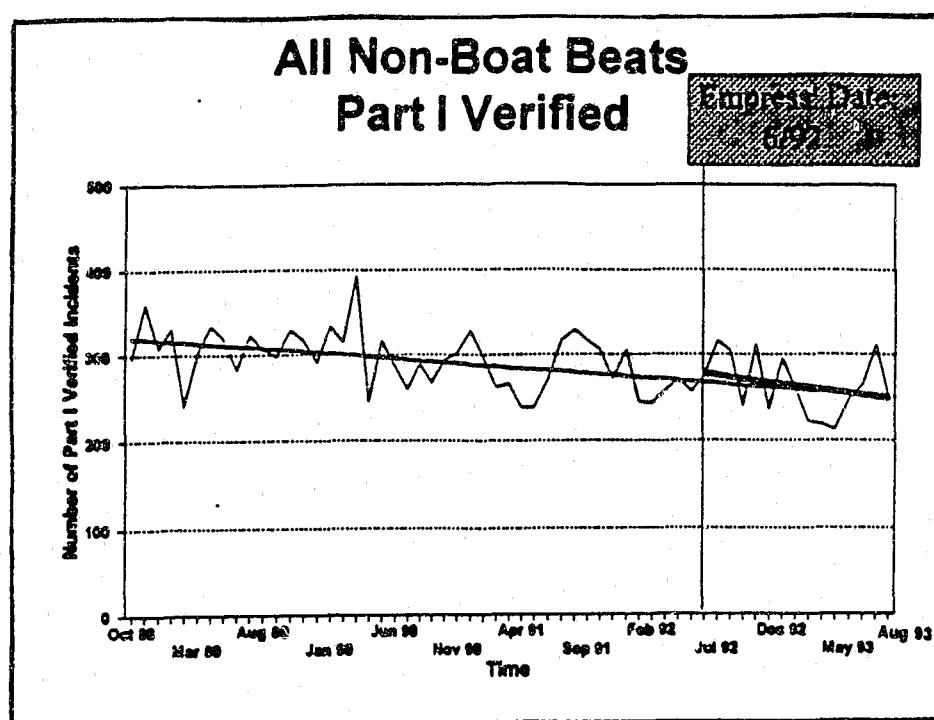


Figure 20

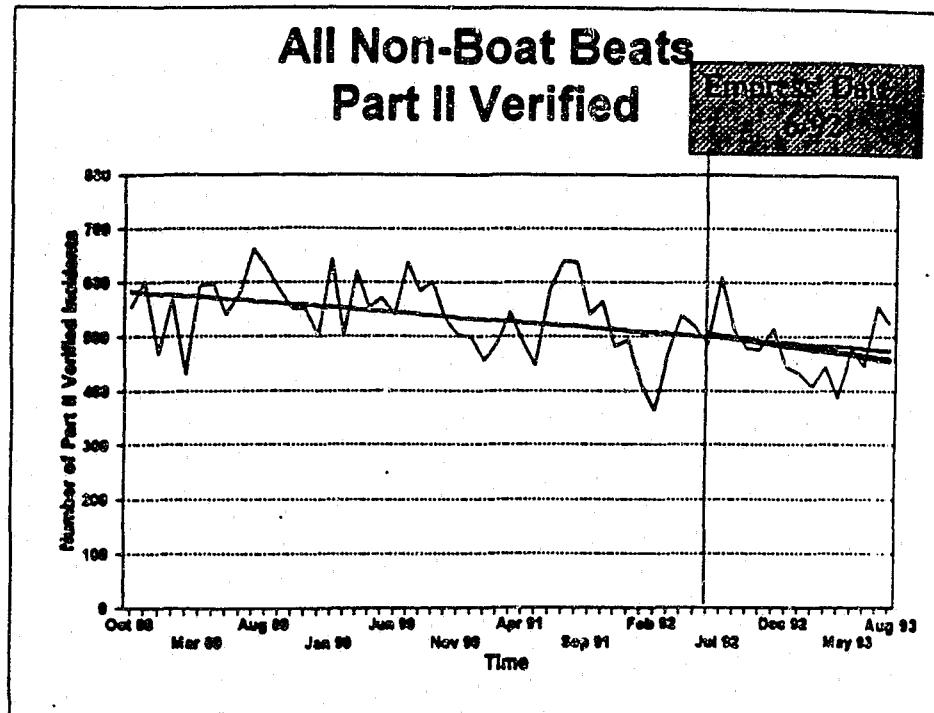
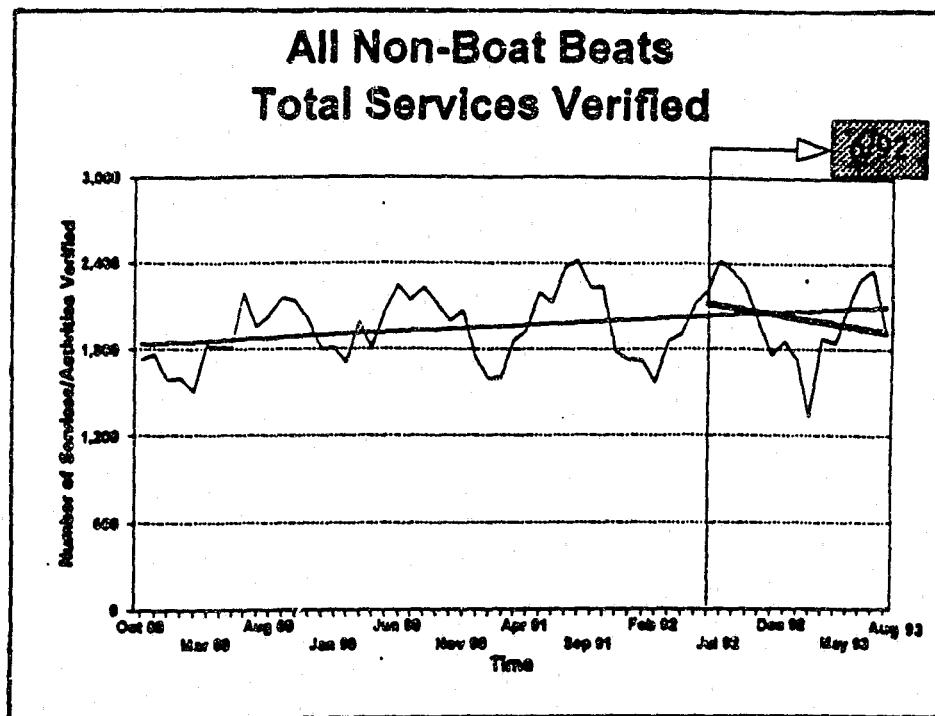


Figure 21



The Entire City of Joliet

Officials indicated in interviews that overall crime and calls for service activity in Joliet have been either stable or declining in recent years, and that the arrival of the riverboats had no impact on those observed trends. Figures 22, 23, and 24 bear out those observations. Part I crime levels have continued on a slightly downward pattern since October 1988 and have even dipped lower after the first boat operation date of June 1992. The same is true for all Part II crimes. Finally, calls for service trends have been relatively flat since 1988 but show a substantial downward trend after June of 1992.

Figure 22

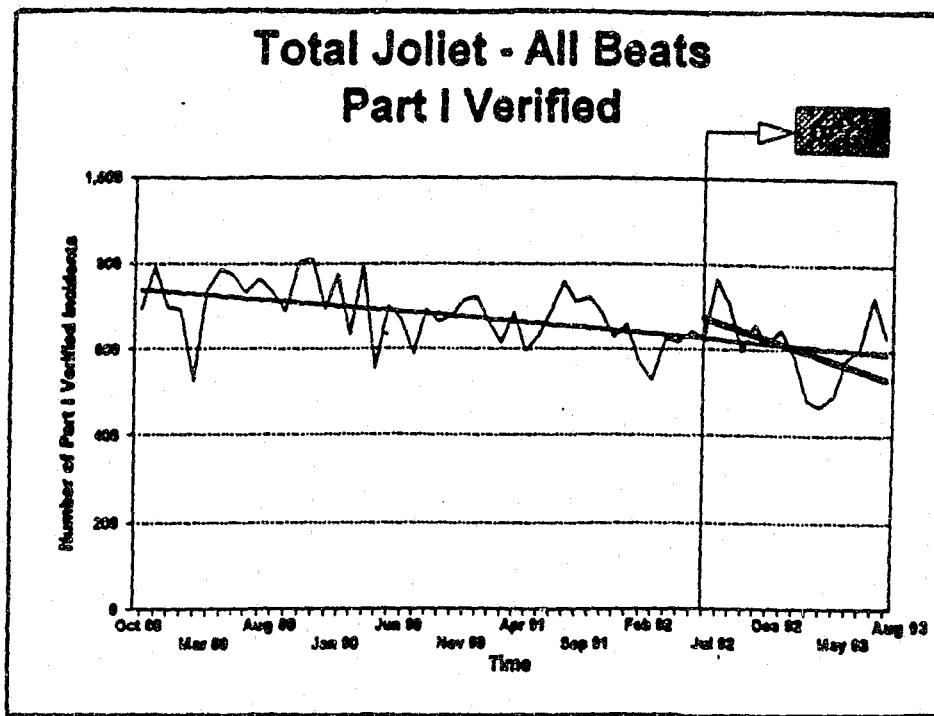


Figure 23

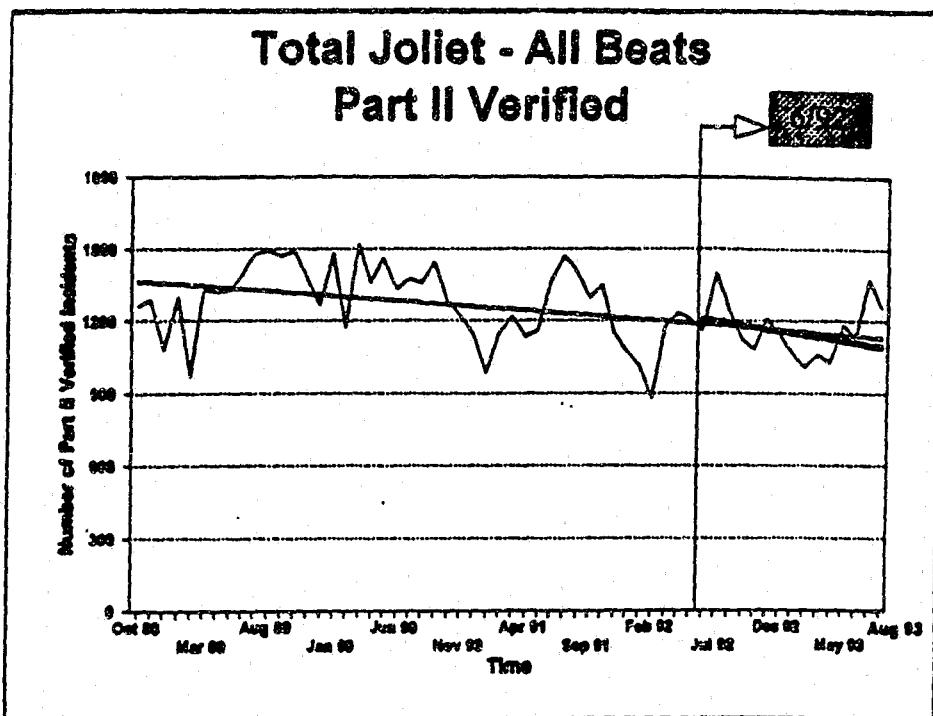
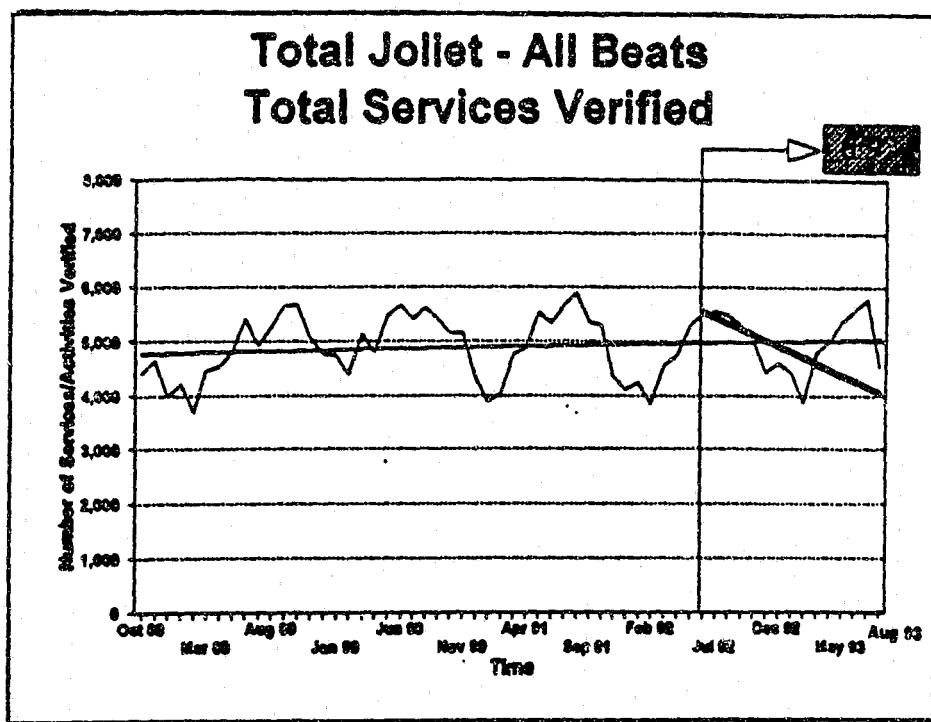


Figure 24



Section 7: Summary Observations on Riverboat Gambling and Crime and Recommended Areas for Further Study

This study is intended to be a preliminary look at the potential impact of riverboat gambling enterprises on law enforcement workloads and crime levels in one Illinois community -- the city of Joliet. Given the preliminary nature of this effort, and reliance on anecdotal or limited time series data, it would be unfair to present findings as conclusive. However, all indications from this study would imply that the arrival of the Empress and Northern Star riverboats in Joliet have had little or no negative impact on crime or police workload levels. Further, anecdotal information from other Illinois communities with riverboats (Aurora, East Dubuque and East Peoria) seems to agree with the more detailed findings for Joliet. In summary:

- ▶ Riverboat enterprises are viewed very positively by both city officials, primarily due to economic benefits, and law enforcement administrators, based on direct experience with riverboat security staff.
- ▶ Law enforcement officials tend to have effective collaborative relationships with riverboat security staff, with smooth transition of cases from "on board" to the dock.
- ▶ While calls for service and/or specific crime incidents increased slightly in selected beats proximate to the riverboats in Joliet, *overall patterns of service calls and crime incidents in the City of Joliet remained stable or even declined after the riverboats began service.*

The analysis of available anecdotal and statistical information leads to the observation that no negative impact on crime levels or police workload can be attributed to the presence of riverboats in the City of Joliet. However, this study is preliminary in nature. A great deal more study is required, including research on long term affects of increased gambling sites, particularly the impact of these sites on addictive gambling and related negative behavior. While this topic was raised by several interviewees, it was not the goal of this short term study to resolve that issue. The Authority strongly recommends that further long term research in these areas be implemented, possibly through the collaboration of site cities and riverboat corporations.

Appendix A: List of Interviewees and Interview Questions

Steve Allendorf	Sheriff, JoDaviess County
Paul Banzano	Chief of Police, City of Peoria
Joseph Beazley	Chief of Police, City of Joliet
Ed Cisowski	Customer Safety Manager, Joliet
Jim D. Druin	Chief of Police, City of E. Peoria
Dave Elmore	Chief of Security, Paradise Boat
Danny Elsey	Chief of Security, Empress Boat
Thomas Fitzgerald	Sheriff, Will County
Allen Misener	Sheriff, Peoria County
John Mezera	Joliet City Manager
Jim Murphrey	Administrator, Empress Boat
David L. Stover	Chief of Police, City of Aurora
Timothy Wilmont	General Manager, Harrah's

Appendix A (con't)

Questions for Law Enforcement Officials

- 1a. How long has riverboat gambling been in existence in your city?
 - 1b. How many boats are currently up and running at this time?
 - 1c. Are they planning to add any more boats in the future?
 - 2a. How was the decision made as to where the boats would be located?
 - 2b. What were the circumstances, relative to crime rates, in that area before the boats existed?
 - 2c. In what way, if any, do you think that has changed?
 - 2d. What kind of impact do you think the boats have had on crime rates in that area?
 - 2e. Did you expect an increase and/or decrease in crime upon the initiation of the riverboat gambling idea?
 - 3a. What economic impact have the boats had on the city?
 - For example, what type of change in work load has occurred?
 - And what kind of impact has this had on the community?
 - In terms of direct costs to the community, what type of cost issues have occurred during this time?
 - 4a. Overall, what other changes and/or impacts have the boats had on the community?
 - 4b. In general, how do you think the community has reacted and/or feels about the existence of the boat(s)? How has the community benefitted, if at all?
 - 4c. From your perspective, are there any hidden issues that may show up in years to come?
Ex. Organized Crime, Addictive Gambling, etc.
 5. Has anyone done any kind of formal or informal statistical study of the impact of the boat(s)?

Appendix A (con't)

Questions for Riverboat Security Administrators

- 1. How many boats are currently in operation?**
- 2. When did each boat begin its service?**
- 3. How many cruises do the boats take daily?**
- 4. What is the volume of people on the boats (daily, monthly, quarterly, annually)?**
- 5. Which boat times are the most popular, and which cruises seem to initiate problems regarding crime (if any)?**
- 6. What are your basic perceptions on handling security issues?**
- 7. How much security is on hand at one time within the boats themselves and in the surrounding areas?**
- 8. How are your resources allocated:**
 - How many staff members do you employ?
 - How much money is spent on alcohol within the boats?
 - Where do the majority of your expenses come from?
- 9. What types of benefits do you think the boats contribute to the community?**
- 10. What types of drawbacks or any negative impact do the boats have on the community?**
- 11. What is your perception of the community, in terms of fear of crime, since the boats began their service?**
- 12. What types of crime do you most often witness and/or have to respond to?**
- 13. When, where, and how do most of these situations take place?**
- 14. How would you describe your relationship with the local law enforcement community?**
- 15. How would you describe your relationship with the state law enforcement officials?**

Appendix B: Detail of PIMS/Joliet Law Enforcement Data Used for Section 5

PIMS (Police Information Management System) enables participating departments to create approximately 350 different management reports about a department's activities. These reports summarize such things as arrests, incidents, service calls, and stolen property.

Joliet Police Department is a participating PIMS agency. The acting PIMS manager for Joliet Police Department, Cynthia Gonzalez, provided all data in computer printout forms. These data were then entered into a Quattro Pro spreadsheet for analysis.

Incident summary reports (PIMS management report *RPT04B*) for every month from October of 1988 to August of 1993 were provided for every beat in the city of Joliet. The statistical analyses included in this report use Verified Incidents for Part I and Part II offenses and Verified Incidents for Total Services/Activities. Part I offenses included all 8 Index crimes (murder, criminal sexual assault, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson). Part II offenses include all non-index offenses (such as deception, criminal damage & trespass to property, sex offenses, gambling, cannabis control act, controlled substance act, motor vehicle offenses, kidnapping, and disorderly conduct).

First, the data was graphed in order to see overall patterns. The second step, using pre-boat data, was to perform a time series regression to see how the crime numbers (dependent variable) were related to time (independent variable). Due to the preliminary nature of these analyses, and the limited data available, adjustment for seasonality was not performed on the data. The third and final step was to only look at the post-boat data for each boat and see if these new regression lines conveyed any significant change from the extrapolated segments (i.e. the post-boat time frame) of the first trend lines.

Appendix C: Detailed Map of the Joliet Area Including Riverboat and Beat Sites

